

**THE EFFECTS OF LOCAL CONSERVATION CAPACITY
TO THE MAINTENANCE OF HISTORIC CITY CENTERS
AS A GOVERNANCE PROCESS:
GAZİANTEP AND ŞANLIURFA CASE STUDY AREAS**

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PROCESS: GAZİANTEP AND ŞANLIURFA CASE STUDY AREAS**

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ABSTRACT

THE EFFECTS OF LOCAL CONSERVATION CAPACITY TO THE MAINTENANCE OF HISTORIC CITY CENTERS AS A GOVERNANCE PROCESS: GAZİANTEP AND ŞANLIURFA CASE STUDY AREAS

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In Turkey, although there are many similar implemented or ongoing conservation interventions, some of historic city centers are in better condition than other ones in terms of urban conservation. Conservation discourse describes the conservation of historic city centers as a shared and sustaining responsibility of various actors. At that point, locality is essential because of near and direct relations with historic environment. However, there are basic problems to develop a synergy based on shared responsibilities of local actors in historic centers. Therefore, the study focuses on the question of “What is the role of local conservation capacity in the maintenance of historic city centers as a governance process”.

The study essentially discusses two issues, local conservation capacity, which is determined as an amalgam term of capabilities of local authority and local community, and urban maintenance, which is used in widening context to

determines not only rehabilitation projects, but also interventions of local community let to survive of historic buildings.

The method of the study is established as a comparative structure bases on case study researches. Comparisons are made between varying levels of local conservation capacity to determine their relations with success in urban maintenance.

As a result, in defined context, the historic city centers of Gaziantep and Şanlıurfa are studied as case study areas to evaluate success in urban maintenance as a function of local governance in terms of local conservation capacity.

Key Words: Local Conservation Capacity, Urban Maintenance, Historic City Centers, Gaziantep and Şanlıurfa

ÖZ

TARİHİ KENT MERKEZLERİNİN BİR YÖNETİŞİM SÜRECİ OLARAK DÜZENLİ BAKIM-ONARIMINDA YEREL KORUMA KAPASİTESİNİN ETKİLERİ; GAZİANTEP VE ŞANLIURFA ÖRNEK ÇALIŞMA ALANLARI

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Türkiye’de tarihi kent merkezlerine uygulanmış veya uygulanmakta olan birçok benzer nitelikte koruma çalışması olmasına rağmen, kentsel koruma çerçevesinde değerlendirdiğimizde bazı tarihi kent merkezleri diğerlerine göre daha iyi durumdadır. Koruma söylevi tarihi kent merkezlerinin korunmasını farklı aktörlerin ortak ve sürdürülebilir bir sorumluluğu olarak tanımlamaktadır. Bu noktada, yerellik, başka bir ifade ile yerel aktörler, tarihi çevre ile olan yakın ve doğrudan ilişkileri nedeni ile vazgeçilmez bir role sahiplerdir. Fakat tarihi kent merkezlerinde yerel aktörlerin ortak sorumluluklarına dayanan bir paylaşım / *synergy* geliştirilmesinde yerel kapasitelerle ilişkili problemler bulunmaktadır. Bu nedenle, çalışma temel olarak “Tarihi kent merkezlerinin bir yönetim süreci olarak düzenli bakım-onarımında yerel koruma kapasitesinin rolü nedir?” sorusuna odaklanmıştır.

Çalışma konuyu temel olarak iki boyutta tartışmaktadır. Birinci boyut, yerel otoritelerin ve yerel halkın kapasitelerinin bir bileşeni olarak tanımlanan “yerel

koruma kapasitesi” kavramıdır. İkinci boyut ise tarihi yapıların korunmasına imkân tanıyan ve sadece otoriteler tarafından uygulanan sağlıklılaştırma projeleri ile sınırlı kalmadan yerel halk tarafından uygulanan müdahaleleri de kapsayan “kentsel bakım-onarım” kavramıdır.

Çalışmanın yöntemi örnek çalışma alanlarının karşılaştırılmasına dayanan bir yapıda kurgulanmıştır. Karşılaştırma değişen düzeylerdeki yerel koruma kapasitelerinin, düzenli kentsel bakım-onarımın başarısı üzerindeki etkileri ile yapılmaktadır.

Sonuç olarak, tanımlanan çerçeve içerisinde, Gaziantep ve Şanlıurfa Tarihi Kent Merkezlerindeki yerel koruma kapasitesi yerel yönetişimin bir biçimi olarak düzenli kentsel bakım-onarımı karşılaştırmalı bir biçimde değerlendirmiştir.

Anahtar Kelimeler: Yerel Koruma Kapasitesi, Kentsel Bakım-Onarım, Tarihi Kent Merkezleri, Gaziantep, Şanlıurfa

To My Wife

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LIST OF ABBREVIATIONS

- **CoE** ; Council of Europe
- **ÇEKÜL** ; the Foundation for the Protection and Promotion of the Environment and Cultural Heritage
- **EU** ; European Union
- **GAP-CHD Programme** ; South-eastern Anatolian Project – Cultural Heritage Development Programme
- **GEEAYK** ; High Council of Immovable Historical Assets and Monuments
- **ICOMOS** ; International Council of Monuments and Sites
- **KTVKYK** ; The High Council for Preservation of Cultural and Natural Entities
- **KTVKBK** ; Regional Conservation Council for Preservation of Cultural and Natural Entities ...
- **KUDEB** ; The Bureau of Conservation Implementation and Monitoring / “*Koruma Uygulama ve Denetleme Bürosu*” in Turkish
- **METU-TAÇDAM**; Middle East Technical University – Centre for Research and Assessment of Historic Environment
- **TOKİ** ; Housing Development Administration of Turkey / “*Toplu Konut İdaresi Başkanlığı*” in Turkish
- **UNESCO** ; The United Nations Educational, Scientific and Cultural Organization

CHAPTER 1

INTRODUCTION

1.1. The Subject of the Thesis

In urban conservation discourse, the management of historic city centers is defined as a shared responsibility of actors in different levels from central government to local authorities or from NGOs to individuals. That type of responsibility requires consciousness and awareness in all levels of society. Especially, the level of consciousness and awareness at local levels has crucial effects on historic cores. However, in Turkey, there are some basic problems for the development of a governance model that based on shared responsibilities of local actors in historic centers. Basically, these problems might be studied in two sides, the lack of capabilities of local authorities and the lack of social capacity.

On one side, the technical, financial and administrative capabilities of local authorities (Municipalities and Province Special Administrations), which have the responsibilities of management of historic city centers, are insufficient to create a synergy / shared responsibilities with local community for the conservation of historic city centers.

On the other side, fragmented ownership pattern in historic city centers increase the numbers of stakeholders, who have real estate interests. In addition to property owners, there are organized/non-organized or powerful/weak or

individual/grouped stakeholders, who have various interests, such as tradesman, property owners, tenants, users, investors and tourists. However, their involvement degree and influence to the conservation historic city center is low within a direct relation with the lack of community capacity. Consequently, historic city centers, mostly, are suffering from a total lack of care.

In addition to incapability of local actors, although the conservation of historic city centers is a manner of multidisciplinary studies and professional expertise (highly specialized operation), the interdisciplinary working capabilities of conservation experts are not sufficient to create a synergy in Turkey. Conservation experts (bureaucrat, technocrat or technical team members) such as urban planners, restoration experts and architects do not want to lose their power / authority / roles in the conservation process.

However, the main issue is that, although urban conservation is clearly a shared responsibility process, the historic city centers are unique-vulnerable heritage and their characteristics have to be secured by conservation experts. Therefore, the negotiable content of local involvement in urban conservation is dilemma between the conservation and participation literature. In other words, the conservation of historic city center has to be primary concern of local involvement. Then, the needs and responsibilities of local community will be discussed.

At that point, in Turkey, urban maintenance in historic city centers is a crucial topic for study. In Turkey, some of historic city centers have in better condition than other ones. Although there are ongoing or implemented conservation interventions, a regular process to maintain historic setting of centers could not be established. That lack of maintenance of varying degree of quality of life causes an interest of the relation between local conservation capacity and maintenance.

In defined context, the study aims to discuss on **the hypothesis** states that; shared responsibilities between local actors and involvement of local community with diverse capabilities enhance the success of conservation by urban maintenance in historic city centers.

In the management of historic city center, **maintenance** usually means minimum intervention let to survive of historic buildings is a crucial topic. In the study, the term of maintenance is enriched as a concept of **urban maintenance** in a widening frame including not only building but also street, public spaces, infrastructure and so on. In other words, maintenance is discussed in a wider context of historic setting. Furthermore, the term is used a widening context to determines not only rehabilitation projects implemented by varying authorities, but also maintenance interventions of local community individually or within a cooperation. Feilden and Jokiletho (1993) define maintenance as a program that aims to keep the cultural resources in a condition preventing loss of any part and it is the highest forms of conservation.

The study aims to examine the conservation capacity at local level in Turkey, then, develop the forms of urban governance for the management of historic city centers according to changing local dynamics, case by case. Therefore, main question is set as **“What is the role of local conservation capacity in the maintenance of historic city centers as a governance process”**.

Although main question bases on role of local conservation capacity, an exact cause-effect evaluation could not be established because of such qualitative structure of aspects in local conservation capacity. Therefore, a comparative method is chosen to discuss the relation between local conservation capacity and urban maintenance.

In relation with the main question, the study looks for the answers of the following sub-questions;

- What is the relation between institutional capacity of local authorities and implicitly urban maintenance in historic city centers?
- How the institutional capabilities of local authorities let to involvement of other actors to urban maintenance in historic city centers?
- What is the relation between individual capacities of local people’s and their will of involvement to the urban maintenance in historic city centers?”

- How local communal capacities effect their involvement to the maintenance of historic city centers?”
- What are the dimensions and success of urban maintenance in historic city centers?
- What are the forms of local governance in terms of urban conservation maintenance?

1.2. The Scope of the Study

In fact, there are various actors in urban conservation process in international, national or local levels. The attitudes of international and national bodies are similar for each case that is determined by general principles or regulations. However, local actors are inseparable components of socio-spatial context of historic centers. On one side, the social capacity of local communities, that is an amalgam of social capital, consciousness, identity and awareness, has a direct effect on conservation processes. Because, they use, live, work or have property in historic centers. On another side, local authorities (municipalities and special province administrations) have power to implement or control and also are responsible for conservation activities at local level. Therefore, the study mainly concentrates on **the capabilities of local actors** with their success in urban maintenance as a governance process.

In the study, **local conservation capacity** is determined as an amalgam term of capabilities of local authority and local community. At that point, in addition to actors' own or inner capabilities are discussed with related indicators. Furthermore, relations between local actors, networks between them are evaluated as other dimensions of local capacity to set a synergy in locality. Consequently, four dimensions of local conservation capacity are described as; inner institutional capacity of local authority, outer institutional capabilities of local authority, individual capacity of local people and communal capacity.

At that point, the study focus on **historic city centers**, core of cities where basically commercial and petty industrial activities exist, to examine the effect of

local conservation capacity. Because the core based on these activities has a potential of economic turnovers from commercial activities that will positively effect and enhance the capabilities and awareness of local communities, who are not only property owners, but also craftsmen, tenants and their associations / chambers.

Expertise and consciousness intensive structure of urban conservation is enhanced by international principles. In other words, **valuation** is a crucial issue in urban conservation. However, evaluation of ascribed values by varying actors is another discussion point in urban conservation. There is a widening literature about valuation in urban conservation. In this study, although there are evaluation for consciousness and community appropriation, the study focuses on the levels of individual capacity on levels of involvement in urban maintenance process. Ascribed values by key conservation experts and local community for historic city center might be content of a further study.

1.3. The Method of the Study

The method of study based on three sections. Primarily, literature review on local governance and urban conservation as a governance process are completed to set conceptual frame of the study. Then, urban conservation practice and legal-administrative framework is evaluated in terms of local governance to analyze urban conservation agenda in Turkey. By the way, the method of the study is established as a comparative structure bases on case study researches. Finally, in the case study section, a comparative study is presented the relations between local conservation capacity and urban maintenance in details.

Following this introduction chapter, Chapter-2, literature review basically compromises two sections as local governance and urban conservation. In local governance section, primarily the term of governance is discussed with different points of view to get an overall idea. At that point, local governance as a network is seen a fundamental base to discuss local conservation capacity in terms of urban conservation. Because, views underlining network approaches let to evaluate nodes, which should be seen as local actors and their relations with

together. After that, studies based on comparison of local governance indicate the effectiveness of local governance and capabilities of local actors determine. In other words, actors' performance in local governance becomes a crucial issue. Consequently, institutional capacity of local authorities and capacity of local community is seen as two dimensions of local conservation capacity. At that point, those two dimensions include inner and outer capabilities of local authorities, and implicitly individual and communal capacity of local community.

Furthermore, governance is evaluated in terms of urban conservation with described roles of local authorities and local community in international documents. Then, capacity and its indicators become a clear issue to determine varying levels of local governance in urban conservation. After that, discussions in local governance and urban conservation led to determine a new concept of "Local Conservation Capacity" indicating varying level of capabilities of both local authority and local community together. In defined context, possible outcomes of varying levels of local conservation capacity in urban maintenance are discussed with dimension of urban maintenance as planning, management and intervention issues.

As a result, success of urban maintenance in historic city center is determined as a consequence of increasing level of local conservation capacity. This implicate relation includes qualitative variables, so a comparative research is chosen to evaluate relation in detail (Figure 1-1).

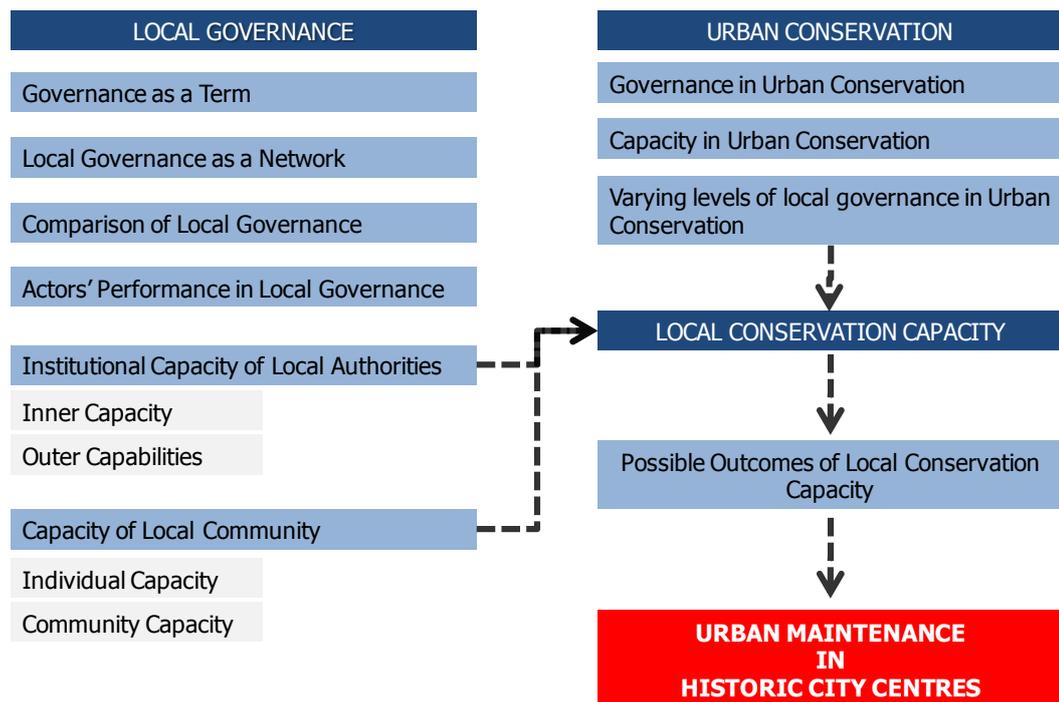


Figure 1-1: Conceptual frame of literature review

As mentioned above, essential issues in methodological framework base on a comparative structure. Comparisons are made between varying levels of local conservation capacity to determine their relations with success in urban maintenance. Therefore, dimension of local conservation capacity that are local institutional capacity and local community capacity are determined with their inner and outer dimensions. At that point, inner capacity conceptualize own capabilities of local actors, while outer capabilities describe their mutual relations.

In defined context, aspects of each dimension and their general indicators of local conservation capacity (Figure 1-2) are discussed within the conceptual frame of the study. Inner institutional capacity includes five main aspects as; leadership, organizational and functional capacity, technical capacity, financial capacity and staff qualifications. Leadership as a representative issue, guiding capacity and networks-relations with others are the aspect of outer institutional capacity. On the other hand, individual capacity bases on consciousness / responsiveness and community appropriation. Networks, formal / informal groping, spatial

togetherness, trust in community and local leadership are the aspects of communal capacity. These aspects are briefly discussed with general terms of local governance. After that, each aspect is re-evaluated with specific terms and vulnerable characteristics of historic settings to determine appropriate and essential variables.

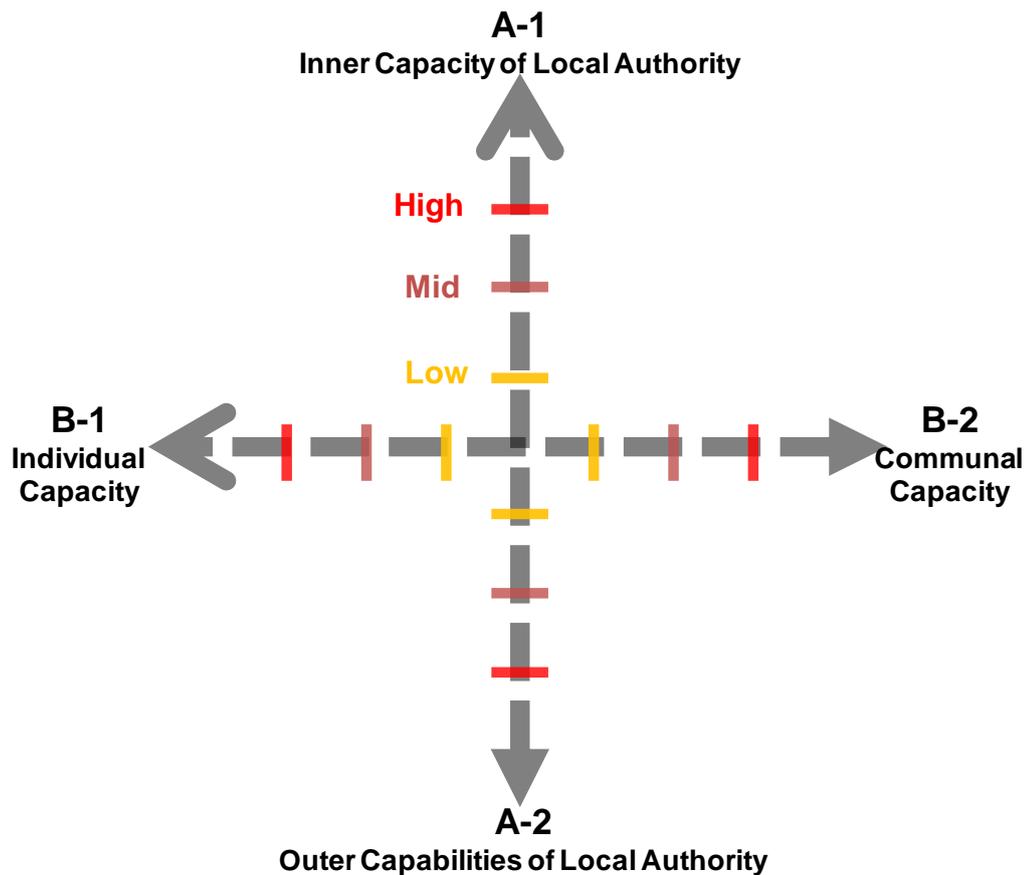


Figure 1-2: Dimensions of local conservation capacity.

On the other side, urban maintenance conceptualizes with three dimensions as planning, management and intervention. Planning dimension includes vision and mission setting, problem definition, strategic documentation, base studies and analyzes, decision-making in a wider context, prioritization and monitoring.

Secondly, management dimension of urban maintenance includes administrative financial and technical aspects. Finally, intervention has a comprehensive structure including documentation, approved projects, appropriate materials and equipment and condition surveying.

In defined context, the study focuses on dimensions of local conservation capacity and urban maintenance together, and compares their relations aspect by aspect by a matrix (Table 1-1).

Table 1-1: Comparison of relation between dimensions of local conservation capacity and urban maintenance

		URBAN MAINTENANCE		
		Planning	Management	Intervention
LOCAL CONSERVATION CAPACITY	Inner institutional capacity			
	Outer institutional capabilities			
	Individual			
	Communal			

As a result, success in urban maintenance is a function of local governance in terms of varying levels of dimensions in local conservation capacity. There is a direct relation between increasing success and increasing capacity with multiplier effects (Figure 1-3).

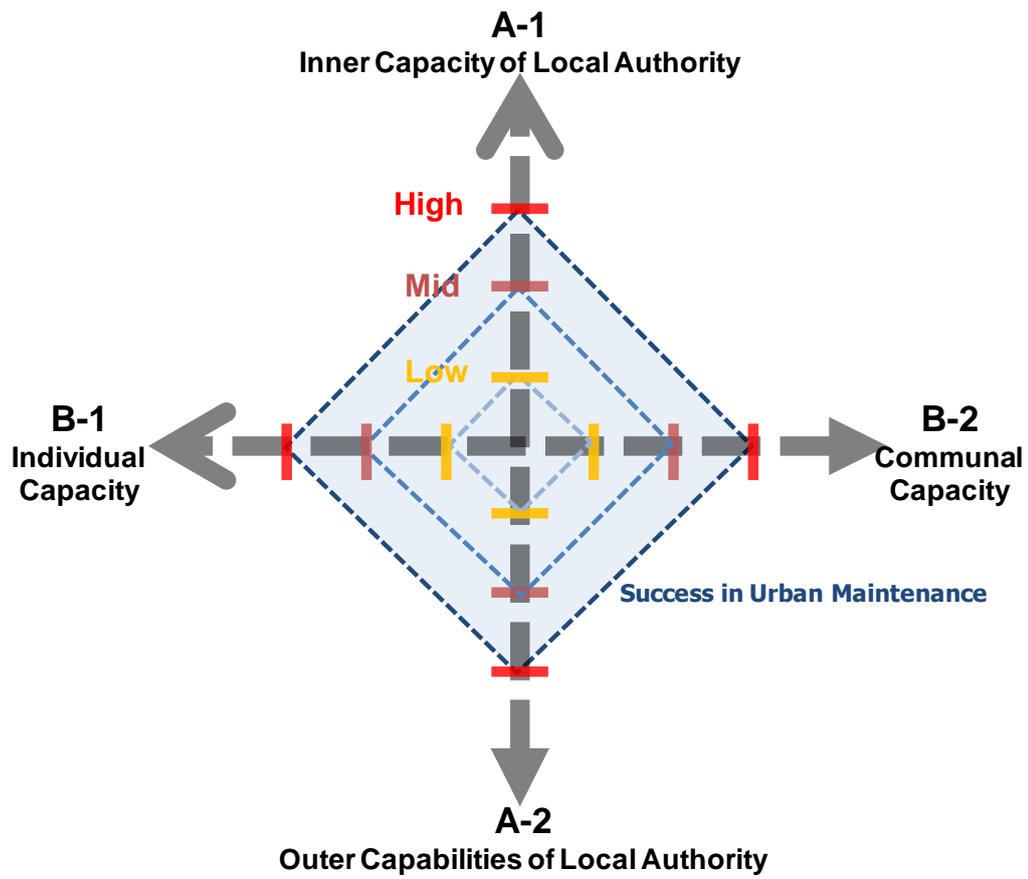


Figure 1-3: Success in urban maintenance as a function of varying levels of local conservation capacity.

1.4. Case Study Areas, Gaziantep and Şanlıurfa Historic City Centers

In Turkey, parallel to international flows, the roles of local authorities has been increased in urban conservation with planning responsibilities and financial or administrative arrangements. The details of legal and administrative transformation in urban conservation and recent circumstances are comprehensively discussed in Chapter-4.

Briefly, the responsibilities of central authorities like GEEAYK had been mostly transferred to regional bodies “Regional Conservation Councils” with the Law

2863 - 1983 dated. After 2004, recent legal and administrative frame has been established with 2004 dated and 5226 numbered Law changing the Law 2863. The structure of High and Regional Councils are mostly preserved. The responsibilities and financial facilities of local authorities, the Municipalities and Special Province Administrations, were re-defined. As stated above, the details of these processes are discussed in Chapter-4.

In defined context, local authorities have an authority or freedom on maintenance activities by a new unit known as KUDEB (Conservation, Implementation and Monitoring Bureau).

In addition to changes in legal and administrative framework, local authorities, the governorships or the municipalities have implemented varying scale of conservation activity like a competition. Especially, institutions like "Historic Towns Association in Turkey" set a base for this competition.

As a comprehensive experience, in 2004, **Cultural Heritage Development Programme** in the GAP Region started with co-finance of the EU and GAP Administration. The Programme includes two main sub-programmes with the coordination of a consortium of ÇEKÜL, WYG International Proje Yönetim A.Ş and Betaplan and their Technical Assistance Team settled in Şanlıurfa.

The first sub-programme was the preparation of an **Integrated Strategic Action Plan** with the Governors and the Mayors of nine cities in the GAP Region with the coordination of Technical Assistance Team. The programme that comprises 130 action plans between 2005 and 2015 was approved by the EU and GAP Administration in December 2006. Although the implementation of Integrated Strategic Action Plan interrupted with varying reason, the programme enhances conservation capacity in the region.

The second sub-programme was a grant programme for local applicants, who would be the Municipalities, the Governorships, Universities or NGOs, aimed to implement pilot projects within the context of development programme. In defined context, 31 varying scales projects that were restoration, rehabilitation, inventory,

tourism development or intangible heritage based project had been co-financed with 12.000.000 Euro budget (GAP-CHD Programme, 2012).

The author had worked **as an urban planner and expert in METU-TAÇDAM** (Middle East Technical University-Centre for Research and Assessment of Historic Environment) during preparation and implementation of “Rehabilitation Project in Historic Commercial Center of Şanlıurfa” between 2004 and 2007. In addition to implemented project, METU-TAÇDAM established a consultancy model in Şanlıurfa with the Municipality of Şanlıurfa till 2009. After local elections in 2009, that consultancy model has been interrupted with varying reason. However, experiences between 2004 and 2009 underline the importance of relation between local authorities and local community to set a sustainable conservation dynamic and synergy in historic city centers. On the one hand, implemented projects and researches with local authority triggered a conservation process in Şanlıurfa, on the other hand even recently implemented conservation interventions could not be conserved in a relation with lack of local capacity.

In defined context, success and deficiencies in Şanlıurfa case, especially problems in monitoring and lack of maintenance even in, where conservation interventions recently completed, causes “*question mark*” about the relations between local conservation capacity and urban maintenance.

As a result, the historic city center of Gaziantep is selected with Şanlıurfa to evaluate the varying levels of local conservation capacity. Şanlıurfa and Gaziantep are similar in terms of population, physical structure, geography and social structure, etc. Also, there are similar base urban conservation activities, such as EU financed projects, rehabilitation activities, after 2004, when the legal and administrative framework re-arranged in Turkey.

In two case study areas, the Mayors of the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa triggered a process of urban conservation activities in varying scale since local elections in 2004. Although, Gaziantep has more socio-economic potential than Şanlıurfa, socio-spatial context of historic city centers are so similar with traditional on-going activities along main axes and

within varying scale inns and bazaars. After 2004, there are completed or on-going conservation activities such as restoration, rehabilitation or environmental design projects that are mostly managed by the Municipalities. However, the historic city center of Gaziantep is seen well-maintained than Şanlıurfa' one at *prima facie*.

Therefore, while similarities in historic city centers in case study areas and their local conservation capacities determine boundaries of the study, differences in terms of urban maintenance enhance curiosity in research topic.

1.5. The Content of the Study

The thesis consists of seven chapters. Firstly, the introduction, primarily defines problems in historic city center to determine research question. Then in a relation with problem definition, main and sub-research questions are defined. After that the scope and content of the study are presented. Also, the comparative method of the study is briefly discussed.

The second chapter following the Introduction, the second one deals with the theoretical and informative issues regarding the topics of local governance in terms of capacity discussions. The terms of governance are evaluated to get an overall view on local governance in this chapter. Then, varying approaches to local governance are discussed to enhance appropriateness of network discussions for such a capacity study. Comparison of local governance is structured on two sides of locality, local authorities and local community, according to effectiveness and efficiency in governance. After, literature on institutional capacity of local authorities and local community capacity are evaluated.

Urban conservation is evaluated as a governance process in terms of international documents and urban conservation agenda in the third chapter. Firstly, governance terms in urban conservation related documents and recent discourse are evaluated to determine a frame for detailed discussions. Then, in a relation with governance discussions, capacity in urban conservation is evaluated

with varying levels of local governance. By the way, the concept of local conservation capacity is developed to describe capacities of local authority and local community together. At the end of the third chapter, possible outcomes of increasing local conservation capacity are discussed, and then urban maintenance is evaluated with varying aspects as a challenging issue in urban conservation.

After evaluating governance and urban conservation literature summarized together in Chapter 2 and 3, urban conservation activities are investigated to evaluate the level of governance. Primarily, contemporary international conservation agenda is examined with varying issues like the critiques of gentrification and mass transformation, donor financed cases and best practices in terms of shared responsibilities between local actors. After that, the recent legal and administrative frameworks in urban conservation in Turkey are investigated in terms of urban maintenance. Especially, urban rehabilitation projects are discussed as a popular intervention type by local authorities.

In the fifth chapter, the method of study is represented in details. Firstly, the reason of the selection of case study areas bases on local actors and rehabilitation activities are presented with similarities and difference. Then, such completed or on-going conservation activities in historic city center are evaluated with varying levels of involvement of local actors. By the way, urban rehabilitation projects, especially implemented by the Municipalities yet now, are discussed as a type of maintenance activity. In defined context general frames of case study areas, the historic city centers of Gaziantep and Şanlıurfa are defined. In this section, reasons for chosen only historic city centers and only municipalities and local tradesmen for detailed discussions are presented in detail. Then, conceptual frame of the method is determined step by step. The indicators and their possible sources of data to measure each dimension and aspect of local conservation capacity and success in urban maintenance are described. After that, the structure of comparison of cases step by step is discussed. Lastly, the research in case study areas is expressed with primary and secondary datasets and their efficient usage of them by appropriate analyzing process.

The sixth chapter represents case studies that evaluate local conservation capacity and urban maintenance in historic city centers of Gaziantep and Şanlıurfa in details. Firstly, brief historic development and conservation activities in historic city centers are explained to determine significant characteristics of case study areas. Then, local conservation capacity in the historic commercial center of Gaziantep is evaluated in a relation with success in urban maintenance aspect by aspect. After that, same aspect based structure is used to evaluate local conservation capacity in Şanlıurfa. At the end of case study chapter, comparison of local conservation capacity in urban maintenance is examined by an evaluation matrix.

The seventh chapter, conclusion, primarily indicates general results of research about urban maintenance in Turkey and varying levels of local conservation capacity. The forms of governance in urban conservation, as alternative for local involvement scales in urban planning, is described as unique contribution of the study. After that, the relations between local authorities and an urban governance model are discussed as topics for further studies.

CHAPTER 2

LOCAL GOVERNANCE

2.1. Governance as a Term

According to the Oxford Dictionary, governance means “...*the action or manner of governing a state, organization, etc.*” or “...*archaic rule; control*”. These definitions point out the governing activity in a political base and controlling manners of the term is enhanced. However, in the 1980s, the meaning of the term has begun to expand with the developments in political sciences.

There is a wide literature¹ about governance and local participation in planning theory that is briefly investigated to get an overall understanding. However, in this

¹ Lindblom 1959-1965, Etzioni 1968, Davidoff 1973, Faludi 1973, Fagence 1977, Rosener 1978, Mazziotti 1982, Friedman 1987, Hall 1983-1992, Healey 1992-1995, Portes 1998, Hillier 1995-2002, Dryzek 1990, Forester 1993, Giddens 1994, Mathie et al 1997, Sewell et al 1997, Taylor 1998, Petts et al 2000, Sanoff 2000-2006, Frewer et al 2001, Frankin 2002, Şengül 2002, Coaffee 2003, Townsend 2004, Mäntysalo, 2000-2002-2004, Roberts 2004, Stewart 2004, Muir 2005, Richardson 2005, Harry 2005, Lane 2005, Phillips 2006, Maginn 2007

chapter, the concept of local governance is evaluated relations or networks between local actors.

Habermas (1984, 1987) mentions from “an ideal speech situation” to define a condition that allow to the involvement of all participants in a rational and constraint free-communication in the public sphere for a depth of mutual understanding in a relation from “Communicational Rationality Theory”, which emphasizes a rational consensus would be achieved by various actors in a governance process. Communicative rationality is a trigger for a change in the understanding of governing in terms of political sciences

At that point, Pierre (1999, 376) indicates that political sciences has witnessed two significant paradigm shift during the 1980s and 1990s. First one is “institutionalism” has change its meaning from a design problem of system to a bunch of factors explaining changes in policy outcomes, state-society relations and capabilities of governments. The second one is the concept of governance and studies focused at different analytical and institutional levels.

In relation with second paradigm shift, Rhodes (1996, 625-53) claims, in his seminal text -“*Governing without Government*”, that governance is not synonym of government or the activity of govern in terms of political sciences. Instead, governance defines a change in the meaning of government. That refers to a new process, or a new method, or changing rules of the game in the activity of governing and the role of government.

Similarly, Paproski (1993, cited in Harpham and Boateng, 1997, 65) indicates the crucial distinction between government and governance as the notion of civil society. Stoker (2002, 17) enhances the new definitions of the term of governance by referring to the development of governing styles which blurs the boundaries between public and private sector.

In this context, Graham, et al (2003, 1-3) defines a frame for governance within interactions between governments and other social organizations. The term is used for a new process of decision making in a complex world of various actors in different levels. The zones of governance are changed from global space to

national space and national space to regional space. So, the term of community governance may be used in the local levels.

The development of governance term as a paradigm shift and its framework in different levels of actor determine a widening socio-spatial discussions. Therefore, this terminology would be discussed in relation with urban context as “urban governance”.

Harvey (1989, 4) indicates a shift to “entrepreneurialism” in urban governance within the context of relative autonomy after the early 1970s, when local authorities began to take challenges from the top of governments. He emphasizes that; urban government / local authorities want to secure a better future for their populations. So, more public-private partnership is needed for new sources of fund, employment or technical support (Harvey, 1989, 7). Therefore, he develops alternative strategies for urban governance to have better position in a competitive environment of the production of goods and urban services and suggests that, the urban region may improve its competitive position with respect to spatial division of labor and consumption (Harvey, 1989, 8).

While Harvey’s strategies on competitive production of goods and services accept urban governance as public-private partnership, the meaning of urban governance has been extended to whole processes of decision-making. In such case like Porto Alegre, Brazil urban governance is a tool of participatory democracy starting from the neighborhood levels to the management of whole city (Gret and Sintomer, 2002).

Pierre (2005, 452-453) describes three points of view for governance from different perspective. First one sees governance as a theory. Although there is no a full-comprehensive theory for governance, this view defines governance as an analytical framework for the institutions of local state, processes and mechanism. Second view of urban governance has emerged in the UK during the 1980s and 1990s as a model of public-private cooperation at local level. Last one describes governance as an empirical phenomenon that means political institutions may play various roles in various forms of governance patterns.

As a comprehensive view, The United Nations (UN-HABITAT, 2002) defines urban governance as; “... *the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes **formal institutions as well as informal arrangements and the social capital of citizens***”.

The United Nations’ above definition will be used as the current understanding of literature and is accepted as appropriate definition of the study. Because that point of view underlines **varying actors with their varying interest** in urban environment, such as historic city centers, where different local actors work, live, visit or have property in it.

As seen in the UN’s definition, urban governance is a complex and multi-dimensional term that varies according to dependents from national to local scales, or from individuals, organizations to local governments, or public-private relations to local-central government relations. In defined context, different models (modes) of urban governance have been defined with regard to changing aspects. These definitions of models (modes) are evaluated to get the characteristics of urban governance are stated below.

Rhodes (1996, 653-660) describes six separate uses of governance. Firstly, governance is defined as the minimal state. According to this definition, the size of government is reduced by privatization and cuts in service provision. Second use is corporate governance that means more commercial interventions in public services in a competitive environment. At that point, “openness – the disclosure of information”, “completeness – integrity” and “accountability” are claimed as fundamental principles. Thirdly, governance is use to define new public management terms that had two meanings managerialism and the new institutional economy. Managerialism, basically, might be defined as the use of private sectors management methods in the public service. But, the new institutional economics refers to introducing incentive structures (such as market competition) into public service provision. Both of them share the terms of

competitive environment, markets, customers and outcomes. Also, input-output structures are discussed. Aforementioned **first three use of governance mainly concentrate on management terms of concept.**

Harpham and Boateng (1997), as another point of view, approaches governance from the terms of urban services and discussed this topic within the limits of that approach. They (1997, 66) indicate that, there should be an action space for governance between government and civil society. So, the production of services and the representation of civil society are described as two sides of governance equation.

On the other hand, last three uses that are described by Rhodes (1996) define more **comprehensive frame of public science and social context with various actors, their capabilities and their relation as networks.** In defined context, fourth use is “good governance”. Especially, the approach of the World Bank and its documentation use this concept towards Third World Countries. According to this approach, good governance involves; an efficient public service, an independent judicial system, accountability in public funds, independent auditing system, respect for the law and human rights and a pluralistic institutional structure. In relation with necessities, the World Bank indicates the needs of encouragement of competition, reforming civil service, budgetary discipline and decentralize administration. Consequently, greater use of NGOs is enhanced (Rhodes, 1996, 656).

As fifth use, governance is seen as a socio-cybernetic system means “...*each can contribute relevant knowledge of other sources. **No one has all the relevant knowledge or resources to make the policy***”. The approach highlights the limits of governing by a central actor (Rhodes, 1996, 657-658), so it enhanced the need of a participatory environment in policy works.

Last use defined by Rhodes (1996, 658) conceptualizes governance **as self organizing networks.** Therefore the context of governance is defined as managing networks that are widespread form of social relations. Within the context of mutual relations, the network form of governance enhanced “reputation, trust, reciprocity and mutual interdependence” in community scale.

Consequently, definitions accept governance as networks are usable for discussion in varying scales. Networks basically compromise focal points and relations between points. In this study, the basic concern is that, if local conservation capacity is evaluated as a network, the relations of local actors and their capabilities could be discussed in a local governance process. Therefore, in the next section, literature on local governance is going to be discussed as a network.

2.2. Local Governance as a Network

Aforementioned uses that are defined by Rhodes (1996) indicates the extending scale of the concept of governance. But, the last use, the network form of governance has an overall point of view above other uses, because of **embedded networks between various actors with their aims and capabilities**.

Rhodes (1996) gives a list for the shared characteristics of governance in terms of networks. Firstly, governance is broader than government, because of **non-governmental actors** and it is independent from organizations. Then, there is a **continuing interaction between network members**. Thirdly, decision making is a negotiation process based on **trust** and has to be agreed by other participants. Finally, there is a **significant level of autonomy** from the state.

These shared characteristics, also, give us a clue for the discussion on the performance of urban governance that topic is going to be discussed in following sections of the study.

In defined context of governance as a network, Pierre (1999) describes four models of urban governance that refers to participants, objectives, instruments and outcomes. First model of governance is **“Managerial Governance”** that emphasizes the managerial aspects of governance, which is seen as public process to resolve common issues, while there are participatory terms on the other side. This model, especially, enhanced the roles of professionals and managers instead of elected officials for the efficiency of service provision (Pierre,

1999, 377). Second model is “**Corporatist Governance**”, in which there is a high degree of political involvement, proportional representation and powerful voluntary organizations. This model based on participatory nature of collectivist political culture (Pierre, 1999, 380). Third model is the “**Progrowth Governance**” mainly based on the economic development by means of public-private actions that may boost the local economy. Therefore, actors / participant of this governance model are especially elites and senior elected officials, who have benefits / interest from developed local economy (Pierre, 1999, 383). Last model is “**Welfare Governance**” that based on compensate of state on local economy and urban politics. Therefore, especially this model of governance defines a network between local authorities and national (state) officials and that network may be influence by administrative and political changes, or both of them (Pierre, 1999, 385).

As a similar approach, Davies (2002) states the concept of governance as autonomous, self-organising and networks as a tool of political analysis. Davies discusses the concept within the limits of urban regeneration activities, specifically and describes three forms of governance;

- **Governance by government** that means local authority serve for the welfare, so few interaction between councils and business leaders
- **Governance by partnership** means local partnerships are formal parts of government policies, so little local autonomy, trust is seen
- **Governance by regime** defines a more local political autonomy model of governance based on trust and collaborative synergy let to sustainable and self-organizing network (Davies, 2002, 316).

In this context, Stoker (2002, 18) defines propositions to draw **a clear framework for urban governance as a network**. Primarily, he claims that governance refers to **a set of institutions and actor**, who will be in or out of government. But the positions of private and voluntary sectors are enhanced in not only service provision terms, but also strategic decision making (Stoker, 2002, 19). As a critical point, **the legitimacy discussion** about non-governmental sectors is not

matter, because there is always somebody else who does not accept rules within any political system (Stoker, 2002, 21).

Secondly, Stoker (2002, 21) sees governance as a process of the blurring of boundaries and responsibilities between various actors to tackle with social and economic issues. This approach underlines **the new or increasing responsibilities of institutions and actors**, especially within the private and voluntary sectors. As another underlying feature of governance as a network that as a process identifies the power dependence between involved actors. Individual or institutional actors in network that aim to solve a common issue needs others and exchange knowledge or resources with others. In other words, *governance is an interactive process, because no single actor, public or private, has the knowledge and resource capacity to tackle problems unilaterally.* Consequently, governance is about autonomous self governing networks of actors (Stoker, 2002, 21).

Above definitions on modes / models of governance and defined context are mainly based on relations with formal processes between national and local level or relations within locality.

However, DiGaetano and Strom (2003) suggest a more comprehensive analysis for urban governance. They (2003, 365) claim that, not only formal institutional structures define political systems, but also political institutions in each city or various scales are interlinked by **informal arrangements** that is called as modes of governance.

DiGaetano and Strom (2003) identify five modes of urban governance. First mode of governance is **the Clientelistic** that forms on individualistic and particular relationships between politicians and their interest / clients. Second one is **the Corporatist** modes of governance that mainly develops programs instead of pragmatic public-private governing relations. This mode looks for consensus and coalitions of powerful economic and community interest. **The Managerial** modes of governance that is based on formal, bureaucratic and contracting relations between public officials and private sector interest is the third mode of governance. Therefore, decisions are made by public officials instead of

pragmatism or consensus building. The fourth mode of governance is ***the Pluralist*** is mainly shaped with competitive environment on various interests. Therefore, the pluralist modes focus on conflict management. The last one, ***the Populist modes of governance***, are seen where politicians and community activities look for a high degree of participation in democratic base.

As a result of discussions in urban governance (Rhodes 1996, Pierre 1999, Davies 2002, Stoker 2002 and DiGaetano-Strom 2003), it is obviously seen that, although there are different approaches on urban governance modes, defined modes are descriptive for variations in networks.

So, urban governance modes should be re-arranged according to various local context that includes, sometimes, embedded social, political and economic structures.

In other words, urban governance is a context dependency term based on various structures of networks. In the next section of the study, the context dependent structure of urban governance is going to be discussed refers to the comparison discussions in urban governance

2.3. Comparison of Local Governance

As seen in aforementioned discussions, there is no one perfect or pure governance model that might applied to all urban conflict or decision making process. The success or implementation process of an urban governance model might be resulted with changing consequences in various local contexts. Therefore, the measurement is one of the recent research questions on discussion about governance. By the way, the discussion on measurement let to another research that based on urban governance process in various contexts, local, regional, national or international. In this section, firstly, the studies on the measurement of urban governance are evaluated to get an overall understanding and crucial variables.

Harpham and Boateng (1997, 74) see the performance discussion in governance as one of the aspects emerge strongly in the literature. Their performance

discussions mainly based on the relations between government and civil society, called as “*action space*”. In order to measure “action space” for good governance is discussed refers to;

- “the priorities in governance and specific actions”,
- “**the appropriate actors, their capacity and mobilization for action**”,
- “required resources and political support” and
- “monitoring process” (Harpham and Boateng, 1997, 76).

As seen, basically, their evaluation criteria are based on two side of governance process, actors and institutions and their sense of responsibility.

As another early study, Pierre (1999, 374-375), who defines governance as a process of blending and coordinating public and private interests, points out the capabilities of local government organizations, so he refers to different models of governance describe different systems of values, beliefs and practices. In addition to local context, he emphasizes the significance of national context.

As an international point of view, the United Nations Human Settlements Programme (UN-HABITAT, 2002) focuses the term of Good Governance that means “...*citizens are provided with the platform which will allow them to use their talents to the full to improve their social and economic conditions*”. So, the welfare of the citizens might be guaranteed by urban governance process. The principles of Good Governance are claimed as (UN-HABITAT, 2002);

- “**Sustainability** in all dimensions of urban development
- **Subsidiarity** of authority and resources to the closest appropriate level
- **Equity** of access to decision-making processes and the basic necessities of urban life
- **Efficiency** in the delivery of public services and in promoting local economic development

- ***Transparency** and **Accountability** of decision-makers and all stakeholders*
- *Civic Engagement and **Citizenship***
- ***Security** of individuals and their living environment”*

Foregoing studies mainly discuss performance aspects within general terms of governance. At that point, DiGaetano and Strom (2003) describe a clear analysis to compare urban governance. **Structural, Cultural Analysis** and **Rational Actors** are declared as three approaches to comparative analysis of urban governance. First one has an origin of Marxian and Weberian political thought based on the importance of social and economic relations. So, structural analysis deals with processes of distribution, conflict, power and domination. The second one focuses on culture as the main explanatory factor to compare differences in national context, where historically and socially embedded system of values has been developed. The last approach underlines the role of self-interest in collective action within a relation with strategic and rational individuals. (DiGaetano and Strom, 2003, 357-360).

However, DiGaetano and Strom (2003, 363) use the concept of institutional milieu of urban governance that are the complexes of formal and informal political and governmental arrangement, which intervene interactions through the structural context, political culture and political actors. In other words, institutional milieu of urban governance indicates the context dependency of discussions. Institutional milieu includes formal and informal arrangements. The former one refers to institutions that are government bodies, political parties, interest group organizations and partnership. The latter one is discussed above as “modes of governance” that defines the governing relations within formal institutions.

The modes of governance are described by **governing relations** by government officials and private sector, **governing logic**, **key decision makers** and **objectives**. According to these aspects, DiGaetano and Strom (2003, 365) identify five modes of urban governance as clientelist, corporatist, managerial, pluralist, populist.

These modes and their main characteristics are summarized in Table 2-1 by DiGaetano and Strom (2003, 366). However, they underline that, these modes are ideal types and rarely exist in pure forms. Hybrid forms of governance modes are possible.

Table 2-1: Modes of Urban Governance (DiGaetano and Strom, 2003, 366): Defining Characteristics (summarized from Pierre, 1999, 388)

	<i>Clientelistic</i>	<i>Corporatist</i>	<i>Managerial</i>	<i>Pluralist</i>	<i>Populist</i>
Governing Relations	Particularistic, personalize, exchange	Exclusionary negotiation	Formal bureaucratic or contractual	Brokering or mediating among competing interest	Inclusionary negotiation
Governing Logic	Reciprocity	Consensus building	Authoritative decision making	Conflict management	Mobilization of popular support
Key Decision Makers	Politician and clients	Politicians and powerful civic leaders	Politicians and civil servants	Politicians and organized interests	Politicians and community movement leaders
Political Objectives	Material	Purposive	Material	Purposive	Symbolic

As seen above, DiGaetano and Strom (2003) point out the institutionalized context of urban governance with four key variables. At that point, Denters and Klok (2006, 43) point out the importance of three other components in performance management in urban governance. First of all, performance management is seen as a result oriented process, so **the formulation of objectives** is critical. Then, **a system of performance indicators** is needed to evaluate actual achievements in desired results. Finally, a **feedback mechanism** has to be set to get the information on goal achievements, effectiveness and efficiency.

Healey (2002, 1783) indicates socially constructed conceptions of the city are in a turn with governance approaches from reading to city to shaping the city. In other words, *once imagined and located in the public realm, concepts of the city have considerable power to 'act'* (Healey, 2002, 1785).

So, strategic urban governance becomes an ongoing activity and seen as an institutional infrastructure that directly affected by actors' performance.

As a crucial study, Kübler and Heinelt (2005) focus on local authorities, community and policy networks with a different analysis method. They evaluate "the metropolitan reform tradition" based on governmental consolidation and metropolitan governments and "the public choice approach" refers to institutional fragmentation of metropolitan areas into autonomous local institutions for service provision. Then, new metropolitan governance based on cooperative structures that stabilize network of appropriate policy actors is examined in details (Kübler and Heinelt, 2005, 9-10).

In defined context, Kübler and Heinelt (2005, 11) emphasizes crucial role of varying local actors rather than hierarchical relations. Actor behaviors, incentive structures and political leadership are stated as factors of governance capacity. As a result of discussion, democratic metropolitan governance is evaluated in three dimensions – **Policy Networks, Oriented Local Government and Civil Society**- by Kübler and Heinelt (2005, 23).

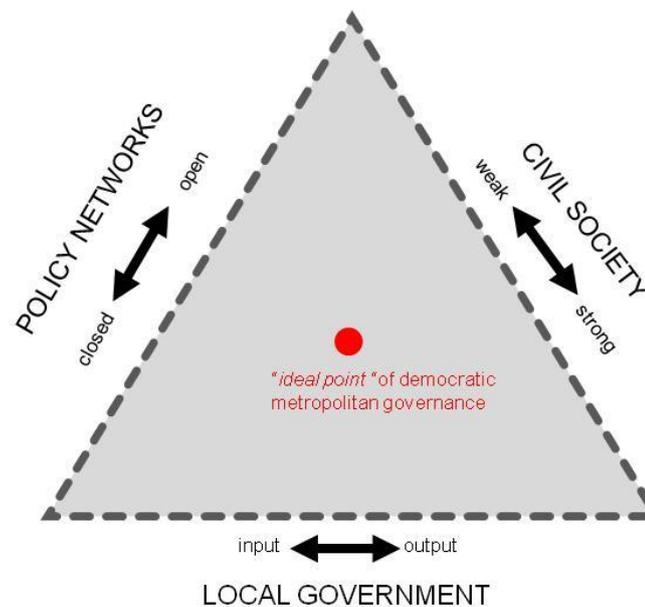


Figure 2-1: Triangle of Democratic Metropolitan Governance (adapted from Kübler and Heinelt, 2005, 23)

In above triangle, policy networks indicate the relations between local government and civil society that would be open or closed. In defined context, the capability of civic society is another crucial factor that might be weak or strong according to variables such as organized or individual groups. Lastly, the structure of local government might be input or output oriented. So, the relation between local government and civil society based on policy networks is evaluated as a starting point for the discussion in local conservation capacity in the study.

However, aforementioned theoretical approaches and methods are seen as inadequate to explain **why varying modes of governance are appear in the same period and under similar pressures in a national context** by Ataöv and Eraydın (2011). They summarized the changing issues in the modes of government in different theoretical approaches as **institutions**, **flows** (in the forms of material resources and regulatory power) and **governance capacity** – coalitions (Ataöv and Eraydın, 2011, 84-89). These three issues are embedded into socio-spatial context of cities.

After the evaluation in governance experiences in two metropolitan cities of Turkey, İzmir and Antalya, Ataöv and Eraydın declare five crucial aspects in shaping the different forms of governance;

- “...First, **the maturity level of the local political culture** in a relation with economic development and daily life ... experiences from **living or working together** may let a bottom-up governance
- Second, in different context of metropolitan areas, **varying forms of interactions and networking** may appear and may lead varying types of coalitions that will be sometimes a NGO or ad hoc type of activities.
- Thirdly, **sectoral dynamics** are crucial to build link between local and national governance mechanisms and institutionalized relations between them
- Fourth aspect is the importance of **state traditions at local level**.
- The last issue indicates **the importance of local dynamics** rather than structural context, because of context dependency in political culture and capabilities in local scale...” (Ataöv and Eraydın, 2011, 119-120)

As a result of discussions and approaches in the comparison of urban governance, especially, the role of national authority or legal and administrative framework might be ignored because of similar context in local areas in a nation-state. In other words, national legal and institutional frameworks are same in locality studies in the same country. Due to the aim to carry a comparative study based on differences between local conservation capacity and its effects on urban maintenance, the study, should be evaluate national characteristics as similar. Therefore, differences between localities could be evaluated in details.

At local levels the importance of two sides of governance processes that are local authorities and local community is emphasized. Their capabilities and networks are crucial to determine urban governance performance in local context. Therefore, in the following section of the chapter, local actors' performance and their determinant variables are going to be evaluated in details.

2.4. Actors' Performance in Local Governance

In the previous sections of the chapter, after the definition of governance as a term, the network type determinations are emphasized because of the relations between different actors. After that, the approaches for the comparison by means of varying governance practices refers to local context are enhanced to get an overall view on context dependency of governance. As a result of these discussions, it is clearly seen that, at the local context, the varying levels of involvement of local authorities and local community are resulted in changing modes of urban governance.

In this section, after the evaluation of discussions about the involvement of local community in decision making process, the factors on the varying levels of the involvement of local authorities and local community are going to be examined in urban governance process as a shared responsibility.

The varying levels of involvement of actors in urban governance are directly related with the capabilities of actors. Therefore, institutional capacity of local authorities and capabilities of local community capacity are discussed in details to evaluate the effects on urban governance.

2.4.1. Institutional Capacity of Local Authorities

In defined context, in this section, the discussions and key terms on the level and efficiency of involvement are evaluated to determine **aspects of institutional capacity**. Also, each aspect is going to be evaluated with its possible indicators, later.

In general terms, institutional capacity is used to define technical, financial, administrative capabilities and experience of institutional actors, who manage, support or have a legal responsibility in local scale. In fact, capacity or capabilities of local authorities have been discussed with not only public administration terms but also urban or regional planning and whole decision making process since 1980s, when decentralization of governing power becomes

popular. General definitions for the terms of capacity have crucial clues for following discussions.

Honadle (1981, 577) defines **capacity as the ability to make change**, intelligent decision make, develop programs, manage resources and evaluate current works to guide future. Capacity has a direct relation with the levels of institutionalizing, in other words, becoming an organization is required for effective capacity. As another side, **capacity includes the abilities for setting effective links** with other organizations, solving problems, coordinating activities and gaining experience, too (Honadle, 1981, 578). At that point, **two dimensions of institutional capacity are visible as inner abilities and outer links**.

As another early research that based on the report of Office of Management and Budget in Washington (1975), Gargan (1981) describes capacity within the terms of management that refers to three general areas. First one is “**policy management**” includes need assessment, goal setting and evaluation, the establishment of priorities, resource allocation. Policy management capacity to guide planning, development and implementation of policies, strategies and programs is included. The second one is related with “**resource management**” that means not only to use resource but also to create resource. The last one is “**program management**” that based on requirements to perform and execute specific policies.

Gargan (1981, 652) declares local government capacity as a function of expectations, resources and problems. In other words, **capacity is related with capability to solve a problem with current resources within the limits of expected results**. Guiding principle is “*...you are only as good as you have to be*”. Gargan (1981, 653-654), also, points out the growing concern for local government capacity in relation with the quality of urban life that refers to a shift in urban policy management.

In the context of local governance, Gibbs et al (2001, 103) make a comprehensive definition for institutional capacity in local and regional economic development. They define institutional capacity as not only a simple institution's

capability, but also **institutionalism within an area**. It includes reorganizing of the state and decentralization of power that means effective local governance.

The discussions about local government capacity let to another crucial issue that is the institutional performance of local authorities. Putnam (1993, 15) makes a research on regional capacity differences in Italy and states that some regions have a vibrant network and norms of civic engagement, while some others are vertically structured. In other words, “...**some regions are more civic than others**”. Those differences have a direct influence on local capacity in terms of governance and indicate local links as a network.

This two dimensional structure of capacity local government capacity is discussed in UNDP’s capacity and assessment guidelines. The review document of UNDP (UNDP, 2006) indicates the capacity as the ability of individuals, institutions and societies to do something within planned framework in a sustainable manner.

In defined context, variables that affect or determine the capabilities of local authorities are going to be discussed in the following parts of this section. So, not only factors that affect performance of local authority are evaluated, but also structures that let or do not let the sharing of responsibilities with other local actor are going to be discussed in details.

Consequently, in the following sections, local institutional capacity is investigated as **inner capacity** that mean institutional self power to act and **outer capabilities** that are determined by the networks of local authority.

2.4.1.1. Inner Capacity of Local Authorities

In this section, inner capacity of local authorities is discussed with its aspects in relation with the sub-question of “How the institutional capacities of local authorities affect their conservation approach and implicitly urban maintenance in historic city centers?” However, the inner institutional capacity is evaluated with general planning terms. The relations with urban conservation are discussed in

details in Chapter Five, the Method of Study, to determine indicators of inner capacity in terms of urban maintenance.

Grindle (1996, 8) makes a discussion on hypothetical and real capacity of the State. Institutional capacity to uphold effective rules of the game, **technical capacity** to manage economic strategies, **administrative capacity** and **political capacity** to mediate conflict and respond the needs are declared as the parts of state's capacity. These general terms are a starting point for the varying dimensions of capabilities of authorities

However, local institutional capacity researches are popular with the efforts of international institutions like the World Bank that wants to bring standard for the implementations of local programs. Those discussions mainly based on **capacity building** for local authorities.

Plummer (1999) evaluates the local government's capacity within the context of internationally donor-financed development programs that generally based on local participation. Especially the performances of municipal actions are discussed on a relation base between internal capacity and external operating context, which means a function of legislative, administrative and funding framework.

In terms of internal capacity, **staff capacities** are discussed with reference to skills of actors required for effective responsibility taking and promote community participation. Skills of various actors, who are going to be manager, interface or technical staffs, are determined by community relation, technical and administrative capacities. Then, the central role of engineering departments, project management units, project cells and zonal offices are declared as tools of effective municipal structures. Thirdly, **financial stability** let accountability and transparency of financial procedures that create a trust in authority is seen as a crucial part of internal capacity. Lastly, **dynamic structure** of municipal systems and procedures that means elasticity to changes is evaluated as an obligation for a management capacity (Plummer, 1999, 95-109). In a similar context, Onyx and Bullen (2000, 40-41) emphasize **the role of work connections** like feeling a part of community, friendship relations and team-working.

Evans (2005, 65-66) points out the capabilities of officers as one of the aspects of institutional capacity in a sustainable development manner. Officers' education, motivation, professional and technical expertise are determined as the indicators. Also, they underline the diversity of age and younger officers for hard working conditions. Moreover, the training of officers for not only personnel development, but also inter-departmental relations is focused. As another crucial dimension of inner institutional capacity, organizational structure of institutions, which means networks between directorates, integrated relations within different departments operations and cross departmental links, is mainstreamed as working practices.

Denters and Klok (2006) indicate another perspective enhancing institutional performance discussions. Especially, they concentrate on institutional performance to achieve **urban sustainability**. There are two different approaches to conceptualize institutional performance. First one sees institution in a **hierarchical structure**. Second one is more **egalitarian approach**. Both of them indicate the responsiveness of such institution to achieve a goal as performance of the institution. Former one determines material and conditional responsiveness. The latter one that focuses on **equity enhances the importance of expected goal achievements, concurrence, openness and accountability** (Denters and Klok, 2006, 51). As another crucial aspect, Denters and Klok (2006, 53) indicates decision making process is determined by the political, administrative and policy network levels. (Table 2-2)

Table 2-2: Two approaches to performance management (Denters and Klok, 2006, 45)

	Hierarchical Approach	Egalitarian Approach
<i>Nature of public sector</i>	Government (as a corporate public actor)	Governance (as a network of public and private corporate and collective actors)
Performance Control System		
<i>1. Who defines mission?</i>	Political leader	Political leader, other corporate and collective actors, citizens)
<i>2(a) Focus of measures?</i>	Effectiveness and efficiency	Effectiveness, efficiency and responsiveness
<i>2(b) Who measure?</i>	Producers: quality as defined by professionals in terms of universal and uniform standards	Local stakeholders / citizens: quality both defined and partly assessed by local stakeholders and citizens
<i>3 Feedback mechanism</i>	Oversight and review backed up by coercion and incentives	Mutuality on the basis of consent

In this study, egalitarian approach based on governance and local stakeholders is preferable to hierarchical one to evaluate local conservation capacity in terms of networking. Moreover, discussion of institutional performance offers pluses and minus within itself. In other words, the causes of increasing or decreasing performance in a relation with institutional capacity have to be criticized.

Gilmour (2007, 4) indicates the differences between profit organizations and non-profit or social organizations to compare institutional performance. Although the recent discourse on institutional framework has become more similar with the terms of visions, leadership, stakeholders and governance, there are still important differences. The most important one is while profit organizations use measures like profit, capital or asset as performance indicators, non-profit or social organizations especially have qualitative variables based on community responds (Gilmour, 2007, 5).

Table 2-3 summarizes the attributes of social or non-profit organizations from different perspectives. It would be helpful to understand the inner institutional capacity of local authorities that might be thought as nonprofit organizations. The most of the attributes are related with inner capacity of institutions. However, attributes like networking or organizational capacity are evaluated in the following section 2.4.1.2 to determine outer capabilities.

Table 2-3: Non-profit capacity attributes (summarized from Gilmour, 2007, 5)

<i>Mc Kinsey and Company (2000) Scaled Attributes</i>	<i>Frederickson and London (2001) Scaled Attributes</i>	<i>LaMore (2002) Scaled and Scored Attributes</i>
<ul style="list-style-type: none"> - Aspirations (mission, clarity of vision and goals) - Strategy (targets, programme, funding model) - Organizational skills, - Human resources - System and infrastructure, - Organizational structure - Culture (shared values) 	<ul style="list-style-type: none"> - Leadership and vision - Management and planning - Fiscal planning and practice - Operating support 	<ul style="list-style-type: none"> - Political capacity - Networking capacity - Resource capacity - Programmatic capacity - Organizational capacity; - Management and planning - Fiscal planning and practice - Operating support

Consequently, as the recent discourse of institutional capacity, UNDP (2008, 2010) indicates three dimension, **points of entry**, **core issues** and **functional capabilities** in its capacity assessment works. Points of entry include three levels that are the enabling environment, the organizational and the individual. Institutional arrangements, leadership, knowledge and accountability are the core issues. The functional capabilities are determined as necessary structure to create and manage policies and programs. These dimensions of institutional capacity compromise not only inner capacity, but also outer capabilities, which are discussed in the following section (UNDP, 2008, 2). UNDP's approach to institutional capacity focuses on three essential variable, **performance**, **stability** and **adaptability** at outcome level in terms of national goals..

Institutional performance is a combination of the **effectiveness**, means degree to achieve objectives, and **efficiency** that is a ratio of produced values and used ones. Institutional stability concentrates on institutionalization and risk mitigation includes risk identification and solves the problem. Last one, adaptability is basically determined as an ability to maintain future needs and needs a continuous improvement (UNDP, 2010, 9).

As a result of aforementioned discussions, **leadership, organizational and functional structure, staff qualifications, technical capabilities and financial terms** are determined as **the aspects of inner capacity of local institutions**. Table 2-4 briefly summarizes aforementioned indicators according to determined aspects of inner capacity of local institutions.

At that point, crucial role of leadership, especially countries like Turkey, should be underlined to discuss capacity and capabilities of not only local but also national authorities. Therefore, the aspect of leadership and its indicators are investigated in another section, Section 2.4.1.3, with outer capabilities.

In Table 2-4, aforementioned views on inner institutional capacity are re-organized within terms of aspects. Therefore, there are similarities and repetition within aspects. Moreover, general concepts are determined with terminological differences. However, after discussions of urban conservation as a governance process and legal-administrative framework in Turkey are completed in the Chapter-3 and Chapter-4, appropriate indicators for each aspect of inner institutional capacity are determined in Chapter-5, the Method of Study.

Table 2-4: Aspects and General Indicators of Institutional Capacity (Inner Capacity)

Aspects	General Indicators	References
Organizational / Functional Capacity	– The levels of institutionalizing	Honadle (1981)
	– Policy / program management	Gargan (1981)
	– Effective ruling and mediating conflicts – Responding the needs	Grindle (1996)
	– effective organizational structure (key units) – dynamic structure / elasticity to change	Plummer (1999)
	– networks and integrated relations cross departmental links	Evans (2005)
	– expected goal achievements – concurrence – openness / accountability	Denters and Klok, (2006)
	– Clarity of vision and goals – Organisational skills and structure	Gilmour (2007)
	– Institutional arrangements – Streamlined process – Clearly defined responsibilities and roles	UNDP (2010)
	Technical Capacity	– Managing strategies,	Grindle (1996)
– System and infrastructure		Gilmour (2007)
– Hard Networks (technological capabilities)		Malecki (2002)
Financial Capacity	– Resource management	Gargan (1981)
	– financial stability / accountability / transparency	Plummer (1999)
	– fiscal planning	Gilmour (2007)
	– audit systems – participatory planning system	UNDP (2010)
Staff Qualifications	– skills of actors / effective responsibility – promoting community participation	Plummer (1999)
	– being a part of community, – friendship relations / team-working.	Onyx and Bullen (2000)
	– Education / Motivation / Training – Professional and technical expertise – The diversity of age and younger officers	Evans (2005)
	– Human resources – Culture (shared values)	Gilmour (2007)
	– Knowledge sharing	UNDP (2010)

2.4.1.2. Outer Capabilities of Local Authorities

In this section, outer capabilities of local authorities are determined with its aspects in relation with the sub-question of “How the institutional capabilities of local authorities determine **the level of openness** (let to involvement of other actors to urban maintenance in historic city centers)?” The outer capabilities are discussed within general terms in this section and its relation with urban conservation is re-evaluated in Chapter Five, the Method of the Study.

As indicated in general frame of institutional capacity, the outer capabilities of local authorities are emphasized as the other side of capacity (Honadle, 1981, Gibbs et al, 2001, Putnam, 1993). Gibbs et al (2001, 103) see capacity as the institutionalism within an area. Furthermore, Putnam (1993, 15) point out varying local capacities as “**...some regions are more civic than others.**”

Malecki (2002, 930) uses the term of competitiveness of places that refers to ability of local economy and society to enhance living standards. In this context, the soft (social interaction and knowledge flow) and hard (technological capabilities) networks determine the ability, in other words capacity, of local authority.

Wallis (2002, 77) underlines another side of local capacity as networking that means the enabling capacity of local authorities to other actors. Enabling other actors and let them to take responsibility is seen as an enhancing tool for social capital in local community.

In a similar base, Van Den, et al (2003, 3) use the term of organizing capacity to describe the ability of solving problems with all partners, jointly generating new ideas and developing / implementing policy. Long term vision, formulating measurable objectives, strategic thinking, qualified leadership, strategic networking and relevant partnership and external communication are declared as the elements of organizing capacity.

Gissendanner (2004, 44-45) evaluates the issue of “*How voluntary membership networks create power to bring about publicly significant results for the local*

citizenry or to solve problems and achieve change". Is this capacity derives from formal or non-institutionalized forms of cooperation. In defined context, Gissendanner (2004) defines two analytically separate aspects for the action powers of governing groups / institutions. First one is "Governance Capacity" as the ability to act at all. Second one is "Strategic Capacity" that means the ability of a city to act in a planned, coordinated and rational manner.

Gissendanner (2004, 45) points out that;

"Some cities are better than others at gathering information, activating resources, coordinating the efforts of actors and organizations throughout a long period of time and a large geographic area, and self-critically evaluating their own policies."

However, the measurement of governance and strategies capacity is still a matter of research problem. There are no standard indicators to measure especially governance capacity that is based on the ability of actors to act. However, strategic capacity is more related with policies that are made, implemented and adjusted (Gissendanner, 2004, 47).

Gissendanner (2004, 49) defines four measures for governance and strategic capacity. First one is **targeting** that means basically main aim or vision of activity. Second one **organizations**, which indicates the level of togetherness, are evaluated in terms of current active groups. Third one is **the degree of coordination** change from no communication to basic communication to cooperation and coordination that means a functional division of labor. Last one is **typical activities** that mean the use of traditional tools or innovative approaches in problem solving.

In other words, governance capacity is related with becoming a group or acting as a group. On the other hand, strategic capacity can be seen as becoming an institution / organized group. It is more than acting together. Therefore, in the study, interactions between local authorities and local community are going to be evaluated with not only formal structures, but also informal actions to set a synergy in urban governance like maintenance process in historic city centers.

Evans (2005, 66) indicate national and international networks and activities as one of the main aspect of strategic capacity. Also, they underline the importance of networks between local institutions and programs like Local Agenda 21. In relation with networks, Gilmour (2007, 11) determines four level of capacity from clear need for increased capacity to high level of capacity and enhances crucial role of visibility / known by others, who will be local public or institutions.

The recent discourse of outer capabilities of local authorities can be summarized by the terms of UNDP (2006, 2008 and 2010). UNDP documents, firstly, underlines **the importance of knowledge** that not only refers to creation of information but also **dissemination of knowledge**. At that point, intra-level networks gains importance.

Briefly, UNDP (2010, 8-9) express the role of functional and technical capacities. Engaging stakeholders, building consensus, defining vision, managing dialogues with varying actors, formulating policies and strategies, evaluating progress and managing financial issues are indicated aspects of outer institutional capacity.

As mentioned above, UNDP's capacity assessment documents (2008, 2010) include issues on inner capacity of local institution, also focus on outer capabilities. As seen, functional capacities, core issues and points of entry are the dimensions of capacity assessments and describe a whole capacity for local institution like a cube.

Aforementioned views underline varying dimensions in outer capacity of local authorities. In general terms, outer capacity of local authority is evaluated as an interaction or cooperation ability with not only local but also national and international actors by varying tools. Those interactions include both formal and informal processes together.

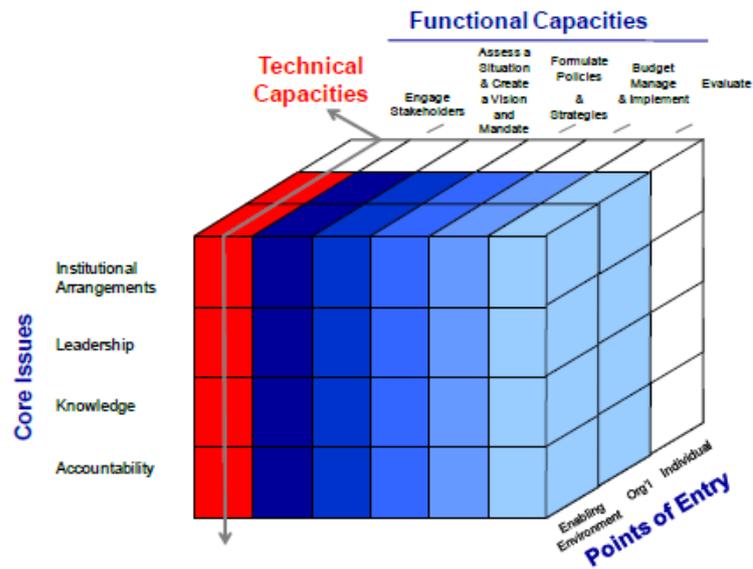


Figure 2-2: UNDP Capacity Assessment Framework. (2010, 8)

In defined context, aspects of outer capabilities are not easy to measure with exact indicators. However, aspects of outer capacity of local authorities could be divided into two main frames as guiding activities and networking. In Table 2-5, “**Guiding Local Actors**” and “**Information Channels and Relations with other local actors, local communities and NGOs / National Actors /International Actors**”. In the following table (Table 2-5), there are repeating terms refereeing similar concepts. However, after discussions in the Chapter-3 and Chapter-4, appropriate indicators for each aspect of outer institutional capacity in terms of urban conservation are determined in Chapter-5, the Method of Study.

Similar to inner capacity, **leadership** has a crucial role in outer capabilities of local authorities. Leader has a position of presenting local authority in widening frame of relations with other actors. Therefore, in the next section, the leadership is discussed with varying dimensions and indicators.

Table 2-5: Aspects and Indicators of Institutional Capacity (Outer Capabilities)

Aspects	General Indicators	References
Guiding local actors;	<ul style="list-style-type: none"> – enabling capacity – let other actors to take responsibility – enhancing social capital 	Wallis (2002)
	<ul style="list-style-type: none"> – Organizing capacity – long term vision – formulating measurable objectives – strategic thinking, 	Van Den, et al (2003)
	<ul style="list-style-type: none"> – Local Agenda 21 – Working practices 	Evans (2005)
	<ul style="list-style-type: none"> – Functional Capacities <ul style="list-style-type: none"> o engaging stakeholders, building consensus, defining vision, formulating policies and strategies, evaluating progress, managing financial issues 	UNDP (2010)
Information Channels with local actors and Relations with other local actors, local communities and NGOs / National Actors /International Actors	<ul style="list-style-type: none"> – Printed materials – Web-site – Info-days, festivals, meetings / Daily interactions 	Plummer (1999), UNDP (2010)
	<ul style="list-style-type: none"> – visibility / known by others 	Evans (2005)
	<ul style="list-style-type: none"> – Effective links with other organizations – Coordinating activities 	Honadle (1981),
	<ul style="list-style-type: none"> – Institutionalism within an area 	Gibbs et al (2001)
	<ul style="list-style-type: none"> – Network and norms of civic engagement 	Putnam (1993)
	<ul style="list-style-type: none"> – Soft Networks (social interaction and knowledge flow) 	Malecki (2002)
	<ul style="list-style-type: none"> – Strategic networking / Relevant partnership / External communication 	Van Den, et al (2003)
	<ul style="list-style-type: none"> – voluntary membership networks – formal or non-institutionalize forms of cooperation / targeting – organization / the degree of coordination – innovative approaches in problem solving 	Gissendanner (2004)
	<ul style="list-style-type: none"> – national and international networks and activities 	Evans (2005)
	<ul style="list-style-type: none"> – dissemination of knowledge – intra-level networks – Stakeholder feedback mechanism – managing dialogues with varying actors 	UNDP (2010)

2.4.1.3. Leadership Discussions in Institutional Capacity

In fact, leadership discussion is embedded into the evaluation of local institutional capacity. However, leaders especially at local levels have more importance in dynamic structure of locality. Not only mayors of local authorities, but also leader – coordinator – chief of some departments could play a crucial role in the history of region, if leader has “*genius*” based on experience, vision or only motivation.

In terms of inner capacity of local authorities, leader might enhance the auto-control mechanism, defining mission and setting a vision or basically motivating others. On the other hand, for outer capabilities of local authority, leader could increase the visibility of authority or construct trust for local authority. Therefore, in this section, the embedded structure of leadership is briefly discussed to determine the aspects of leadership both in inner and outer capacity.

UNDP (2008, 2) defines leadership as one of the core issues in capacity assessment. The leadership is determined as the ability to influence or motivate people. Also, UNDP underlines that leadership should not be seen as whole authority or the highest position; sometimes it would be informal and manifest itself in varying levels.

Gissendanner (2004, 51) indicates that varying levels as leaders and followers are interactive and outcomes of this interaction resulted in changing processes according to their skills and resources. Moreover, the role of leaders and their influences on strategic capacity are introduced as policy initiation, policy implementation, coalition maintenance and external representation. The last two are more related with the outer capabilities of local.

Evans (2005, 66) expresses the essential role of leadership as the political will. The central role of mayor and senior politicians are emphasized. Moreover, political continuity and stability is demonstrated with political consensus for a sustainable local agenda.

However, aforementioned definitions are too general to exactly analyze the term of leadership with its aspects and indicators determining level of success. Getimis

and Grigoriadou (2005) and Hambleton (2005) identify a more stratified frame for leadership discussion.

Getimis and Grigoriadou (2005, 170) firstly, define approaches for political leadership, then divide leadership into two sides as **positional leader**, who derives his/her power from his/her position, and **behavioral leaders** get their power from their own capabilities. But, usually there is no pure positional or behavioral leader; **leadership is the synthesis** of both of them. However, recent changes in discourse from government to governance, has resulted in a new urban political leadership, **strong political leadership** instead of executive leaders (John 2001, Leach and Wilson 2000, Leach and Percy-Smith 2001 cited in Getimis and Grigoriadou 2005, 171).

They underline the new urban leadership in comparative perspective for Europe and indicate the differences between southern, where political leaders play an important role in the balance of powers and in the local decision-making processes, and northern ones based on shared power between leader and executive committee (Getimis and Grigoriadou, 2005, 174). Factors affecting political leadership are defined by Getimis and Grigoriadou (2005, 176) (Figure 2-3).

In Figure 2-3; formal and informal national rules that shape the power, identity and context are determined as the vertical political structures, while local institutional environment is defined as horizontal ones. On the other hand, personal traits and capacities like ideology, values or charisma is seen as the personal characteristics. The last aspect is the leadership role in urban governance model reflecting the relationship leader and other external bodies whether from the public, private or voluntary sector.

Basically, while the vertical and horizontal political structures mainly determine “**leadership type**”, the personnel characteristics and the role of leader define “**leadership style**.” Getimis and Grigoriadou (2005, 186) define leadership types as *strong mayor type, committee leader type, collective type and council manager*. Table 2-6 presents an assessment of leadership types based on possible benefits and risks.

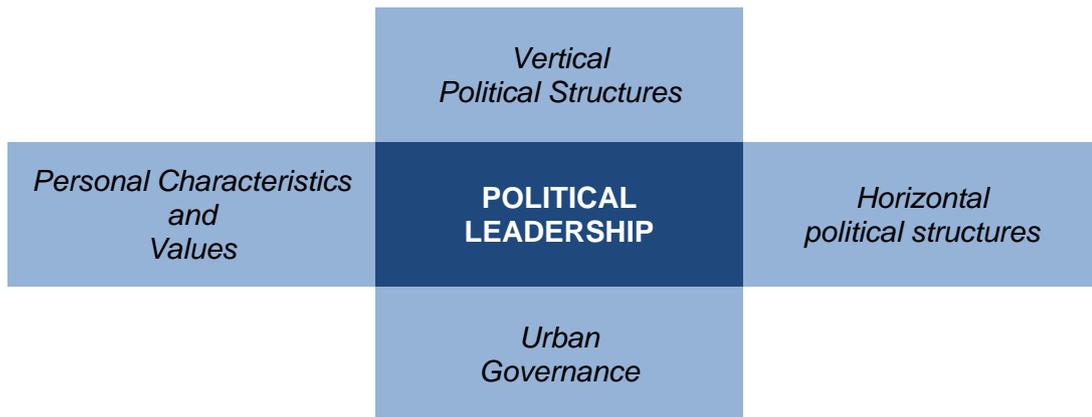


Figure 2-3: Factor influencing political leadership (adapted from Getimis and Grigoriadou, 2005, 176)

Table 2-6: Assessment of leadership types (adapted from Getimis and Grigoriadou (2005, 186, Figure 8.1)

LEADERSHIP TYPE	Benefits	Risks
Strong mayor type	<ul style="list-style-type: none"> – Input legitimating by election – Effectiveness through decisiveness and strong direction – Efficiency through personal accountability for governance – Visible political leadership 	<ul style="list-style-type: none"> – Risk of solitary hero, personalized leadership, one man show – Dominance of executive to the detriment of council and citizens – Lack of throughput-legitimizing and citizens' involvement
Committee-leader type	<ul style="list-style-type: none"> – Accountability – Efficiency through close cooperation with the executive – Input-legitimizing by better representation of the community – Visible political leader 	<ul style="list-style-type: none"> – Difficulties in decision making – Danger of increased role of non-elected actors – Lack of throughput-legitimizing due to dispersed responsibilities
Collective Type	<ul style="list-style-type: none"> – Input legitimating by vote and consensus negotiations – Internal checks and balances 	<ul style="list-style-type: none"> – Problems of delays in the decision-making and the implementation process – Dispersed responsibilities
Council-Manager	<ul style="list-style-type: none"> – Efficiency due to the importance of the executive – Internal checks and balances 	<ul style="list-style-type: none"> – Conflicts between political and managerial strategies – Lack of input-legitimizing due to the role of the city manager

Enhancing power of Mayors by legal frameworks cause a singular leadership type as “**strong mayor types**” in Turkey. Therefore, political leaders are so visible and effective on decision-making similar to southern European leaders mentioned by Getimis and Grigoriadou (2005). On the other hand, the risk of one man shows in Turkey are naturally observed in decision-making processes like urban conservation. Leader dependency and so the lack of local involvement causes disruptions in sustainable process like urban maintenance. Those discussions are going to be re-evaluated throughout the case study areas in detail in Chapter-Six.

In leadership discussions, another crucial aspect is leadership style. According to Getimis and Grigoriadou (2005, 181), there are two dimension that determine leadership style. First one is conceptualized as the **leadership orientation** meaning the way in leaders execute his/her responsibilities like policy making, problem solving, generating capacity, developing agenda and so on. The second one is **the attitudes** while using his/her power. Whether act authoritatively (power over) or act through empowerment (power to). In other words, use own capacity or look for support or responsibility sharing (Getimis and Grigoriadou, 2005, 181).

Therefore, as a correlation of leadership orientation and attitudes, Getimis and Grigoriadou (2005, 181) define four styles of leadership; **visionary, consensus facilitator, the city boss** and **caretaker** (Figure 2-4). They, also, present the assessment of leadership styles (Table 2-7)

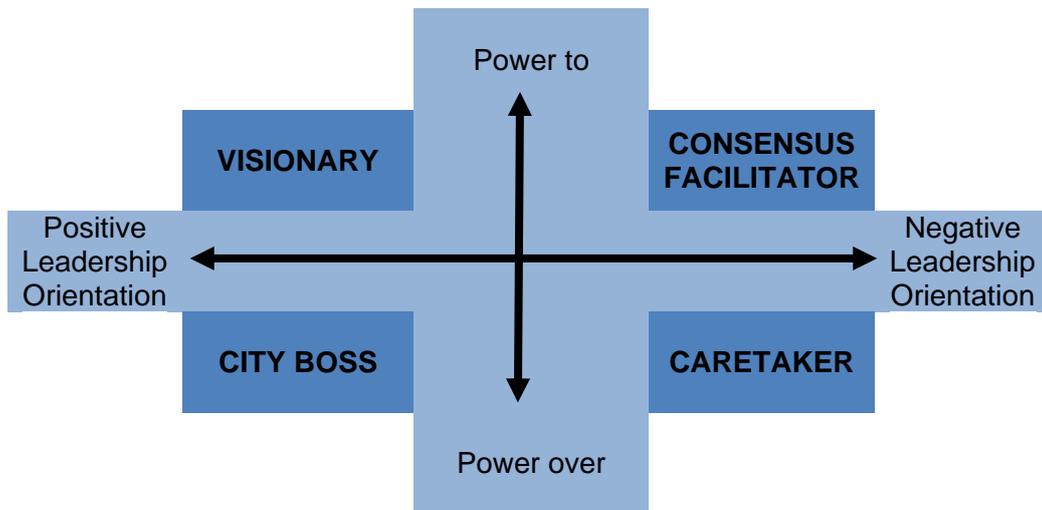


Figure 2-4: The leadership styles (adapted from Getimis and Grigoriadou 2005, 184, Figure 8.3)

Table 2-7: Assessment of leadership types (adapted from Getimis and Grigoriadou (2005, 187, Table 8.2)

LEADERSHIP STYLE	Benefits	Risks
Visionary	<ul style="list-style-type: none"> – Innovative, capacity generation, increased legitimacy, efficiency, – Political accountability – Visible political leadership 	<ul style="list-style-type: none"> – Risk of overload – Disappointment of failure
Consensual facilitator	<ul style="list-style-type: none"> – Facilitator of capacity generation – Increase of efficiency and legitimacy 	<ul style="list-style-type: none"> – Dependence of the interest intermediation balance – Lack of strategic direction – Risk of ineffectiveness
City boss	<ul style="list-style-type: none"> – Effectiveness – Visible political leadership 	<ul style="list-style-type: none"> – Non-accountable, executive closure, lack of efficiency
Caretaker	<ul style="list-style-type: none"> – Maintain cohesion because of upholding the status quo 	<ul style="list-style-type: none"> – No capacity generation – No change and innovation due to the lack of flexibility

In Turkey, leadership styles are mostly combinations of “**visionary**” and “**city boss**” because of enhancing authority and socially embedded structure. The details are going to be evaluated in Chapter –Six within the limits of case study areas. But, in general terms, especially the Mayors are usually city bosses during their execution. If they also a visionary style, that may create a synergy in locality. At that point, individual characteristics and local context are crucial determinant.

Hambleton (2005) mentions disagreements about leadership, but indicates widespread agreement on two crucial points. First one is the **personal characteristics** of individual leader includes vision, strength, stamina or energy. Other one is; **context matter**. He claims that, an effective leadership approach may not be appropriate for another socio-spatial context (Hambleton, 2005, 191).

Therefore, Hambleton (2005, 192) suggests a situational leadership model by adapting the writings of Hersey (1984). He points out the degree of relationships and task to define leadership (Table 2-8).

Table 2-8: The leadership models in varying context (adapted from Hambleton, 2005, 192)

		TASK (Degree to which task is spelt out)	
		LOW	HIGH
RELATIONSHIP (Degree of two way communication)	HIGH	Leadership through participation – Use when followers are able but unwilling	Leadership through selling – Use when followers are unable but willing
	LOW	Leadership through delegation – Use when followers are able and willing	Leadership through telling – Use when followers are unable and unwilling

At that point, Hambleton (2005, 195) claims that; the moving from government to governance causes changes in the exerciser of local leadership. Therefore the old model of “boss” who determines upper policies has been changed to a facilitative leader reaches to other stakeholders and resources. Hambleton (2005, 204), lastly, lists the indicators of good local political leadership as articulating a clear vision, promoting the qualities, gaining resources, developing partnerships, addressing complex social issues and maintaining support and cohesion.

Aforementioned views underline two dimensions of leadership as style and type of leaders based on individual characteristics and socio-spatial context. In other words, leadership is context dependency matter in institutional capacity.

Consequently, in terms of institutional capacity, leadership has two main dimensions as leadership in inner and outer capabilities. Inner capacity is a management discussion starting from vision-mission setting to strategic decision-making. On the other hand, outer capacity is a matter of representation of local institution in local, national and international levels. The following table, table 2-9 represents general indicators stated by different points of view. Of course, there are terminological similarities, likeliness and differences.

These general indicators are re-evaluated in Chapter-Five in terms of urban conservation according to legal and administrative frameworks of Turkey.

Table 2-9: The general indicators of leadership in terms of inner and outer institutional capacity.

	General Indicators	References
INNER CAPACITY OF LOCAL AUTHORITIES	– the ability to influence or motivate people (personnel)	UNDP (2008)
	– skills and resources – policy initiation, – policy implementation	Gissendanner (2004)
	– the leadership orientation – the attitudes while using his/her power	Getimis and Grigoriadou (2005)
	– a clear vision, – promoting the qualities, – gaining resources	Hambleton (2005)
	– Clearly formulated vision – Communication standards – Management tools	UNDP (2010)
OUTER CAPABILITIES OF LOCAL AUTHORITIES	– the ability to influence or motivate people (other actors)	UNDP (2008)
	– skills and resources – coalition maintenance – external representation	Gissendanner (2004)
	– political will. – political continuity and stability – political consensus	Evans (2005)
	– Outreach mechanism	UNDP (2010)
	– vertical political structures – horizontal political structures – personal traits and capacity (ideology, charisma) – relationship with other bodies	Getimis and Grigoriadou (2005)
	– personal characteristics (vision, strength, stamina) – developing partnerships – addressing complex social issues – maintaining support and cohesion	Hambleton (2005)

2.4.1.4. The Aspects of Institutional Capacity

As a result of discussion in institutional capacity, literature presents a widening frame based on varying aspects and their relational indicators. However, such a widening frame doesn't let to make eligible evaluation of local institutional capacity in urban maintenance. Therefore, in the following sections of the study, two dimensions of local institutional capacity, inner capacity and outer capabilities, determine frame of further discussions. Inner capacity of local authorities comprises four main aspects as organizational and functional capacity, technical capacity, financial capacity and staff qualifications. On the other hand, outer institutional capabilities include two general aspects as guiding local actors and information channels / relations with other actors.

In addition to these aspects, leadership is crucial aspect of both inner and outer institutional capacity. Consequently, Figure 2-5 represent general frame of local institutional capacity that is going to be used in the following sections. In chapter-five, measurable and eligible indicators of local institutional capacity are determined in terms of urban conservation within the context of Turkey.

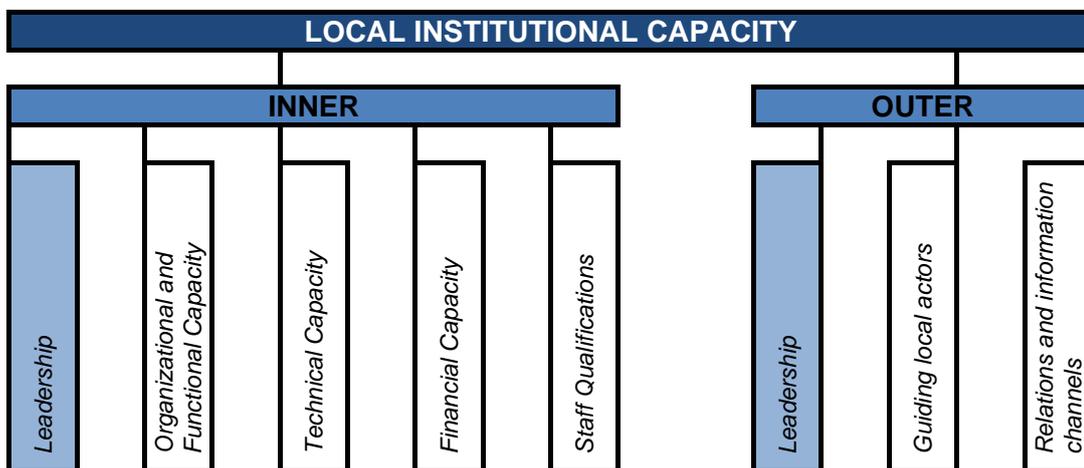


Figure 2-5: Dimensions and aspects of institutional capacity.

2.4.2. Local Community Capacity

In this section, the discussions and key terms about the aspects of local community capacity are evaluated to understand causes of changing levels of involvement to urban governance. Therefore, each aspect is identified with its indicators in detail.

In general terms, local community capacity is defined with the terms of social capital, consciousness, identity or the sense of belonging and awareness. While some aspects are individually effective, other may be enhance capacity with collaborative aspects and create a synergy. Therefore, the individual characteristics and community capabilities are investigated in the following two sections as individual capacity and community capacity.

2.4.2.1. Individual Capacity

In this section, inner capacity of local community is discussed as individual capacity with its aspects in relation with the sub-question “How local people’s capacities affect the will of involvement to the urban maintenance in historic city centers?” The individual capacity is evaluated in general terms, and then the appropriate indicators in urban conservation process are discussed in detail in Chapter Five.

Community capacity is usually used to define a collective capital with the synergy of togetherness. However, varying self-capacity of each individual in a collective action causes crucial changes. So, basically, individual capacity is evaluated with general terms. Then, community capacity is determined by means of discussions on social capital.

Bourdieu (1986, 241-258) defines three fundamental types of capital. First one is economic capital that easily may convert to money or property, the second one cultural capital, which is institutionalized in the forms of educational qualifications and the last one is the **social capital** that is going to discuss in the following sections. In a relation with individual capacity, Bourdieu’ definition of cultural capital is one of the aspects of individual capacity based on education.

Coleman (1988, 100) uses a more widening frame for individual capacity and uses the term of “**human capital**” that is determined by **changing skills and capabilities** of individuals. However, Coleman (1988, 109) underlines the private borders of human capital and sees human capital as private goods like physical assets, while, social capital is a public good.

In a similar context, Putnam (2000, 22-23) indicates the characteristics of individuals like ethnicity, education, interests and social background to describe varying links between them.

Therefore, as Chaskin (2001, 19-22) mentionst, the skills, knowledge and resources of individuals has a crucial effect on community improving process. Also, some of them have a power to mobilize other that is going to discuss in the leadership section, in detail.

At that point, Plummer (1999,33) defines a well-established frame for individual capacity. Firstly, **skills and knowledge** is enhanced as power to able or will something else. This power is directly related with political awareness, technical know-how and management skills. Also, education and literacy, cultural belief and practice, gender, social and political marginalization and the conditions of employment like time limits are assumed as the aspects of individual capacity that affect the level of involvement in urban governance practice.

Macgillivray and Walker (2000, 201) enhance crucial role of *peoples' backs* on the social capital. They discuss individual capacity as human capital based on self-trust of individual that is enhanced by self-respect, self-confidence, attitudes, skills, behaviors and skill-knowledge (Macgillivray and Walker, 2000, 203).

A review document (National Statistics, 2001) lists the aspects of individual capacity as population groups of sex, age, ethnicity, birthplace, family, education, health status, labor force, income, occupation, etc. Possible changes in these characteristics may cause changes in individual capacity, On the other hand, these population groups are not sufficient to set an individual capacity. At that point, attitudes and values can be seen as the other dimension of individual capacity. Identity / belonging, belief systems, values and goals, fears, attitudes,

history, confidence, trust, satisfaction with life and expectations are listed as the aspects of individual capacity. Varying combinations of these aspects affect not only individual character, but also individual capacity (National Statistics, 2001, 18).

As a result, individual capacity bases on two main aspects as “**consciousness-responsiveness**” and “**community appropriation**”. The former one is a capability shaped with accumulation by education and experiences. On the other hand, the latter one is more than an accumulation; it is embedded within socio-cultural roots. In defined context, table 2-10 indicates general indicators of individual capacity. In the following sections, the combinations of general factors determining varying levels of individual capacity are examined.

Table 2-10: Aspects and Indicators of Individual Capacity (Inner Capacity)

Aspects	General Indicators	References
Consciousness / Responsiveness	– Cultural capital – Education	Bourdieu (1986)
	– Human capital – Skills	Coleman (1988)
	– Education	Putnam (2000)
	– Skills and Knowledge	Chaskin (2001)
	– Skills / Knowledge / Education and literacy – Political awareness / Know-how	Plummer (1993)
	– Self-trust / Self-respect / Self-confidence – Attitudes / Skills / Behaviors	Macgillivray and Walker (2000)
	– Education / Attitudes / Values and goals / Confidence – Satisfaction with life and expectations	National Statistics (2001)
Community Appropriation	– Interests – Social background – Ethnicity	Putnam (2000)
	– Cultural belief / Gender – Social and political marginalization – Working relations	Plummer (1993)
	– Age / Ethnicity / Birthplace / Family, – Labor force / Income / Occupation – Identity – belonging / Belief systems / History	National Statistics (2001)

2.4.2.2. Community Capacity

In this section, outer capabilities of local community are determined as community capacity. Its aspects are evaluated in relation with the sub-question “How local community’ capacity effect their involvement to the maintenance of historic city centers?” general discussions on community capacity are introduced in this section whereas the relations with urban maintenance dimension are set in Chapter Five.

In defined context, firstly, community capacity is analyzed with the general framework of social capital theories and varying definitions. Then, the aspect and indicators of social capital is re-evaluated to determine community capacity, in detail.

Field (2003, 5-6) introduces a comprehensive framework for the concept of social capital starting from Classical Social Theory. According to him, first of all, Tocqueville (1832) uses the term of **social glue** may help to bond individuals. Durkheim (1933) organizing solidarity and introduces that people lived in a world of strangers. Then, Tönnies use purposive associations (community) and instrumental association (society) as different concepts. Weber focused on authority and charisma with a shared “style of life” as the basis of status groups. Also, Marxian theory of historical materialism bases on social classes instead of individual characteristics (Field, 2003, 5-6).

However, social capital becomes a concept from a metaphor after 1990s, Bourdieu, Coleman, Putnam and Woolcock.

In the previous section, Bourdieu (1986, 241-258) defines three fundamental types of capital, economic, cultural and social capital. Social capital is seen as an **accumulation of real and potential resources** that are related with **stable networks** or **institutionalized mutual relations**. So, there is a direct relation between the potential of group and its membership, who also has not only own capital, but also the backing of collectively owned capital (Bourdieu, 1986, 241-242).

At that point, Bourdieu (1986, 242) indicates another critical point that the use of a **common name**, which would be the name of a family, a class, a school or a tribe. These grouping or collectiveness reinforce or maintain members more or less. The reinforcement of maintain is based on exchanges, materially or symbolically. Therefore, the size of the network connections enhances the volume of the social capital. Social capital is nonetheless independent from its members, who has consciously or unconsciously social relationship in a spatial context as a neighborhood, workplace, or even kinship (Bourdieu, 1986, 242-258).

Coleman (1988, 98), says that, social capital is not a single entity; it is a variety of different entities that included two common elements, aspects of social structures and action of actors, **individual or corporate actions**. Social capital is productive and let to reach desired needs that will be not possible in case of absence of it like other forms of capital (Coleman, 1988, 98).

In defined context, Coleman (1988) underlines other dimensions of social capital out of networks and describes three forms of social capital; **obligations and expectations, information channels** and **social norms** that actors can use to achieve their interest. Obligations and expectations are based on mutual relations and trustworthiness of structures. Information channels are crucial for providing a basis for action at minimum it required attention. Norms and effective sanction, the last one, might create a powerful form of social capital, whether effective or not (Coleman, 1988, 101-105). These forms determine the closure of social networks and implicitly social capital.

Coleman (1988, 108-109) lastly, indicates the role of social capital in the emergence of human capital in the sector of education. **Voluntary organizations and relations** would enhance the some interest of who initiates them. Therefore, he approaches social capital as a **public good**, while physical and human capitals are private goods. Because, social capital is a benefit for whole group totally that includes persons who has varying human capital (Coleman, 1988, 110).

Putnam (1993) enhances the importance of trust and networks in social capital, like Bourdieu and Coleman. Putnam (1993, 171) claims that, the denser networks

in a community let to citizens to cooperate for mutual benefits. Norms of reciprocity and networks of civic engagement are the key aspects. Also, social capital refers to fundamentals of social organizations, relations based on trust, norms and networks that will improve the efficiency of community (Putnam, 1993, 167).

Putman (2000, 22-23) divides the term of social capital according to essential characteristics of actors. First one “**bonding social capital**” means social capital between those who are similar to each other like ethnicity, education, interests, social background. It is a type of group identity or loyalty. The second one “**bridging social capital**” includes weaker ties between varying people and linking external environment. Putnam (2000, 24) says that; “...*bonding social capital provides a kind of sociological super glue, whereas bridging social capital provides a sociological WD-40*”.

In defined framework, Putnam (2001) carried a study mainly concentrated on educational structures and mentions multiple dimensions of social capital. Some forms are highly formal bases on chairman, membership and fees, while others are highly informal like whose go to a place or gather at the bar evenings. Also, some forms are very thin, almost invisible links with who occasionally see at the market. However, in any case, the dense of relation like working relations let to more complex social capital (Putnam, 2001, 2). In defined context, Putnam (2001) uses the active organizational involvement, average membership rates and meeting attendance as indicators and also, points out, educational performance, low violent, healthier environment improve social capital as other indicators. So, tolerance, economic quality and civic quality go together with social capital.

Woolcock (1998,155) uses social capital to define the norms and facilitating collective actions for mutual benefits that support the results of Putnam, which presents safer, cleaner, wealthier, more literate, better governed and happier environment let to more social capital, vice versa. Woolcock (1998, 191) assigns that, the contemporary literature points out distinctive features about social capital. Firstly, social capital is **a property of a social group / community**, not

the property of individual like physical or human capital. Also, **the stocks of social capital increase through use while other capitals decrease**. Moreover, social capital has a complementary structure rather than competitive market. On the other hand, social capital is more easily destroyed than created rather than other forms of capital, because of its agglomerative structure. Woolcock (1998, 155-9) also criticizes the theoretical and empirical weakness of social capital, as, theories are trying to explain *too much with too little*. Therefore, Woolcock uses the terms of social capital as **“embedded and autonomous social relations”** (1998, 161).

In defined context, Woolcock and Narayan (2000) added the term of **“linking social capital”** as another category of social capital; the others are determined by Putnam (1993). Linking social capital is determined relations between individuals and groups at different levels of social status or power relations.

In such environment, where varying identities live, work or have property together, like historic city centers, linking social capital is appropriate to discuss community capacity.

According to varying relations and changing actors, Woolcock and Narayan (2000, 228-239) mention four distinct perspectives of social capital and economic development. First one, **the communitarian view**, focuses on local organizations or groups as social capital and implicitly recommends that communities are homogenous entities. At that point, the density of groups gains importance in communitarian view. The second one, **the network view**, indicates vertical and horizontal relations between individuals - groups or within institutions. The **institutional view**, third one, evaluates social capital as a dependent variable, while the communitarian and networks views see social capital as independent. The performance of states, firms or groups depends on their own capabilities. The last view, **synergy view**, defines an amalgam of network and institutional view. Neither states nor societies are inherently good or bad, they have distinctive interest, also collective goals (Woolcock and Narayan, 2000, 234-235).

The synergy view is crucial to evaluate varying level of community capacity in urban conservation process, because of widening frame of institutions within local networks.

Evans (1992, 1995, 1996 cited in Woolcock and Narayan, 2000, 236) makes a crucial contributions to synergy view and indicates synergy between government and citizen's actions based on **complementarity** and **embeddedness**. Former one refers to mutual supportive relations between public and private actors. The latter one is the nature and extent of these ties between citizens and public officers.

Fukuyama (2002, 25) evaluates the relation between state and society and he points out relations between culture and institutions that require social capital. Social Capital is critical for successful democracy. Social capital lets individuals to defend their interests while supporting collective needs. So, social capital is defined as **shared norms or values** that let social collaboration by Fukuyama (2002, 27).

Adam and Roncevic (2003) make a review on the development of the concept of social capital after 1990s and criticize that authors, who deal with social capital, are mostly economists (Adam and Roncevic, 2003, 157). So, definitions are simple and based on single variables, not complex structure. They (2003, 175-177) re-conceptualize the aspects of social capital as:

- a **catalyst** for disseminating human and intellectual capital
- the **basis** for greater levels of synergy and co-ordination
- a **“lubricant”** of network (project) organizations
- a **facilitator** of intermediary institutions

As mentioned above, Field (2003, 5-6) introduces a more comprehensive framework for the concept of social capital starting from Classical Social Theory. Field (2003, 67-68) maintains that social capital could occur if associations between individuals and subjective ties between them are high.

As a result of above reviewed theoretical discussion, varying relations between individuals and their groups, formal or informal, and degree of interlinks (ties) between them are the fundamental components of social capital, which could be determined as a function of them. Therefore, the degree and level of relations gain importance with other variables. In the following part of this section, indicators of social capital are discussed in details.

In relation with economic development theories, Woolcock (1998, 182) emphasizes that the sustainable, equitable and participatory development are low where “...*class, sex, and ethnic inequalities are widespread, poverty is endemic, uniform laws are weak and unjust, polities are not freely and fairly elected or voters have few serious electoral choices, dominant and subordinate groups have little shared stake in common outcomes, war, famine, rampant inflation, disease, or chronic underemployment undermine a basic sense of order and minorities are overtly or covertly discriminated.*” In defined framework, the structure of social environment obtains the fundamental causes on social capital.

There is a critical point in that definition, that is **the dominant groups**. In some cases, high levels of social capital could be “positive” but might be “negative” in where particularistic interest of dominant groups on others (Woolcock, 1998, 182). Fukuyama (2002, 29) indicates the same curious on the concept of social capital as negative externalities.

Similarly, Russell et al (2005, 217) mention “**negative social capital**” that is the dark side of the concept, which means **misuse of social relations or manipulation** for individual interest instead of public benefit. Sometime, when a perceived threat is effective to create bonding social capital, an external threat causes a bridging social capital in a community or neighborhood (Russell et al, 2005, 230-31).

The manipulation risk in community capacity is so critical in urban conservation and maintenance activities because of vulnerable characteristics of historic city centers. That point is discussed in details, later, in Chapter-Five.

Within such an environment, measuring social capital becomes a complicated / complex work. Thus, Woolcock and Narayan (2000, 239) claim that, a single, true **measure of social capital is not possible**. Because, first of all definitions are **multidimensional, varying levels** and **units of analysis**. Then, the meaning of social capital has been **continuously changed or evolved** from informal relations to formal institutions. Also, there is **no appropriate index** to measure trust, confidence, social mobility or norms. In defined context, according to general terms of other studies, membership in informal or formal networks, density of associations, norms and values and interpersonal trust are numerated as the measures for social capital (Woolcock and Narayan, 2000, 239).

In a similar context, the study of Onyx and Bullen (2000 cited in Woolcock and Narayan, 2000, 239) and Foley and Edwards (1999, 145 cited in Woolcock and Narayan, 2000, 239) underline generalized trust, *participation rates, social context, feelings of trust and safety, neighborhood connections, connections with family and friends, tolerance of diversity, value of life, work connections and cooperation's* as measures.

Similarly, Jeannotte (2003, 4) counts *generalized trust, social agency (capacity to seek information and make decisions), value of life (empowerment), community connections, neighbourhood connections, family and friend connections and work connections* as the eight dimensions of social capital.

Parallel to above list, Iyer Syria et al (2005, p.1022) summarize social capital indicators as social trust, racial trust, civic participation to elections, diversity of friendship networks, group involvement - activities, faith-based social capital related with religious activities, organized interactions into meeting of varying formal organization and informal social interactions within or without daily practices.

At that point, Enyedi (2004, 8) deals with social exclusion in relation with urban poverty, migration and minorities and spatial segregation that causes a decrease in social capital.

Before measuring social capital, Macgillivray and Walker (2000, 201) point out that there are no pure ways to evaluate social capital and they suggest a basic method based on mutual trust. As mentioned above, firstly human capital is indicated as self-trust. Then social capital in informal structures is determined as trust in each other. The level of trust depends on norms, reciprocity and networks and connections. On the other hand, social capital in a formal organization bases on trust in organization. The number of related organizations, services, effectiveness, community involvement and networks-partnerships are declared as components (Macgillivray and Walker (2000, 203).

Chaskin (2001) uses the term of community capacity that compromise wider frame from social capital. That includes both human and social capital together. At that point, Chaskin (2001, 7) focuses on the definition of capacity that includes the ideas of both *containing (holding, storing)* and *ability (of mind, of action)*, which lets to sustain well-being of society.

Chaskin (2001, 8) indicates the importance of geographical area that refers to a community or sometimes only a neighbourhood. However, geographically likeliness causes a set of shared interest and symbolic attributes. Although there are varying definitions and measures, the studies of community capacity agree on the existence of resources, networks of relationships, leadership and supporting as components of community capacity that has dynamic and multidimensional structure (Chaskin, 2001, 10).

Chaskin (2001, 14-19) counts the characteristics of community capacity as the sense of community that means a degree of connectedness, commitment reflects the responsibility sharing, ability to solve problem with own capacity and access to resources that will be economic, human, physical or political within or out of their community.

Forrest and Kearns (2001, 2129) underline the domains of social cohesion to create social capacity. Common values, social order, solidarity, networks and especially place identity –attachment to place are crucial. In defined context, empowerment, participation, associational activity and common purpose, collective norms and values, trust, safety and belonging are the domains of social

capital and appropriate to enhance community capacity (Forrest and Kearns, 2001, 2140).

Lowndes and Wilson (2001, 630) approach social capital from a different perspective based on institutional design. But they use same components such as networks, norms and social trust let to co-operation for mutual benefits to determine four interacting dimensions of institutional design within local governance that create social capital with reference to New Labour's Programme in the United Kingdom. They mention the democratic renewal of British Local Government by means of *relationships with the voluntary sector, opportunities for public participation, the responsiveness of decision-making and arrangements for democratic leadership and social inclusion* (Lowndes and Wilson, 2001, 634-39).

Halpern (2005) summarizes contemporary literature on social capital with the terms of social networks, norms and sanctions that govern their character that are valuable to enact community action to solve a collective problem. The general components of social capital, network, a cluster of norms, values and expectancies and sanctions (punishments and rewards) are accepted. That advocates the definition of the World Bank (cited in Halpern, 2005, 16); "...*social capital is not just the sum of the institutions (that) underpin a society – it is a glue that holds them together...*"

In defined framework, Halpern (2005) adapts the terms of Woolcock (1998) based on Putnam (1993) definitions. Figure 2-7 and Figure 2-8 indicate possible consequences of varying levels of social capital and institutional framework.

<i>Anomie; areas of recent modernization, urbanization</i>	High Bridging	<i>Social Opportunity; mature industrialized nations</i>
Low Bonding		High Bonding
<i>Amoral Individualism; isolated and self-interested individual</i>	Low Bridging	<i>Amoral Familism; closed communities of families</i>

Figure 2-6: How different mixes of bonding and bridging social capital makes different types of society³

<i>Predation, Corruption; rogue states; ruthless, non-accountable dictatorship</i>	High Organizational Integrity	<i>Co-operation, Accountability, Flexibility; developmental states;</i>
Low Linkage / Synergy		High Linkage / Synergy
<i>Anarchy; collapsed states; basic law and order</i>	Low Organizational Integrity	<i>Inefficiency / Ineffectiveness; Weak states: much bureaucracy</i>

Figure 2-7: How particular combinations of synergy and organizational integrity at the macro-level characterize distinct forms of state⁴

The capacity building is another contemporary discussion topic on social capacity and community capacity. Diamond (2004, 183) uses the term of re-discovery of capacity building to define strengthen institutions of civil society and decrease of social exclusion. At that point, an important dilemma appears when there is a need for capacity building, which means lacking of social capital. Power

³ adapted from Halpern, 2005, 21, Figure1.2 that is simply adapted from work by Woolcock, 1998, and revised to employ bonding-bridging terminology of Gittel and Vidal, 1998

⁴ adapted from Halpern, 2005, 24, Figure1.3 that is simply adapted from work by Woolcock, 1998

differences are natural in a society, but the sharing and negotiating of powers and responsibilities are crucial to set a social capital (Diamond, 2004, 186).

Similarly, Cuthill and Fien (2005, 73) emphasize the local community capacity building requirements and enhancing citizen ability, enhancing community group activities and a cooperative community culture. They underline that, building community capacity does not mean weaker local institutions or authorities. Collaborative local action is critical.

Saegert (2011, 3-4) uses the term of community building instead capacity building. Community building emerges as a way of enhancing residents to solve their own problems by means of *working together to identify and solve their problems, cultivation of socially valuable relationships, support for leadership development and increased human capital and the development of a sense of common purpose and increased local institutional capacity*. Community building is based on relationship that is not only used for solving problems but also improving the quality of life. So local capacity includes abilities to engage with public domain, influence the agenda, physical and social environment and access resources (Saegert, 2011, 5).

As a result of discussions in community capacity, four main aspects are eligible to determine a framework for further discussion in terms of urban conservation. First aspect is **network** and the structure of it. In other words, the size of networks is crucial. Second one is **formal or informal groups** and their structure. In addition to groupings, **spatial togetherness**, as third aspect, enhance community capacity. **Trust** is the fourth aspect of community capacity.

In defined context, table 2-11 summarizes general indicators of each aspect with references. As seen in table, there are similarities and generally accepted concept for community capacity. Those indicators are re-evaluated in Chapter-Five to determine appropriate ones in urban conservation.

In addition to aforementioned aspects, local leadership is another issue in community capacity. Formal men with titles, such as headman / *muhtar* of a neighborhood or the head of local occupational chamber have a controlling effect

of local community. Sometimes, an elderly person or pioneer person might be an effect on local community. That usually enhances local community capacity to create a synergy and work together. However, in some cases, local leadership could cause a manipulation in local community, especially where there is low level of individual capacity. In the next section, leadership in local community capacity is going to be evaluated to determine general indicators.

Table 2-11: Aspects and Indicators of Community Capacity (Outer Capacity)

Aspects	General Indicators	References
Networks and size of networks Social structure	<ul style="list-style-type: none"> - Accumulation of real and potential resources - Stable networks - Institutionalized mutual relations - The size of the network connections - Use of common names (family, tribe, etc.) 	Bourdieu (1988)
	<ul style="list-style-type: none"> - Obligations and expectations / Mutual relations / Information channels - Norms and effective sanction / Closure of network 	Coleman (1988)
	<ul style="list-style-type: none"> - Denser networks / Cooperate for mutual benefit / Norms of reciprocity - <i>Bonding ties / Bridging ties</i> 	Putnam (1993, 2000, 2001)
	<ul style="list-style-type: none"> - Norms and values - Collective actions for mutual benefits - <i>Linking ties</i> - Vertical and horizontal relations - <i>Complementarity / Embeddedness</i> 	Woolcock (1998), Woolcock et al (2000)
	<ul style="list-style-type: none"> - Shared norms or values - Social collaboration 	Fukuyama (2000)
	<ul style="list-style-type: none"> - social context / connections with family and friends / tolerance of diversity, - value of life / social agency 	Onyx (2000), Foley (1999), Jeannotte (2003)
	<ul style="list-style-type: none"> - the sense of community / degree of connectedness / responsibility sharing - ability to solve problem with own capacity and access to resources 	Chaskin (2001)
	<ul style="list-style-type: none"> - Social order / Solidarity / Networks - Common purpose / Collective norms and values 	Forrest and Kearns (2001)
	<ul style="list-style-type: none"> - Networks and norms for social trust 	Lowndes and Wilson (2001)
	<ul style="list-style-type: none"> - Network / Cluster of norms / Values / Expectancies / Sanctions 	Halpern (2005)
	<ul style="list-style-type: none"> - the sharing and negotiating of powers and responsibilities 	Diamond (2004)
	<ul style="list-style-type: none"> - Community group activities - Cooperative community culture. 	Cuthill and Fien (2005)
	<ul style="list-style-type: none"> - Working together - Cultivation of socially valuable relationships, - Sense of common purpose 	Saegert (2011)

Table 2-11: continued

Aspects	General Indicators	References
<i>Formal and informal groups</i>	– Membership in informal or formal networks – Density of associations	Woolcock et al (2000)
	– Diversity of friendship networks – Involvement – Faith-based social capital – Organized interactions / Daily practices	Iyer et al (2005)
	– Participation rates	Onyx (2000), Foley (1999),
<i>Spatial togetherness</i>	– Local organizations / groups	Woolcock and Narayan (2000)
	– Neighbourhood connections – Work connections and cooperation	Onyx (2000), Foley (1999), Jeannotte (2003)
	– Spatial segregation – Migration / minorities	Enyedi (2004)
	– Place identity	Forrest and Kearns (2001)
	– Geographical area / Geographically likeliness – Set of shared interest / Symbolic attributes.	Chaskin (2001)
<i>Trust in community</i>	– Trustworthiness of structure	Coleman (1988)
	– Trust – norms	Putnam (1993, 2000, 2001)
	– Interpersonal trust	Woolcock et al (2000)
	– Social trust / Racial trust	Iyer et al (2005)
	– Generalized trust, – Feelings of trust and safety,	Onyx (2000), Foley (1999), Jeannotte (2003)
	– Mutual trust / Self-trust – Trust in each other / to organizations	Macgillivray and Walker (2000)

2.4.2.3. Leadership Discussions in Community Capacity

In fact, leadership discussion is embedded into community capacity like local institutional discussions. However, leadership is an effective component on creating social capital especially at local levels. So it is discussed under a different heading, but general terms are used to have compatible measures for social capital.

Bourdieu (1986, 241-258) sees leader as the features of **symbolic power** – nobles. According to Bourdieu, every group, this might be a family or a nation or an organization, has **more or less institutionalize forms of delegation of power, responsibilities**, implicitly social capital. So, this single person, who is the leader, could **mandate power of that group** according to him/her own capabilities that enhance or limit whole social capacity. Leader represents the group by talking, speaking or acting in their names and uses their collective honor (Bourdieu, 1986, 241-258). In defined context, the leader has to be conserving the honor of represented group.

On the other hand, Purdue (2001, 2211-13) discusses theories of leadership in a relation with **trust in social capital** that includes trust relationship between community and its leaders. Trust is divided into two as “**competence trust**” and “**goodwill trust**” (Sako, 1998; Humphrey, 1998 cited in Purdue, 2001, 2214). The first one means trusting somebody else or organization, who has the capability to control risk. However, the second one has an emotional acceptance.

In defined context, social entrepreneurs are seen as transformational community leaders who have reputation, skills and charisma. Especially, the **leader’s vision**, sense of vocation and roles of seeking for resource management let them to be community leaders (Purdue, 2001, 2216).

As mentioned above, Lowndes and Wilson (2001, 639) indicates the leadership as one of the dimension of local governance, so arrangement for democratic leadership and its social inclusion is essential. They point out that, public participation might not be sufficient for democracy if there is no arrangement to

guarantee the access of all interest groups. At that point, leadership becomes critical to enable the mobilization of civic activity.

Leaders are expected to give an account of their decision making. Also, they have to take responsibility for final outcomes but not sufficient to ensure political equality. Therefore, the relationship between social capital and democracy is crucial to solve conflicts by mediating varying interest (Lowndes and Wilson, 2001, 640).

At that point, Diamond and Liddle (2005, 128) introduce another dimension of leadership in a relation with capacity building that means enabling the local communities to participate by the educational achievement, training and employment level. At that point, local activists may be seen as local leaders because of their knowledge of the area, providing direct access to local groups, articulating the needs of the area, willingness to become involved, time to attend meetings and providing legitimacy for the initiative.

As a result, table 2-12 represent general indicators of local leadership in communal capacity. Those general indicators are going to be discussed in Chapter-five to determine exact relation between local leadership and success in urban conservation.

Table 2-12: Leadership in local community capacity / Local Leadership

General Indicators	References
<ul style="list-style-type: none"> - Symbolic power – nobles. - Delegated power, responsibility. - Representing - Use of collective honor 	Bourdieu (1986)
<ul style="list-style-type: none"> - Competence and Goodwill trust - Social entrepreneurs - Reputation skills, charisma - Vision, Sense of vocation 	Purdue (2001)
<ul style="list-style-type: none"> - Account of decision making - Taking responsibility 	Lowndes and Wilson (2001)
<ul style="list-style-type: none"> - knowledge of the area - direct access - articulating the needs - willingness - having time - providing legitimacy 	Diamond and Liddle (2005)

2.4.2.4. The Aspects of Community Capacity

As a result of discussion in local community capacity, literature presents a widening frame based on varying aspects and their relational indicators. However, such a widening frame doesn't let to make eligible evaluation of local institutional capacity in urban maintenance. Therefore, in the following sections of the study, two dimensions of local community capacity, individual and communal capacity, are determined frame of further discussions. Individual capacity includes two main aspects as **consciousness-responsiveness** and **community appropriation**. Communal capacity comprises four main aspects as **networks, formal/informal groups, spatial togetherness** and **trust**. In addition to these aspects, local leadership is crucial aspect for communal capacity.

As a result of above discussions, Figure 2-8 summarizes the aspects of community capacity and its indicators basically as individual and community capacity. The indicators of community capacity are defined by the terms of social capital, consciousness, identity – the sense of belonging and awareness. In

chapter-five, measurable and eligible indicators of local community capacity are determined in terms of urban conservation within the context of Turkey.

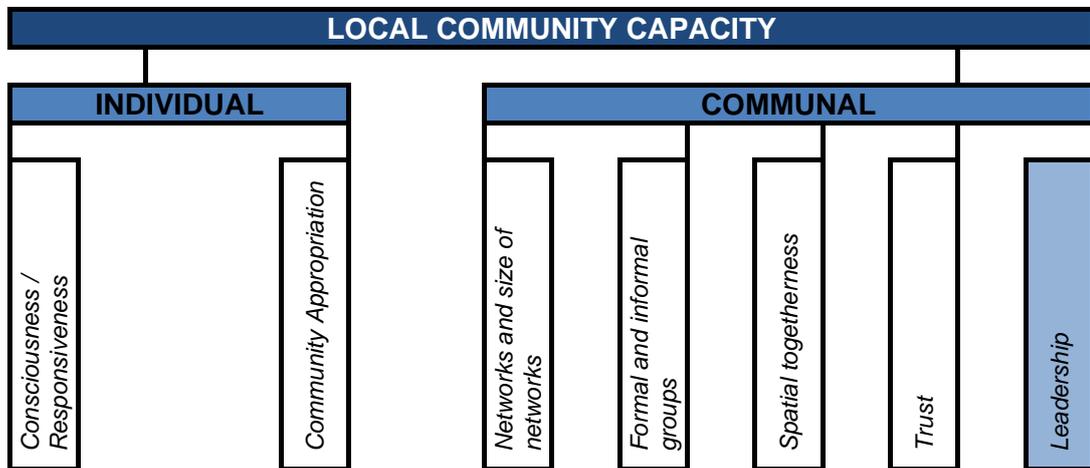


Figure 2-8: Dimensions and aspects of local community capacity.

CHAPTER 3

URBAN CONSERVATION AS A GOVERNANCE PROCESS

Conservation literature and international conservation documents maintain the importance of involvement of local people and the increasing responsibilities of local authorities in urban conservation process. Urban conservation is a continuing process including detailed documentation, analyze, decision-making, prioritization, intervention and monitoring.

In addition to **shared responsibilities at local level**, international documents emphasize the need of administrative and legal framework at national level to let local involvement in conservation process of historic cities. At local level, urban conservation activities could be thought as governance process in urban planning and management terms.

Nevertheless, local involvement and increasing local responsibilities are not new concepts for urban conservation process among international documents and conservation practice. These terms are enhanced in different periods with **differences of nuance**.

Nowadays, urban conservation is discussed as a governance process. Therefore, in this section, the literature review on the role of local authorities and local people in conservation process is presented by a historical perspective.

Recent discourse of local involvement and local responsibilities are examined within **the context of historic city centers**, where various dynamics are going on, such as regeneration, gentrification, mass-tourism or increasing pressure like traffic or needs of modern life like physical and social infrastructure. Therefore, the counter arguments on local involvement in urban conservation process are also evaluated in details.

After that, local conservation capacity is investigated in a relation with varying levels of governance in urban conservation. In defined context of aspects of local governance in Chapter Two, **local conservation capacity** is justified as a function of capacity of local authorities and community.

Then, the possible outcomes of varying local conservation capacity in urban conservation process are discussed in details. In this discussion, the position of urban maintenance is enhanced. In terms of urban planning and management, success criteria for urban maintenance are determined. So, each aspect of local conservation capacity is stated with its possible outcomes according to current literature and practices.

Finally, as an outcome of local governance, the term of maintenance in conservation literature is evaluated in historic setting as **“urban maintenance”** that means sustaining the well-being of not only single buildings, but also historic environment with modern infrastructures and local needs.

3.1. Governance in Urban Conservation

Crucial role of local involvement and responsibilities of local authorities, in other words local governance, have been emphasized not only in urban conservation literature (Dobby 1978, Kain 1981, Lichfield 1988, Pearce 1989, Larkham 1996, Tiesdell et al 1996, Townsend and Pendlebury 1999, Orbaşlı 2000, Cohen 2001, Melissinos 2001, Pickard 1998-2001-2002, Wagner et al 2005), but also in international documents.

After the World War II, a decline in historic sites and agglomeration of various problems related with urban growth has been observed. Rapid urbanization and development of rural areas, the baby booms of fifties has resulted in an age of development and growth. In the age of development, policy making and planning was seen as an essential tool of the nation states to control and manage development. However, local involvement started to be crucial for the success of policies and planning in general terms. In 1960's, the failures of spatial blue-print planning was observed, so that rational comprehensive plans based on common benefits of public and structure plans based on bottom-up relations were developed as innovative approaches.

During that period, in Europe, because of bottom-up policy making strategies, local responsibilities and local involvement in conservation studies has been defined more properly. Such as, the standing conference of Local and Regional Authorities of Europe (Resolution 44-1964) underlines **local governments' responsibilities for conservation of the urban heritage** (CoE, 2004, 23).

Furthermore, the first conference of European Ministries Responsible for Preservation and Rehabilitation of Immovable Cultural Heritage of Monument and Sites (1969) suggests the "*...encouragement of the property owners, public information campaigns for local participations, increasing awareness of individuals...*" (CoE, 2004, .24).

These terms should be seen more local involvement and responsibility in conservation activities. It could be thought as giving information that is one level above than listening property owners. In other words, not only listening local community during urban conservation processes, but also informing them about processes became crucial issue in early 1970s.

As an another European scale document, the Council of Europe points out the importance of **informing the citizens** in the Conclusions of the Bologna Symposium on the Social Costs of the Integrated Conservation of Historic Centers (1974). The document declares that;

*“...Citizens must be **informed and consulted**. It is essential, for the restoration of historic centers and their integration with the life of the modern city, that the citizens concerned should be informed and consulted at all levels of the planning involved. By means of such participation, the inhabitants must have a **real voice in decisions concerning projects and their implementation**. (CoE, 1974, Bologna Symposium, Article-6).*

Moreover, as a underlying international document for Architectural Heritage, “European Charter known as the Declaration of Amsterdam (1975)” draws the basic lines of the integrated conservation of Architectural Heritage. The Declaration points out the importance of **the responsibilities of local authorities** and **calls for citizen’s participation**. According to The Declaration, *the success of any policies of integrated conservation depends on social factors into consideration, information at earlier stages and taking opinions of citizens.*

On the other hand, The Declaration points out the responsibility of local authorities as an integrated conservation process. The continuity of existing **socio-spatial characteristics of local communities** is the main task of local authorities. The declaration defines more specific tasks and responsibilities for local authorities in details. Also, it is stated that, they should develop their techniques of consultation, information methods and relations with other actors according to the Declaration of Amsterdam. (CoE, 1975).

In addition to documents of Council of Europe, UNESCO has defined measures for local involvement. The Article 11 of “Recommendation Concerning the Protection, at National Level of The Cultural and Natural Heritage (1972)” claims that *“the **general public of the area** should be associated with the measures to be taken for protection and conservation should be called on for suggestions and help”* (UNESCO, Recommendation-72).

Another UNESCO document, the Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas (1976) again emphasizes the opinions

and organizing the involvement of public. The article-35 draws more clear boundaries for the local involvement:

“Safeguarding activities should couple the public authorities’ contribution with the contribution made by the individual or collective owners and the inhabitants and users, separately or together, who should be encouraged to put forward suggestions and generally play an active part...” (UNESCO, 1976)

In parallel to international documents, local awareness and social responsibilities were seen important in urban conservation activities / practices, especially in Europe. In that period, local involvement was a consequence of social actions at local levels such as neighborhood activities.

The most known social action at local level at that period was the **Bologna** Experience, Italy (Bandarin, 1979) and Francesco, 1979). Francesco (1979) states that social action as “planning and historic renovation in a communist city”. Neighborhood councils has been developed as a model of the different way of government during 1950s and 1960s. In 1970s, there were eighteen “Neighborhood Councils” that not only express their opinions, but also were **major components of decision-making**. The councils aimed to create the conditions to preserve the sociological characteristics of the population while providing the needs of modern life (Francesco, 1979, 191-192).

Similar to the Bologna Experience, neighborhood based social actions in historic neighborhoods were developed in northern Europe cities, such as **Amsterdam** and **Brussels**, where more liberal politics were dominant than Bologna. The projects in historic neighborhoods of Amsterdam, Jordaan and Haarlemmerbuurt, is described by Davidson (1979, pp.221-236) as “neighborhood based project / planning with people”. In Jordaan, the city administration wanted to improve both houses and urban services, facilities while keeping people live in the inner city. In Haarlemmerbuurt (Haarlem Neighborhood), inhabitants stated a declaration and

the consultation between citizens and official increased. Then, all inhabitants were invited to talk about draft reports of the program Davidson (1979, 221-236).

Another neighborhood based social action was developed against the Manhattan Project in Brussels. The physical development plan known as “Manhattan Center” included the ruining down of houses and the construction of a pedestrian walkway. After the social action of inhabitants in the area, a contact committee was established and it declared *...the people needed to be mobilized in order to give them the opportunity to take an effective position against the municipal authorities, so that they could “live” in a normal way in the neighborhood...* (Brasseur, 1979, 100).

In addition to the experiences in Amsterdam and Brussels, Mckean (1979, 269) summarizes the community actions in Britain during the same period. The **action groups, common interests, local organizations** and **co-operatives** in neighborhood level are the key words of the period. Mckean (1979, 275) claims that; the most of social actions by community groups were occurred in **response to some direct threat like large scale of redevelopment**. Therefore, as long as the risk of redevelopment is increasingly going on, local involvement becomes higher, and as a rule, actions could not be organized as continuing administration.

After 1970s, the responsibilities of local authorities and the concept of local involvement are described with more clear terms. The means of involvement transformed from **informing the public to consult with public**. On the other side, during the 1980's, a huge urban reinvestment was carried out by private sector; such operations like large-scale renovation, development of tourism and gentrification in urban historic centers (CoE, 2004, 30). The private sector was more effective than public in these investments and the role of public authorities was in a higher level of control. Some of these cases are re-evaluated in Chapter-4 for a better understanding of the circumstances

In the context of such developments, the European Charter of Local Self-Government (1985) pointed out that *“...public responsibilities shall generally be exercised by those **authorities which are closest to them...**”* that is known as

the subsidiarity principle. It emphasized the roles of local authorities and the term of locality in general planning and management terms. Urban conservation activities become more crucial topic of local authorities.

ICOMOS-Canada prepared two pioneer documents at local level for the **responsibilities of citizens** as national documents. International authorities accept both of them as internationally eligible documents. First one, “the Charter for The Preservation of Quebec's Heritage” (Deschambault Declaration, ICOMOS Canada, 1982) declares the individual responsibilities of citizens for the conservation their national heritage. In addition to individual responsibilities, the participation is defined as a legitimate right of citizens. Moreover, the charter emphasizes that “...when the national heritage is affected by a particular action; those responsible for that action must consult with the citizens and inform them of the scope of that action...” Second one, “the Appleton Charter for the Protection and Enhancement of the Built Environment” (1983), also, declares that ... *a legitimate consensus will involve public participation and must precede initiation of work.*

As a worldwide international document, the Convention for the Protection of the Architectural Heritage of Europe known as Granada Convention (Council of Europe, 1985, Article-14) mentions **information, consultation** and **cooperation** between the various tiers of authority and public in conservation literature. In addition, use of modern communication techniques for public information and awareness rising is promoted. The development of sponsorship and non-profit organizations in conservation is another critical suggestion for consultation and co-operation.

Furthermore, the ICOMOS Charter for the Conservation of Historic Towns and Urban Areas known as Washington Charter (1987) clearly enhances the essential role of the involvement of the resident in conservation program for the success. The charter suggests that the residents of the historic area should support the conservation plans (Article-5). In addition, the setting up of general

information program for all residents is proposed to encourage the participation and involvement of them (Article-15)

As a consequence of international documents of 1980's, the local involvement discourse could be determined as **a process of consultation**. These documents are turning points from informing public to a consultation level in involvement. This consultation is based on the opinions of the public and consensus building. In addition to public involvement, the rights of local population and local residents are emphasized to ensure the conservation of heritage's vitality.

The 1990's would be seen as the innovatory re-development of the term of sustainability. The ecological approaches have been developed since 1960's, but the term of sustainability was re-used in a common framework. Not only environmental sustainability of resources, but also financial, institutional and intangible sustainability of resources were emphasized by international documents.

United Nations' Rio Declaration (1992) and Habitat II Conference in İstanbul (1996) draw the basic lines of the term of sustainability titled as "Agenda 21". Agenda 21 includes four sections that are Social and Economic Dimensions, Conservation and Management of Resources for Development, Strengthening the Role of Major Groups and Means of Implementation. Especially, the section of "Strengthening the Role of Major Groups" includes the enhancement of the roles of NGOs and local authorities that directly affect the local capacity.

At the same time, Council of Europe prepared "The European Urban Charter and The European Declaration of Urban Rights (1992)" that emphasizes the quality of life rather than quantitative aspects. Moreover, the concepts of **responsible citizenship and solidarity** are pointed out. The Charter published 20 main themes, and one of them is the Participation. It declares sustainable development, housing and equality as urban rights, with other ones.

By means of overall developments in 1990's, social cohesion, sustainability, human rights and democratic principles on the quality of life and the conservation

of local identities (cultural diversity) became popular terms that were used by most of the international document.

Another crucial international document of conservation of cultural diversities is The Nara Document on Authenticity (1994) prepared by co-operation of UNESCO, ICOMOS and ICCROM. The document emphasizes the importance of the multidisciplinary works and community consensus concerning authenticity and values defined as a necessity. The **increasing awareness within the public** is determined as a concrete measure and necessity for safeguarding of values, too.

At the end of the 1990's, the Declaration of ICOMOS Marking the 50th Anniversary of the Universal Declaration of Human Rights (1998) clearly summarized the 1990's understanding of local involvement;

*“ICOMOS affirms that the right to cultural heritage is an integral part of human rights considering the irreplaceable nature of the tangible and intangible legacy it constitutes and that it is threatened to in a world which is in constant transformation. This right **carries duties and responsibilities for individuals and communities as well as for institutions and states.** To protect this right today is to preserve the rights of future”*

Parallel to the above Declaration of ICOMOS, two ICOMOS' Chartes enhanced the rights and responsibilities of local communities. Firstly, the Charter on the Built Vernacular Heritage (1999) emphasizes the right of all communities maintains their living traditions. Then the International Cultural Tourism Charter (Managing Tourism at Places of Heritage Significance) (1999) encourages the involvement of all local actors into the planning processes for conservation and tourism.

Another international document at the end of the 20th century is the Revision of Burra Charter (Australia ICOMOS, 1999) maintained the need of local involvement in the decision making process as a corner stone for conservation.

Although the charter has been continuously up-dated and still a draft document, local involvement is always determined as **being a part of conservation and management as a cultural responsibility** in all copies of the charter.

On the other hand, gentrification and re-development processes in the historic areas cause to an increasing need for social responsibilities. Therefore, local involvement becomes a necessity in different levels of planning activities in historic areas. Increasing awareness in Europe, resulted with local involvement is an obligatory part of European Program like SURBAN⁵ (Sustainable Urban Development in Europe) that includes projects, such as “Rehabilitation of the Old City Center: the Ciutat Vella – Barcelona”, “Rehabilitation of the Historic Center of Madrid” and “Rehabilitation Programme in Turin, Italy”.

Globalisation and Glocalization are the popular terms of the end of the 20th century. Since 2000, while the importance of international bodies, like EU, NAFTA and SAFTA grows, the roles of nation states become weaker. At local level, responsibilities of local authorities of cities or regions have been increased.

Within such an environment, European Landscape Convention (2000) is a crucial document that opened another window of cultural diversity of communities. Primarily, the convention enhances **the subsidiarity principle** on the distribution of responsibilities and powers between central and local authorities. In this context, the convention states that, the encouragement of the involvement of the public and of local and regional authorities in the decision-making processes that affect the landscape dimension of their territory.

Similarly, the Framework Convention on the Value of Cultural Heritage for Society (2005) (Faro Convention) focuses on especially sustainable development, cultural diversity and social cohesion. In this context, the convention lists **shared responsibilities for cultural heritage and local involvement**, and then states the need for development of legal, financial and professional frameworks for **joint**

⁵ SURBAN cases, <http://www.eaue.de/winuwd/...>, accessed in December 12, 2012.

actions by public authorities, experts, owners, investors, businesses, non-governmental organizations and civil society, like a general definition of governance. The encouragement of voluntary initiatives and non-governmental organizations is listed as essential responsibilities of states. In addition, the encouragement of everyone to involve in the process of identification, study, interpretation, protection, conservation and presentation of the cultural heritage is confirmed.

UNESCO document, the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005) defines basic principles of preservation of cultural diversities, which are similar to the Council of Europe' principles. The Convention mentions the fundamental role of civil society in protecting and promoting the diversity of cultural expressions. Therefore, the document suggests the encouragement of the active involvement of civil society to reach to expressions of the convention. Furthermore, the Article-15 of convention concentrates on the collaborative arrangements and the encouragement of the development of partnerships between and within the public and private sectors and non-profit organizations.

Another recent international document is the XI'AN Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas (ICOMOS-2005). The Declaration identifies the need of **co-operation and engagement** with associated and local communities as an essential part of developing sustainable strategies for the conservation and management of settings.

Through this section international conservation charters and regulations are examined to determine general principles and thought on governance and management. In defined context, the discussion about success in urban conservation and possible outcomes are going to be presented in the following sections.

Table 3-1: Local Responsibilities and Involvement in International Conservation Documents (UNESCO, ICOMOS, and CoE)

INTERNATIONAL DOCUMENT	The Responsibilities of Local Authorities	The Involvement of Local Communities
UNESCO Recommendations, 1972 / 1976 (Cultural Heritage)	<ul style="list-style-type: none"> - Constant co-operation - Encourage and assist local authorities 	<ul style="list-style-type: none"> - The suggestions and help of general public - Constant co-operation between community and individual
The Declaration of Amsterdam, 1975, CoE (Architectural Heritage)	<ul style="list-style-type: none"> - Special responsibility for the protection of the architectural heritage / Informing methods - Exchange of ideas and information /Improving techniques of consultation 	<ul style="list-style-type: none"> - Call for citizen participation - Information at earlier stages - Taking opinions of citizens
The Deschambault Dec. 1982 and The Appleton Ch., 1983, ICOMOS Canada (Cultural Heritage)	<ul style="list-style-type: none"> - Interdisciplinary teams 	<ul style="list-style-type: none"> - Individual Responsibilities - Participation as a legitimate right / - Consult with citizens - A legitimate consensus
The Granada Convention, 1985, CoE Architectural Heritage)	<ul style="list-style-type: none"> - Consultation and Co-operation between authority and public - Sponsorship 	<ul style="list-style-type: none"> - Consultation and Co-operation between authority and public
The Washington Charter, 1987, ICOMOS (Historic Towns and Urban Areas)	<ul style="list-style-type: none"> - Urban and regional planning at every level. 	<ul style="list-style-type: none"> - Essential role of the involvement of residents - The residents should support the conservation plan. - A general information program to encourage involvement of residents
The Nara Document, 1994, ICOMOS (Authenticity)	-	<ul style="list-style-type: none"> - The multidisciplinary and community consensus - Responsibility for cultural heritage and the management
The Declaration of ICOMOS on Human Rights, 1998	-	<ul style="list-style-type: none"> - Responsibilities of individuals and communities - The right to participate in decisions affecting heritage and the cultural values it embodies;
The Convention on the Value of Cultural Heritage, Faro Convention, CoE, 2005	<ul style="list-style-type: none"> - Joint actions by public authorities, experts, owners, investors, businesses, NGOs and civil society 	<ul style="list-style-type: none"> - Joint actions by public authorities, experts, owners, investors, businesses, NGOs and civil society - Heritage community
The XI'AN Declaration, ICOMOS, 2005	<ul style="list-style-type: none"> - Planning processes and management 	<ul style="list-style-type: none"> - Co-operation and engagement with local communities
UNESCO Convention on the Diversity of Cultural Expression, 2005	<ul style="list-style-type: none"> - Collaborative arrangements 	<ul style="list-style-type: none"> - Active participation of civil society - Development of innovative partnership patterns

As seen in Table 3-1, at local level, local authorities and local community have been crucial actors in the conservation of historic city centers during the 20th century. While local authorities have **shared the role of planning and management of historic areas** with central authorities and governments, the involvement of local public, inhabitants, owners or tenants, support the conservation activities, especially in planning and management terms.

Most of the recent worldwide conservation implementations include shared local responsibilities between local authorities and public. In some cases, local involvement and shared responsibilities have been developed from **below to above approach**. On the other side, there are some other cases, local involvement and capacity building for local authorities is **obligatory prerequisites** for international authorities or donor institutions, such as World Bank, EU.

In former cases, especially in developed countries, a governance model secures the sustainability of conservation implementations and social structure. However, the latter ones, especially enforced in developing and underdeveloped countries, are resulted with a lack of community involvement or underdeveloped capacity of local authorities after the withdraw of international authorities or donor institutions, or their experts.

Shiple and Kovacs (2008) research on international documents indicates the local involvement and collaborative management as the necessities with expertise and professionalism for the legitimate of urban conservation policies.

While local involvement and collaborative management result in easier implementation of conservation policies, expertise and professionalism **guarantee the eligibility and compatibility of conservation policies**. This can be evaluated a dilemma between the roles of local and central authorities, who generally define basic principles with expertise and professionalism. In the following sections, according to aforementioned context, recent discourse about local involvement, local responsibilities and the importance of expertise/

professionalism in urban conservation are discussed in details as an issue in governance.

One of the recent UNESCO documents (2008a, 11) states that “globalization”, “governance”, “ecology”, “science” and “technology” are processes leading to social transformations in cities and a source of new challenges for citizens and decision makers. Urban management and development terms are influenced by these phenomena and others like “demographic pressure”, “increase of poverty, instability and insecurity”, “loss of identity and social links”, “relative lack of infrastructure (transport, water distribution and other networks)”, “lack of public amenities”, “environmental degradation” and “lack of capability to attract investments and stimulate the local economy” (UNESCO, 2008a, p.13).

Another UNESCO document (2008b, 4) underlines similar phenomena in historic districts that recognized during the Management of Social Transformations (MOST) Program. The program focuses on deteriorating in historic district or detriment of urban heritage by modern needs. Moreover, it declares the increasing **threat of gentrification** that often leads to raw transformation and ineligible uses. Therefore, social transformations that harm the characteristic of historic centers occurred in recent decades.

Because of these problems , stakeholders in urban public policies find themselves facing with some questions like:

- *How should the protection of historic districts be integrated into urban policies, urban strategies and management program, and how should professionals and managers are trained in participatory processes?*
- *How can one ensure that **inhabitants’ aspirations** are taken into account in the development process?*
- *How can inhabitants be made aware that they themselves constitute the specificity and the socio-cultural richness of their own district? (UNESCO, 2008b, p.11)*

Number of these questions would increase by different points of view. However, especially, these questions guide us to get recent discourse on responsibilities of local actors. These responsibilities are emphasized in this section. The first question above indicates enhancing the importance of professional and managers while increasing the need of change in their approaches to let involvement. Other two ones emphasize the position and valuable contributions of inhabitants.

Parallel to aforementioned critical changes in the mentality of urban management / governance, the local involvement discourse in cultural heritage management has changed, too. The Fifth European Conference of Ministers Responsible for the Cultural Heritage in 2001 firstly defines the needs of both sustainable development and self-defined identities in democratic terms. Then, the Conference enhances the concepts of shared responsibilities by the involvement of communities (CoE, 2004, 53).

According to UNESCO's experience, Genevieve Domenach Chich, who is the project coordinator of UNESCO's Management of Social Transformations (MOST) program), states "*...when a site loses the involvement of its community, its conservation problems are worsened...*" Therefore, he defends **participatory approaches as the driving force** of urban management and claims that "*If the inhabitants are to become the "guardians" of their city, they must be given the means to learn about and appropriate their city*" (Enyedi, 2004, 5).

Clark (2001, 103-112) summarizes the current needs in conservation process as **democratization of decisions, professional expertise, responsibilities and citizenship** in heritage management. According to her, in the past, heritage management has been a relatively 'top down' process, with decisions had been taken largely by experts, regulated by charters and legislation and process has not been always open or transparent. Now, decisions are becoming a legitimate matter of community and "bottom up' decisions are important. On the other side, she emphasizes the needs of new social and economic skills to work with communities for experts. Also, she declares that, cultural heritage is a shared

responsibility, so, communities have to take responsibility for heritage issues and should see the cultural heritage as a responsibility rather than a barrier to development. Finally, citizenship discussed as a level of awareness to ...*use, discover and delight in and draw meaning from the historic environment, enjoy access to information, activities and resources and participate in the identification, understanding use and conservation of the historic environment/cultural heritage.*

UNESCO (2008a, 17) sets an alternative model that based on livability of a city to respond to community / inhabitants' needs while managing cultural and natural heritage with sustainable approaches, instead of **the laissez faire policy** (*the historic district has become completely dilapidated and been abandoned owing to the cost of expanding other areas. Buildings with no recognized heritage value are rented or squatted by very low-income migrants*) and **elitist revitalization** (*the district is transformed into a "museum" with an increase in property prices, leading to significant segregation and the loss of the city's social and identity assets*) are criticized by new discourse.

Although local involvement is a necessity for urban conservation processes, there should be differences in the model and methods of involvement than general approaches in urban planning and management. Urban conservation processes requires a level of consciousness and awareness both in authorities and citizens. Moreover, aforementioned importance of professionalism and expertise is emphasized by recent discourse. Therefore, there are hesitations on the local involvement and increasing responsibilities of local authorities in urban conservation processes.

On one side, while the vulnerability of urban heritage is emphasized, the expertise and experience are declared as the legitimate of conservation policies. It is an elitist approach to urban conservation. Furthermore, local involvement activities include some weak points that shaped by dynamics of involve and participate terms.

Lowndes and Wilson David (2001, 635) demonstrate that weakness as the power relations between advantages and disadvantages groups. They declared that, in some case, **some disadvantage, smaller, more informally organized voluntary groups who are unable / unwilling to compete with others**. These conditions might cause a gentrification or mistreatment in historic districts.

As a result, in 1980s, urban conservation has been a crucial aspect in planning policies, because of good financial return, large scale renovations, tourism developments, development of offices and services sectors had been carried out. Moreover, gentrification was a fundamental type of policy. However, while such policies enhance economic and environmental conditions, has detrimentally effect social structure of historic settings (CoE, 2004, 30-32). Parallel to Europe, those types of interventions worsens social structure in such countries, where rapid urban development has been seen.

Since 1990s, continuity and variety are key terms with local involvement to kept well-being and improve the quality of life (CoE, 2004). In defined context, there are best practices of local involvement in urban conservation in mostly Europe. Local involvement has been developed as a primary concern those cases. Especially, local involvement is seen as an obligatory requirement in EU financed cases, because of EU general guidelines and funding regulations.

Such as, revitalization project in the historic center of Turin is one of the best practices. The project started with the call of European Commission for an URBAN Pilot Programme. The project started in July 1997 and completed at the end of 2000. During the implementation of a project, a non-profit organization including public and private actors was established to manage such a project to get a sustainable and a good place to live⁶.

⁶ SURBAN cases, <http://www.eaue.de/winuwd/185.htm>, accessed in December 12, 2012.

Another best practice in Italy has been implemented in the historic city center of Naples. Ugo (2004) underlines bi-directional structure of conservation activities. While legitimate power in the city has implemented an urban change from above by the local judiciary and urban political elites (administrator / mayors), urban social movements create a constituent power by institutionalized civil society.

In addition to cases from Italy, Ciutat Vella in Barcelona and Historic City Center of Madrid are fundamental cases to discuss local involvement in urban conservation. In the former one⁷, a consolidating process the municipal decentralizing process to improve the living conditions was seen. That cause a fight against the housing degradation, and the rehabilitation has been promoted by participation and city solidarity. The latter one, rehabilitation project implemented in historic city center of Madrid includes a private rehabilitation programme bases on architectural adaptation schemes, urban development and infrastructures and social schemes for sustainability.

Another best practice based on local involvement into rehabilitation process known as Lisbon process. In 1997, the Council of Europe's Technical Co-operation and Consultancy Programme Lisbon case as an efficient policy of urban rehabilitation with local involvement that help to determine basis of European urban rehabilitation strategy (CoE, 2004).

Gentrification and mass-transformation based interventions are stand contrary to aforementioned best practices in terms of socio-spatial sustainability. They are like to two contrary side of a medallion. However, there is another loss image on the best practices side of medallion, that are internationally donor-financed development programs that generally based on local participation. Those cases are mostly evaluated as success stories in terms of donating institutions. However, because of lack of local capacity, there are problems in that process.

⁷ SURBAN cases, <http://www.eaue.de/winuwd/172.htm>, accessed in December 12, 2012.

Fez-Medina case is known as a good practice with co-operations of **institutional stakeholders**, which are ADER-FES and AUSF, the World Bank, the Ministries of Cultural Affairs, Religious Affairs and Tourism, the Fez Medina Wilaya, the Fez Medina Municipality, Delegation of Housing Habitat, International NGOs, and **non-institutional stakeholders** that are community groups, the homeowners, the craftsmen and the poor (Radoine, 2008). However, Bounhiss (2007) criticizes implementations with influence and interest discussions and states that *...everything turns to back after institutions go away*. Similar to Fez-Medina, Alexander (2007) states problems in the old town of Leh, Daher (2005) in Salt-Jordan and Lopez (2006) in Mexico City.

In any way, because of doubts about local involvement, the possible advantages of shared responsibilities should not be sacrificed in urban conservation processes in historic centers. Furthermore, a large-scale awareness and consciousness could not be developed without role taking and sharing responsibilities in urban conservation. At the end of this chapter, the possible contributions of local involvement and responsibilities are discussed in details to determine success criteria in the scope of urban planning and management. Before that, the next section evaluates urban maintenance as a challenging issue in conservation. Then, local conservation capacity is discussed another re-determined aspect of conservation.

3.2. Capacity in Urban Conservation

In the Chapter-2, institutional capacity and community capacity are determined in general terms of urban politics. International documents overviewed in the previous section indicate that urban conservation is shared responsibility of actors with various interest and capabilities. In other words, if urban conservation is seen as a local governance practice, the shared responsibilities or roles between local actors are correlated with their capacities.

In defined context, in the study, **local conservation capacity** is used to define an amalgam of social capacity of local communities and institutional capacity of

local authorities that determine their level of involvement into urban conservation processes in historic city centers.

3.2.1. Varying level of governance in Urban Conservation

As mentioned above, local involvement is a critical variable that maintain the achievements of urban governance. Shared responsibilities between local authorities and local community based on the level of involvement are one of the main discussion topics in governance. In this context, recent discussions in literature enhance two crucial factors. First one is **the capabilities of both local authority and local community to take a response**. Second one is **the openness of both sides to share a response**.

General factors that determine the level of involvement of local actors in urban governance are discussed in Chapter-2 in detail. In this section, at defined context, the varying levels of involvement are discussed in terms of urban conservation. Local authorities have to play an active role in governance process as a natural consequence of the task of governs. It is also an obligation of subsidiary principles.

On the other hand, there is a huge literature of studies on the involvement of local community in decision-making process. The level of local involvement is one of the fundamental issues in local governance literature, usually started with the most known study on the level of local involvement is the Arnstein's Ladder of Participation (1969, 216-222).

Arstein (1969) defines eight levels in citizen participation to decision-making in three groups that are non-participation, degrees of tokenism and degrees of citizen power (Figure 3-1). First two levels are "Manipulation" and "Therapy", where there is no participation and a full control of authorities. Maybe a training process will be seen as the level of therapy. Third, fourth and fifth levels are under the group of degrees of tokenism that means an information flow is seen. The last three levels are evaluated under the title of degrees of citizen power

refers to not only information or resource flow, but also shared responsibilities and stakes (Arnstein, 1969, 216-222).

8	Citizen Control	DEGREES OF CITIZEN POWER
7	Delegated Power	
6	Partnership	
5	Placation	DEGREES OF TOKENISM
4	Consultation	
3	Informing	
2	Therapy	NON-PARTICIPATION
1	Manipulation	

Figure 3-1: The Ladder of Citizen Participation (Arnstein, 1969, 217)

Urban conservation has a unique structure unlike decision-making processes, because of vulnerable characteristics of cultural heritage. Local involvement in urban conservation as a process from documentation to intervention, from intervention to monitoring and so on, could not be ignored; however authentic and significant characteristics should be focus of conservation processes. In defined context, in this section, discussions on level of local involvement are criticized in terms of urban conservation to evaluate critical variables.

Wang, X. (2001, 322) emphasizes a different point of view that there are two levels of participation **“pseudo”** and **“genuine”** participation. Former one, includes only information about decision that aims to manipulate opinions. However, second one occurs only when active public involvement to decision-making processes.

Marzo (2007, 283-285) suggests a different scale from lesser to greater citizen implication, as the types of participation; coercive, informing, improving, consulting, encounter and cooperation of citizens. Last level not only includes involvement or mutual understanding, but also an auto-management system. In terms of urban conservation, that can be thought as a self-conserving process. In contemporary or popular terms, it is a matter of sustainable historic environment.

From Arnstein's (1969) context to today, urban governance may be evaluated within the terms of citizen power, because of shared responsibilities. Recent discussion in local involvement underlines the needs of active citizenship. The New Charter of Athens 2003 (The European Council of Town Planners' Vision for Cities in the 21st century), defines the new understanding of urban governance by new system of representation and participation instead of basic voting system and representative democracy. This system needs to easier access to information and the wider involvement of active citizens' networks. In addition to local citizens, the roles of commuters and visitors are emphasized.

In defined context, the role of citizen has been changed and increased to a level of awareness. Roberts (2004, p328) summarizes the aforementioned changing roles of citizen and administrator in the terms of public administration models from authoritative system to a social learning process (Table 3-2)

Table 3-2: Citizen's role in Political Systems (arranged according to Roberts, 2004)

Citizen's Role	System
Subject	Authority System
Voter	Representative System
Client	Administrative System
Interest-group advocate	Pluralist System
Consumer / Customer	Political market economy
Volunteer and Co-producer	Civil society
Co-learner	Social learning process.

As a result, as seen in views on levels of involvement, information is usually evaluated as starting point of local involvement. At that level, one-way information flow is seen from top to down. Therefore, there is always a risk of manipulation of thoughts by authorities or powerful ones. Effective and efficient involvement is started with two-way information flow; not only from top-down, but also bottom-up relations are crucial. Mutual relations might let to develop responsibility sharing.

Despite the recent development in local involvement discourses, there are still arguments against local involvement. These arguments are especially based on the nature of involvement that costs time and money, but no guaranteed impact upon the product. In addition, involvement is seen as irrelevant and a luxury in situations of poverty. In this context, the question, why local involvement gains importance.

Tekeli (2001, 222-223 and 2007, 10) emphasizes the crucial role of involvement in urban planning. He sees local involvement as the source of legitimization and plans without public participation are not legitimate. On the other hand, he enhances the need of planning of not only urban plans, but also involvement structures as a democracy project.

In a similar context, Rosenström and Kyllönen (2007, 282-298) points out the reasons for involvement as stronger democracy, quality of decision and efficiency gains. As another supportive view, Wang (2001, 323-324) underlines the satisfying needs of the public, the process of building consensus and public trust as the impacts of local involvement.

Enyedi (2004, 15) indicates another point of view refers to limited knowledge of authorities and experts about local context with various dynamics and interests. Therefore, local involvement should be enhanced to prevent protesting movements and actions.

These discussions refer to the legitimization issues in local involvement. Klausen and Sweeting (2005, 225) claim that; persons or organizations who have a stake, in other words holder of certain resources needed to solve a problem or conflict, should be a part of decision making process. These could be in the forms of

citizenship rights, territorial rights, know-how, ownership, interest or status (Klausen and Sweeting, 2005, 225).

However, there is the other side of medallion. Especially, the lack of capabilities of disadvantages groups to take a role or have a tool to involve a decision making process is showed as the counter arguments on local involvement or weakness of local involvement (Lowndes and Wilson, 2001, 635, Stoker, 2002, 19 and Kübler and Heinelt 2005, 11).

It is actually a powership problem based on **the manipulation of stronger groups in decision-making**. However, it is still matter of comparison in urban governance that causes varying modes of local governance.

On the other hand, Ataöv (2007/1, 333) defends the local involvement as a matter of citizens' desire or demand to affect their future. The local involvement is a tool to take a position and translate thoughts into actions of formulating livable environs. In other words, it is precondition for sustainable development. In defined context, in Turkey, especially after the mid of 1990s, local involvement and related terms such as governance, empowerment, social capital and subsidiarity have become popular terms by means of the World Banks or the United Nations supported programs. Especially, the Habitat II Conference and related arrangements like Local Agenda 21 and City Councils let to changes in administrative and legal frameworks. Recent legal arrangements, 5216 numbered Metropolitan Municipality Law and 5393 numbered Municipality Law indicate changes in minds (Ataöv, 2007/2, 145-146 and Ataöv – Osmay, 2007).

Although there are opponent views, local involvement has especially indispensable role in the levels of local governance practice. At that point, the crucial variations based on **the factors that affect the level of involvement of both local authority and local community. The level of involvement has shaped by the capabilities of local actors**. Evans (Evans, 2005) discusses these capabilities in the framework of EU financed project (5th Framework Program) called as DISCUS Project (Developing Institutional and Social Capacities for Urban Sustainability).

Evans (2005) constructs their discussion on two sides of local capacity that are social capital of local community and institutional capacity of local authorities. The building of social capital and institutional capacity is seen as a step toward governance (2005, 23). As a result of varying levels of social capital and institutional capacity, the governing models and success of sustainable development policies are varied on a relational structure. This structure is summarized by Evans (2005, 102) with a simple table (Table 3-3) that indicates both the models of governing and expected results of sustainable development policies.

Table 3-3: The relationship between social and institutional capacity and sustainable development policy outcomes⁸

		INSTITUTIONAL CAPACITY FOR SUSTAINABLE DEVELOPMENT	
		HIGHER	LOWER
SOCIAL CAPACITY FOR SUSTAINABLE DEVELOPMENT	HIGHER	<u>1 Dynamic Governing:</u> <ul style="list-style-type: none"> - Active Sustainability capacity-building - High possibility for Sustainable policy outcomes 	<u>4 Voluntary governing:</u> <ul style="list-style-type: none"> - Voluntary Sustainable development capacity-building - Low possibility for Sustainable policy outcomes
	LOWER	<u>2 Active Government:</u> <ul style="list-style-type: none"> - Medium Sustainable development capacity-building - Medium or Fairly High possibility for Sustainable policy outcomes 	<u>3 Passive Government:</u> <ul style="list-style-type: none"> - Low/no sustainable development capacity-building - Sustainability policy failure

⁸ re-arranged from Table 6.1 in Evans, 2005, 102.

According to this point of view, dynamic governing refers to a model of local governance based on active involvement of both local community and local authority. **High rates of success are possible** for not only sustainable policy outcomes, but also other type of shared problems and shared responsibility in terms of governance.

As a result of discussions on involvement levels of local communities and authorities within the context of governance, the terms of institutional capacity and social capital and their aspects are determined in details in Chapter-2. Firstly, the institutional capacity of local authorities is evaluated within the terms of enacting and enabling policies. Then, social capital is discussed as an umbrella term for both sharing and taking responsibility by local community.

In the following section, four dimensions of local actor's capabilities that affect local governance are re-evaluated to describe "**Local Conservation Capacity**" as a challenging term.

3.2.2. Local Conservation Capacity

As mentioned in Chapter 2, there is a direct relation between the varying levels of involvement of local actors in urban governance and their capabilities. Therefore, institutional capacity of local authorities and local community capacity are discussed within the frame of urban governance. In this section, aforementioned four dimensions of local actors' capabilities, which are inner capacity and outer capabilities of local authority and individual and community capacity, are re-evaluated in terms of urban conservation in order to define the term of "**Local Conservation Capacity**" (Figure 3-2).

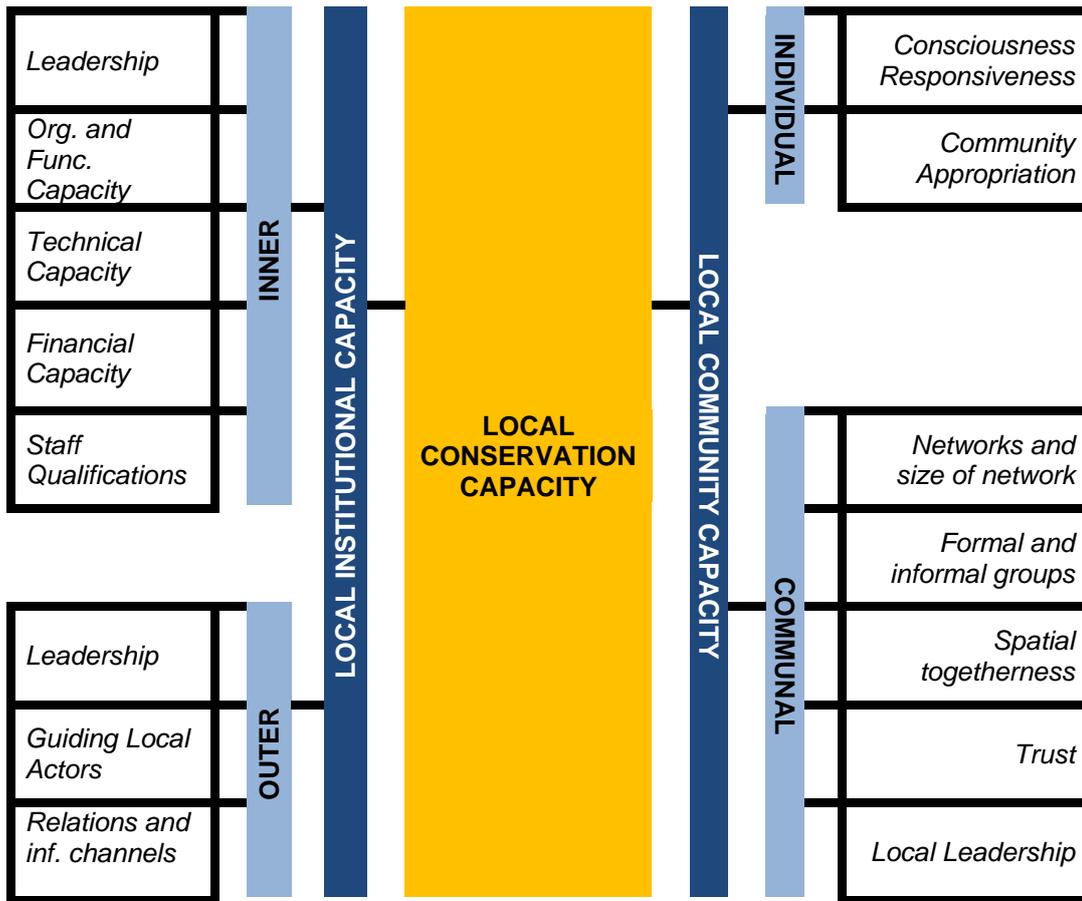


Figure 3-2: Local Conservation Capacity as an amalgam local institutional and communal capacity.

(1) Inner capacity of local authority refers to self capacity of local authority to enact and includes leadership, organizational and functional capacity, technical capacity, and financial capacity and staff qualifications as aspects.

The ability to influence or motivate people, skills and resources, orientation and attitudes, widening vision are defined as indicators of first aspect, **leadership** in general terms. In terms of urban conservation, more specific indicators should be determined, such as the level of experience, education and skills of local leader is critical. Also, his/her motivation for urban conservation becomes crucial to

motivate both his/her personnel and other authorities or local sector to create a synergy for urban conservation.

The second aspect, **organizational and functional capacity** includes varying indicators like effective and dynamic organizational structure, the level of institutionalizing, networks and cross-departmental links within institution, openness, accountability and clearly defined responsibilities and roles. Therefore, the entity of **key units on historic environment**, its relations with other units and clearly defined roles with efficient power would implicitly increase inner capacity of whole authority. Also, strategic planning and quality management system may enhance internal consistency.

Technical capacity, the third one, bases on technological capabilities, systems and overall infrastructure. In term of urban conservation, sufficiency of technical equipment and physical conditions of key units that focus on historic environment are critical for efficiency of works. Therefore, office standards, individual workloads and archives are significant characteristics. Moreover, use of GIS and special database software increase the inner capacity of local authority. In addition to database systems, technical facilities for documentation, 3D drawings and modeling infrastructure are helpful.

Financial capacity is discussed as the fourth aspect in inner capacity of local authorities in Chapter-2. It compromises resource management, stability, accountability, transparency, and fiscal planning and audit system as indicators in general terms. According to specific terms of urban conservation, allocated budget conservation activities and its ratio to annual budgets, accountability – transparency and new financial sources or partnerships / cost-sharing are crucial. Furthermore, innovative financial methods and use of other resources from international or national sources are important to properly handle urban conservation processes.

Lastly, **staff qualifications**, are mentioned as one of the aspects of inner capacity that includes qualifications of administrative and technical staffs and use of advisors / experts. In specific terms, the level of education, motivation, expertise and training on urban conservation of staff have direct effect on the

success of urban conservation. Also, skills of staffs, team-working, shared values, diversity of ages, and know-how sharing are crucial to set an inner conservation capacity.

(2) Outer capabilities of local authority means networks and enabling mechanism of local authority and includes leadership, guiding local actors, information channels and relations with other actors as aspect.

Leadership is seen as a crucial aspect in outer capabilities of local authority with different indicators than inner capacity's ones. At that point, external representation, coalition maintenance, political will, outreach mechanism and developing partnership gain importance. In terms of urban conservation, the ability to influence or motivate individuals other actors to co-operate in a conservation activity, maintaining support and cohesion for urban conservation and personal traits with characteristics are crucial for urban conservation.

As the second aspect, **guiding local actors**, means enabling capacity lets other actors to take responsibility. It includes organizing capacity, defining vision, evaluating process, formulating measurable objectives and building consensus. Special programs or project on urban conservation, guidelines and clearly defined application process are indicators for historic conservation. As another significant indicator, the availability of technical and financial support would be encouraged

Information channels with local actors and the relations with other actors are the third aspect that contains official web-site, printed materials, info-days, daily interactions and meetings. It is a matter of visibility and co-operation. The special printed materials like brochures, booklets or information in official websites would be seen as passive information channels. In other words, that type of relations includes only one way information flow from authority to others. Also, info-days, special meetings, annual questionnaires or festivals on historic urban sites improve information channels of local authority in term of conservation. Therefore, **the relations with actors** include a wide range of network from other local actors, local communities and NGOs to national or international actors. Effective links, institutionalism within an area, resource of

know-how flows and relevant partnerships are some of its indicators that mentioned in Chapter-2. Regular meetings or info-days with local community and NGOs, dissemination of know-how to other local authorities, membership in networks like “Association of Historic Towns” or international relations with advisory boards or experts are crucial for specific conservation capacity

(3) Individual Capacity is described as another dimension of local capacity that includes consciousness / responsiveness and community appropriation as aspects.

Consciousness / Responsiveness are combination of human capital with cultural capital. Educations, individual skills and knowledge, abilities, self-trust and self-confidence, interest and expectations are general indicators of Consciousness / Responsiveness. In terms of urban conservation, being aware of near environment, knowing monumental structures or having pleasure from historic environment indicate a consciousness. Furthermore, respect to historical details, appropriate use of historic structures and active citizenship are indicators of responsiveness to urban conservation processes. However, these are not sufficient to understand historic environment. In terms of urban conservations, consciousness / responsiveness gain a significant importance because of awareness of historic environment. Erder (2007) points out this term as a cumulative process.

Community appropriation is the other aspect of individual capacity that is especially derived from the sense of belonging. Social background, ethnicity, gender, birthplace, family relations, working relations, income levels or shared beliefs and history are general indicators of community appropriation to a local site. In terms of urban conservation, inhabitants, who have been settled in historic areas for longer times, would create a shared responsibility for site. Also, the rate of property owners or tenants, economic turnovers and aforementioned general indicators would cause community appropriation to enhance individual capacity in urban site.

(4) Community Capacity is determined as the last dimension of local capacity, as a function of social capital in Chapter-2. Networks and size of networks and

social structure, spatial grouping, formal / informal groups, trust in community and local leadership are the aspects in general terms.

The first aspect **networks and size of networks** is determined by general terms of social structure. Networks and norms, shared values and expectations, sanctions, sense of common purpose or social order are variables of this aspect. Therefore, ties within local community in historic areas, tolerance to diversity or daily practices / living or working together would enhance size of network in terms of urban conservation. Especially, working relations in historic city centers are significant characteristics by means of a shared history and traditional occupations based on next generations that follows one before.

The second aspect is presented as **formal or informal groups** in Chapter-2. The rate of participations, memberships, density of groups and diversity are indicators of this aspect. On the side of urban conservation, membership rates in the chambers of petty industries or commercial activities are not enough to set a community capacity. Membership rates in NGOs that are established to manage, beauty or clean historic sites are more crucial.

Spatial togetherness, the third aspect, is enhanced by the closure of space. Neighborhood connections, geographically likeness, symbolic attributes or place identity are indicators. In terms of urban conservation, similar occupations in a street or square and embedded zones of traditional occupations would improve community capacity as a whole.

Trust, as the fourth aspect, has a power to set or destroy community capacity wholly. Generalized trust, feelings of trust and safety, mutual trust and trustworthiness of structure are the determinants of aspect. In urban conservation processes, not only the level of trust in local community, but also trust to local authority has to be considered.

Lastly, **local leadership** is described within a different framework from institutional capacity in Chapter-2. It indicates a symbolic power, nobility in local community. Sometimes, local leaders have a delegated power or response like headmen of neighborhood or head a local chamber. They have authority to use

collective honor, also have knowledge of the locality to set a legitimate power. In defined context, elderly or wise or reliable persons or headman of historic neighborhoods, sometimes implicitly becomes local leaders. In some case, the context of a proposed action in historic area causes a collective reaction by local community and then somebody else becomes local leaders.

As a consequence of aforementioned four dimensions, local conservation capacity is going to be used as an amalgam term in the following sections of the thesis. This term is a framework for local potentials and dynamics. Varying levels of local conservation capacity has significant impacts of urban conservation process in centers. Therefore, in the next section, a literature review is presented to evaluate possible outcomes of varying levels of local conservation capacity in urban conservation.

Table 3-4: General indicators of local conservation capacity in terms of urban conservation

LOCAL CONSERVATION CAPACITY	
LOCAL INSTITUTIONAL CAPACITY	LOCAL COMMUNITY CAPACITY
Inner Capacity of Local Authority	Individual Capacity
<p>Leadership - the ability to influence or motivate people, skills and resources, orientation and attitudes</p> <p>Organizational and Functional Capacity - effective and dynamic organizational structure / key units on historic environment</p> <p>Technical Capacity - sufficiency of technical equipment and physical conditions of key units</p> <p>Financial Capacity - allocated budget conservation activities / accountability – transparency and new financial sources / partnerships / cost-sharing</p> <p>Staff Qualifications - education, motivation, expertise and training on urban conservation</p>	<p>Consciousness / Responsiveness - aware of near environment, knowing monumental structures or pleasure from historic environment indicate a consciousness.</p> <p>Community Appropriation - the sense of belonging / settled in historic areas</p>
	Communal Capacity
<p>Outer Capabilities of Local Authority</p> <p>Leadership - external representation / coalition maintenance in urban cons.</p> <p>Guiding local actors - enabling capacity let to other actors to take responsibility in urban cons.</p> <p>Information channel and Relations; Regular meetings or info-days, dissemination of know-how and membership in conservation networks</p>	<p>Networks and Size of Networks - ties within local community in historic areas, tolerance to diversity or daily practices / living or working together</p> <p>Formal or Informal Groups - membership rates in chambers and NGOs</p> <p>Spatial togetherness - Neighbourhood connections, geographically likeness, symbolic attributes or place identity</p> <p>Trust - Generalised trust, feelings of trust and safety / trust in local community / trust to local authority</p> <p>Local Leadership - a symbolic power / nobility in local community. delegated power or response</p>

3.3. The Possible Outcomes of Varying Levels of Local Conservation Capacity

In this section, the possible outcomes of varying levels of local conservation capacity are discussed within general terms of contemporary literature. It would be seen that, there is no systematic approach to evaluate local conservation capacity with varying aspects in details. So, as a contribution of this thesis, the thesis suggests an approach based on comparative localities in the following chapters. Discussions in this section focus on the possible outcomes according to

differences in the capacities of local authority and community. A more widening discussion is going to be made in Chapter-5 (The Method).

As indicated in international documents (Table 3-1) local authorities and local community have to be assigned shared responsibilities and roles in the conservation of historic city. This sharing is based on their levels of capacity and mutual relations. Implicitly, the effects of their capacity on historic conservation are evaluated below.

Chaskin (2001, 22-23) uses the term of community capacity to define local capacity that influences planning and decision making processes as governance issues, production of goods and services, information dissemination and organizing. These are main roles of local authority especially. Also, better services standard, economic well-being and influence on decision making would be the results of community capacity (Chaskin, 2001, 23)

Landorf (2004, 13) makes a comparative analysis to local institutional capacity. His study is especially related with heritage management and tourism. In this context, first factor is the stability/instability of the local environment. Stability is a factor defined by local tourism industry and conservation policies. The second factor is the level of stakeholder awareness. Third one is the level of stakeholder connection that may determine **involvement in planning process**. Fourth one is the organizational structure may be functional or not. Last one is the framework of planning process, which is appropriate or not for varying environment.

Jonker (2010, 25) mentions about a survey in Canada named as “the Building Capacity for Heritage Conservation” that defines nine indicators and possible outputs of them at local government level. The first one is whether official community plan that might be strategic plan includes **sections on heritage**. So, long range planning and development is possible. The second one is **the entity of a heritage commission** that may manage varying interest. Thirdly, a special and **up-dated heritage strategic plan** is crucial to organize and prioritize their heritage conservation efforts. The **registered heritage**, as the fourth indicator, lets to formalize heritage conservation and engaged documentation. Printed or

electronically published document, **standards and guidelines** as the fifth one let to best practices by local authorities. As the sixth indicator, **let to involvement of public** could cause building of awareness and interest. The seventh indicator is **specially developed tools in locality** such as agreements that may increase in the number of protection projects. The **existence of incentives** that includes property tax reductions, freezes and exemptions; loans or loan guarantees; direct grants to property owners may also increase the number of application. Lastly, the ninth one, the **allocated financial resources** of local government for historic preservation let to achievement of expected results.

On the one hand, the possible outcomes of local institutional capacity enhanced, on the other hand there are several studies that enhance the importance of local community capacity.

Strange (1997, 227) indicates growing interest of local actors, who are residents, property owners of businesses, on historic areas and their competing demands. In some cases, varying interest causes changes in the nature of local economy and consumption in historic areas. However, if succeed, conflicting demands of local actors might be used for sustainable demand. At that point, the abilities of local authority are crucial to capable of resolving conflicting interest and countering the consequences of diminishing resources (Strange, 1997, 227).

Flora (2001) discusses another dimension of conservation discipline, natural heritage and indicates the importance of **increasing the capacity of communities and local government** to improve the quality of life of their inhabitants while conserving (Flora, 2001, 198).

Flora mostly presents the outcomes of local community capacity within the terms of natural heritage. Firstly, strengthen community capacity and responsibilities create **a shared vision and collective means** for a change. Moreover, improved communication and relationships that increase **interaction among individuals and groups** let to access to **new type of information and resources** from both inside and outside of community. Also, the knowledge and skills of people known as human capital might have effective change in objectives. Furthermore, **economic capital** would be increased by new inner and outer supports. All of

these cause multiple benefits like achieving objectives, utilization of natural heritage and new ideas (Flora, 2001, 198). Consequently, these aspects are valuable for historic environment, too.

Aforementioned studies underline general outcomes of local conservation capacity. However, the following ones enhance urban conservation as an ongoing process in urban governance, as usual.

Denters and Klok (2006) represent institutional performance as a tool for achieving urban sustainability. Sustainability means comprehensive, aggregated and consistent representation of all interest at all network levels (Denters and Klok, 2006, 54-55). Similarly, McMahon (2002, 177) sets a relation with Local Agenda 21 and community strategies to cause a process mean less bureaucracy and more citizenship. Therefore, flexibility in changing society is possible that would cause reflect day to day sustainability and quality of life (McMahon, 2002, 178).

At that point, Shipley and Kovacs (2008) make a discussion on principles of good governance that are **“legitimacy and voice, direction, performance, accountability and fairness”**. Each principle includes varying aspects that affects governance process from the point of view of local authority and community.

In terms of legitimacy and voice collaborative management requires the involvement of all actors and **high level of trust**, community capacity is needed. Local involvement might establish priorities for planning periods, measurable results within given timeframes and mobilize support in terms of direction principles. During local involvement fairness is crucial to set an appropriate balance among protected site objectives by using the rights, uses and traditional knowledge of local peoples. Finally, monitoring and adaptive management are abilities to learn and adjust management based on experience and identify key potential problems (Shipley and Kovacs, 2008, 216-8).

NSHS / SHPO (2011) document uses the term of **“certified local government”** to define local authorities that has **a local legislation, a historic preservation**

commission, regular survey mechanism and especially local involvement tools. At that point, the document focuses on public awareness and indicates that each community has a stake on its cultural and historical properties. Therefore, they should be a part of conservation processes to enhance the attractiveness, quality of life, and economic viability for themselves. The possible outcomes of local involvement in historic preservation are numerated as enhanced **property values, revitalized streets, public infrastructure, and information accumulation** on the past and **increased local economy** by tourism and other sectors. At that point, the document especially underlines essential role of local involvement to maintain the quality of historic districts.

As another study, Lipovec et al (2010, 126) state that inhabitants should have a primary role as mentioned in several scholar and lastly in Faro Convention, because they are first hand in historic area. Their **sense of identity, sense of belonging** and **the appreciation values** are crucial on the preservation. These are a catalyst for urban conservation process. In terms of urban conservation, first hand caretaking could be determined as a regular conservation issue that mainly based on maintenance.

UNESCO document "Historic Districts for All" (2008a) mentions about varying outputs of both local institutional and communal capacity as a contemporary guiding document. First of all, local authority capacity is critical to identify and analyze historic districts well (UNESCO, 2008a, 68). By means of local institutional capacity of authority, the current structure and functions, morphology, state of historic environment and also intangible heritage should be documented well not only at the beginning of processes, but also during the process. So character sub-zones or buffer zones corresponding to varying protecting degrees could be determined. Local conservation plan becomes an integral part of overall urban planning policy. At that point, governing a **regular maintenance** that enhance "spatial planning" base on **eliminating non harmonious elements** and **set the quality of life with improved public spaces** and **inhabitants' living conditions**. Therefore, current needs are satisfied while maintaining the city's identity and enhancing traditional knowledge (UNESCO, 2008a, 22-26).

On the other hand, local involvement that based on fair – **shared information with direct or indirect participation** to accompany participatory dynamics is defined as an indispensable part of historic conservation. During historic conservation process evicting local population and destroying traditional occupation are defined as pitfalls to be avoided. Having a clearer view of the real needs, elaborating the most appropriate strategies, making inhabitants aware of the role of heritage as driving force are outcomes of increased local community capacity (UNESCO, 2008a, 62-4).

At that point, UNESCO document (2008a) underlines several times that; “there is no perfect example / no single or miracle solution”. In other words, there is no “tailored solution”. **Only basic principles are fundamental.**

As a result of discussions of possible outcomes (Table 3-5), urban conservation / historic conservation are enhanced as an ongoing process. The term of ongoing is supportive part of sustainability in popular terms. In fact, urban conservation implicitly includes on-going conservation since the beginning of 20th century. In defined context, as seen, there is varying possible outcomes of local institutional or local community capacity. They might share varying roles and responsibilities according to varying conditions. However, benefits of being within historic area, locality **let to a regular maintenance**. Subsidiary principle is valid for defined context.

Table 3-5: The possible outcomes of varying local conservation capacity in urban maintenance

The outcomes of local institutional capacity	The outcomes of local community capacity	References
<ul style="list-style-type: none"> – Planning and decision making as governance issue – Information dissemination – Organizing and advocacy. 	<ul style="list-style-type: none"> – Better services – Economic well-being – Influence on decision-making 	Chaskin, 2001
<ul style="list-style-type: none"> – Stability of the local environment. – Functional organizational structure – Appropriate planning process 		Landorf (2004)
<ul style="list-style-type: none"> – Long range planning – Manage varying interest. – Prioritize their heritage conservation efforts. – Formalize heritage conservation – Building of awareness – Increase in the number of protection projects – Achievement of expected results 		Jonker (2010)
<ul style="list-style-type: none"> – Capable of resolving conflicting interest – Countering the consequences of diminishing resources 		Strange, 1997
	<ul style="list-style-type: none"> – Shared vision and collective means – New type of information and resources – Change in objectives and expectations – New inner and outer economic supports / ideas 	Flora, 2001
<ul style="list-style-type: none"> – Achieved urban sustainability at all levels 	– .	Denters and Klok (2006)

Table 3-5: continued

The outcomes of local institutional capacity	The outcomes of local community capacity	References
<ul style="list-style-type: none"> – Less bureaucracy and more citizenship. 	<ul style="list-style-type: none"> – Flexibility in changing society is possible, – Day to day sustainability and quality of life. 	McMahon (2002)
	<ul style="list-style-type: none"> – Legitimacy and collaborative management – Establish priorities – Measurable results within given timeframes – Mobilize support – Appropriate balance – Monitoring and adaptive management 	Shiple and Kovacs (2008)
<ul style="list-style-type: none"> – Certified local government – Local legislation, – Historic preservation commission, – Regular survey – Local involvement tools. 	<ul style="list-style-type: none"> – Enhanced property values, – Revitalized streets, – Public infrastructure, – Information accumulation – Increased local economy – Maintain the quality of historic districts. 	NSHS / SHPO (2011)
	<ul style="list-style-type: none"> – Catalyst – First hand caretaking 	Lipovec (2010)
<ul style="list-style-type: none"> – Well documentation – Character zones corresponding to varying protecting degrees – Local conservation plan become an integral part of overall urban planning policy – Regular maintenance – Improved public spaces and inhabitants' living conditions – Maintained identity – Enhanced traditional knowledge 	<ul style="list-style-type: none"> – Clearer view of the real needs – Elaborating the most appropriate strategies, – Making inhabitants aware of the role of heritage as driving force 	UNESCO (2008a)

3.4. Urban Maintenance Issue in Conservation

Urban conservation has a wide frame of varying disciplines and interest that is still enlarging. This frame is starting from documentation, but not completed with conservation implementations. Follow-up activities and monitoring are crucial on-going conservation. Also, there are financial and social dimensions, too.

Burra Charter (1999) defines conservation processes as “...*Conservation may, according to circumstance, include the processes of: retention or reintroduction of a use; retention of associations and meanings; maintenance, preservation, restoration, reconstruction, adaptation and interpretation; and will commonly include a combination of more than one of these.*”

In such a widening context, discussion of all aspects of conservation with local authority and community is comprehensive and suitable for losing fundamental points. Therefore, in the following sections, urban maintenance is discussed as defined context.

Maintenance as a term is a primary discussion for local responsibilities. But, it is pointed out in especially part of local involvement. In general terms, maintenance means minimum intervention let to survive of historic buildings. However, in this thesis, maintenance is enlarged to the concept of urban maintenance that means a widening frame including not only building but also street, public place, infrastructure and so on.

The Declaration of Amsterdam (1975) defines permanent maintenance seen as a tool to **obviate costly rehabilitation operations**. As another early document, the Appleton Charter (1983) defines maintenance **as a continual activity to ensure the longevity** of the resource without irreversible changes.

As a guidance document, Feilden and Jokiletho (1993) define maintenance as a program that aims to keep the cultural resources in **a condition preventing loss of any part**. It includes all practical and technical measures. Feilden and Jokiletho (1993, 41) especially state that;

“Prevention is the highest form of conservation. If causes of decay can be removed, or at least reduced, something worthwhile has been achieved.”

As a recent international document, the Burra Charter (1999) describes maintenance as **the continuous protective care of historic fabric and its settings**. In defined context, Article-16 points out that; *“Maintenance is fundamental to conservation and should be undertaken where fabric is of cultural significance and its maintenance is necessary to retain that cultural significance.”*

The importance of maintenance could be followed in conservation practices, too. UNESCO (2008b) document that presents best practices in conservation activities underlines maintenance as a crucial part of practices. In many cases mentioned in the document, maintenance is seen as crucial work to make the project sustainable. Because, **the lack of regular maintenance causes decay of cultural properties**, even they are conserved with special interventions.

As seen in international conservation documents and guidance, maintenance is **regular and crucial process** to conserve **historic environment with required conditions** that is **not only historic preservation** but also **quality of life of inhabitants**.

According to defined context, a special program for Mediterranean historic sites known as RehabiMed prepares several documents including special topics on urban conservation (Armengol 2007, Cusido 2007, Marzo 2007 and Petridou 2005), as general guidance. One of them, “RehabiMed Method for the Rehabilitation of Traditional Mediterranean Architecture-Working Document (2005, 67)” defines maintenance work according to **a timeframe to evaluate the building’s safety and re-program** the timeframe. By the way, **detecting serious problems in time** and **proposing appropriate interventions** in early stages is possible. Lifespan of a historic entity might restart with an intervention, rehabilitation or restoration, the conservation processes is not finished, last stage maintenance is begun until next intervention. However, the period between one conservation intervention and next could be extended by maintenance works (Figure 3-3).

The following graphs is presented within RehabiMed documents and indicates that, “...the conceptual difference between rehabilitation and maintenance: from the moment of its construction, the building starts to age; if minor maintenance operations are carried out periodically, the building will age more slowly...”

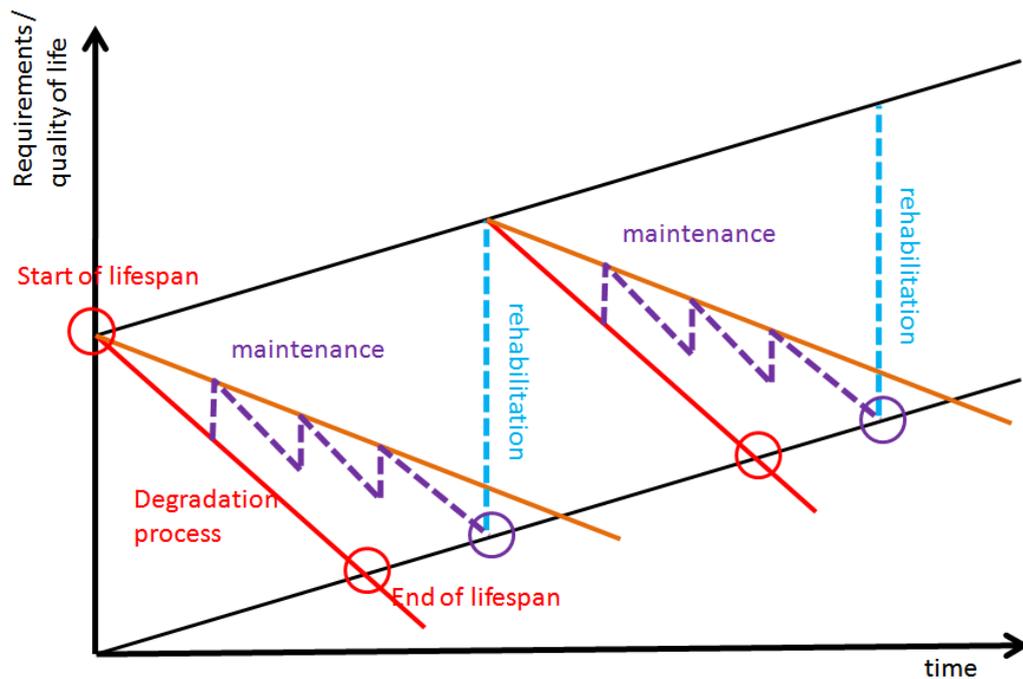


Figure 3-3: Maintenance and Rehabilitation works in a historic entity (RehabiMed, 2005, 68)

The responsibility sharing with local community gains importance in conservation processes. Although each case has its own dynamics, case by case differences, **creating a public sense to maintenance works** includes not only publication of carried works but also sharing responsibilities with local community. In defined context, the choice of model that means its periods and varying type of interventions is crucial to extend lifespan.

In a similar base, the Council of Europe determines urban rehabilitation as a *medium or long term urban revitalizing or regenerating process improving components of the urban space and improving the whole population's well-being and quality of life* (CoE, 2004).

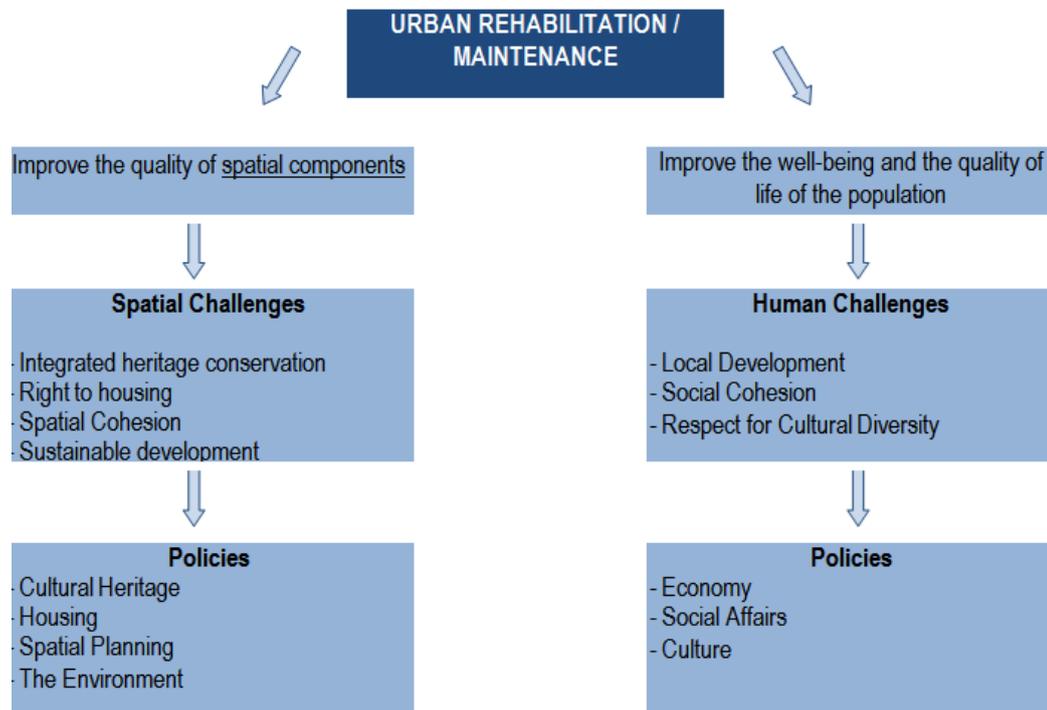


Figure 3-4: the Definition of New European Policy on Urban Rehabilitation (CoE, 2004, 75).

In defined context, contemporary urban rehabilitation interventions, which could be seen as a **comprehensive urban maintenance work**, compromise six means of action are defined for success as;

- *“The rehabilitation project must be **an integral part of urban policy**”*
- *Public authorities must be **driving force***

- *There must be a **technical operational team** to provide back-up*
- *The **population** must be **involved***
- *There must be **appropriate legal instruments***
- *There have to be **available financial resources***
- *The **time factor** must be taken into account” (CoE, 2004).*

As another guiding document, Dann and Cantell (2008, 185) see maintenance more appropriate for **sustainable management than a heroic rescue operations after the years of decay**. Maintenance has several advantages in social, environmental, cultural and economic terms, as it means reduced cost and disruption, less material use and prolonged built fabric, which named as preventive maintenance to reduce the need of repairs and prevent the loss of significant characteristics (Dann and Cantell, 2008, 185-86).

In defined context, as clear, **minimal intervention** that means *doing as little as possible, as much as necessary* is the key point of preventive maintenance. Use of like for like **materials, reversibility, honesty in repair** and **the importance of recording / documentation** are other key aspects of preventive maintenance in terms of international conservation principles (Dann and Cantell, 2008, 188). Therefore, maintenance needs to have practical expression to develop inspection and other services to encourage local community, especially owners and financial mechanism to support any approach (Dann and Cantell, 2008, 197). Aforementioned principles in urban maintenance determining minimal intervention have been developed since Venice Charter (1964) as general guides.

In addition, Worthing and Bond (2008) present maintenance as a management issue. They make a clear definition of maintenance that includes all dimensions of topic as;

“...Maintenance can be seen as the primary activity supporting the key building conservation principles of retaining the maximum embodied

cultural significance through a process of minimal intervention in the fabric of historic environment (Worthing and Bond, 2008, 153).”

The objectives of effective maintenance programs include the continuity of functions, protection of assets with the quality of life and significant characteristics. Therefore, maintenance is program complying with **recording, programming, prioritization, condition surveying, financial management, information management and risk management** (Worthing and Bond, 2008).

All aforementioned international documents and general guidance principles especially indicate that maintenance is **an ongoing process** that is crucial for not only before conservation interventions but also after interventions to kept historic assets in well conditions. **Kept in well condition** requires **regular activities** in varying periods. Therefore, locality that includes both local authorities and community becomes important for preventive maintenance, because of **near and direct relations** with historic environment.

Furthermore, **documentation** is the essential aspect of preventive maintenance. Also, a **scheduled routine**, which includes varying periodical tasks, is needed. Moreover, **professional input** is crucial to get a qualified program. But, the essential point of maintenance program is **the monitoring of implemented conservation process**.

Table 3-6: The aspects of Urban Maintenance

Aspects of Urban Maintenance	Reference
<ul style="list-style-type: none"> – Documentation – Scheduled routine including varying periodical tasks – Professional input – Monitoring of implemented conservation process. 	Feilden and Jokiletho (1993)
<ul style="list-style-type: none"> – Sustainability – Regular maintenance to prevent decay – Public programming – Technical and financial actions on different scales, – Specific regulatory entity staffed by local authorities to coordinate other actors 	UNESCO (2008b)
<ul style="list-style-type: none"> – Integrating a wider context – Role of public authorities – Technical operational team – Available financial resources – Time factor – Involve population – Appropriate legal instruments 	CoE (2004)
<ul style="list-style-type: none"> – Responsibility sharing with local community – Creating a public sense (not only publication of carried works but also sharing responsibilities with local community) – Documentation – Programming 	RehabiMed (2005)
<ul style="list-style-type: none"> – Sustainable management – Preventive maintenance – Minimal intervention – Recording / Documentation – Practical expression to develop inspection – Encouraging local community 	Dann and Cantell (2008)
<ul style="list-style-type: none"> – Continuity of functions, protection of assets with the quality of life and significant characteristics. – Recording – Programming – Prioritization – Condition surveying, – Financial management, – Information management – Risk management – Monitoring 	Worthing and Bond (2008)

Aforementioned aspects in different sources could be evaluated in three main dimension as **planning issues, management terms and intervention principles**.

Vision and mission setting, problem definition, analyze, decision-making, prioritization and monitoring are the aspects of planning dimension of success in urban maintenance. In defined context, detailed documentation of not only registered but also whole historic setting is so crucial to determine intervention and prioritization.

In the management dimension of success in urban maintenance, using own capacity by co-operating other ones is crucial. More specifically, technical, financial and administrative capabilities are essential.

Urban rehabilitation project could be evaluated in terms of intervention in urban maintenance. In defined context, documentation, defining intervention, approval of authorities, implementing interventions and monitoring are crucial aspects.

These three dimensions of success in urban maintenance are going to discuss in detail in the method with the indicators of each aspect. In the next chapter, contemporary conservation agenda in Turkey is going to be discussed in order to evaluate conservation practices in terms of maintenance approaches.

Firstly, the conservation practices in the world are briefly evaluated with best practices and other projects that are especially financed by international donor organizations, which usually define guiding principles.

After that, conservation agenda in Turkey is investigated to get recent discussions. Firstly, up-dated administrative and legal framework after 2004, when changes made in Turkey, is evaluated for contemporary activities. Then conservation projects and programs are briefly evaluated to understand recent circumstances of urban rehabilitation. By the way, the forms of local governance in urban conservation are criticized and compared.

CHAPTER 4

URBAN CONSERVATION IN TERMS OF LOCAL GOVERNANCE IN TURKEY

In this chapter, legal and administrative aspects and recent circumstances of urban conservation in Turkey are evaluated in terms of local governance to get an overall view on issues and potentials. Therefore, legal and administrative framework of urban conservation is chronologically examined in relation with urban conservation planning, street rehabilitation and responsible bodies, national or local authorities. After that, actors in urban conservation are evaluated according to their roles in historic setting. Especially, historic city center management is evaluated to define a base for further discussions in the following chapters. Finally, in this chapter, local involvement in urban conservation activities is evaluated to understand recent circumstances in Turkey.

4.1. Legal and Administrative Framework in Urban Conservation

In this section, legal and administrative framework of urban conservation in Turkey is summarized in terms of local involvement. Instead of a chronological index of the Acts and stakeholders, legal and administrative frameworks are examined in a relation with the terms of locality and local involvement. The roles and responsibilities of local authorities and local community are underlined.

In defined context, urban conservation is evaluated with the concepts of actors, finance, conservation planning and urban maintenance according to defined boundaries by the main question of the study based on local conservation capacity and urban maintenance.

In Turkey, the establishment of GEEAYK (High Council of Immovable Historical Assets and Monuments) in 1951 by Act no.5805⁹ set a base for urban conservation in a general context. GEEAYK was a central governmental authority determining general principles and regulations on historic settings (Levent Sarıkaya, 2008, 67).

In 1973, the Act no 1710¹⁰ define the concept of “site” that describing conservation area in wider context with not only buildings but also historic setting (Madran, Özgönül, 2005, 55). By the Act no 1710, GEEAYK kept its role as major central governmental authority. There was still no legislative responsibility or role for local authorities and community. Although there were unclear terms, the Act of Old Antiquities No: 1710 (1973) tried to define integrated conservation strategies for our country.

The Act no 2863¹¹, replacing Act No: 1710 in 1983 enhanced crucial role of central authorities in urban conservation. The conservation of cultural and natural resources was determined as a primary responsibility of the Ministry of Culture and Tourism, instead of the Ministry of Education. Moreover, a central governmental authority, KTVKYK (The High Council for Preservation of Cultural and Natural Entities) was established instead of GEEAYK to determine general principles and regulations within national context.

⁹Act no. 5805 on Establishment and Responsibilities of High Council of Immovable Monuments and Antiquities dated on 02.07.1951

¹⁰ Act no 1710 on Antiquities dated on 06.11.1973

¹¹ Act no 2863 on Preservation of Cultural and Natural Entities dated on 21.07.1983 / Act no 3386 changes in Act no 2863 dated on 17.06.1987

On the other hand, essential role of locality was enforced by local responsible bodies. The act 2863/3386 enforced the establishment of KTKVBK (Regional Conservation Council for Cultural and Natural Entities). KTKVBK had authority to decree case by case interventions and approve conservation plans and policies. Furthermore, local authorities have taken responsibilities for urban conservation in a relation with legislative planning responsibility of municipalities and governorships that is defined by Law no 3194¹². In defined context, after decreed an area as urban conservation site, according to administrative boundaries, municipality or governorship had to prepare conservation plan according to requirements defined in the Acts and principle decisions of the High Board. Madran and Özgönül underline essential point of this period as transferring the responsibility of conservation of cultural heritage to Regional Conservation Council (2005:5).

Recently, legal and administrative frameworks of urban conservation re-changed by the Act no 5226 in 2004 which has modified Act No: 2863. These recent changes increased the responsibilities and roles of local authorities and enhanced the importance of local involvement. Furthermore, new financial facilities were determined for urban conservation by the fund of TOKİ and property tax.

Basically, the process of urban conservation planning is kept in general terms. Described periods are re-defined to ease works of local authorities. In addition to periodical arrangement, as an essential change in locality, **local involvement is determined as a compulsory stage in decision making**. In defined context, at least two meeting is necessarily complied by planning authority for the approval of KTKVBK¹³. However, there is not sufficient regulation for effectiveness of local

¹² Act no 3194 Urban Development Law.

¹³ Regulation about Conservation Planning, published in 25887 numbered and 26.07.2005 dated Official Gazette

involvement. Therefore, local involvement has been established in a level of information and one-way information flow.

In addition to changes in urban conservation planning process, administrative structure has been changed and new bodies are determined by the Act No 5226.

In general terms, “site management” structure is established to comprehensive conservation issues that includes one or more cultural or natural entities together. The regulation dated on 27.11.2005 and published in Official Gazette no 26006 determined general regulations on site management.

As another new body, the Act no 5226 lets local authorities, municipalities and special provincial administrations, for establishment of **KUDEBs (The Bureau of Conservation Implementation and Monitoring)**. The regulation dated on 11.06.2005 and published in Official Gazette no 25842 determines the principles about the establishment of KUDEB. At least one city planner, one architect, one civil engineer, one archaeologist and one art historian have to be founding members of KUDEB. These personnel have to attend a training program lasting 3 months by KTVKBK. In defined context, KUDEB has the responsibility to control **maintenance works** obeying conservation plans and general regulations in their responsible boundaries.

Another essential legislative frame was determined by the Act no 5366 “Conservation by Renovation and Use by Surviving of Detoriated Cultural and Natural Entities”. As seen in the name of Act no 5366, there is confusion in concepts. Because, conservation of cultural and natural entities seen as a general frame including conservation and development together in international discourse. In any way, the act no 5366 lets to establish a new regional commission of regeneration. The boundaries of regeneration area and establishment of **Regeneration Councils** is required decree of the Council of Ministers.

Recently, the Legislative Decree no 644 dated on 04.07.2011 and 27984 no Official Gazette made changes in the Act no 2863/5226 and the Act No 5366.

According to recent changes in legislative and administrative frame, **the Ministry of Environment and Urban Planning and Housing Development Administration of Turkey** became responsible bodies especially for regeneration works.

In addition to changes in administrative framework, the Legislative Decree no 644 added “**Street Rehabilitation Projects and Interventions**” as a new concept. In this study, as mentioned before, street rehabilitation projects especially implemented by local authorities are evaluated as a general urban maintenance intervention. On the one hand, recent legislation determines a base and standard for this type of interventions. On the other hand, street rehabilitation projects might be evaluated out of the context of urban conservation planning that cause lack of wider contextual planning.

As a summary, in Turkey, changes in legal and administrative frameworks have enhanced position of locality since 1980s. Recent circumstances empower local authorities. However, there are too many actors and their varied responsibilities or interests in urban conservation. In such an environment, evaluation of local conservation capacity in terms of urban maintenance could not be possible to make an appropriate comparative analysis. Therefore, in the next section, a conceptual frame is described to evaluate actors and their mutual relations in historic city centers.

4.2. Conceptual Evaluation of Actors in Historic City Center

In this section, a conceptual framework is established for analyzing administrative structure with actors in different levels and their legal responsibilities. According to determined scope of the study, conceptual evaluation is made in the context of historic city center.

As seen in Figure 4-1, conceptually, there are two main groups in urban conservation, one group of stakeholders, that representing with blue circle and notation “**A**”, who have a direct relation with Historic City Center (**Live, Work or**

Have property) and they are the elements of socio-spatial context of Historic centers.

On the other hand, other stakeholders, represented by red circle and notation “**B**” that are, international bodies, national and local authorities, experts or professional technical teams, conservation councils, NGOs, universities, finance organization, international institutions and private sector, who have various interests (**professional, responsibility, financial or voluntary**) on historic city center, but who are not directly elements or parts of socio-spatial context of historic centers.

In any case, both of these groups aim to **revise, redesign, change, rehabilitate or sometimes destruct** the historic centers according to their interests. In other words, those have **direct or indirect relations** and varying interest conceptualize with arrows and notations “**C**”.

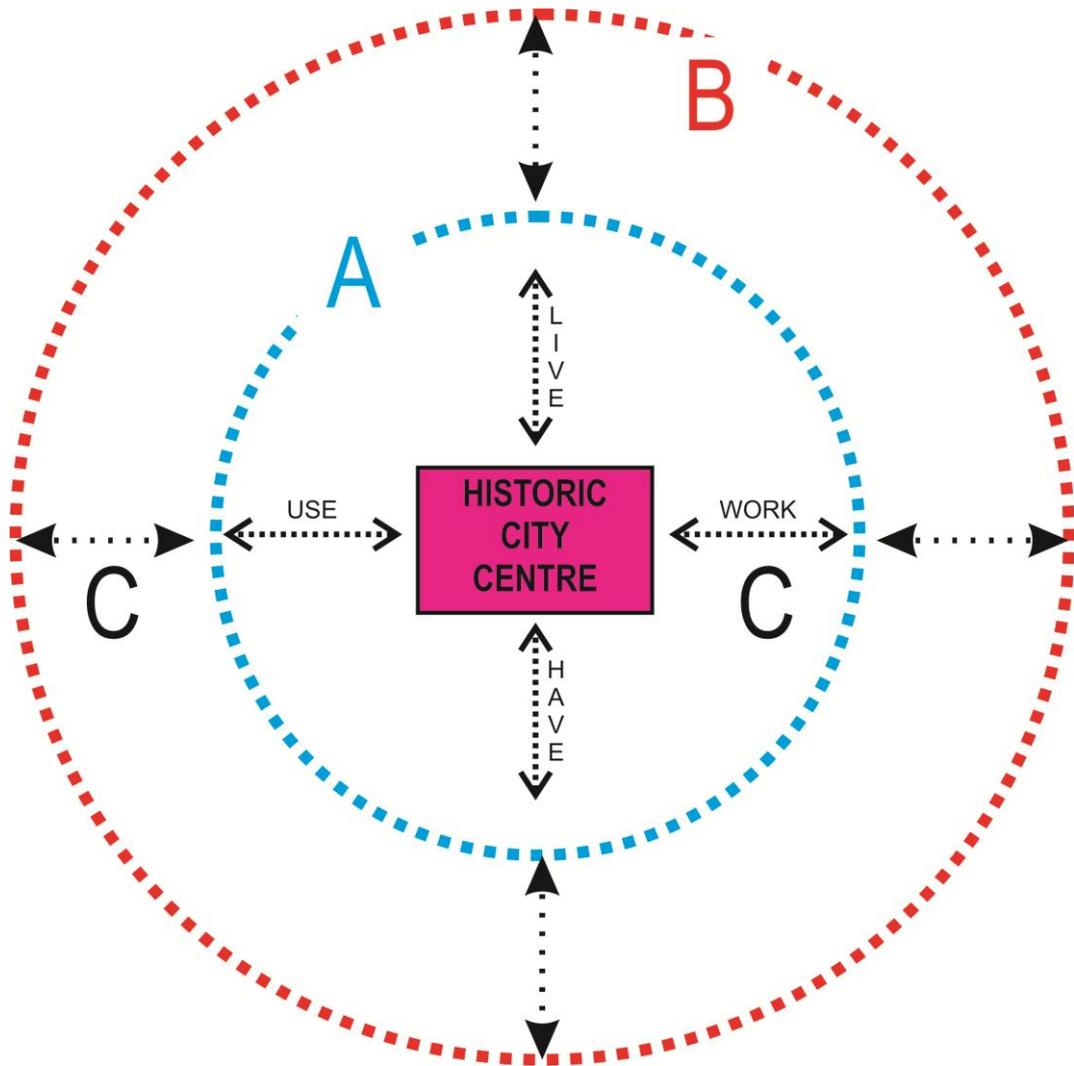


Figure 4-1: Actors in urban conservation

Out of local community, who live, work, use or have property in historic city centers, there are institutions, authorities, NGOs and private sector as outer actors. Madran and Özgönül (2005, 113-118) summarizes responsibilities and structures of international bodies that are UNESCO, UNEP / MAP (United Nations Environment Programme / Mediterranean Action Plan) , CoE (Council of Europe), ICOMOS (International Council of Monuments and Sites), OWHC (the Organization of World Heritage Cities), EUROPA NOSTRA (Our Europe) and European Association of Historic Towns and Regions.

Responsible bodies and authorities are summarized above as the Ministry of Culture and Tourism, High and Regional Conservation Councils. Also, the Ministry of Environment and Urban Planning, TOKİ and Regeneration Councils become essential institutions.

In addition to aforementioned institutions, the General Directorate of Foundations and its regional branches have essential rights especially in historic city centers in relation with property rights.

Theoretically, international and national actors stand at an equal distance to each urban conservation case and historic city center, because, their position, roles and responsibilities are determined by legal and administrative frameworks and general principles.

In addition to international institutions and national authorities, there are NGOs (non-governmental organizations) that have professional interest or voluntary stake in the conservation of historic city centers. Madran and Özgönül (2005, 113-118) summarizes professional bodies and NGOs in Turkey as the Chamber of City Planner, the Chambers of Architect, ÇEKÜL, Association of Historic Towns in Turkey, TAÇ (the Conservation Foundation of Tourism, Monument and Environment) and KORDER (the Society of Conservation and Restoration Experts). Similar to international institutions and national authorities, professional bodies and NGOs should stand at an equal distance to each historic city center.

As a result, outstanding success or failure is determined by locality in the conservation process of historic city centers. The position and capabilities of local authorities and local community is essential variables in urban conservation. In this study, the term of Local Authority is used for “Municipality, Governorship and Special Province Administration” and Local Community is used to define “Tradesman / Artisan and Property Owners” in historic city centers.

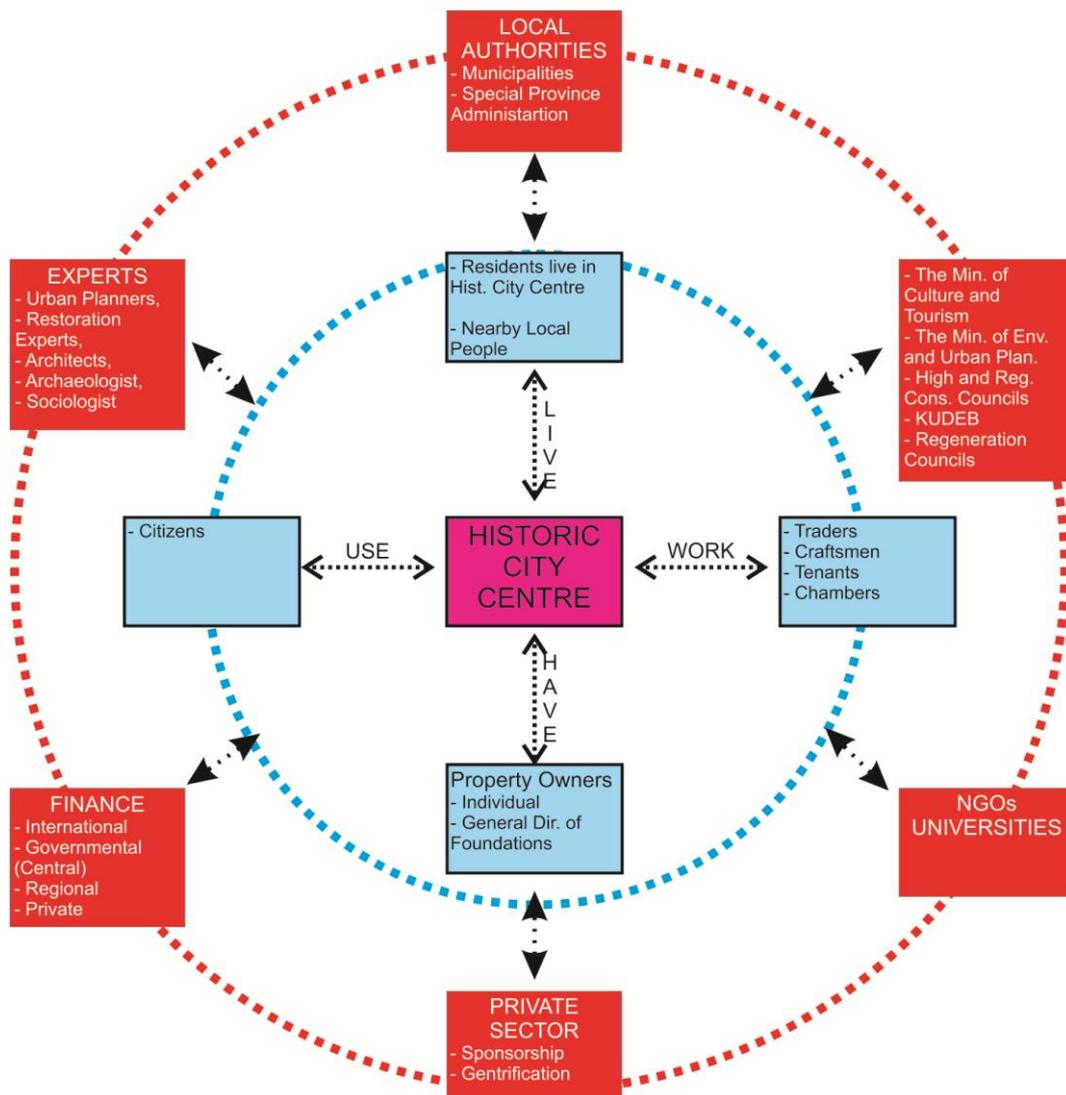


Figure 4-2: Basic schema of conservation actors in Turkey

As seen in Figure 4-2, these actors in varying levels and relations with historic centers. According to conceptual frame, actors should be divided into two main groups according to their interest and influence on conservation process; Inner and Outer Groups. The social capacity of inner group and the institutional capacity of outer group have crucial influences on the conservation works.

In the next section, recent circumstances in urban conservation in historic city centers are investigated by implemented or ongoing cases to evaluate issues and potential. Moreover, local involvement in urban conservation cases in Turkey are examined in general terms of participation discourse.

4.3. Urban Conservation Circumstances in Turkey

Recent agenda of urban conservation in historic city centers is analyzed to understand the structure of Turkey in terms of actors in different levels. Street Rehabilitation become the most popular term in urban conservation agenda with restoration projects aiming re-use of a historic entity as a museum, restaurant or boutique hotel.

The research concentrates on different levels of involvement in ongoing or implemented cases rather than the varying local conservation capacity. In other words, the research at this level can be used as a tool to select cases, where further analyses that based on primary data would be made for the comparison of local conservation capacity. Therefore, only secondary data should be used at this stage.

At that part of the study, implemented or ongoing rehabilitation activities in historic city centers are evaluated within the framework of the level of involvement in the context of the study. Therefore, basically, main actors, their characteristics and their involvement level would be compared with each other. As another crucial variable that directly affect the conservation process, the financial resources of conservation processed are evaluated in details. Because, financial supporters usually defines "*the principles of game*".

For such an evaluation, “an Evaluation Table” (Table 4-1) is prepared for a relational comparison based on secondary data.

Table 4-1: Urban conservation in historic city center in a chronological order in Turkey

CASES	Key Actors	Local Involvement
Kuşadası (Asatekin, Madran, 1988)	<p>Management–Finance</p> <ul style="list-style-type: none"> Cooperative – The Municipality and Property Owners / Kent-Koop <p>Technical Assistant</p> <ul style="list-style-type: none"> METU, The Faculty of Architecture 	Negotiating with tradesmen
Hacıbayram Square Project, Ankara (Serin, 1995)	<p>Management– Finance</p> <ul style="list-style-type: none"> The Metropolitan Municipality of Ankara <p>Technical Assistant</p> <ul style="list-style-type: none"> Common Institutional Controlling Mechanism (The Met. Mun.of Ankara, the Mun. of Altındağ, METU and Reg.Con.Council) <p>Local Actors:</p> <ul style="list-style-type: none"> Property owners, association of craftsmen, religious affairs, tenants and muhtars 	Negotiating with tradesmen
Beypazarı Historic Center (Sat et al, 2006)	<p>Management– Technical Assistant</p> <ul style="list-style-type: none"> The Municipality of Beypazarı <p>Finance</p> <ul style="list-style-type: none"> Park Holding <p>Local Actors:</p> <ul style="list-style-type: none"> Associations <p>NGOs:</p> <ul style="list-style-type: none"> ÇEKÜL / Associations of Historic Tows in Turkey <p>Others:</p> <ul style="list-style-type: none"> METU / Gazi University 	Information based process
Kemeraltı Bazaar Area, İzmir (Ecemiş and Aydoğan, 2006 / Çırak and Yörür 2007)	<p>Management - Finance – Technical Assistant</p> <ul style="list-style-type: none"> İzmir Metropolitan Municipality / Directorate of Historic Environment and Cultural Assets / Konak Metropolitan Municipality <p>Local Actors:</p> <ul style="list-style-type: none"> İzmir Chamber of Commerce / Kemeraltı Association of Tradesmen / The Foundation of Kemeraltı / Kemeraltı Development Union 	Negotiation with the municipality and social responsibility

Table 4-1: continued

CASES	Key Actors	Local Involvement
<p>Balat Bazaar Project (in the Scope of the Rehabilitation Project in Fener-Balat) (Düzcü, 2006)</p>	<p>Management</p> <ul style="list-style-type: none"> • The Municipality of Fatih, İstanbul <p>Finance</p> <ul style="list-style-type: none"> • The European Commission) <p>Technical Assistant</p> <ul style="list-style-type: none"> • Technical Assistance Team <p>Local Actors:</p> <ul style="list-style-type: none"> • Balat Beautification Association / Balat-Fener Culture and Beautification Association <p>Others:</p> <p>Turkish Electricity Institution / The Metropolitan Municipality of İstanbul</p>	<p>Information by the community forum and the social survey / Negotiating with community volunteers</p>
<p>The Renovation Projects of Gazi and Yenikapı Streets, Diyarbakır</p>	<p>Management</p> <ul style="list-style-type: none"> • The Metropolitan Municipality of Diyarbakır, Local Project Office <p>Finance – Technical Assistant</p> <ul style="list-style-type: none"> • Delegation of European Commission to Turkey, GAP-RDA, Technical Assistance Team <p>Local Actors:</p> <ul style="list-style-type: none"> • Chamber of Tenants, Tradesman, Tenants 	<p>Information by meetings</p>
<p>Gaziantep Historic City Center (Culture Route Project)</p>	<p>Management – Finance - Technical Assistant</p> <ul style="list-style-type: none"> • The Metropolitan Municipality of Gaziantep / the Mun. of Şahinbey / the Governorship, The General Directorate of Foundations and Property Owners <p>Finance – Technical Assistant</p> <ul style="list-style-type: none"> • Delegation of European Commission to Turkey / GAP-RDA, Technical Assistance Team 	<p>Information by meetings and Negotiating with other local authorities and property owners</p>
<p>Şanlıurfa Historic City Center (The Rehabilitation of Historic City Center Project)</p>	<p>Leadership - Management -</p> <ul style="list-style-type: none"> • METU-TAÇDAM / Şanlıurfa Municipality / Local Project Office <p>Finance – Technical Assistant</p> <ul style="list-style-type: none"> • Delegation of European Commission to Turkey / GAP-RDA, Technical Assistance Team <p>Local Actors:</p> <ul style="list-style-type: none"> • Chamber of Tenants / Tradesman / Tenants 	<p>Information by meetings</p>

As seen in Table 4-1, in early case in Turkey, Kuşadası Project and Hacıbayram Square Project, especially METU directed models tried to implement local involvement bases on negotiation between local actors as challenging experiences. However, those challenging cases have been interrupted and could not be sustained because of varying issue like changes in local authorities or development pressure in areas.

As another challenging case, in İzmir Kemeraltı Bazaar Area, local communities developed and sustained a conservation process by technical assistance of municipalities that could be seen as a social responsibility. As another case, in Balat Bazaar Area, İstanbul, the EU financed process led to a level of negotiation bases on neighborhood base organizations.

On the other hand, as seen in Beypazarı, Diyarbakır, Gaziantep and Şanlıurfa Cases, local involvement could be set in a level of one-way information flow from local authority to local community. Only in Gaziantep case, a negotiation base relation has been established between local authorities, but the role of local community is too limited with property rights.

As summarized above, recent legislative framework determines a similar structure for local involvement bases of one-way information flow in urban conservation planning. Planning authorities prefer to present completed planning documents to local community and related institutions like universities and NGOs at the end of planning process. However, local involvement at earliest stages of planning process would enhance local characteristics of planning process.

In addition to level of local involvement in aforementioned cases, especially the contexts of conservation interventions are too similar. In defined context, recently implemented conservation interventions in historic city center called as “Street Rehabilitation” are, in fact, a type of maintenance activity with its scope and implementation process.

However, implemented projects should be criticized in term of general planning principles. Most of rehabilitation projects are not thought in a wider context of

near environment and whole city. Mostly, relations and transportation planning are ignored in street rehabilitations.

As a result, in any way, urban rehabilitation project should be examined in detail to guide a conservation process in historic city centers in Turkey. Varying local conservation capacities causes varying levels of success in urban maintenance in historic settings. Therefore, in the following chapters, local conservation capacity in Gaziantep and Şanlıurfa are examined in term of success in urban maintenance. Firstly, a methodological framework is established, and then a comparative analysis is made bases on primary and secondary data.

CHAPTER 5

THE METHOD OF THE STUDY

The method chapter comprises three main sections as the selection of case study areas, conceptual frame of the method and research in case study areas. Then “the forms of local governance” in urban conservation are determined as a summary of discussions.

The first section answers the questions of;

- Why only rehabilitation activities in historic city centers are evaluated?
- Why only the municipalities and local tradesmen in historic city center are investigated for local conservation capacity?
- Why Gaziantep and Şanlıurfa historic city centers are chosen?

The second section, conceptual frame, generally identified dimensions and aspects of local conservation capacity and urban maintenance in literature research, are discussed in detail with indicator and data collection tools.

Lastly, the research in case study areas to obtain primary and secondary data is explained. Firstly, the boundaries of case study areas are determined by their location in urban context and recent socio-spatial context. Then, implemented processes for field works, questionnaire and interview are discussed. Finally, obtained secondary data from field study and documental search are presented.

5.1. The Selection of Case Study Areas for Further Evaluation

In Turkey, recent conservation activities that are applied by local authorities could be divided into three main groups as **conservation planning, restoration of single historic entities and rehabilitation / revitalization projects in varying scales**.

Conservation plan is a legal responsibility, so its scope is determined by law, so there is no smart difference between the most of them. Restoration of single historic entities is application that should be evaluated in its context case by case. However, rehabilitation and revitalization projects can be evaluated **as a type of maintenance** application. These cases mostly include basic works on facades, renovation of street pavements, public space arrangements and infrastructuouldral works.

In defined context¹⁴, maintenance / rehabilitation interventions in historic city centers are selected because of socio-economic vitalization with financial turnovers that may enhance local capacity and cause multiplier effects in whole historic setting. Moreover, whether tradesmen are property owners or tenants, occupational relations and socio-spatial references create a base for community appropriation.

At that point, the study aims to analyze the varying effect of key actor's capabilities to evaluate local conservation capacity. As presented in the Chapter-4, there are two leveled actors in term of conservation in historic city center. The first group is determined as local community, who live, work or has property in historic city center. Therefore, whether local tradesmen ascribe a value to historic properties or not, their level of involvement is so essential to evaluate success in urban maintenance.

¹⁴ Interventions that include large scale gentrification or reconstruction are ignored in this study, because of structural change in local community that could not be evaluated within the terms of local governance.

On the other side, there are public authorities, scientific institutions or non-profit organization with varying interest and responsibilities. However, the roles of municipalities have been more and more essential to succeed urban maintenance in terms of international terms.

Therefore, although there are varying local institutions like the Governorships or the General Directorate of Foundations, who have property rights and financial resources, only the municipalities are evaluated as key actors in local conservation capacity. Local networks and relations are briefly evaluated as the outer capabilities of municipalities. However, locality in terms of aforementioned institutions is a further research topic in local conservation capacity.

After the evaluation of research on urban conservation agenda in Turkey, the rehabilitation processes in historic city center of Gaziantep and Şanlıurfa are chosen as case study areas of the study. In detail, legal and administrative frameworks, financial capabilities that are described by the Laws and the periods of conservation activities (after the election of 2004) are the same for Şanlıurfa and Gaziantep. Also, socio-economic context, the demographic structure and geographical context are similar for Şanlıurfa and Gaziantep.

In any way, the Mayor of the Metropolitan Municipality of Gaziantep and the Mayor of the Municipality of Şanlıurfa are one of the selection reasons of case study area. In Turkey, the position of the Mayor is so essential for urban conservation activities by increasing authority and resources. After the local elections in 2004, two mayors have determined a vision and mission for their municipalities based on conservation of historic settings in both Gaziantep and Şanlıurfa. There are varying scale interventions that are implemented or on-going by self or co-financing mechanism. In both of case study areas, there are crucial projects that are awaking a consciousness in the region within the scope of GAP-CHD Programme.

Therefore, Gaziantep and Şanlıurfa historic city centers, in other words, traditional commercial core of cities are chosen for detailed research on local conservation capacity in urban maintenance by a comparative structure.

The comparison are going to be made by means of qualitative and quantitative indicators that would be obtained by questionnaires, semi structured interviews, surveys and field studies. In the following section, firstly measurement of local conservation capacity and success in urban maintenance are investigated by their specific indicators.

5.2. Conceptual Framework

5.2.1. Measurement of Local Conservation Capacity

Capacity is a term that includes mainly two dimensions of capabilities. First one is agglomeration of capital that would be financial, technical, administrative or human capital. In some cases, the learned experience and accumulation of know-how are also an interior capacity.

The second dimension of capacity is related with the use of these capabilities to act effectively and efficiently. In other words, the capacity creates a synergy or enacts other actors. It is related with networks of actors within and exterior actors.

As summarized in Chapter 2, local capacity includes inner and outer capacity of local authorities and communities. Chapter-3 set a direct relation between local capacities and urban conservation to define the term of **Local Conservation Capacity**. Local conservation capacity mainly compromises institutional and community capacity with their first and second dimensions and set four main aspects as;

- Local institutional capacity
 - Inner institutional capacity
 - Outer institutional capabilities
- Local community capacity
 - Individual capacity
 - Communal capacity

The general indicators of these aspects are discussed in Chapter-2. In the next section, these indicators are going to be re-evaluated with eligible data collection according to the terms of urban conservation, especially maintenance of historic city centers.

In this section, each aspect and its indicators are determined with a relation in urban maintenance and local actors. Furthermore, availability of data and conditions of database of local authorities are evaluated in order to determine efficient data collection tools.

The comparisons are going to be made by means of qualitative data, especially. Also, a few quantitative data is used. But, in this section, both of them are used to make descriptive analysis. Therefore, firstly, primary and secondary data sources are determined below.

Walford (1995, 11) states the main differences between primary and secondary data sources according to their data collector. A primary data is an output of first hand data collection by the author or researcher that would be obtained in varying tools like questionnaire, field survey or interviews. The secondary data might be obtained with similar tools, but by another person. At the beginning of a research manage study data and/or study, the distinction between primary and secondary data sources is crucial to organize them (Walford, 1995, 11).

In defined context, field surveys, questionnaire and face to face interviews are used as primary data sources. On the other hand, official reports of local authorities about their activities, plan and project documents, printed materials, strategic plans and information in written and visual media that obtained by documental search are used as secondary data to evaluate conservation agenda in case areas.

First dimension of local conservation capacity is the interior capacity of local authorities. In this study, because of widening roles, responsibilities and activities of municipalities, the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa are accepted as local authorities and evaluated within the terms of capacity.

The aspects of interior capacity of local authority are “Leadership”, “Organizational and Functional Capacity”, “Staff Qualifications”, “Financial Capacity” and “Technical Capacity”. These aspects are evaluated with a descriptive approach by means of qualitative and quantitative indicators should be thought within the context of urban conservation (Table 5-1).

Table 5-1: The indicators of interior capacity of local authorities in terms of urban maintenance

ASPECT Research Approach	INDICATORS	PRIMARY	SECONDARY
Leadership <i>Descriptive</i>	<ul style="list-style-type: none"> – Vision / Mission – Experience / education – Motivation – Skills (attitudes, communication) 	<ul style="list-style-type: none"> – Interview with key staffs – Questionnaire with local tradesman 	<ul style="list-style-type: none"> – Documental search in strategic plan – Written and visual media
Organizational / Functional Capacity <i>Descriptive</i>	<ul style="list-style-type: none"> – Efficiency / effectiveness of organizational framework – Cross departmental links – Conservation Units (KUDEB) – The clarity of responsibilities and roles – Quality Management Systems – Strategic Planning 	<ul style="list-style-type: none"> – Interview with key staffs 	<ul style="list-style-type: none"> – Documental search in official website, strategic plan, planning document
Technical Capacity <i>Descriptive</i>	<ul style="list-style-type: none"> – Sufficiency of technical equipment and physical conditions to work in KUDEB <ul style="list-style-type: none"> ○ Office Standards ○ Workloads / Facilities ○ Archives, GIS and Database 	<ul style="list-style-type: none"> – Interview with key staffs 	<ul style="list-style-type: none"> – Documental search in technical listing

Table 5-1: continued

ASPECT <i>Research Approach</i>	INDICATORS	PRIMARY	SECONDARY
Financial Capacity <i>Descriptive</i>	<ul style="list-style-type: none"> – Resource Management / Fiscal Planning <ul style="list-style-type: none"> ○ The allocated budget for conservation activities ○ the rate of conservation budget in total budget – Accountability – Use of other resources like EU, Special Province Administration Budget , etc. 	<ul style="list-style-type: none"> – Interview with key staffs 	<ul style="list-style-type: none"> – Documental search in statistical data, strategic plan and annual reports
Staff Qualifications <i>Descriptive</i>	<ul style="list-style-type: none"> – Qualifications of Staff (skills, responsibilities, education, motivation, training) – Professional and Technical Expertise – The diversity of age and younger officers – Use of Advisors and Professional / Team working 	<ul style="list-style-type: none"> – Interview with key staffs 	<ul style="list-style-type: none"> – Documental search in administrative list

On the other hand, the outer / exterior capacity of local authorities is the second dimension of local conservation capacity. The aspects of outer capacity of local authority are “Leadership”, “Guiding Local Actors” and “Information Channels and Relations with Other Actors”. These aspects are evaluated with a descriptive approach by means of qualitative and quantitative indicators should be thought within the context of urban conservation (Table 5-2).

Table 5-2: The indicators of outer capacity of local authorities

ASPECT <i>Research Approach</i>	INDICATORS	PRIMARY	SECONDARY
Leadership <i>Descriptive</i>	<ul style="list-style-type: none"> – The ability to influence of motivate actors – External representation – Coalition, partnership and relationship – Political will, continuity, consensus 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders – Interview with key staffs 	<ul style="list-style-type: none"> – Documental search – Written and visual media –
Guiding Local Actors <i>Descriptive</i>	<ul style="list-style-type: none"> – Enabling capacity – Functional Capacities <ul style="list-style-type: none"> o engaging stakeholders, o building consensus, o managing financial issues – Guidelines – Clearly defined application processes. – Technical and financial support 	<ul style="list-style-type: none"> – Interview with key staffs – Written and visual media – Questionnaire with local tradesman 	<ul style="list-style-type: none"> – Documental search in official web-site and printed material
Information Channels with Local Actors and Relations with other local actors, local communities and NGOs / National Actors /International Actors <i>Descriptive</i>	<ul style="list-style-type: none"> – Printed materials (guidelines, brochures, booklets, etc.) – Official web-site – Social activities like info-days in historic city center – Daily interactions – Meetings – Strategic networking and relevant partnerships – Dissemination of know-how – Membership in Association of Historic Towns or similar groups – Advisory boards – International relations 	<ul style="list-style-type: none"> – Interview with key staffs – Questionnaire with local tradesman 	<ul style="list-style-type: none"> – Documental search in official web-site and printed material – Written and visual media

Third dimension of local conservation capacity is the interior capacity of local community that is basically individual capacity of persons themselves. In this study, historic city centers are chosen as case study areas, where local dynamic relations are high in every time by means of not only trade activities but also touristic and cultural activities. By the way, historic city centers present local relations well. Therefore, tradesman and artisans in historic city centers are accepted as local community in this study and evaluated within the terms of capacity.

The aspects of individual capacity in terms of urban conservation are “Consciousness / Responsiveness” and “Community Appropriation”. These are evaluated with a descriptive approach by means of qualitative indicators should be thought within the context of urban conservation (Table 5-3).

Table 5-3: The indicators of individual capacity in terms of urban conservation

ASPECT <i>Research Approach</i>	INDICATORS	PRIMARY SOURCES
Consciousness / Responsiveness <i>Descriptive</i>	<ul style="list-style-type: none"> – Awareness / Aware of near environment – Education level – Pleasure / Satisfaction from historic environment – Respect to historical details – The level of being active 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders – Interview with key staffs – Documental search for local applications
Community Appropriation <i>Descriptive</i>	<ul style="list-style-type: none"> – Settled for longer times – Turnover of commercial activities – Property rights – Working relations – Social background – Birthplace – Belonging – Family Relations 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders – Interview with key staffs

The outer / exterior capacity of local community is the last dimension of local conservation capacity. The outer capacity of local community is assessed within the concept of social capital as community capacity. Tradesman and artisans in historic city centers and their local groups are accepted as local community.

The aspects of outer capacity of local community are “Networks and size of networks / Social structure”, “Formal / informal groups”, “Spatial togetherness”, , “Trust in community”, and “Local leadership”. These aspects are evaluated with a descriptive approach by means of qualitative indicators should be thought within the context of urban conservation (Table 5-4).

Table 5-4: The indicators of community capacity in terms of urban conservation

ASPECT <i>Research Approach</i>	INDICATORS	PRIMARY SOURCES
Networks and size of networks / Social structure	<ul style="list-style-type: none"> – Horizontal and vertical ties within local community / Networks – Mutual relations – Daily practices / living or working together – Responsibility sharing – Ability to solve problem with own capacity 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders – Interview with key staffs
Formal / informal groups <i>Descriptive</i>	<ul style="list-style-type: none"> – Membership rates in NGOs – Membership rate in the chambers of petty industries or commercial activities – Participation rates 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders
Spatial togetherness <i>Descriptive</i>	<ul style="list-style-type: none"> – Geographically likeliness – Neighborhood connections – Work connections and cooperation – Collective reaction – Spatial segregation 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders – Interview with key staffs

Table 5-4: continued

ASPECT <i>Research Approach</i>	INDICATORS	PRIMARY SOURCES
Trust in community <i>Descriptive</i>	<ul style="list-style-type: none"> – Self-trust – Local community trust to each other – Local community trust to local authorities 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders
Local leadership <i>Descriptive</i>	<ul style="list-style-type: none"> – Elderly or wise or reliable persons – Headman / <i>Muhtar</i> – Vision, sense of vocation – Knowledge of the area / Willingness 	<ul style="list-style-type: none"> – Questionnaire with local tradesman – Interview with local leaders

5.2.2. Measurement of Success in Urban Maintenance

As emphasized in the Chapter 3, planning, management and intervention are the dimensions of the success in urban maintenance. In this section, aspects and related indicators are evaluated. Evaluation mostly bases on qualitative terms, only some technical and financial issues are evaluated with quantitative data.

In the **planning dimension of urban maintenance**, not only conservation plans and documents, but also other planning documents such as development or regional plans should be evaluated to understand urban maintenance in a wider context. In terms of urban planning, planning process started with a problem definition. However, in any case, planning authority should have a vision and related mission to notice problem, and then define them. After that, strategic documentation specifying defined problem is essential. In terms of urban conservation, cultural inventory of not only single entities but also historic pattern is so crucial. Geographic information systems and related database models are contemporary facilities easing documentation process. After that, base studies and analyzes have to be completed to evaluate socio-spatial context of historic city center in detail. During base study and preliminary research, views and social context of local community should be evaluated, too. Therefore, local involvement

is crucial to exactly understand local dynamics. Decision making process including policies and strategies is the next stages in planning process. At that stage, not only boundaries of historic city center or conservation site area, but also whole city should be investigated to set conservation decrees in a wider context. In defined context, prioritization and pilot project are so crucial in historic city center to trigger a local synergy and set a best practice for citizens that also enhance consciousness. Of course, planning process is not completed with decision making and preparation of documents, monitoring of implementation process and enhancement of local involvement is so crucial to sustain urban conservation process and adapt planning decisions according to changing dynamics.

In the **management dimension of urban maintenance**, local synergy in urban maintenance by means of not only the municipalities' capabilities, but also other actors' capacity is essential to sustain maintenance in a regular base. Therefore, administrative co-operation or shared responsibilities between local actors is essential to sustain urban maintenance. In defined context, not only organizational relations, but also financial sustainability is so crucial. Therefore, openness and accountability of financial records enhance success of urban maintenance. In addition to administrative structure and financial sustainability, technical assistance to local community and consulting to local authority increases success in urban maintenance.

Last dimension of urban maintenance, **intervention** is more related with architectural scale and conservation expertise. However, there are general principles in the context of historic setting to provide **appropriate intervention**. Documentation before and after intervention are essential bases of conservation intervention. In terms of urban maintenance, rehabilitation projects including measured drawings, restitutions and restoration projects have to be prepared. In this document, needed intervention must be determined. After that, according to legislative frameworks, rehabilitation projects have to be approved by Regional Conservation Councils. Implementing intervention with appropriate materials and equipment and minimum intervention are golden rules of conservation processes since Venice Charter (1964). Similar to planning process, monitoring of historic

entities and condition surveying is essential. In defined context of dimensions and their aspects in urban maintenance, indicators and data sources are determined in detail in Table 5-5.

Table 5-5: The indicators of success in terms of urban maintenance

	ASPECT	INDICATORS	PRIMARY SOURCES
PLANNING	Vision and mission	– Strategic planning	<ul style="list-style-type: none"> – Interviews with key staff – Documental search
	Problem definition	<ul style="list-style-type: none"> – Condition surveying – Evaluating related variables 	
	Documentation and Inventory	<ul style="list-style-type: none"> – Strategic inventory – GIS use and database 	
	Base studies and analyzing	<ul style="list-style-type: none"> – Varying scale of analyze – Evaluating related variables 	
	Decision-making in a wider context	<ul style="list-style-type: none"> – Traffic management – Setting a special context for historic city center 	
	Prioritization	<ul style="list-style-type: none"> – Condition surveying – Risk management 	
	Monitoring and Local Involvement	<ul style="list-style-type: none"> – The rates of involvement – Revision of planning documents 	
MANAGEMENT	Administrative	<ul style="list-style-type: none"> – Public programming – Responsibility sharing with local community – Creating a public sense 	<ul style="list-style-type: none"> – Interviews with key staff – Interviews with local community leaders – Questionnaires – Documental search
	Financial	<ul style="list-style-type: none"> – Sustainability – Accountability 	
	Technical	<ul style="list-style-type: none"> – Professional input – Consulting mechanism 	

Table 5-5: continued

	ASPECT	INDICATORS	PRIMARY SOURCES
INTERVENTION	Documentation	<ul style="list-style-type: none"> - Before and after intervention - Measured drawings, - Restitutions and restoration projects 	<ul style="list-style-type: none"> - Interviews with key staff - Documental search - Intensive field investigation
	Defining needed intervention	<ul style="list-style-type: none"> - Restitutions and restoration projects 	
	Approval	<ul style="list-style-type: none"> - Regional Conservation Council Decrees 	
	Appropriate Intervention	<ul style="list-style-type: none"> - Coherence - Appropriate materials and equipment - Minimum intervention 	
	Monitoring	<ul style="list-style-type: none"> - Condition surveying - Periodical 	

5.2.3. Comparison of Case Study Areas

Discussions in Chapter 2 and 3 indicate that; although governance has a broad context, especially in local levels, urban governance is a practice of working together and a mutual interaction of various actors. In other words, it is a network at different levels. Therefore, the success of networking, effectiveness and efficiency, is directly related with the capabilities of local actors. Usually, self capabilities of actors are not enough to set a governance practice. For the efficient use of actors' capacity and creating synergy, the ability of working together have to be developed especially in local levels.

This context has a two dimensional relation. Even a local actor, who do not has an interior capacity, might has a crucial role with the ability of working together or sharing responsibility. Then, these experiences cause an accumulation of interior capacity. In other words, working together, sharing responsibility and networks at different levels might create a local capacity.

Chapter-3, also, indicates that urban conservation is a local governance practice that compiles the efforts, responsibilities and shared roles of both local authorities and local community. In defined context, urban maintenance is a challenging issue for a local governance practice that aims to preserve historic areas in well condition by regular interventions

In Chapter-4, contemporary conservation practices in Turkey are investigated within the terms of local governance to get varying roles actors' level of involvement. Furthermore, especially, monitoring or follow-up in these conservation practices are studied to understand local dynamics.

At that point, general discussion on research methods might be helpful to understand the method of this study. Babbie (2007, 88) states that, the researches especially have three fundamental purpose that are explorations, description and explanation. The first one is an attempt to roughly understand phenomenon in details. The second one measures or reports the characteristics of a population or a phenomenon. The last one discovers and reports the aspects of the phenomenon. In fact, the most of research often combine them (Babbie, 2007, 115).

As mentioned in the Introduction, the study is especially, an exploratory research on varying levels of local conservation capacities on maintenance of historic city centers and looks for the answer of "Why some historic city centers are well condition than other ones". However, exploration of such a topic is so general definition to understand varying dynamics of case by case differences of historic city centers.

As a result, the method of the thesis is set as a Linear-Analytic structure primarily includes conceptualization of the topic and then choosing the research method. This structure is enhanced by comparative case studies to examine the effects of varying levels of local conservation capacity.

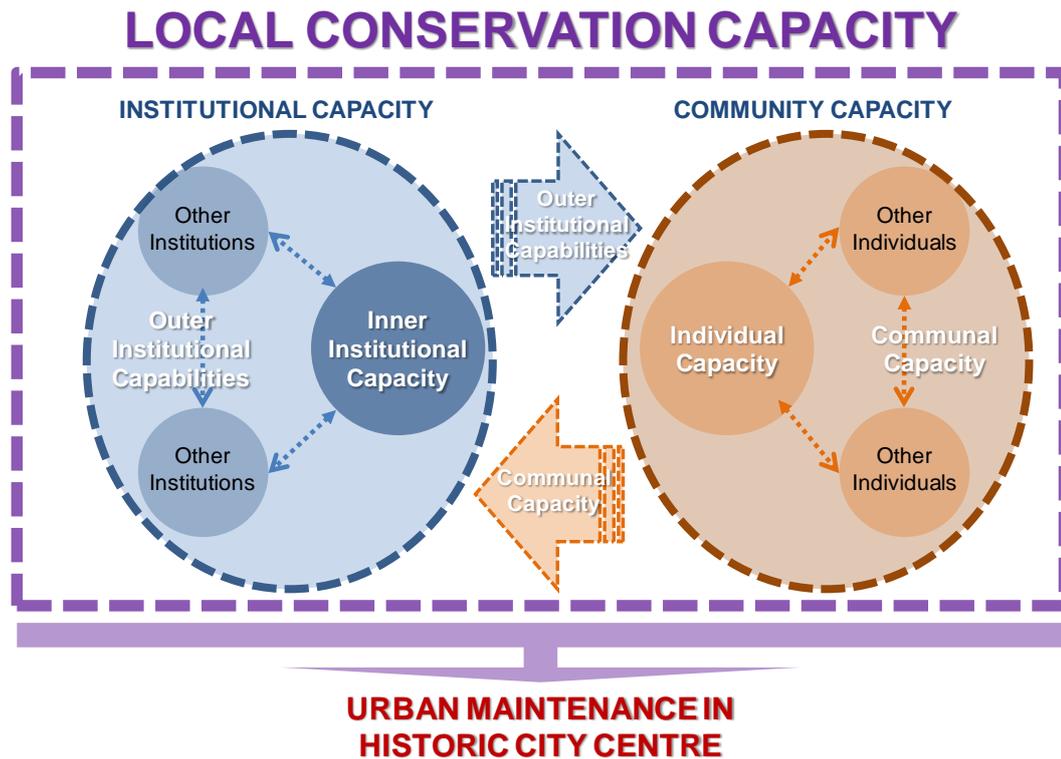


Figure 5-1: The Aspects of Local Conservation Capacity and Possible Outcomes

As Pierre (2005, 454) indicates that, “...for all its simplicity and limitations, the comparative method offers more analytical mileage than is often understood, not least among urbanists.” Whether something big or small, good or bad, or efficient or not, we cannot say without comparison. Pierre (2005, 455) also states that “...comparative analysis of cities within the same national context is a strategy that conveniently allows the observer to control for a number of political and institutional variables.

The comparisons are going to be made by means of qualitative and quantitative indicators at local level that are determined by literature research. As mentioned before, in research, the terms of community capacity and institutional capacity are re-evaluated within the context of urban conservation process to define the indicators of “Local Conservation Capacity”. So, firstly, the method to determine

local conservation capacity in each case is described in this chapter. In this section, each aspect of local conservation capacity, which includes inner-outer institutional capacity / individual and community capacity, is investigated by indicators and their data collection and analyzing tools.

Then, the method to evaluate success in conservation process in terms of maintenance is examined by plan – policy documents, implementation reports, monitoring activities, if available participation observations, reviews of the conservation activities' written documents and the popular press and extensive surveys in project areas. These sources are analyzed to compare success criteria in terms of urban maintenance in terms of planning, management and intervention terms. Comparison between cases are made with descriptive data compiled before and exploratory method to understand cross relations.

As mentioned above, Local Conservation Capacity includes two main variables that are institutional capacity and community capacity. Each of them compromise interior and exterior factors;

- **A- Institutional Capacity**
 - A-1 / Inner Capacity of Local Authority
 - A-2 / Outer Capabilities of Local Authority

- **B- Community Capacity**
 - B-1 / Interior Capacity of Local Community – Individual Capacity
 - B-2 / Exterior - Outer Capacity of Local Community / Community Capacity

As a result, local conservation capacity is a function of varying levels of A-1, A-2, B-1 and B-2 and determines success in terms of urban maintenance (Figure 5-2).

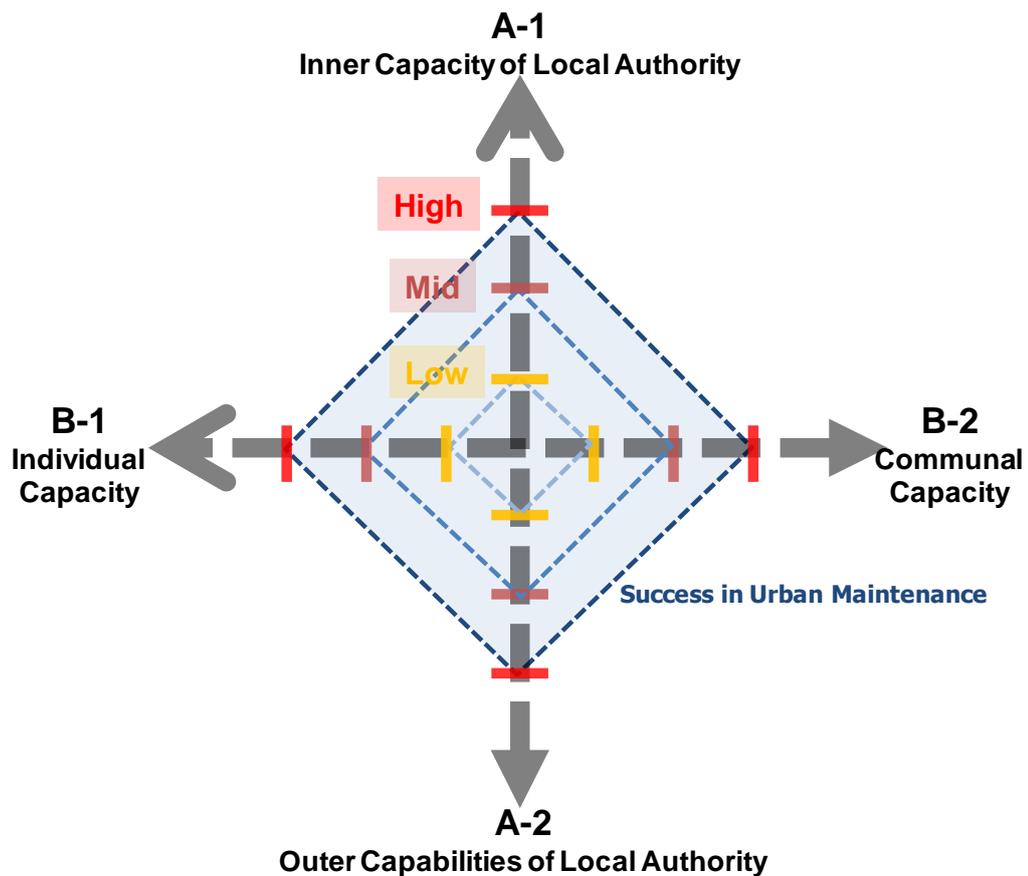


Figure 5-2: the Comparison of Local Conservation Capacity

In Figure 5-2, a simple scale, low-mid-high, is established to set a base for comparison. In this scale, comparisons are going to be made with qualitative indicators; therefore the scale is descriptive to evaluate cases in a relation with other cases. The highest level is theoretically determined as an ideal situation. In other words, the basic scale represents a proportional comparison between case study areas.

After, the comparison of local conservation capacities aspect by aspect, possible outcomes of each aspect of capacity are evaluated within a comparative structure. In a defined context, the following outcomes of each aspect are investigated in case study areas.

Table 5-6: Possible outcomes of local institutional capacity in urban maintenance

	ASPECTS	Possible Outcomes in Urban Maintenance
INNER	Leadership	<ul style="list-style-type: none"> – Administrative management / programming – Conservation vision / motivation
	Organizational / Functional Capacity	<ul style="list-style-type: none"> – Administrative management / programming
	Technical Capacity	<ul style="list-style-type: none"> – Self-sufficiency – Professional input
	Financial Capacity	<ul style="list-style-type: none"> – Financial management / Accountability – Financial sustainability
	Staff Qualifications	<ul style="list-style-type: none"> – Public space management – Recording – Prioritization – Condition Survey – Programming
OUTER	Leadership	<ul style="list-style-type: none"> – Cooperation and joint works – Visibility
	Guiding local actors;	<ul style="list-style-type: none"> – Increase in number of applications and advice given – Increase in quality of applications and advice – Agreed protocol of maintenance – Increase in quality of proposals – Greater and more effective public involvement – Satisfied applicants – Clear and practical technical advise
	Information Channels with local actors / Relations with other actors	<ul style="list-style-type: none"> – Information Management / Dissemination – Public awareness / Capacity building – International advice – Motivation and programming – Increasing support and interest – Increasing number of local tourists – Programming in Urban Maintenance – Successful implementation of joint works – Key partnership set up – Motivated local actors – The level of synergy and dynamic works

Table 5-7: Possible outcomes of local community capacity in urban maintenance

	ASPECTS	Possible Outcomes in Urban Maintenance
INDIVIDUAL	Consciousness / Responsiveness	<ul style="list-style-type: none"> - The quality of applications - Regular maintenance - Increasing rate of acceptance of proposed actions like rehabilitation by local authorities - Increasing number of application to KUDEB
	Community Appropriation	<ul style="list-style-type: none"> - The Sense of Belonging - Willingness to maintenance - Conserved historic details
COMMUNAL	Networks and size of networks	<ul style="list-style-type: none"> - Daily / weekly / monthly maintenance - Collective maintenance
	Formal / informal groups	<ul style="list-style-type: none"> - Collective maintenance - The sense of belonging - Responsiveness - Collective action - Daily / weekly / monthly maintenance
	Spatial togetherness	<ul style="list-style-type: none"> - Rejection of ineligible action - Obstruction of vandalism
	Trust in community	<ul style="list-style-type: none"> - Collective action - Increasing rate of acceptance of the Municipality - Supporting urban conservation projects - Increasing number of NGOs
	Local leadership	<ul style="list-style-type: none"> - Collective action - Daily / weekly / monthly / yearly / seasonally maintenance

Consequently, the method of the study is based on comparison of two main issues, local conservation capacity and urban maintenance in case study areas. As seen, these issues compromise essential dimension with varying aspects and indicators. Therefore, comparison of case studies aspect by aspect within the context of a matrix lets to determine mutual relations with dimension of local conservation capacity and urban maintenance. Table 5-8 indicates general frame of comparison. In the Chapter-6, each aspect is discussed in details by it indicators.

Table 5-8: Comparison matrix of the dimensions of local conservation capacity and urban maintenance

		URBAN MAINTENANCE		
		Planning	Management	Intervention
LOCAL CONSERVATION CAPACITY	A-1 Inner institutional capacity			
	A-2 Outer institutional capabilities			
	B-1 Individual			
	B-2 Communal			

In defined context, as seen in Table 5-8, comparison of two cases includes 12 sub-sections determined by 3x4 matrix bases on dimensions of local conservation capacity and urban maintenance. In addition, each row and columns in the matrix compromises their special characteristic aspects in detail. Therefore, the size of comparative matrix is enlarged with aspect by aspect comparison. Therefore, in case study chapter, Chapter-6 sub-aspects of local conservation capacity are used as outline of comparison of success in urban maintenance.

As a result of comparison, dynamic relations between local conservation capacity and urban maintenance become clearer to evaluate varying forms of local governance in urban conservation.

5.2.4. Forms of Local Governance in Urban Conservation

After the comparison of local conservation capacity in terms of success in urban maintenance, a general scale would be crucial to evaluate varying levels of local involvement. Till now, the success of local governance in urban conservation has been discussed with in terms of local involvement levels defined by Arnstein (1969 focus on only the participation of local community and determine the levels according to increasing number and effects of local community.

8	Citizen Control	DEGREES OF CITIZEN POWER
7	Delegated Power	
6	Partnership	
5	Placation	DEGREES OF TOKENISM
4	Consultation	
3	Informing	
2	Therapy	NON-PARTICIPATION
1	Manipulation	

Figure 5-3: The Ladder of Citizen Participation (Arnstein, 1969, 217)

However, these approaches ignore negative aspects that sometimes cause manipulation by powerful groups. Irreversible interventions and decisions based on manipulation are crucial threats in such vulnerable settings of historic city centers. In terms of urban conservation, gentrification or wrong interventions could be seen as example of manipulation.

As a result, the following levels could be defined as **the forms of governance in urban maintenance as one the contributions of the thesis**. If needed, these levels may be rearranged according to evaluation and feedback from further discussions.

These levels are based on two-dimensions of local conservation capacity like X and Y axes of a coordinate system. Varying levels of institutional and community capacity cause differentiated results in urban maintenance (Figure 5-4).

The first level is **the Level of Rejection (No Maintenance)**. Low levels of local conservation capacity create such an environment, where local community in historic city center and responsible bodies (local authorities) are not deal with maintenance anymore. There is a decay process and high speculation for a total re-construction in historic city centre.

The second level is **the Level of Negatively Manipulation**. Some powerful, organized stakeholders manipulate the maintenance activities and other actors to maximize their interest. For example, as known since 1980s, gentrification destroys the social context of the site. Because of loss of physical or especially social authenticity, the manipulation level is below the level of no community involvement. Moreover, the manipulation causes wrong and irreversible harm interventions and destroys authentic characteristics of historic settings. At that point, community appropriation and property rights are so crucial.

The third level is **the Level of No Community Involvement**. Totally top-down structured maintenance approaches are implemented. It will be direct implementations of municipalities. At that level, regular maintenance is secured only by local authority. Also, the leadership is an enormous issue.

The fourth level is **the Level of Information**: One-way information flow from authorities or experts to other stakeholders is usual. The authorities or experts still conserve their power on decision-making and final decision, but training or capacity-building is started by information.

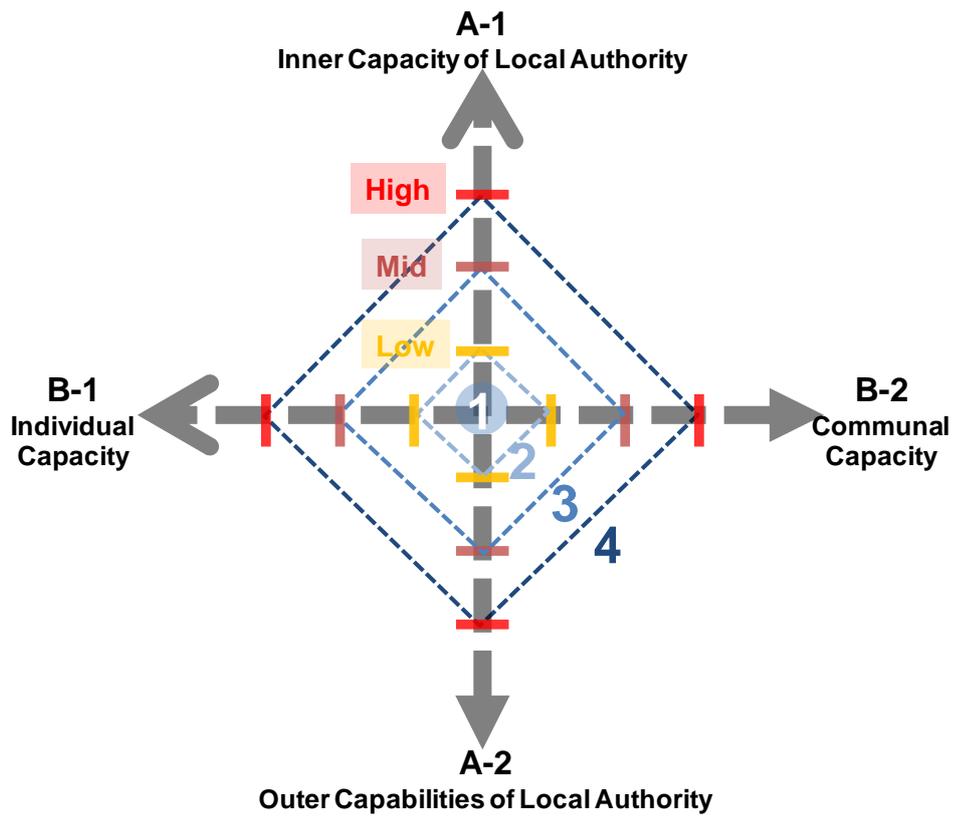
The fifth level is **the Level of Feedback** that let to feedback flow from stakeholders to authorities or experts is possible. It will also include need assessments and evaluations. However, the authorities or experts still conserve their power on decision-making and final decision.

The sixth level is **the Level of Voluntary Conservation**; it is possible only when community's interior and exterior capacity is high, voluntary activities are possible. For example, local community of a street, an Inn or a square will make a collective maintenance program or regular seasonal maintenance.

The seventh level is **the Level of Negotiation** that persuades consensus building. The content of involvement is started to be crucial. Heritage value and authentic characteristics of historic city centers have to be out of negotiation. In other words, valuation is more crucial.

The last level, **the level of Social Learning / Shared Responsibility**, is only possible by maintaining historic city center as a collective interest of all stakeholders by social learning and capacity building.

As a result of discussion, instead of Arstein's ladder of participation (1969) bases on only involvement of community, the following ladder of local involvement in urban maintenance (Figure 5-5) is appropriate to evaluate urban maintenance as a local governance process.



4- Mutual interaction	Social Learning / Shared Responsibility
3- Two way information flow	Negotiation Voluntary Conservation Feedback
2- One way information flow	Information No Community Involvement
1 No relation between local authority and community	Negatively Manipulation Rejection (No Maintenance)

Figure 5-4: The ladder of local involvement in urban maintenance

In the conclusion of Chapter-6, local conservation capacities in case study areas, Gaziantep and Şanlıurfa, are evaluated within the context of aforementioned ladder to set a base for further discussions. After that, in Chapter-7, conclusion, aforementioned urban maintenance interventions cases in Chapter -4 and legislative frame of local involvement in conservation planning are evaluated to determine general suggestions in Turkey.

5.3. The Research in Case Study Areas (Data Collection and Processing)

5.3.1. Primary Sources

5.3.1.1. Field Works

In different periods of the study, extensive and intensive field surveys are used to understand characteristics of case areas and to evaluate conservation processes in terms of maintenance.

In Gaziantep, historic core is located at the south of Central Business District (CBD) that is the core of metropolitan area and transition zone between two main districts, Şahinbey and Şehitkamil (Figure 5-5). In Şanlıurfa, similar to Gaziantep, historic core is located at the south of Central Business District that is an administrative and commercial core between main axes and residential districts (Figure 5-6).

First extensive survey is carried to determine the boundaries of historic city centers according to recent land-use structure and conserved historic settings. Also, historic entities and their previous uses are investigated. During this extensive survey study, not only historic city center, but also conservation activities and other historic sites are investigated to get overall information about local dynamics in Gaziantep (Figure 5-7) and Şanlıurfa (Figure 5-8)

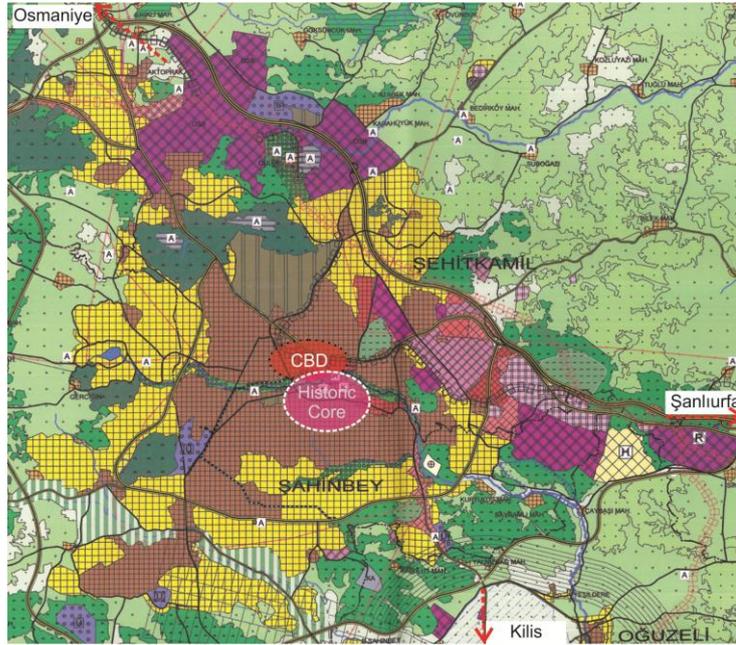


Figure 5-5: Historic Core and Central Business District of Gaziantep in general macro-form suggested by 1/100.000 scaled Strategic Plan (The Metropolitan Municipality of Gaziantep)

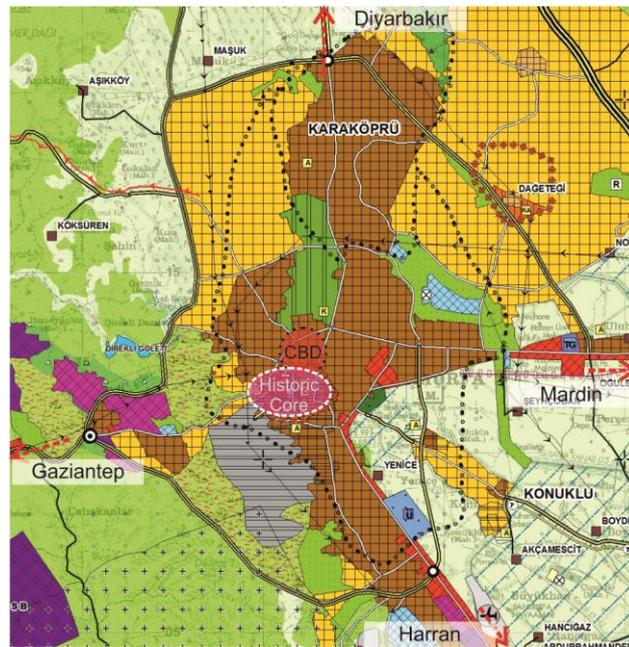


Figure 5-6: Historic Core and Central Business District of Şanlıurfa in general macro-form suggested by 1/100.000 scaled Strategic Plan (the Municipality of Şanlıurfa).

There are two characteristic conserved zones in historic city center of Gaziantep (Figure 5-7). First zone comprises the Castle and surroundings with two important axes, Gümrük Street that continues as Hamdi Kutlar Street and Eski Saray Street. Historic commercial activities have been settled around and between these axes, which are surrounded by traditional houses. The second zone, that is known as Bey Neighborhood is western side of historic city center, where first occupation was seen in 1800s. That zone is a typical housing zone and there are some monumental entities around this zone. The area out of these two zones, there are especially multi-stored commercial and official buildings that determine boundaries of Central Business District of Gaziantep.

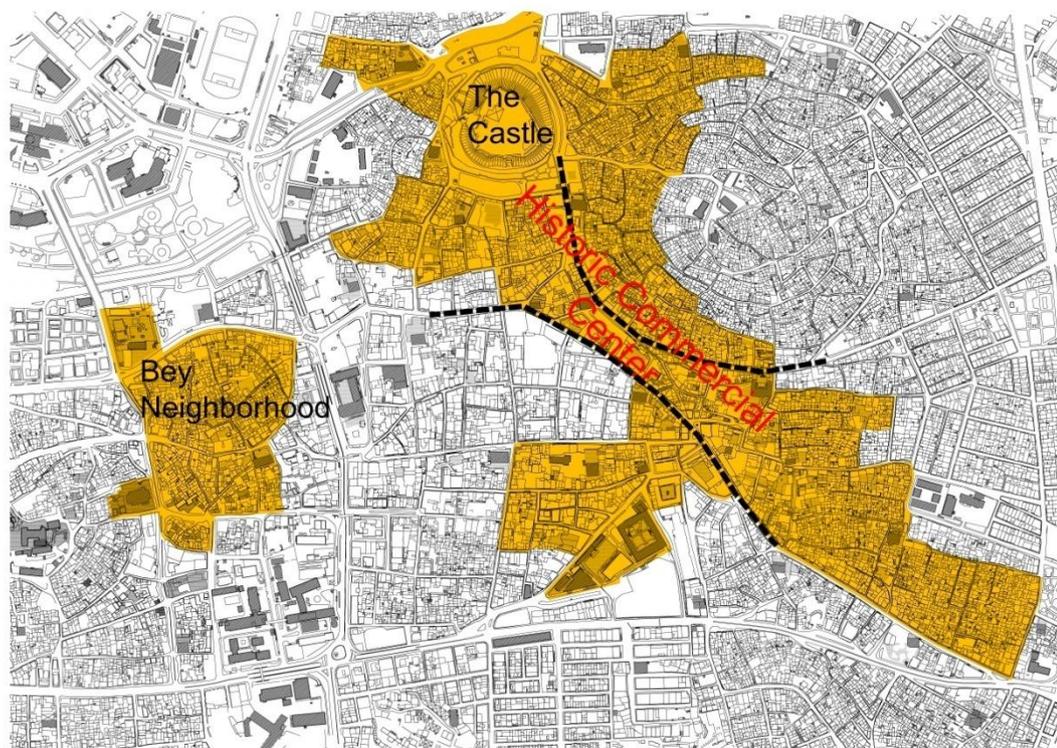


Figure 5-7: Two characteristic conserved zones in historic core of Gaziantep

In Şanlıurfa, basically, the traces of city fortress determine physical boundaries of historic core. Four characteristic zones could be determined in historic area. First

one is the Castle, Balıklı Göl and Haleplibahçe area with monumental structures, symbolic assets and open areas. Other one is historic commercial center especially at east of Balıklı Göl and along Divan Street that is main axes dividing the fortress are into two. The traditional residential zones and related monumental structures based on neighborhood system is the third zone. Lastly, conserved or known traces of the fortress should be determined as a special conservation area with near surroundings. Out of north-south directed axes, Divan Street, Demokrasi (old 12 Eylül) Street and Vali Fuat Street, historic pattern of the fortress are is kept its unique characteristics (Figure 5-8).

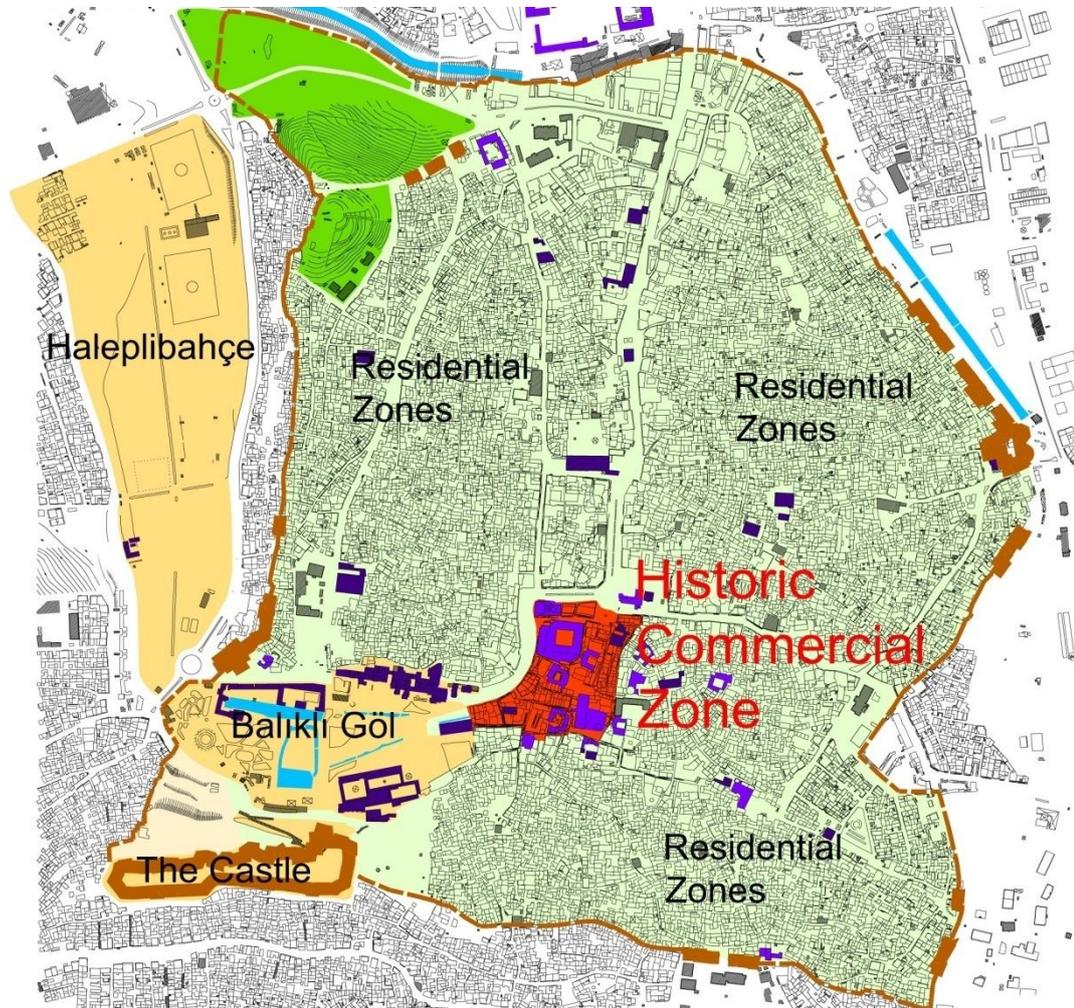


Figure 5-8: Characteristic conserved zones in historic core of Şanlıurfa

Then, **the second extensive survey** is made to define sub-character zones in case areas that are designated according to traditional land-use or spatial references like squares or monumental historic assets. Furthermore, in case area, urban conservation activities, restoration, rehabilitation or maintenance, are documented according to their scope and boundaries.

As mentioned above, the study focuses on historic city center where traditional or modern commercial activities have been continued within historic entities. Therefore, general discussions and evaluations are made in the context of aforementioned first zone in Gaziantep, where especially pure commercial activities have been continued (Figure 5-9).

There are mainly three groups of historic structure in the core of historic city center, the Bazaars (bedesten) that are covered streets, the Inns (Han) and single commercial shops along the streets. Zincirli and Kemikli Bedestens are the most important examples of the Bazaars in historic city center. There are varying scale inns that especially similar occupational groups works together around a courtyard. Such as Millet, Kürkçü, Tütün, Paşa, Hışva, Pürsefa, Şeker, Emir Ali and Belediye Inns are conserved ones in historic city center (Gül, 2005, 40).

In historic city center, traditional occupations have been still continued to production and commercial activities that enhance significant characteristics of historic city center as intangible cultural heritage. In defined context, the historic city center of Gaziantep presents a significant conserved commercial center with on-going and conserved activities (Figure 5-9). In Figure 5-9, while yellow color indicates residential uses, red and orange colors indicate commercial and traditional petty industrial uses in urban conservation site. As mentioned above, two main axes in historic core determined main boundaries of historic commercial area.

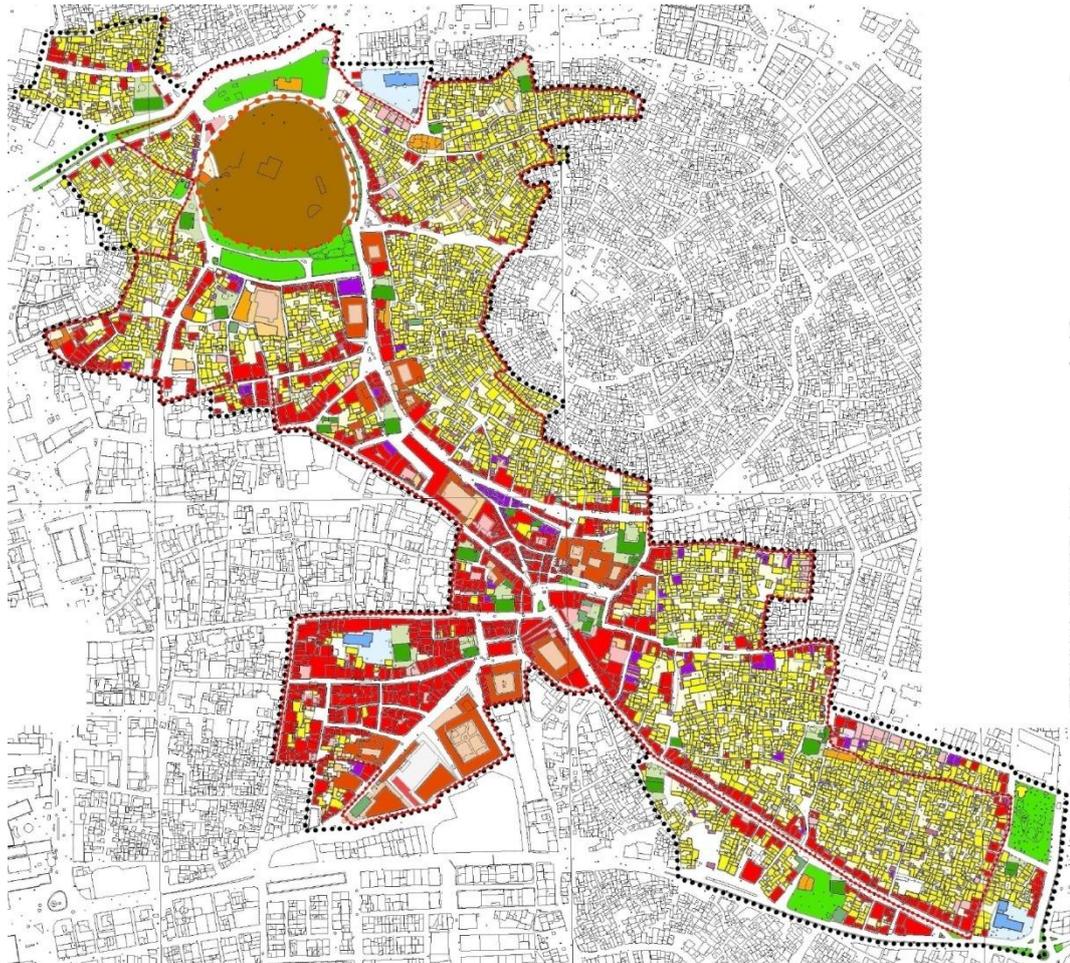


Figure 5-9: Recent land-use in historic city center, Gaziantep (The Metropolitan Municipality of Gaziantep, 2009, Maps 13)

According to land-use structure, commercial and petty industrial activities are densely settled around Almacı Bazaar, Bakırcılar (Coppersmiths) Bazaar and around Zincirli Bedesten. Moreover, there are commercial axes around axes that aligned through south from the Castle. Furthermore, field studies indicate that there are completed or on-going urban rehabilitation and maintenance works in these zones. Consequently, the boundaries of case study area, where questionnaires, interviews and intensive surveys are made, is determined (Figure 5 10).

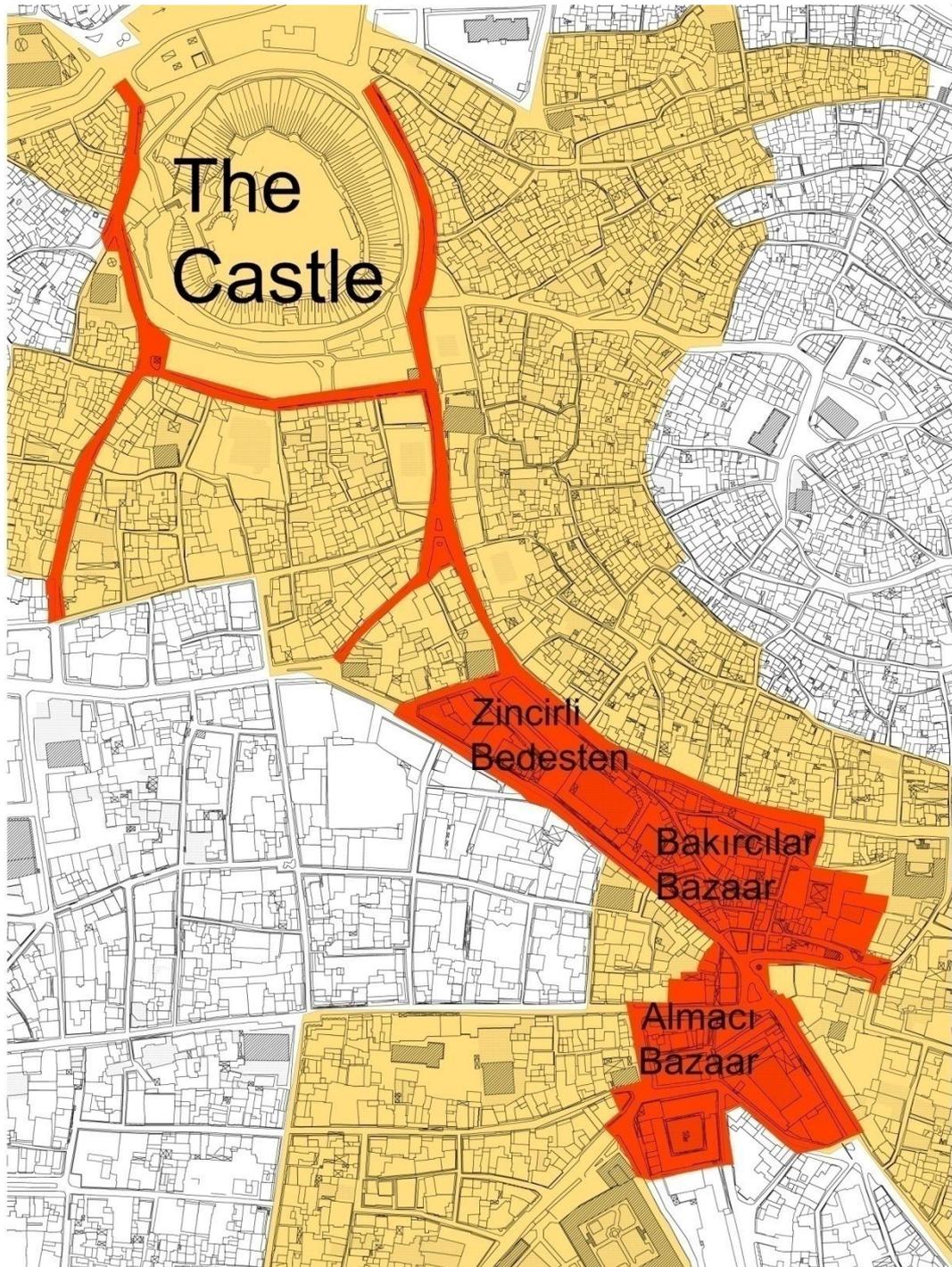


Figure 5-10: The boundaries of case study area, where intensive research is completed, in Gaziantep.

As mentioned above, the study focuses on historic city center where traditional or modern commercial activities have been continued within historic entities. Therefore, general discussions and evaluations are made in the context of historic commercial zone in Şanlıurfa. In historic city center of Şanlıurfa, there are still traditional occupations like Coppersmith, Attar, Yüncü or Kazaz enhancing significant characteristics as intangible cultural heritage. In defined context, the historic city center of Şanlıurfa presents a significant conserved commercial center with on-going and conserved activities with its unique structures and public areas (Figure 5-11).

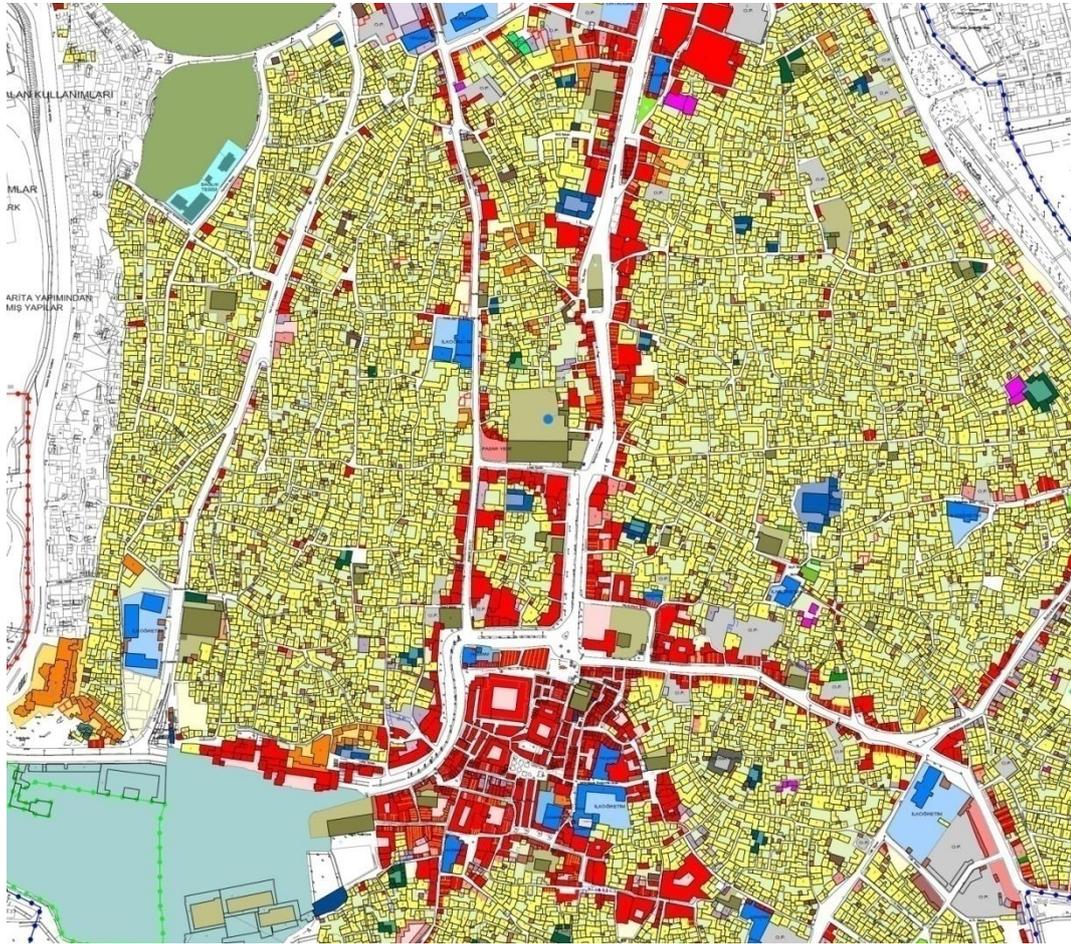


Figure 5-11: Recent land-use in historic city center, Şanlıurfa (EgePlan Ltd. Şti, Contractor for Revision Urban Conservation Plan).

Kazzaz and Hüseyiniye Bazaars, Gümrük, Mençek, Barutçu, Hacı Kamil and Şaban Inns are the most important monumental structures in historic commercial centers. Covered streets or semi-open axes determine commercial zones according to occupational groupings. Moreover, public open spaces like Bıçakçı square, Kavafhane and Kazancı Bazaar are essential characteristics of historic city center.

Similar to Gaziantep, according to land-use structure and field studies aiming to follow completed or on-going urban rehabilitation and maintenance works, the boundaries of case study area, where questionnaires, interviews and intensive surveys should made, is determined (Figure 5 12).

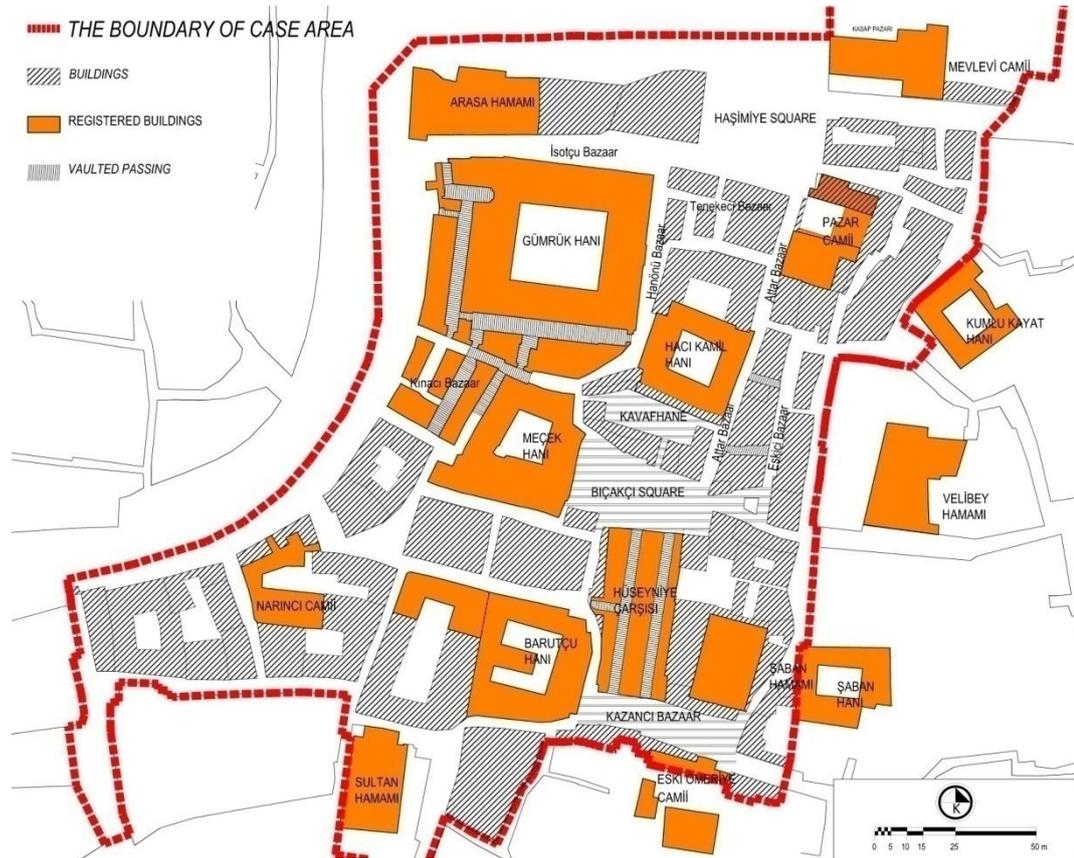


Figure 5-12: The boundaries of case study area, where intensive research is completed, in Şanlıurfa

A final extensive survey is made, lastly, by counting shops and workshops to determine approximate number of units or total population in questionnaire. The boundaries of sub-zones in case study areas are presented in the next section 5.3.1.2 (Figure 5-13 and Figure 5-14).

In addition to extensive surveys, intensive surveys are made to evaluate the conditions of historic entities and their settings in terms of urban maintenance. Not only historic entities, but also public spaces are examined in detail for the maintenance of street pavements, coverings, street furniture and so on. Furthermore, investigated situation of historic city centers are simply documented by photographing. The evaluation of circumstances in urban maintenance in Gaziantep and Şanlıurfa Historic City Centers are presented at the end of Chapter-6, case study.

5.3.1.2. Questionnaire

In this section, three dimensions of questionnaire are explained.

- First one is the sampling methods of questionnaire.
- The second one is the sub-titles of collected data by questionnaire.
- The third one is types of questions.

- Sampling Method

Walford (1995, 27-35) classify sampling method in two main groups as non-probability and probability and their types. First group, non-probability methods include convenience, judgmental and quota. Non-probability methods base on subjective judgments and usually are used in case where the total population is not clear.

However, in this study, by means of extensive survey, total population in case areas are approximately determined. The number of shop or workshops is used as the total population instead of person or traders in historic city center. Because, each shop or workshop, where even one or more person work, decider or owner

of this workshop is one person who determine whether maintenance is needed or not.

Furthermore, only shops or workshops have facades on street or squares are counted as eligible units for research. Other units in Inns, Arcades or buildings are ignored because of responsibilities of local authorities and property-rights. In Turkey, municipalities have direct control and implementation rights on the facades of building.

Consequently, the populations (the number of units) in case areas, as indicated in Figure 5-13 and Figure 5-14, are determined as approximately 900 units in Gaziantep historic city center and approximately 1100 units in Şanlıurfa historic city center.

Probability methods are preferred to determine sampling. Simple random, stratified random, cluster, nested and systematic methods are probability methods. A combined method of systematic and simple random methods is used in this study because of geographically determined sub-character zones¹⁵.

In urban conservation planning, each unit is investigated in detail to understand unique characteristics and specify appropriate interventions. In other words, sampling rate is hundred percent for such a questionnaire study. However, in this study, questionnaire is used to analyze local community capacity as socio-spatial context and is not used to determine conservation intervention. There is a contrary relation with sampling rate and population, in fact. Increasing population causes decreasing sampling rates because of resources, time and budget of resources.

¹⁵ These methods are explained in Chapter 3.2 “Selecting a Sample” by Walford, 1995, 26-42



Figure 5-14: Sub-character zones, where questionnaire implemented in Şanlıurfa Historic City Center

In defined context, because of financial and time limits, 25 percent sampling rate is used to clarify the number of questionnaire in sub-zones of Gaziantep and Şanlıurfa historic city center, where there are 2000 units as the total population. Consequently, **five hundred questionnaires**, 225 questionnaires in Gaziantep and 275 questionnaires in Şanlıurfa are aimed to complete (Table 5-9).

So that, homogeneity of heterogeneous zones is provided to evaluate case areas as a whole, while availability of analyzing according to sub-zones secured. Simple random choosing is used in systematically determined zones.

Table 5-9: Total population and sampling in identified sub-zones

GAZIANTEP			ŞANLIURFA		
Sub-zone	Total Population in zone	Sampling	Sub-zone	Total Population	Sampling
G1	20	5	S1	40	10
G2	50	12,5	S2	40	10
G3	50	12,5	S3	60	15
G4	20	5	S4	40	10
G5	60	15	S5	60	15
G6	100	25	S6	40	10
G7	60	15	S7	80	20
G8	300	75	S8	120	30
G9	90	22,5	S9	40	10
G10	150	37,5	S10	80	20
Total	900	225	S11	100	25
			S12	80	20
			S13	60	15
			S14	30	7,5
			S15	20	5
			S16	40	10
			S17	30	7,5
			S18	10	25
			S19	40	10
			Total	1100	275

- Sub-titles of questionnaire;

As the second dimension of questionnaire, questionnaire (Appendix-1) includes four main parts;

- In the first part, general personal information is asked to determined individual characteristics of sample.
- Then, in the second part, individual capacity of person is investigated in terms of individual conservation capacity. In this part, both open-ended and multiple-choice types are preferred.

- In the third part, outer institutional capacities of municipalities are investigated according to relations with local community. In this part, mostly multiple-choice questions asked to ease comparison between cases. Also, a rating is used to get general information about the Mayors of Gaziantep Greater and Şanlıurfa Municipalities.
- In the last part of the questionnaire, questions on geographical or occupational relations are asked to evaluate local community capacity.

- Types of questions:

Especially most of questions are designed as close-ended let to quantitative comparison between case study areas. In addition to close-ended questions, general problems and statements are examined with open-ended questions. These questions let to local community to freely declare their views and valuation about not only historic city centre, but also views about local authority and mayor.

Furthermore, qualitative characteristics of the Mayors of case study areas are asked with scale to evaluate views of local community. The comments are formulated a scale change from “strongly agree” to “strongly disagree” as four level. Also, there is one more level for “no comment”.

5.3.1.3. Face to face Interviews

Face to face interviews are used to get detailed information that could not be collected by surveys and questionnaire. Two types of groups,

- **key staffs**¹⁶ in conservation units of municipalities
- local community leaders / headman or headman of chambers

...are interviewed. Interviews have open-ended questions in a structured design to get key attributes.

- The interview made by key staffs

11 interviews with key experts in the Metropolitan Municipality of Gaziantep and 10 interviews with key experts in the Municipality of Şanlıurfa were made (Table 5-10).

The interview made by key staffs in conservation units includes parts about personal characteristics of staff like educational background and expertise, opinions about municipality's inner and outer capabilities, views about the Mayors and relations with local community.

- The interview made by local leaders

3 interviews with local leaders in Gaziantep Historic City Centre and 7 interviews with local leaders in Şanlıurfa Historic City Centre were made (Table 5-11).

The interview with local leaders includes parts on personal information, relation with municipality, opinions on general characteristics of local community and views especially on collective / community capacity.

¹⁶ There are conservation related departments and related directorates in both of the Municipalities. All experts in conservation units that are not limited with KUDEB and the head of Directorates are determined as key staffs.

Table 5-10: Interviewed key staffs in municipalities

the Metropolitan Municipality of Gaziantep			the Municipality of Şanlıurfa		
No	Name, Surname	Role / Occupation	No	Name, Surname	Role / Occupation
1	Sezer CİHAN	Director	1	Ahmet AL	Deputy Mayor
2	Muhittin ASLAN	KUDEB Director	2	Musa DEMİRKOL	KUDEB Director
3	Ökkeş KAVAK	KUDEB - City Planner	3	Mehmet Ali ÜNLÜ	KUDEB - City Planner
4	Ahmet ERTÜRK	KUDEB- Archaeologists	4	Cevher İLHAN	KUDEB - Architect
5	Mesut KAHRAMAN	KUDEB-Art Historian	5	M. Salih KOYUNCU	KUDEB- Archaeologists
6	Serdar Murat GÜRSEL	Civil Engineer	6	Nusret EKİNCİ	KUDEB-Art Historian
7	Seda ŞAHİN	Architect	7	Emin YEŞİLTAŞ	Civil Engineer
8	Zeynep AKKAYA	Archaeologists	8	Nilüfer AYIK	Architect
9	Oya AKSÜRMEİ	Restoration Technician	9	Fethi DEMİRTAŞ	Civil Technician
10	Merve İNCEAL	Restoration Technician	10	Zeki ÖĞRETMEN	Civil Servant
11	Eda CAN	Architect			

Table 5-11: Interviewed local leaders

Gaziantep			Şanlıurfa		
No	Name, Surname	Role	No	Name, Surname	Role
1	Abdurrahman ERDEM	Tailor	1	Halil BEYAZ	Chambers of Textile Traders
2	Murat KASILAN	Chambers of Coppersmith	2	Mahmut KUTLUAY	Muhtar
3	Ferit GÖRMEZ	Head of Zincirli Bedesten	3	Numan TUĞBAY	Chambers of Tailors
			4	Halil DEMİRKOL	Chambers of Jewelery
			5	Hüseyin ÇADIRCI	Chambers of Perfumery ...
			6	Mehmet Ali KARADAĞ	Chambers of Kavaflar
			7	Mehmet DEMİRÖZÜ	Chambers of Coppersmith

5.3.2. Secondary Sources

Parallel to field investigations, documental search and data collection is carried in the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa Municipalities.

Through the documental search, the following data sets are obtained in a relation with related aspects of local conservation capacity and urban maintenance.

Table 5-12: Secondary sources and collected data in the study

Aspects	Collected Data	Source
Organizational and Functional Capacity	<ul style="list-style-type: none"> – Organizational schema – Information about KUDEB – Strategic Plans 	<i>Strategic Planning Documents</i>
Financial Capacity	<ul style="list-style-type: none"> – Total annual budget – Budget allocated to conservation related departments – New financial sources – Financial partnerships 	
Staff Qualifications	<ul style="list-style-type: none"> – The total number and educational backgrounds of administrative and technical staffs in municipality and conservation units – The level of experience and training of key staffs 	
Leadership	<ul style="list-style-type: none"> – Role of the Mayor – Responsible Deputy Mayor – Director of Conservation Unit 	
Technical Capacity	<ul style="list-style-type: none"> – Technical facilities of conservation units – Working loads – Offices and available space – GIS and database infrastructure. 	

Table 5-12: continued

Aspects	Collected Data	Source
Relations with actors and know-how dissemination	<ul style="list-style-type: none"> - Local - National - International 	<i>Printed materials / website / reports</i>
Admission for Conservation	<ul style="list-style-type: none"> - Regular consultant - Other consulting processes - National or international relations 	
KUDEB activities	<ul style="list-style-type: none"> - Number of applications since establishing - Annual reports - The quality of applications 	<i>Official reports</i>
Conservation Activities	<ul style="list-style-type: none"> - Conservation Planning <ul style="list-style-type: none"> ▪ Whether up-dated or not / includes strategies for maintenance or not, so on. - Implemented or ongoing projects by municipality or other institutions <ul style="list-style-type: none"> ▪ Restoration ▪ Rehabilitation 	<i>... / Strategic plans prepared by Governorship / the reports of conservation programme like EU finance GAP-CHD programme</i>
Information and communication channels	<ul style="list-style-type: none"> - Published documents - Info-days or meetings 	<i>Official website</i>
Guiding local actors	<ul style="list-style-type: none"> - Guidance documents - Financial or technical support - Training and capacity building 	

CHAPTER 6

LOCAL CONSERVATION CAPACITY IN URBAN MAINTENANCE; GAZİANTEP AND ŞANLIURFA HISTORIC CITY CENTERS

The chapter includes three main sections that evaluate local conservation capacity in terms of urban maintenance in Gaziantep and Şanlıurfa Historic City Centers.

- Primarily, case study areas are investigated in details to evaluate their significance characteristics. Therefore, after the brief evaluation of historical development of case study areas, urban conservation studies are examined.
- In the second section, according to determined structure in the method of study, local conservation capacity in case study areas are studied aspect by aspect, then each aspect is discussed in terms of success in urban maintenance.
- Finally, at the third section, Gaziantep and Şanlıurfa cases are compared with local conservation activities and urban maintenance.

6.1. Gaziantep

6.1.1. Historic City Center of Gaziantep

The study is related with intervention to historic environment that is known to necessity of conservation and local conservation capacity. Therefore, in this section, the aim is not to chronologically explain historical development of historic city centers. Instead, the significant characteristic of historic city center of Gaziantep is evaluated.

Dülük ancient site, approximately 10 km south of the castle of Gaziantep, is known as the first settlement around historic city center of Gaziantep. The Byzantines re-settled the city around the castle in the 10th century (Kuban, 2001). However, there are archaeological traces around the Castle, especially eastern side, indicating older occupations (Uğur 2004 cited in Yüce, 2010, 13). Research Report of Recent Conservation Plan states that the castle was firstly occupied around 4000 B.C. (the Metropolitan Municipality of Gaziantep, 2009, 37).

As seen in Figure 6-1, occupation area of the city has been enlarged through the south of the Castle till 1600. In the eighteen century, first partial development was seen with a relation with migrated population's religious origins (Tatlıgil, 2005, 14). However, the planning boundaries of Jansen Plan in 1935 and Söylemezoğlu-Aru Plan in 1950 indicate limited development area of Gaziantep till 1950s. After 1950s, especially after 1970s, there has been a huge expansion in the city (Gül, 2005, 26-27, the Metropolitan Municipality of Gaziantep, 2009).

During the history, Gaziantep has been an important trading and accommodation center in a relation with the Silk Road. Nowadays, the total provincial population of Gaziantep is 1.753.596. Urban population in whole provincial are is 1.556.149 and 1.393.289 of them live in the boundaries of the Metropolitan Municipality of

6.1.2. Conservation Activities in Historic City Center

In this section, urban conservation activities in historic city center of Gaziantep are evaluated with a chronological order to understand recently implemented or ongoing maintenance interventions. In defined context, primarily conservation activities before local elections in 2004, and then urban conservation activities are analyzed according to their context and responsible bodies.

Old planning studies for Gaziantep, which are Herman Jansen Plan-1935, Söylemezoğlu-Aru Plan-1950 and Zühtü Can-1974, evaluated historic city center and traditional residential districts as the Old City and didn't develop specific strategies for conservation. First specific conservation related document, a report was prepared as an evaluation and base for urban planning studies by a group of specialist leading by Kuban in 1975. The report underlines specific condition and the need for research in the Castle. Furthermore, dual character of historic core is determined as residential districts and commercial center along Gümrük and Hamdi Kutlar Streets (Kuban, 2001).

GEEAYK (High Council of Immovable Historical Assets and Monuments) decreed first comprehensive registration of historic entities in 1972 and then determined the boundaries of first urban conservation site /zone in 1979. After that, urban conservation plan of determined site was approved in 1980. In 1987, the boundary of urban conservation site was re-defined by the Council of Cultural and Natural Heritage and temporary conservation principles were determined. Nevertheless, urban conservation plan was up-dated in 1997 by the approval of Adana Council of Cultural and Natural Heritage. The castle, historic commercial area and near surroundings were determined as the First Zone and residential district, Bey Neighborhood, was determined as the Second Zone. The plan proposed arrangements around the Castle of Gaziantep by national competitions or similar methods, so determined that zone as "Special Project Area". However, the plan had been criticized because of careless arrangements in historic districts and in-fill developments (the Metropolitan Municipality of Gaziantep, 2009, 88-89).

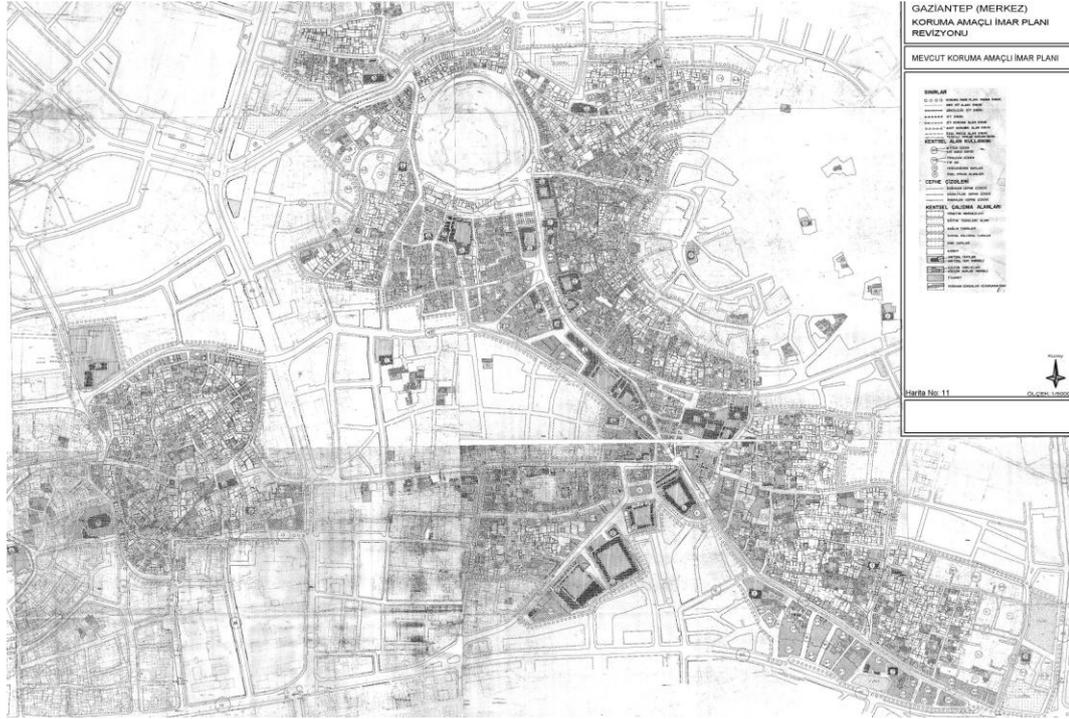


Figure 6-2: The former Conservation Plan (The Metropolitan Municipality of Gaziantep, 2009, Maps 13)

In Gaziantep, three projects, “Restoration of Naib Hamamı”, “Restoration of Country Teahouse” and “The Renovation of a Traditional House as a Boutique Hotel” projects were co-financed within the GAP-CHD Programme, which co-financed with the EU and GAP Administration in the scope of grant branch. Those projects included restoration of single historic entities and arrangement around them. However, the programme triggered a local capacity building process with experienced staffs.

In on-going parts of these sections, especially, material and official reports that are obtained by field investigation and official studies are used to evaluate conservation process since 2004. These documents are also supported by official web-sites of the Metropolitan Municipality of Gaziantep and interviews with key staffs in KUDEB.

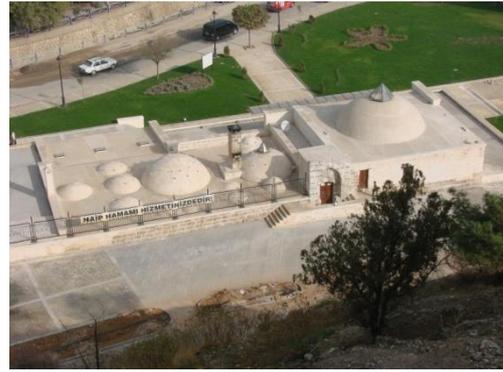
As mentioned above, “Restoration of Naib Turkish Bath”, “Restoration of Country Teahouse” and “The Renovation of a Traditional House as a Boutique Hotel” projects are co-financed with the GAP-CHD Programme (1.106.101,7 Euro) and the Metropolitan Municipality of Gaziantep (195.689 Euro). Those projects are restoration projects around the Castle of Gaziantep. Documentation and measured drawings, restitutions and restoration projects were prepared by the Metropolitan Municipality. Restoration interventions were started in July 2006 and completed in one year.



Figure 6-3: Locations of Restoration Projects co-finances by the GAP-CHD Programme



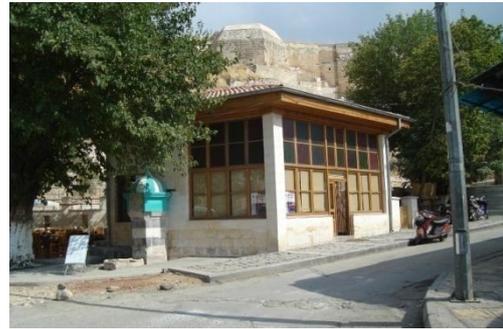
1-before



1-after



2-before



2-after



3-before



3-after

Figure 6-4: Before and after intervention photographs of (1) Naib Hamami, (2) Tea House and (3) Boutique Hotel (The Metropolitan Municipality of Gaziantep – KUDEB Archive)

Parallel to pre-project and implementation process of aforementioned three projects, KUDEB (The Bureau of Conservation, Implementation and Monitoring)

was established in 21.03.2006 under “the Directorate of Public Works and Urban Planning” of the Metropolitan Municipality of Gaziantep. According to legal framework, KUDEB has a responsibility of basic interventions and maintenance. However, Gaziantep KUDEB is established as a special conservation unit with experienced staffs and technical facilities.

After the implementation of three restoration projects around the Castle, the Metropolitan Municipality of Gaziantep set a vision to conserve historic city center and defines a comprehensive programme known as “Culture and History Road” (Figure 6-6) with consulting of ÇEKÜL.

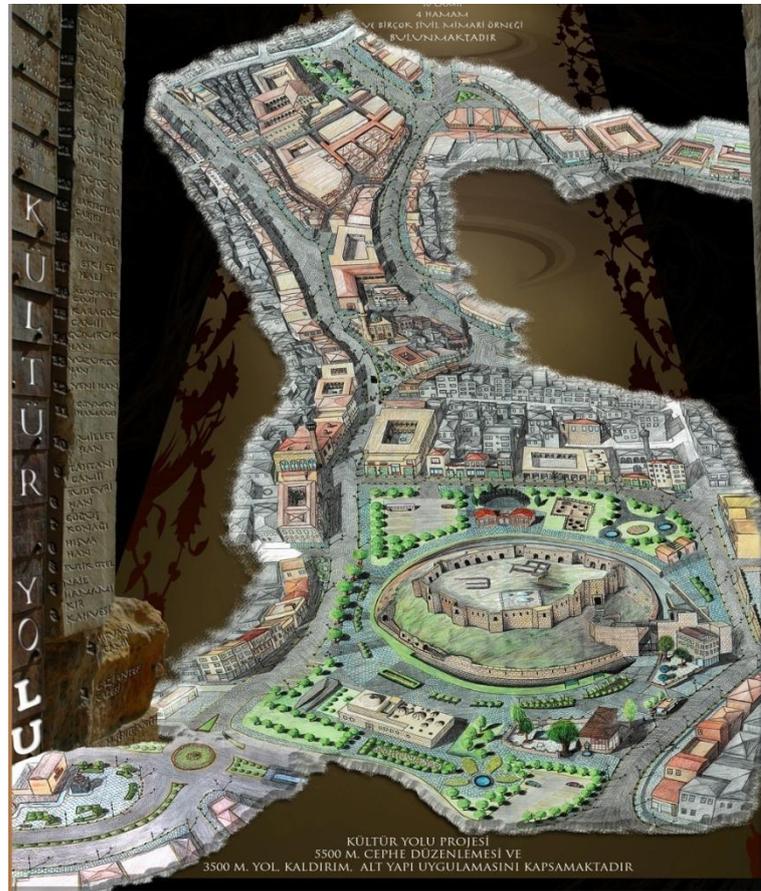


Figure 6-5: the Poster of “Culture and History Road” (The Metropolitan Municipality of Gaziantep)

The boundaries of the programme of “Culture and History Road” is started with the surroundings of the Castle and expand through the south along Keçehane Street, Uzun Bazaar, Hamdi Kutlar Street, Boyacı Mosque, Gümrük Street, Alaüdevle Street, Bakırcılar Bazaar, Almacı Bazaar and Şire Han. There are eighteen Inns, nine Mosques, four Bath, 40 registered entities and traditional structures in the boundaries of the programme. Key staffs in KUDEB claim that not only historic entities but also traditional occupations in historic city center were conserved as intangible heritage. Furthermore, rehabilitation projects including façades arrangements, renovation of infrastructure and street pavements and landscape arrangement has been implemented.

Local authorities in Gaziantep established a collective platform to develop conservation strategies and direct implementations. In defined context, the Metropolitan Municipality, the Governorship, District Municipalities and the General Directorate of Foundations prepared an “Action Plan till to 2012” period .

The projects could be divided into four main groups as restoration, museum and environmental design projects, street rehabilitation-revitalization and networking-supporting activities. Especially third and fourth groups are related with research topics, urban maintenance and local capacity. However, all projects are briefly evaluated to get an overall understanding of conservation activities. In the following figure (Figure 6-6) implemented and ongoing projects, in the scope of Action Plan, are indicated with coding. “Res” means Restoration projects, “M” means Museums, “Env” means Environmental design projects and “Reh” means Street rehabilitations and revitalization activities. In the following pages, each activity indicated by a number with codes and the project is briefly presented. Moreover, photographs indicating before and after intervention from the archive of the Metropolitan Municipality of Gaziantep and the author’s personal archive are presented to understand conservation activities in detail.

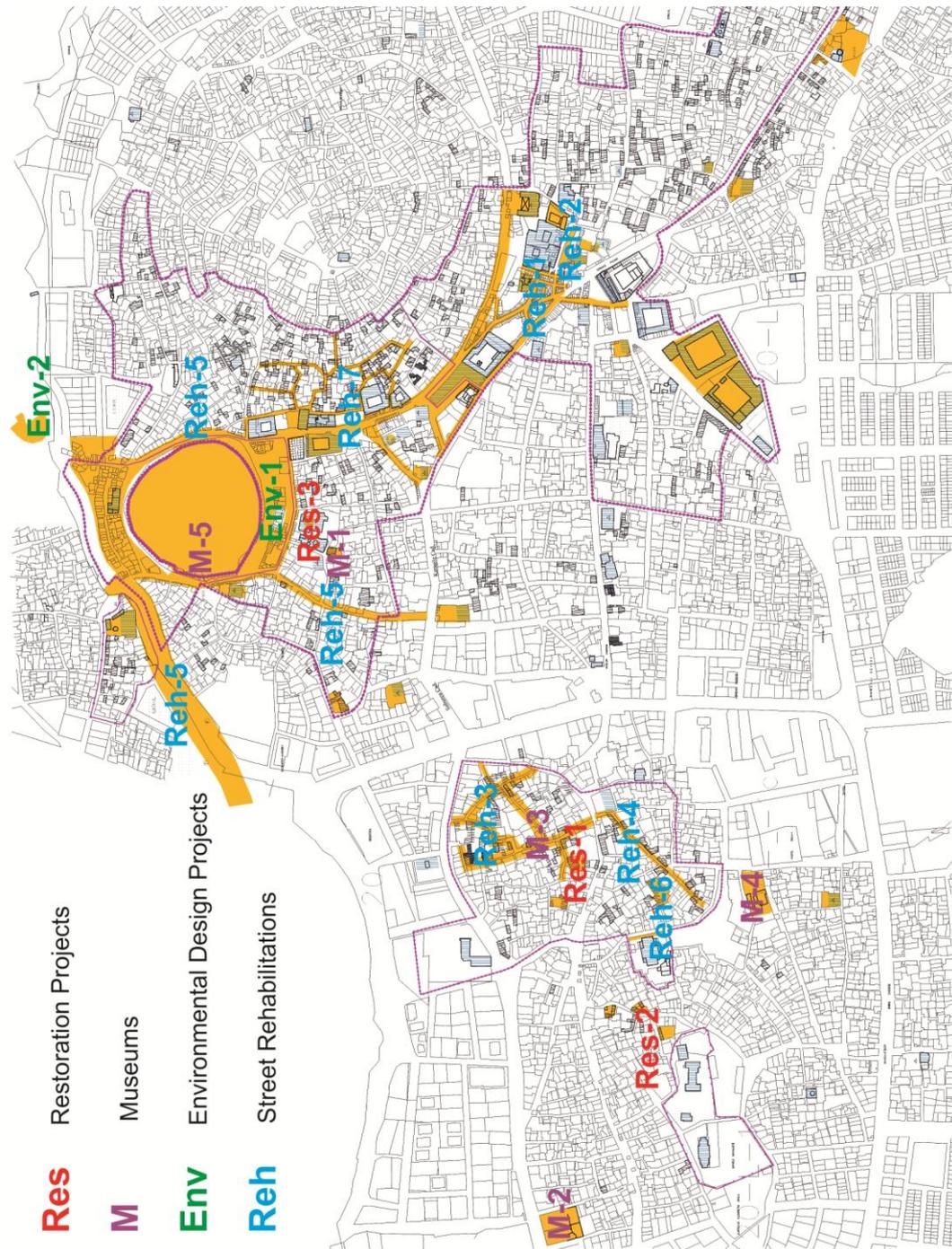


Figure 6-6: Evaluation of the projects in “the Action Plan till to 2012” (prepared by Belge, B. according to data obtained from the Metropolitan Municipality of Gaziantep)

In the first group, **restoration projects** with project preparation and interventions, in the boundaries of “Action Plan till to 2012” were implemented by different authorities;

- **Res-1:** Old Armenian Girl School known as the Primary School of Fatih Sultan Mehmet was conserved as the main building of KUDEB between January-December, 2007. Measured drawing and Restitution- Restoration projects were prepared by the Metropolitan Municipality.
- **Res-2:** The restoration project of the Culture House of Prof.Dr. Metin Sözen was finished in 2009. The historic building was expropriated and then measured drawing and Restitution- Restoration projects were prepared by the Metropolitan Municipality.
- **Res-3:** The restoration process of Hışva Inn started with expropriation of the Metropolitan Municipality. Measured drawings and Restitution- Restoration projects are going to evaluate.

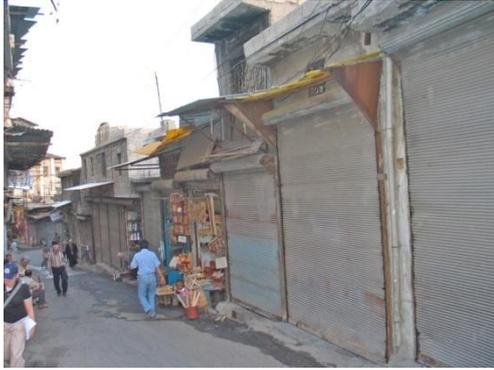
Museums and environmental design projects are the second group of “Action Plan till to 2012”;

- **M-1:** After historic building is assigned to the Metropolitan Municipality in 2005, the project of Emine Göğüş Gaziantep Kitchen Museum is started in the beginning of 2007 and finished in the end of the same year. Museum, also, includes ethnographic and traditional traces.
- **M-2:** Bayaz Han is restored as a City Museum by means of a collective approach led by the Metropolitan Municipality. After the Metropolitan Municipality took ownership right of Bayaz Han, Measured drawing and Restitution- Restoration projects were prepared and approved by Adana Regional Conservation Council. Restoration works were mostly financed by the fund of TOKİ and completed in 2008. Then, exhibitions and arrangements works are co-financed by the Ministry of Culture and Tourism and the Metropolitan Municipality and completed in 2009.

- **M-3:** A traditional house in Bey Neighborhood was donated the Metropolitan Municipality to conserved as a museum. The Metropolitan Municipality has prepared measured drawing and Restitution- Restoration projects by bidding and projects are approved by Adana Regional Conservation Council. Restoration works has been continued.
- **M-4:** The Church of Aziz Bedros was found during road works in 2005, was registered and has been conserved as Ömer Ersoy Culture Center. The Metropolitan Municipality purchased the building and has prepared measured drawing and Restitution- Restoration projects, and then that projects are approved by Adana Regional Conservation Council. Restoration works was financed by the Metropolitan Municipality and works completed in 2008.
- **Env-1:** The landscape project around the castle was prepared by the Metropolitan Municipality and implemented the Governorship with co-finance of the Ministry of Culture and Tourism. The project including landscape, pedestrian axes, gastronomic services, parking areas and social services was completed in February 2008.
- **M-5:** Furthermore, in the castle of Gaziantep Panoramic Museum Of Defense during the Independence War is built. In the context of museum, basic arrangements are made in the Castle.
- **Env-2:** The Old Fish Bazaar near to the Castle was demolished and then re-arranged a public square with a monument, which symbolically present 14 young died in the Independence War.

The third group of the projects in the context of “Action Plan 2009-2012” are **rehabilitation projects** including interventions in facades, renovating street coverings and pavements, street furniture and infrastructure works together. The study evaluates such projects as a type of urban maintenance by local authorities. In defined context the following project has been implemented”;

- **Reh-1:** The Rehabilitation Project in Coppersmith Bazaar (*Bakırcılar Çarşısı*) the first rehabilitation project in historic city center was prepared by the Metropolitan Municipality and ÇEKÜL. The project comprises rehabilitation of facades, renovation of street coverings and pavements, street furniture and infrastructure works in eight street known as Eski Attar, Haphapçı, Kendirci, Külekçi, Pirsefa, Köşker ve Hasırcı Bazaars including 280 units of shop. The project was co-financed by the fund of Special Provincial Administration and the Metropolitan Municipality. The Rehabilitation Project in Coppersmith Bazaar was honored with “the Award of Success by Historic Towns Association in Turkey in 2006.



before



after

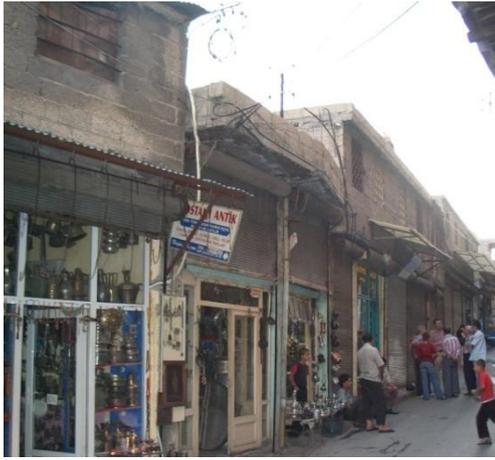


before



after

Figure 6-7: Before and after intervention photographs of Bakırcılar (Coppersmiths) Bazaar (The Metropolitan Municipality of Gaziantep – KUDEB Archive)



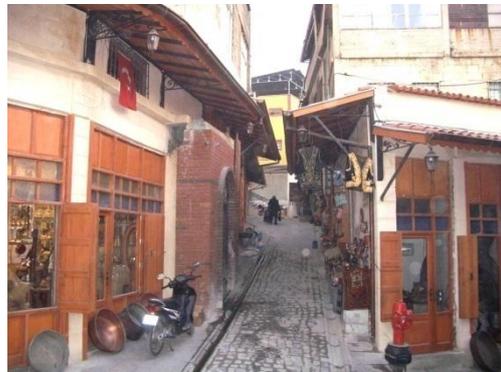
before



after



before



after



before



after

Figure 6-8: Before and after intervention photographs of Bakırcılar (Coppersmiths) Bazaar (The Metropolitan Municipality of Gaziantep – KUDEB Archive)

- **Reh-2:** The Rehabilitation Projects in Buğday Bazaar (*Arasta*), Almacı Bazaar and Eski Saray Street had been completed with a reference to Coppersmith Bazaar. Firstly, Buğday Bazaar was arranged as entrance foci to Coppersmith Bazaar in 2007. Then, street coverings, street furniture and pavements of Almacı Bazaar were renovated. Lastly, the rehabilitation project of Eski Saray Street, where there are modern and historic buildings together, that is one of main traffic axes in historic city center was started in August 2007. The projects include façade rehabilitation, infrastructure works and renovation of street pavements and illumination elements. All rehabilitation works were financed by the Metropolitan Municipality.



1-before



1-after



2-before



2-after

Figure 6-9: Before and after intervention photographs of (1) Buğday Bazaar (Arasta) and (2) Almacı Bazaar (The Metropolitan Municipality of Gaziantep – KUDEB Archive / Belge, B.'s personal archive)



1-before



1-after



2-before



2-after



2-before



2-after

Figure 6-10: Before and after intervention photographs of (1) Almacı Bazaar and (2) Eski Saray Street (The Metropolitan Municipality of Gaziantep – KUDEB Archive)

- **Reh-3:** The Rehabilitation Project in Bey Neighborhood, where traditional pattern and buildings (registered / or not) are well-preserved, comprises 125 buildings in six streets known as Hanıfiođlu, Noter, Eski Sinema, Kayacık Ara, Özişik Çıkmazı and Kissa. The project is co-financed by the fund of Special Provincial Administration and the Metropolitan Municipality. In the context of the project, primarily, concrete buildings contrary to conservation plan were demolished. Also, some of traditional buildings are expropriated. Then, basic interventions have been implemented to façade, frames of doors and windows and roofs. Furthermore, street pavements, infrastructure and furniture are renovated. The project was approved by Regional Conservation Council.
- **Reh-4:** The Rehabilitation and Urban Design Project in Hıdır Sokak and Kastelbaşı, where 30 traditional house are preserved, has been co-financed by the Historic Towns Associations in Turkey and the fund of Special Provincial Administration. Measured drawings and Restitution-Restoration Projects were prepared by the Metropolitan Municipality and approved by Regional Conservation Council. The project includes not only restoration works of traditional buildings, but also renovation of street pavements, infrastructure and furniture.
- **Reh-5:** The Rehabilitation Project of Çamurcu and Dereboyu Sokak, where traditional house are preserved near the Castle, have been co-financed by the Metropolitan Municipality and Special Provincial Administration. Moreover, the rehabilitation project of Gümrük Caddesi and axes around the castle were completed by the Metropolitan Municipality and Special Provincial Administration. The projects includes restoration works of traditional buildings, renovation of street pavements, infrastructure and furniture. Measured drawings and restoration projects are prepared by the Metropolitan Municipality and approved by Regional Conservation Council similar to other projects.



1-after



1-after



2-before



2-after



3-before



3-after

Figure 6-11: Before and after intervention photographs of (1) Çamurcu Sokak, (2) Lalapaşa Caddesi and (3) Köprübaşı Sokak around the Castle (The Metropolitan Municipality of Gaziantep – KUDEB Archive / Belge, B.'s personal archive)



1-before



1-after



1-before



1-after



2-before



2-after

Figure 6-12: Before and after intervention photographs of (1) Gümrük Caddesi and axes in (2) the Project of Culture Road (The Metropolitan Municipality of Gaziantep – KUDEB Archive / Belge, B.'s personal archive)



Façade rehabilitation



Shop shutters



Shutters and awning / sun visor

Figure 6-13: Examples form 3D modeling indicating general principles of implemented rehabilitation projects (The Metropolitan Municipality of Gaziantep – KUDEB Archive)

- **Reh-6:** The Rehabilitation Project of Eyüboğlu and Eblehan Streets including nine other streets have been co-financed by the Metropolitan Municipality and Historic Towns Associations in Turkey. Measured drawings and restoration projects have been prepared by service bidding. The project includes restoration works of traditional buildings, renovation of street pavements, infrastructure and furniture
- **Reh-7:** In addition to implemented projects, the Metropolitan Municipality proposed a project for forty houses, registered or not, that are need to urgent maintenance in Bostancı, Şekeroğlu, Türktepe, Alaybey, Kepenek, Suyabatmaz, Kozluca, Boyacı, Karagöz, Cabi, Yaprak, Tepebaşı and Kozanlı Neighborhoods. The Metropolitan Municipality aims to implement project by co-financing with SODES (Social Support Programme of the Ministry of Development).

The fourth group of projects in “Action Plan 2009-2012” is **networking and supporting activities** that not only built capacity in local authorities, but also solve daily needs of local community. In defined context the following programmes are on-going;

- In varying periods, the Metropolitan Municipality organizes a supporting activity to maintain the roof of traditional buildings. The supporting activity called as “The Campaign of Conservation and Promotion of Gaziantep Traditional Houses” included applications of basic interventions, approvals of Regional Conservation Council and financial support.
- There is cooperation with the Municipality of Karlstad-Sweden in the context of networking programme between Turkish and Swedish municipalities known as TUSENET. A draft urban design guideline was prepared to enhance planning capacity of partners.
- The Metropolitan Municipality has prepared the project of Karlstad-Gaziantep Cooperative System aiming to enhance economic capacity of local community in especially Bey Neighborhood by developing “business idea” and “business programs”.

Recently, the collective platform of the Metropolitan Municipality, the Governorship, District Municipalities and the General Directorate of Foundations revised “Restoration Action Plan” for the period of 2012-2014 (Figure 6-14).

The revised programme focuses on not only historic commercial zone and Bey Neighborhood, but also rehabilitation projects between them. The east-west directed street, Gaziler Caddesi one of the main pedestrian axes in historic city center has rehabilitated by the Metropolitan Municipality. Because of intensive modern buildings in the area, rehabilitation process is planned by the Directorate of Construction Works instead of KUDEB.

In the scope of Restoration Action Plan 2012-2014, the Governorship of Gaziantep is planning to implement especially restoration activities and environmental design project around the Castle by means of Special Province Administration. Similarly, the General Directorate of Foundations will implement restoration project of its own properties, Mosques, Hans and Hamam buildings.

On the other hand, the Metropolitan Municipality of Gaziantep and two district municipalities, the Municipality of Şahinbey and the Municipality of Şehitkamil is going to implement mostly “Street Rehabilitation Projects”.

Parallel to on-going project based conservation interventions; urban conservation plan is revised in 2010. The revised conservation plan (Figure 6-15) evaluates urban rehabilitation projects as an affirmative approach to set the quality of life by conservation and infrastructure interventions (the Metropolitan Municipality of Gaziantep, 2010, 22, 35). However, the plan, only, determines historic entity based decisions such as demolition of 1-2 storey of some new buildings or demolition of whole, façade renovations and arrangement in the courtyards (the Metropolitan Municipality of Gaziantep, 2010, 41).

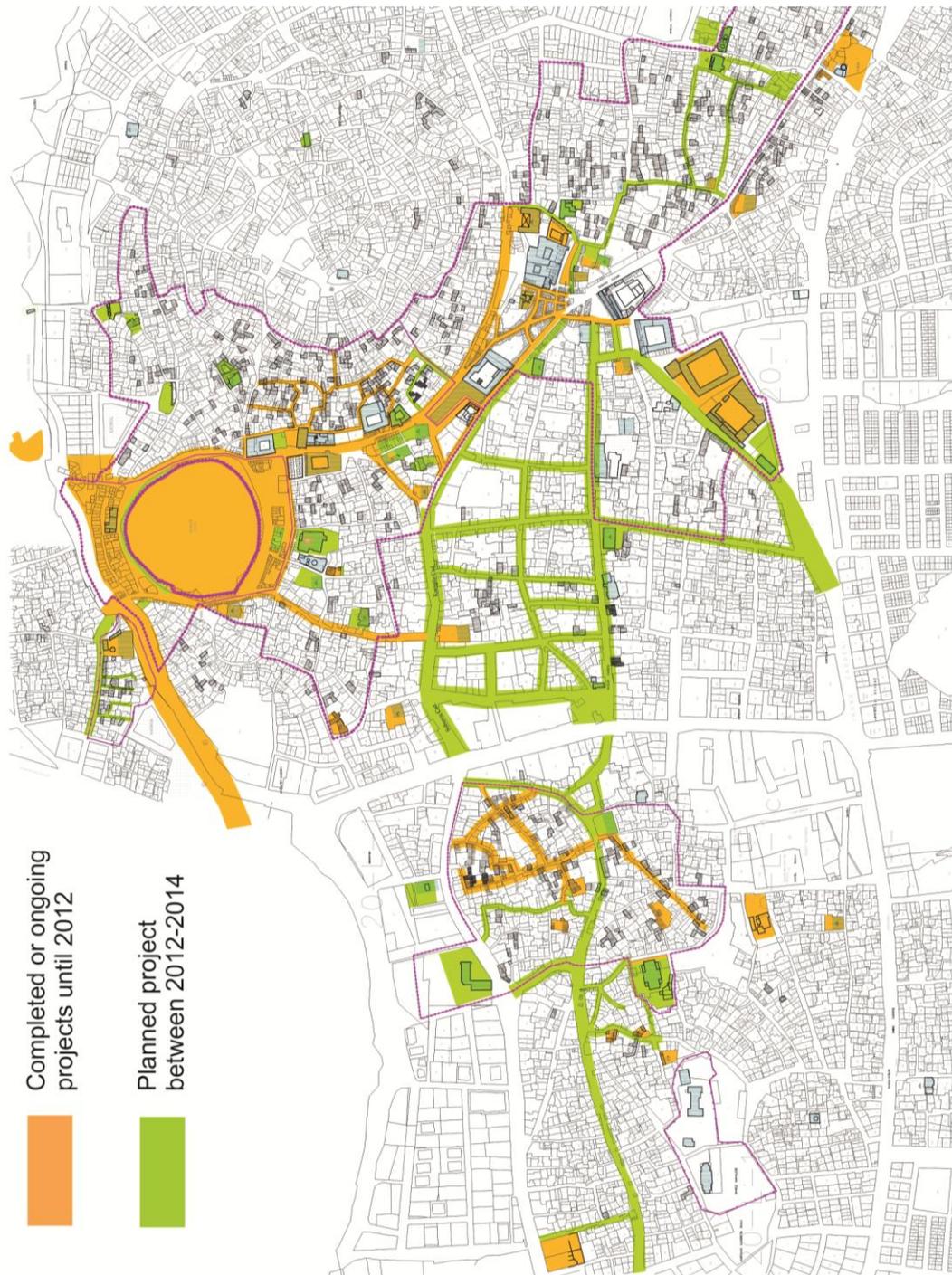


Figure 6-14: “Restoration Action Plan - 2012-2014” (The Metropolitan Municipality of Gaziantep)

Although “Culture and History Road Project”, which has been implemented by the Metropolitan Municipality within a coordination with other local authorities and property-owners has a special vision and programme in historic city center, aforementioned project-based interventions and conservation plans could not develop such a comprehensive strategy to interrelate varying scales projects and integrate historic city center into a wider context in Gaziantep. Therefore, there is ongoing transportation or rental pressure based problem in historic city center.

As a summary evaluation of implemented, ongoing and planned conservation interventions in historic core of Gaziantep, it is obviously seen that, there is a growing interest of the Metropolitan Municipality of Gaziantep to urban conservation. Furthermore, co-operation and shared responsibilities between the Metropolitan Municipality and other local institutions that are The Governorship of Gaziantep, the General Directorate of Foundations and the Municipality of Şahinbey have created a synergy since 2004. However, in general conservation documents, there is no clear role or involvement of local community to urban conservation that will cause deterioration, lack of interest or sustaining conservation interventions. In other words, there is risk of lack of urban maintenance.

In the next section, other case study area, Şanlıurfa Historic City Center is evaluated with a similar context used in this section. After that, detailed evaluation of conservation intervention in terms of local conservation capacity and urban maintenance is going to make in the Section 6.3 within a comparative structure.

6.2. Şanlıurfa

6.2.1. Historic City Center of Şanlıurfa

As mentioned before, the study bases on the evaluation of interventions and local conservation capacity in historic city center. Therefore, in this section, historical development of historic city center of Şanlıurfa is not chronologically explained. The significant characteristic of historic city center of Şanlıurfa is investigated.

According to archaeological excavations, there are traces indicating Neolithic occupations around Balıklı Göl. Neolithic settlement located on the south of the Hill of Tıfındır, is beneath under modern settlement at the north of the Castle and Balıklı Göl. Until to founding of Neolithic archaeological traces, the Castle and Balıklı Göl area is thought as the first settlement area (Şahinalp, 2005).

The castle and related fortress around historic city, traces and axes is still observable, determined conserved historic zone of Şanlıurfa. Akkoyunlu (2005, 5-6) states the Ulu Mosque and historic commercial center as the core of the fortress area. The old maps, engravings and photographs present conserved 1-2 storey traditional houses and monumental structures in the fortress at the end of 19th century. In any way, occupation area of the city was still limited with the fortress area and near surrounding in 1940s. The expansion of the city had been slowly continued till 1980s, and then the city has been enlarged due to in-migration (Figure 6-16).

Recently, the total provincial population of Şanlıurfa is 1.663.371. Urban population in whole provincial are is 922.539 and 515.199 of them live in the boundaries of the Municipality of Şanlıurfa¹⁸. Historic commercial centre of Şanlıurfa is at the west of Balıklıgöl Area and at the southern end of Divanyolu Street, which is historically main axe of historic core, is linked to Central Business District (Figure 6-17).

¹⁸ www.tuik.gov.tr / Adrese Dayalı Nüfus Kayıt Sistemi, 2011

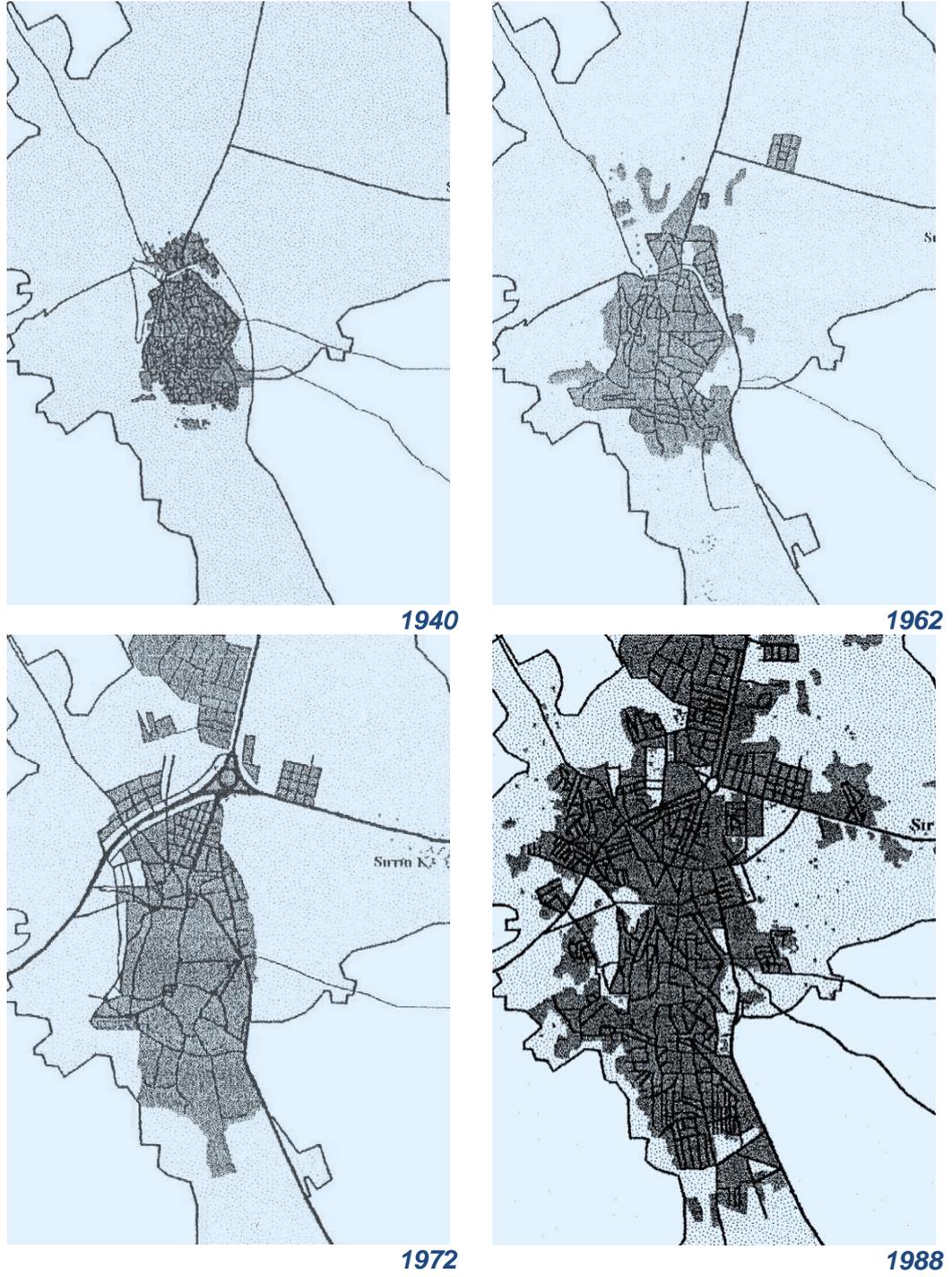


Figure 6-16: Historical Development of Şanlıurfa (Şahinalp, 2005)

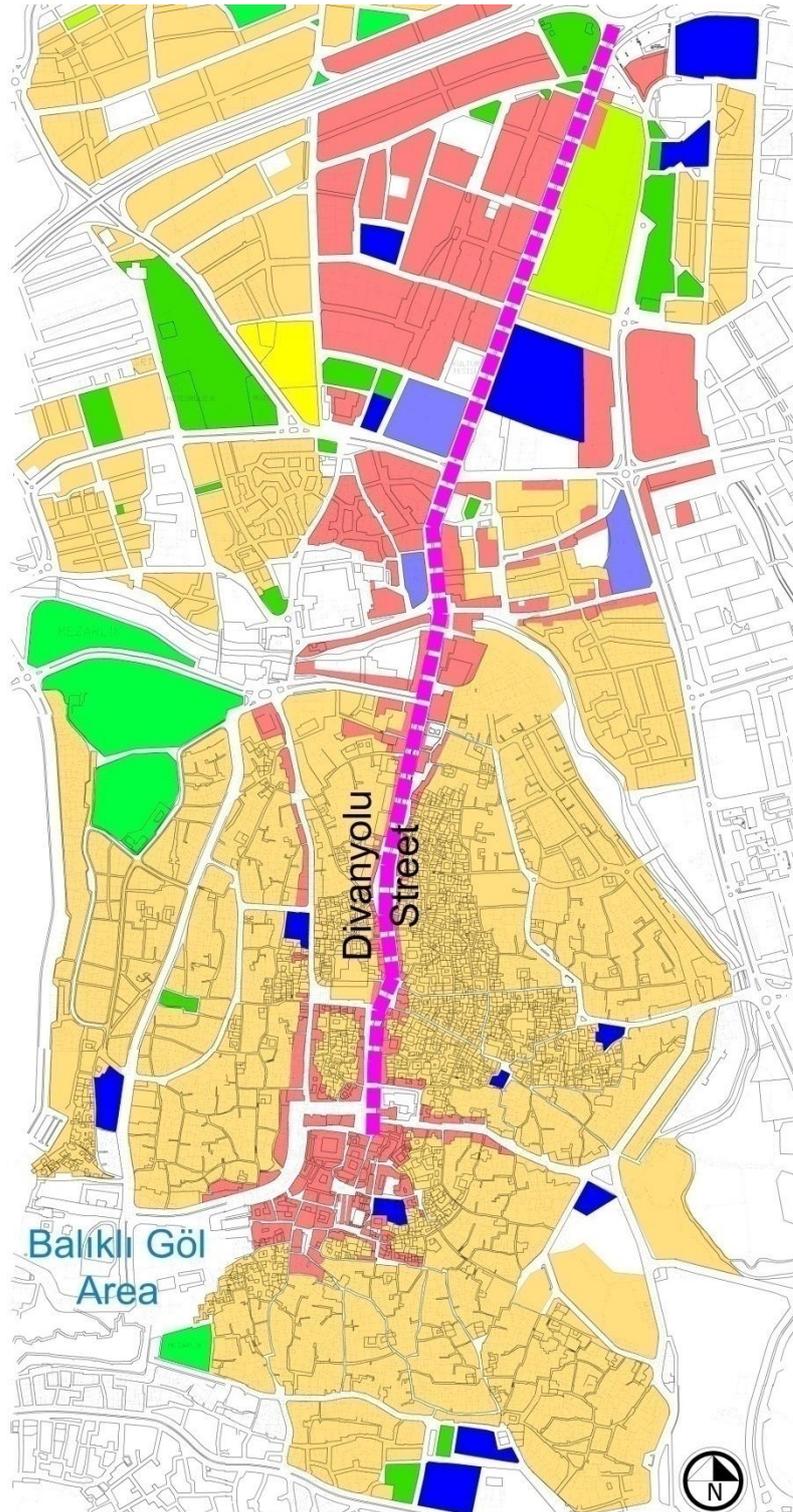


Figure 6-17: "Current land-use in Şanlıurfa and the location of the fortress area

6.2.2. Conservation Activities in Historic City Center

In this section, urban conservation activities in historic city center of Şanlıurfa are evaluated with a chronological order in order to understand recently implemented or ongoing maintenance interventions. In defined context, primarily conservation activities before local elections in 2004, when the recent Mayor of Municipality was selected. Then, urban conservation activities are analyzed according to their context and responsible bodies like METU-TAÇDAM (Middle East Technical University, Center for Research and Assessment of Historic Environment). After that, as a third period, urban conservation activities after 2009 local elections are investigated in details.

Old planning studies for Şanlıurfa, 1974 Plan, 1989 Environmental Plan and 2003 Environmental Plans didn't specifically evaluate historic city center and traditional residential districts in the fortress.

First specific conservation related document, conservation plan was prepared in 1979 after the determination of boundaries of urban conservation site¹⁹. After that, the Conservation Plan was revised by Yakup Hazan, who is an architect and restoration expert, and plan was approved in 1992 by the Regional conservation Council. The plan divided the fortress area into two main zones as in and out-sides of boundary of urban conservation site. Only registered properties are indicated at out-side of the boundary. The registered properties are indicated and there are detailed intervention types for each structure inside of urban conservation site. In addition to interventions to single properties, six "Special Project Area" are described in the planning area as;

- **Zone-1;** Historic Commercial Center
- **Zone-2;** Preserved Traditional House at the east of Ulu Camii

¹⁹ The official web site of the Provincial Directorate of Culture and Tourism http://www.urfakultur.gov.tr/proje_detay.php?id=299, accessed in April 14, 2012.

- **Zone-3;** Balıklı Göl and near surroundings
- **Zone-4;** The castle of Şanlıurfa
- **Zone-5;** The Gates of Harran and Mahmutoğlu Tower and their near surroundings
- **Zone-6;** Aqueducts on Karakoyun Stream and near surroundings.

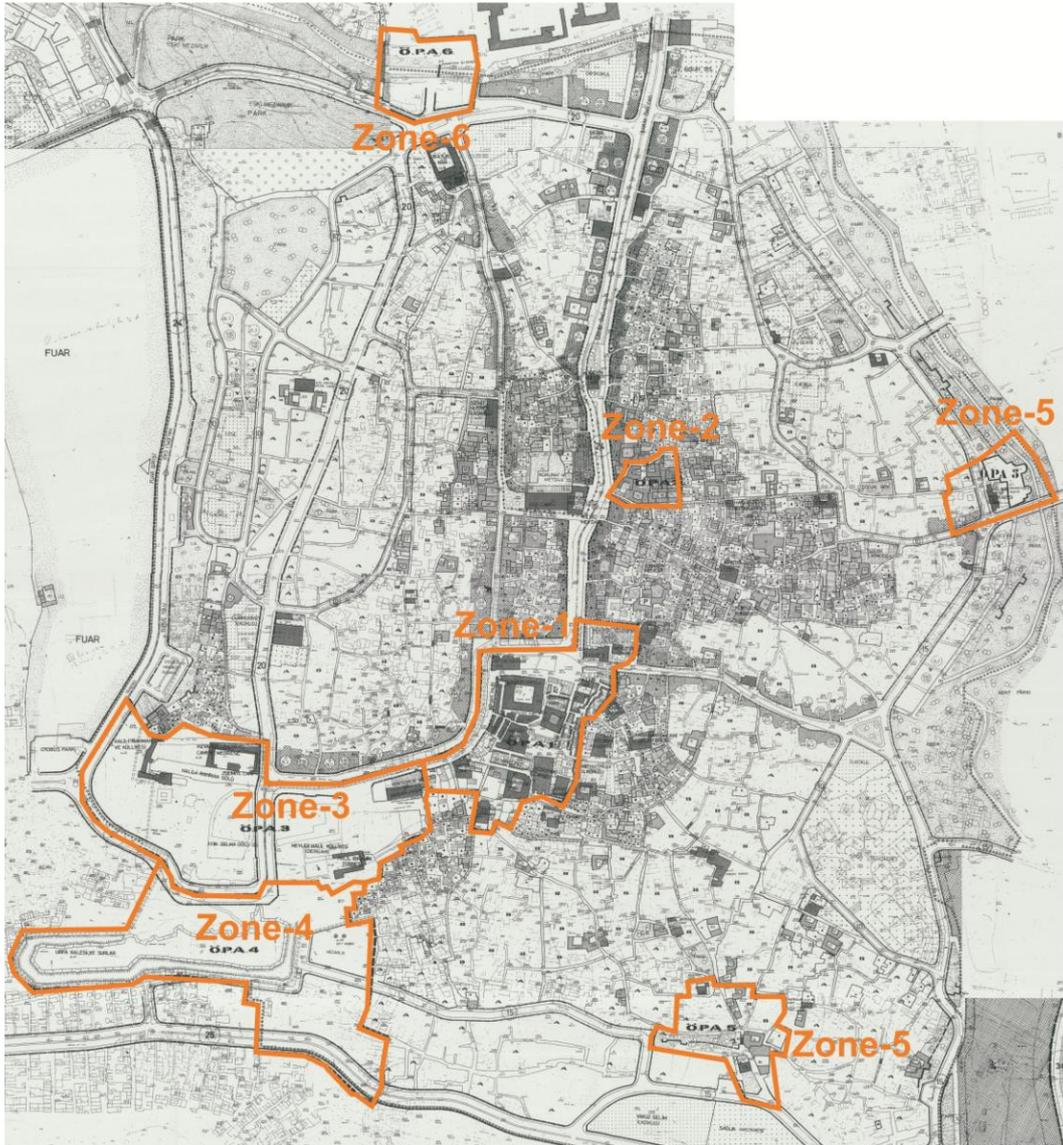


Figure 6-18: Recent Conservation Plan approved in 1992 (The Municipality of Şanlıurfa)

Parallel to urban conservation planning activities, the needs of urgent intervention in historic commercial center and especially in Balıklı Göl area was seen by local authorities. The Governor of Şanlıurfa established Şanlıurfa Culture, Arts, Research and Education Foundation in 1992. After that, Balıklı Göl Project was prepared by Architect Merih Karaaslan. The project was financed by the Prime Ministry. The project comprises four sets of project that aiming conservation interventions in Balıklı Göl, Historic Commercial Center, Haleplibahçe and the Castle. Only, the project including landscape arrangements and varying scale of intervention around Balıklı Göl was completed in 1997. By the project, traffic road dividing Balıklı Göl area into two was by-passed to northern side of the area with a tunnel. Then, a group of new buildings that called as “City Plateau” was constructed above the tunnel to kept a re-creative green zone around the lakes (Karaaslan, 2001)

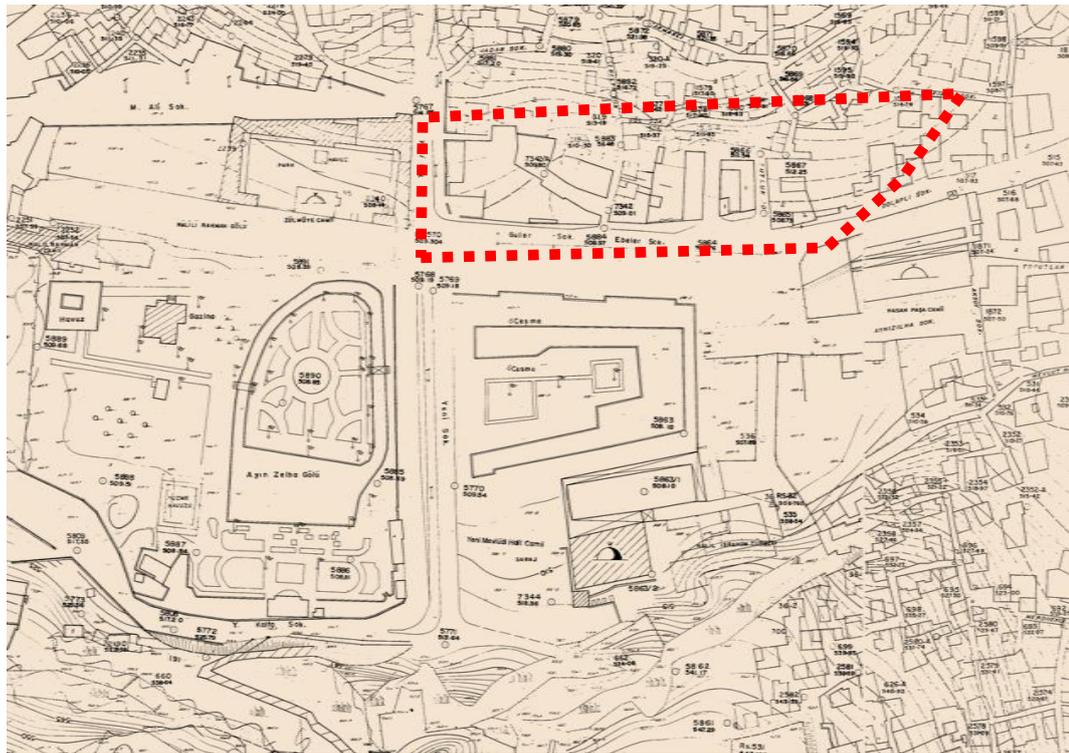


Figure 6-19: Balıklı Göl Area before Karaaslan Project (The Municipality of Şanlıurfa)

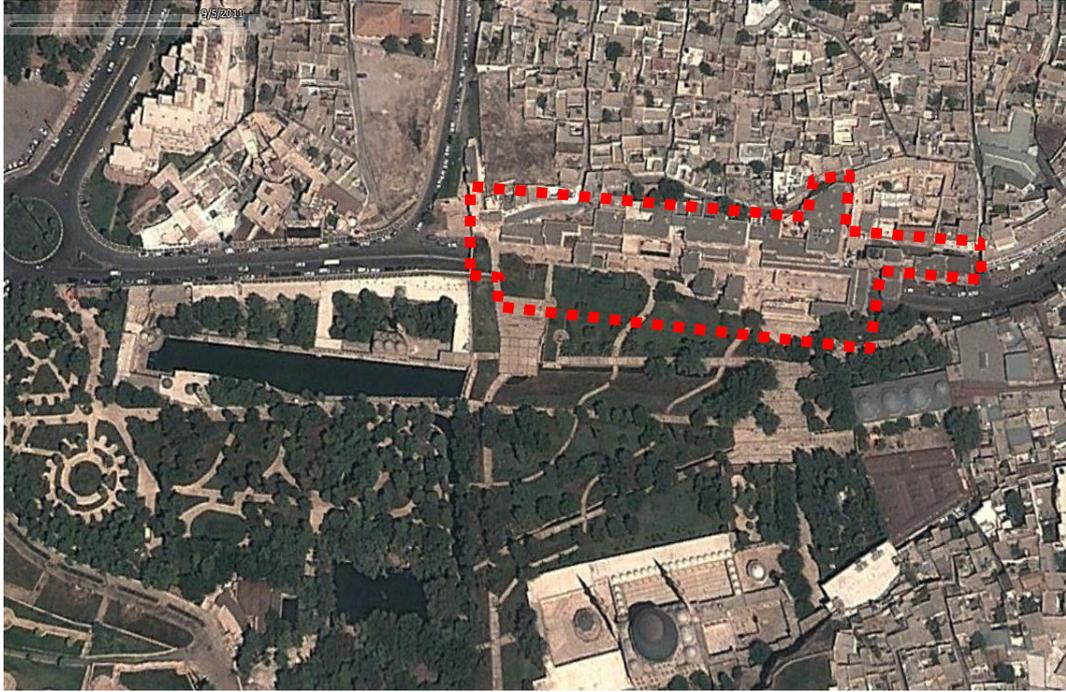


Figure 6-20: Balıklı Göl Area after Karaaslan Project and the location of City Plateau with the Tunnel.

However, implemented project was so criticized and approved in 1995, when the half of the project was completed (Karaaslan, 2001, 266). Furthermore, traditional pattern was distrusted and historic properties at the north of area were demolished during the project. The other stages of project, could not be implemented. Only street coverings of entrance of Koltukçu Bazaar in the Historic Commercial Center were renovated. However, implemented street coverings have been criticized so much because of hot climatic effect on street, according to the architect of Şanlıurfa KUDEB.

As mentioned above in Section 6.1.2, Cultural Heritage Development Programme in the GAP Region started with co-finance of the EU and GAP Administration in 2004. After mutual interactions with the Mayor, METU-TAÇDAM proposed, as the leader of the project, “the Project of Rehabilitation and Local Capacity Building in Historic City Center”, where determined as “Special Project Area-1 / Zone-1” in the conservation plan, to the GAP-CHD Grant Programme. The project aimed to

solve environmental requirements, socio-economic constraints and conservation problems together and enhance the relation of commercial center with Balıklı Göl area.

The preliminary draft of the project that submitted to Delegation of the European Commission in June 2004, aimed to provide the historic-symbolic and functional sustainability of the Historic Commercial Center through physical improvement and rehabilitation, participatory management, conservation and local capacity building with three main groups of activities. First group of activities, rehabilitation and physical improvement works, includes detailed project preparation, physical actions taken at parcel / building scale (removing of street coverings, maintenance of facades, drainages systems and new coverings), physical actions towards environmental design projects (renovation of street pavements, information and orientation boards, street furniture and illumination and arrangement of public squares) and infrastructure works by the resources of public authorities. Rehabilitation projects were approved by Diyarbakır Regional Conservation Council in May, 2005.

However, the preliminary project forcedly revised according to critiques of GAP-CHD Programme – Technical Assistance Team. Approved projects of street coverings, capacity building activities by training and educational seminars and activities including sustainable management model were seen as not appropriate and not co-financed by the Programme.

After that, According to signed contract, the project including renovation of street pavements, re-arrangement of public squares, information and orientation boards, street illuminations was completed in July 2007. During the project, information meetings were carried to introduce project and discuss to implemented interventions. In addition, publications including brochures and touristic maps are prepared to enhance visibility of project and historic commercial centre. In addition to the project's interventions, infrastructure works had been completed by own resources of public authorities, TEDAŞ, responsible body of electricity, and TELEKOM, responsible body of telecommunication.

As mentioned briefly in the Chapter-1, Introduction, the Author had been worked as an urban planner and conservation management expert during the preparation and implementation of “the Project of Rehabilitation and Local Capacity Building in Historic City Center”. By the way, that experience enhances local conservation capacity and urban maintenance discussion as an action research. Problems in preparation and implementation process based on not only lack of institutional capacity and institutional networks, but also lack of communal capacity let to set a base for such a study on local conservation capacity in urban maintenance.

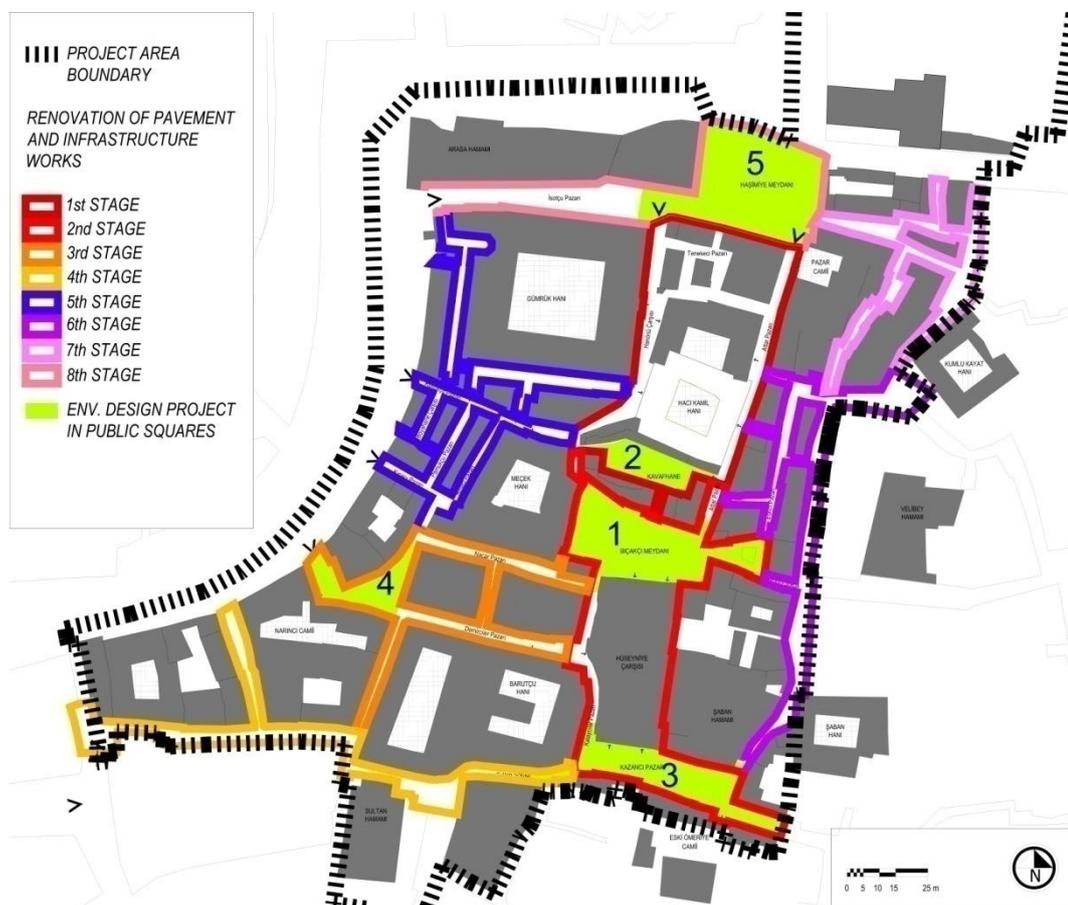


Figure 6-21: The implementation stages of the Rehabilitation Project in the context of historic city center (METU-TAÇDAM and the Municipality of Şanlıurfa)

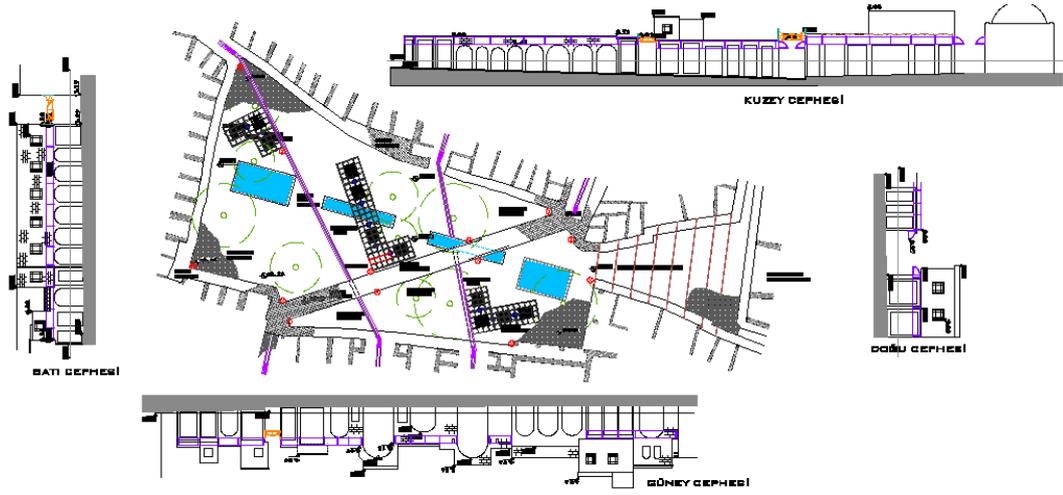


Figure 6-22: Regional Conservation Council approved project of Bıçakçı Square indicated as 1 in Figure 6-21 (METU-TAÇDAM and the Municipality of Şanlıurfa)

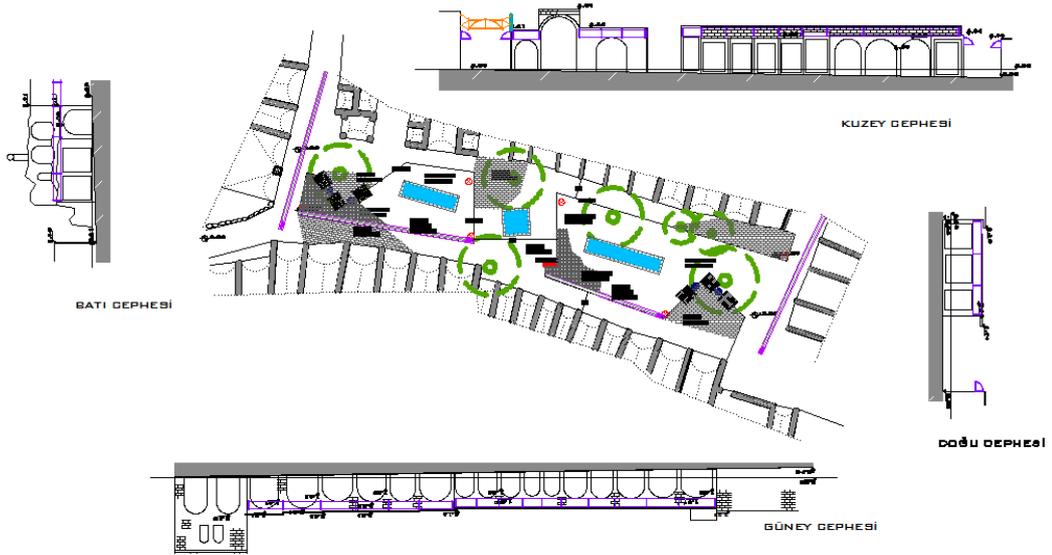


Figure 6-23: Regional Conservation Council approved project of Kazancı Square indicated as 3 in Figure 6-21 (METU-TAÇDAM and the Municipality of Şanlıurfa)



before



after



before



after



before



after

Figure 6-24: Before and after intervention photographs in Historic Commercial Center (Belge B.' personal archive and METU-TAÇDAM)



before



after

Figure 6-25: Before and after intervention photographs in Historic Commercial Center (Belge B.' personal archive and METU-TAÇDAM)

In addition to consulting model of METU-TAÇDAM, the Municipality of Şanlıurfa had been supported by different consulting groups including universal design experts, urban and regional planners, urban transportation management experts and socio-spatial analysts. That scale of varying expertise let to enhance urban conservation and planning issues in a wider context of city.

Parallel to “the Project of Rehabilitation and Local Capacity Building in Historic City Center”, METU-TAÇDAM supported the Municipality for other conservation interventions. Preliminary, Şanlıurfa Municipality financed a basic inventory study of the traditional housing stock. Students from the Department of City and Regional Planning, Middle East Technical University filled inventory forms, corrected the recent layout maps of housing stock and took detailed photographs from inside and outside of buildings.

Then collected data was transferred to digital programs to set a GIS database to prepare strategic plan (Figure 6-26 / Figure 6-27). In addition to traditional housing stock, the fortification walls of Şanlıurfa were documented by photographs and general layout.

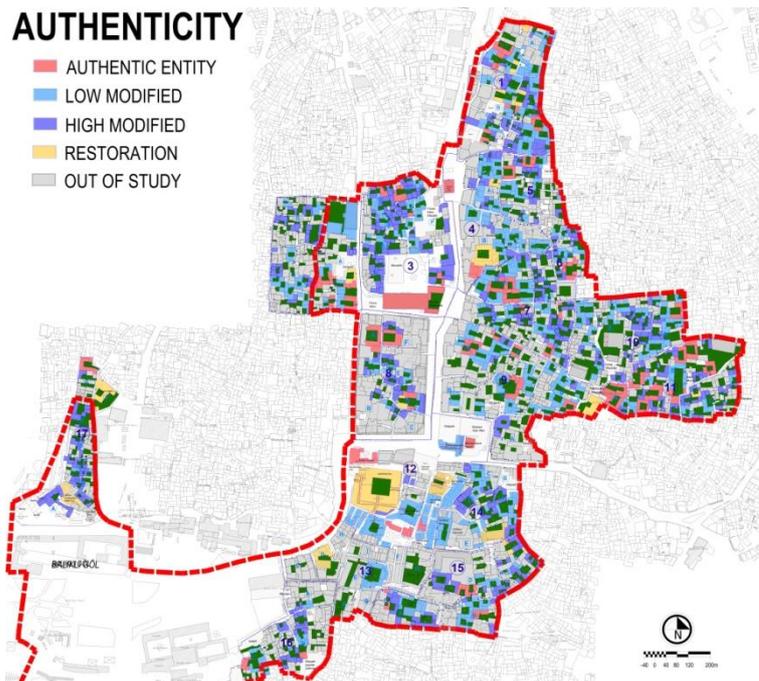


Figure 6-26: Authenticity analysis prepared according to strategic inventory study (METU-TAÇDAM and the Municipality of Şanlıurfa)

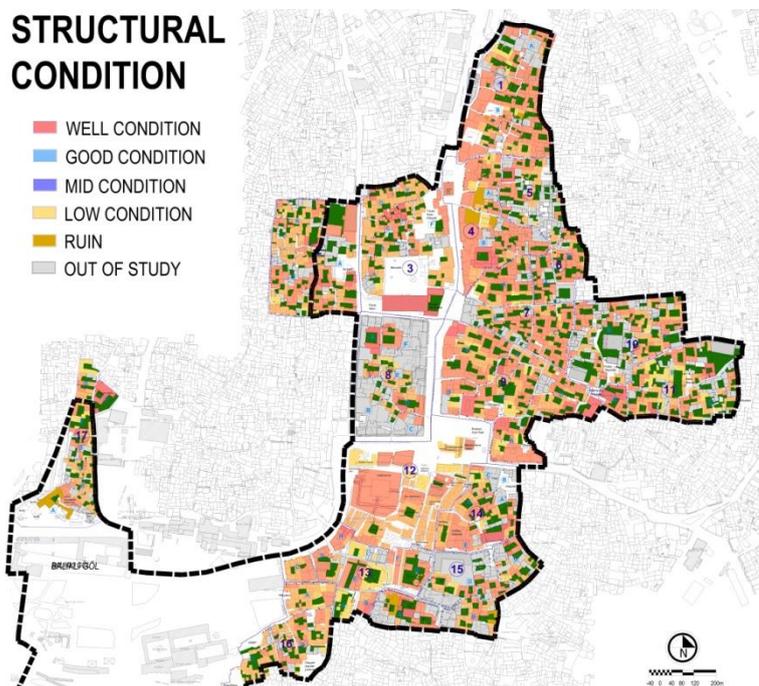


Figure 6-27: Structural condition analysis prepared according to strategic inventory study (METU-TAÇDAM and the Municipality of Şanlıurfa)

Furthermore, METU-TAÇDAM consulted to the Municipality to prepare and implement such conservation projects (Figure 6-28);

- The Municipality of Şanlıurfa made pedestrian based arrangement in the main axe of the fortress area that known as Divan Yolu. The project was wholly financed by the Municipality.
- The Municipality renovated street pavements with traditional basalt stones in whole 14 Neighborhoods of the fortress area, which representing as green color in Figure 6-28, by themselves financial resources.
- The Municipality renovated the street coverings that are planned in the preliminary draft of the rehabilitation project in historic commercial center. However, the Municipality renovated street coverings with a new project instead of regional conservation council approved project.
- The Municipality planned a Culture and Convention Center with re-creative activities in Haleplibahçe. However, the project was interrupted by the Governorship because of political conflicts. After some archaeological traces and mosaic were found during infrastructure works, there has been no implementation in the area. The works of archaeological museum has been continued.

As a multiplier effect of rehabilitation activities in historic commercial center and Divan Yolu, the General Directorate of Foundations implemented restoration project of Kasap Bazaar and arranged Public Square at the north of Bazaar according to their ownership boundaries.

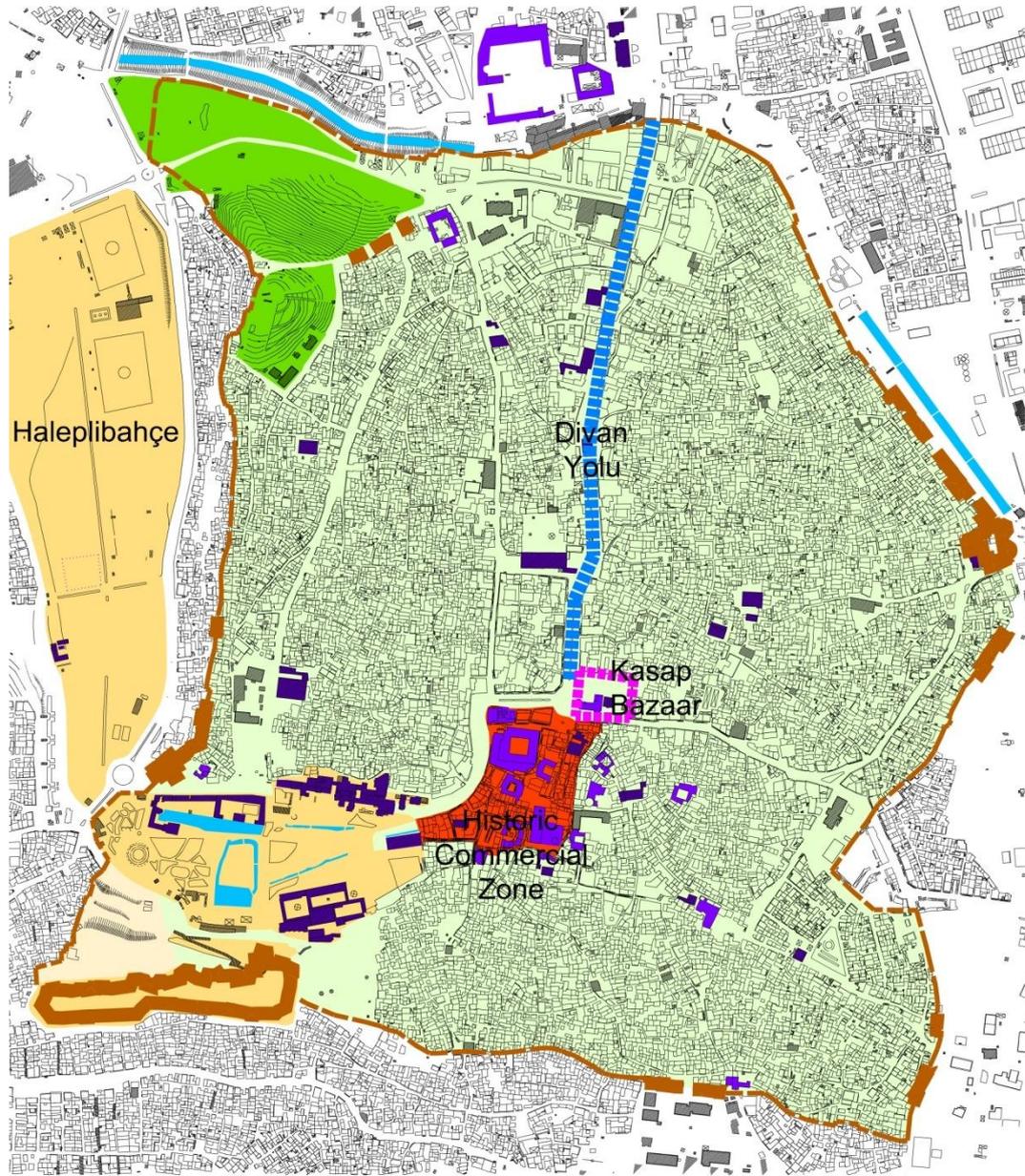


Figure 6-28: Other projects had been implemented by means of consulting model with METU-TAÇDAM and the Municipality of Şanlıurfa.



1-before



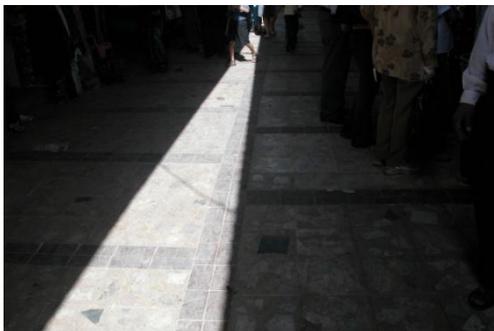
1-after



2- before



2-after



3-before



3-after

Figure 6-29: Before and after intervention photographs of 1-Street Coverings Project, 2-Divan Yolu Projects and 3-Street Pavements Projects implemented by the Municipality of Şanlıurfa before 2009 (Belge B.' personal archive and METU-TAÇDAM)

After 2009 Local Elections, consulting relations between the Municipality and METU-TAÇDAM had been interrupted due to different reasons. Also, because of political discussions, the Mayor was selected as an independent candidate and lost his support from the Central Government. However, the Municipality has continued to implement conservation activities and near surroundings by themselves.

In on-going parts of this section, especially, material and official reports that are obtained by field investigation and official studies are used to evaluate conservation process since 2004. These documents are also supported by official web-sites of the Municipality of Şanlıurfa and interviews with key staffs in KUDEB.

The projects could be divided into **five main groups as restoration, landscape arrangement, conservation of the fortress, training activities and rehabilitation projects**. Although last group is directly related with the context of the thesis, all projects are briefly evaluated to get an overall understanding of conservation activities.

First group of activities are **restoration projects** that are co-financed by varying authority (indicating with “**Res**” coding in Figure 6-30) ;

- **Res-1:** The expropriation process of near surrounding of Mahmutoğlu Tower was co-financed by the funds of Special Provincial Administration. Measured drawings and Restitution-Restoration Projects were prepared by bidding process and then approved by the Regional Conservation Council. The restoration process has been co-financed by the Municipality and the grant of Karacadağ Development Agency.
- **Res-2:** The expropriation process of near surrounding of Harran Gate was financed by the Municipality. Measured drawings and Restitution-Restoration Projects were prepared by the cooperation of the Municipality and Mimar Sinan University, and then approved by the Regional Conservation Council. The restoration process aiming to establish the Museum of Music has been co-financed by the Governorship, the Municipality and the grant of Karacadağ Development Agency.

- **Res-3:** A traditional house known as “*Hacıbanlar Evi*” was expropriated by the Municipality. Measured drawings and Restitution – Restoration projects were prepared by KUDEB of the Municipality and approved by the Regional Conservation Council. The restoration project aims to use traditional house as the Museum of Şanlıurfa’ Kitchen as an intangible heritage.
- **Res-4:** The Municipality prepared measured drawings and restoration projects of ten inns in the Historic Commercial Center. The restoration projects of Gümrük and Mençek Inns were implemented by the Municipality itself.
- **Res-5:** The Municipality conserved 40 *Kabaltı* (traditional name of passes over the street from one side to other side) in the fortress area. However, measured drawings and restoration projects were not prepared.

The second group of activities includes environmental design projects and project ideas(indicating with “Env” coding in Figure 6-30),

- **Env-1:** The boundaries and landscape of historic cemetery, the Cemetery of Bediüzzman, at the north-west of the fortress were rehabilitated and arranged by the Municipality.
- **Env-2:** The modern bazaar area near to Balıklıgöl at the west of Haleplibahçe was rehabilitated by the Municipality. New commercial units are constructed by concrete materials. However, the façade of new commercial units and units in historic commercial center are so similar.
- **Env-3:** The arrangements around Karakoyun Stream and Samsat Square, where “Special Project Area-6” was proposed by the Conservation Plan, are planned by the Municipality. However, the projects are still project idea.

The **conservation projects of the fortresses** are the third group after 2009 (indicating with “**Fort**” coding in Figure 6-30);

- **Fort-1:** The expropriation process of eastern fortress was financed by the Municipality. Restoration process has been continued within the context of the restoration project of Mahmutoğlu Tower.
- **Fort-2:** The conservation project of western fortress and near surrounding, known as “Kızılkoyun Project” has been continued by expropriations of the Municipality. 320 of 450 structures in the project are expropriated by financing of the Municipality. There are 78 known inns and the traces of the fortress. Detailed projects could not be prepared, yet.
- **Fort-3:** Illegal structures between the Castle and Balıklı Göl area were expropriated by the Municipality and the area arranged by terraced landscape, pedestrian routes and street furniture.

Training activities are the fourth groups. Nowadays, training activities has been organized by the Municipality to conserve intangible heritage of traditional occupation of stonework.

The last group of activities is varying scale **rehabilitation projects** including both historic properties and modern structures (indicating with “**Reh**” coding in Figure 6-30);

- **Reh-1:** The Rehabilitation Project in Büyük Yol, Türk Meydanı and Demokrasi Streets, including rehabilitation of facades, renovation of pavements of pedestrian axes, street furniture and infrastructure works, were implemented by the Municipality. The projects were wholly financed by the Municipality. However, measured drawings and rehabilitation projects were not prepared, so there is no approve of the Regional Conservation Council.
- **Reh-2:** The square of Haşimiye at the north of Historic Commercial Center was re-arranged by the Municipality. Only street pavements and such façade are renovated.

- **Reh-3:** 12 fountains, some of them has historic uniqueness, in the fortress area, especially around historic commercial center were maintained by the Municipality. Also, some replica fountains with “authentic characteristics” were constructed.
- **Reh-4:** The rehabilitation works in the Historic Commercial Center have been continued by the Municipality. The renovation of street coverings and façade rehabilitation works has been implemented. However, rehabilitation project was not prepared or approved by the Regional Conservation Council.

In addition to conservation activities of the Municipality of Şanlıurfa, the Provincial Directorate of Culture and Tourism under the Governorship of Şanlıurfa has planned restoration and rehabilitation projects²⁰ (indicating with “**P**” coding in Figure 6-30).

- **P-1:** The Provincial Directorate of Culture and Tourism has planned Street Rehabilitation Projects in 113 streets in 14 Neighborhood in the fortress area with the Municipality of Şanlıurfa Belediyesi, Karacadağ Development Agency and the Chamber of Architect in Şanlıurfa. There is a fund of 15.000.000 Turkish Liras for rehabilitation and infrastructure works. The projects of 45 streets have been preliminary prepared by bidding processes. When the projects are completed, applied to the Regional Conservation Council. However the boundaries of projects are even not known by key staffs in KUDEB of the Municipality.
- **P-2:** The Provincial Directorate of Culture and Tourism has planned A Culture Zone that indicating as “Special Project Zone-2” in the conservation plan by restoration of preserved traditional house and use

²⁰ The official web site of the Provincial Directorate of Culture and Tourism, http://www.urfakultur.gov.tr/proje_detay.php?id=275 / id=276 / id=277 / id=278, accessed in May 01, 2012.

them as boutique hotel complex. Eight of 12 houses have been expropriated. The project preparation process is going to begin when expropriation of other four houses are finished.

- **P-3:** The Provincial Directorate of Culture and Tourism has planned a Museum of Sufism by restoration of the Tekke of Abdülkadir Erbilli and next building by the fund of Karacadağ Development Agency.

Parallel to on-going project based conservation interventions; **urban conservation plan** has been revised by the Ministry of Culture and Tourism since 2010. The Municipality of Şanlıurfa has not responsibility or authority to revise conservation plan because of legal framework determining planning of Tourism Centers²¹.

Recently, ÇEKÜL has given an unofficial consulting to the Municipality and the Governorship since October 2010 and prepared a guideline in April 2011. The guideline includes key words in general terms.

- **3 S** / Su – Sokak – Sur (Water – Fortress – Street)
- **3 T** / Tarım – Tarih – Turizm (Agriculture – History – Tourism)
- **3 M** / Müzik – Mutfak – Mimari (Music – Kitchen – Agriculture)

However, there is no implemented project or revised strategy, therefore there is no still a synergy between two crucial local authorities, the Municipality and the Governorship.

²¹ The Regulation for “the Determination of Conservation and Development Regions of Culture and Tourism and Tourism Centers” published in 25463 no and 15.5.2004 dated Official Gazette.

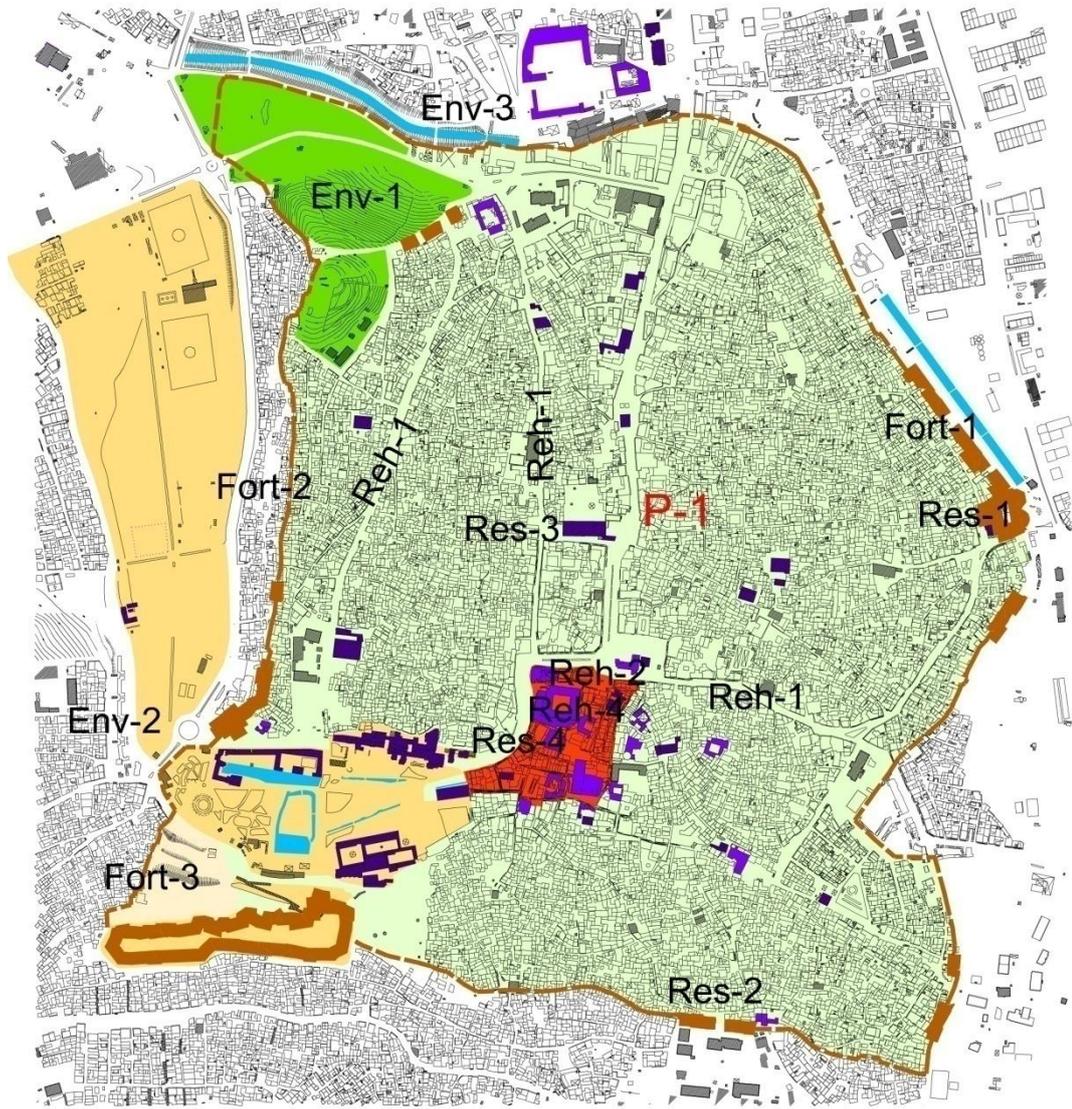


Figure 6-30: Implemented and on-going project of the Municipality and The Governorship after 2009 (prepared by Belge, B. according to data obtained from the Municipality of Şanlıurfa and the Governorship of Şanlıurfa)



Keçeci Bazaar



Alpan Street – near Eski Ömeriye Cami



Kazancı Bazaar



Ucuzluk Bazaar



Ucuzluk Bazaar



Demirci Bazaar

Figure 6-31: Selected photographs of implemented projects of the Municipality of Şanlıurfa after 2009 (Belge B.'s personal archive).



Jewelry Bazaar



Ucuzluk Bazaar



West of Hüseyiniye Bazaar



Hanönü Street



Mevlevihane



Kunduracı Bazaar

Figure 6-32: Selected photographs of implemented projects of the Municipality of Şanlıurfa after 2009 (Belge B.'s personal archive).



Demirci Bazaar



Demirci Bazaar



Demokrası Caddesi



Divan Yolu



Türkocağı Caddesi



Göl Caddesi

Figure 6-33: Selected photographs of implemented projects of the Municipality of Şanlıurfa after 2009 (Belge B.'s personal archive).

As a result, similar to Gaziantep case study, there is an ongoing urban maintenance process in historic core of Şanlıurfa since local elections in 2004. These conservation interventions started with a strategic plan and implementation programme managed by the Municipality of Şanlıurfa with the consulting of METU-TAÇDAM and other advisory boards in the Municipality. Basic documentation of historic entities and settings had been finished until 2009. After local elections in 2009, conservation interventions and environmental design projects have been continuously implemented. However, as briefly mentioned above and seen in the photographs (Figure 6-31, Figure 6-32 and Figure 6-33), there is lack of coherence manner between implemented projects in terms of façade, street furniture and street coverings, that especially causes a spatial mess in historic commercial centre.

On the other hand, the Governorship of Şanlıurfa has implemented or planned varying scale of restoration and rehabilitation projects. However, even key staffs in KUDEB of the Municipality have not detailed information about the projects. The lack of co-operation within local authorities doesn't let to stimulate synergy for urban maintenance.

Urban conservation plan of historic core, as mentioned above, has been prepared by the Ministry of Culture and Tourism due to the boundaries of Tourism Centre. The plan has been not completed, yet. The guidance document that was prepared for the Municipality and the Governorship is still too raw to guide activities in detail.

Consequently, conservation interventions in historic core have not obey a general programme or strategy and so historic city center could not be evaluated in a wider context of whole city.

In the following section, success in urban maintenance in the historic city centers of Gaziantep and Şanlıurfa is discussed within the context of local conservation capacity aspect by aspect.

6.3. Local Conservation Capacity in Urban Maintenance in Case Study Areas

6.3.1. Inner Institutional Capacities

6.3.1.1. Leadership

The first aspect of inner institutional capacity is “Leadership” that varies other aspects of local conservation capacity in terms of management. Leadership in terms of inner institutional capacity includes leader role of the mayors of the Municipality of Şanlıurfa and the Metropolitan Municipality of Gaziantep on their own institutions and personnel. Therefore, vision of the mayors, their level of experience and motivation, educational backgrounds, skills of attitudes to personnel or communication determine leadership level in inner institutional capacity. In other words, leadership in terms of inner institutional capacity may be evaluated as the management capacity of the Mayors.

In defined context, primarily, basic *curriculum vitae* are evaluated to determine their levels of experience and experiences as manager or directors. Then, face to face interviews with key staffs in municipalities are investigated. After that, questionnaire outputs related with this aspect is presented. Finally, a basic comparison is made between two Mayors.

The mayor of the Metropolitan Municipality of Gaziantep was elected at the local elections in 2004. He is sixty years old, a doctor on orthopedic and has approximately thirty years of professional experiences. He had worked as the General Directorate of a private hospital between 1998 and 2003 before 2004 local elections.

The mayor of the Municipality of Şanlıurfa, similarly, was selected at the local election in 2004. He is a doctor on general surgery, sixty years old and has approximately thirty years of professional experiences. Before 2004 local elections, he had worked as the head doctor of hospital of Social Insurance Institutions in Şanlıurfa between 1994 and 2004. Furthermore, he has eight years of experience as the head doctor in varying hospitals.

As seen, two Mayors have a similar educational and professional background. Also, before becoming the Mayor, both of them have a managerial experience in health institutions. However, the managerial experience of the Mayor of Şanlıurfa has more experience than the Mayor of Gaziantep according to their working years as leader of an institution.

The **interviews with key staff** in the Metropolitan Municipality of Gaziantep and The Municipality of Şanlıurfa indicate the role of the Mayors in organizational framework for urban conservation activities. Especially, “Question-6 / *Do you think is there a well-established framework in the Municipality for the conservation of historic environment? – Is there a coherence manner in the Municipality*” asked related with the responsibility sharing in the municipality and coherence.

Interviewed staffs in the Metropolitan Municipality of Gaziantep mention about an institutional coherence manner between KUDEB and other key units. The special interest of the Mayor enhances coherence between units. However, his special interest is not only reason for coherence, but also dynamic relations are established. These relations are going to be discussed in detail in the next section.

In Şanlıurfa, also, the special interest of the Mayor on cultural heritage and historic assets is a well-known issue by means of local or national media. Interviewed key staffs state special interest of the Mayor as a trigger. At that point, especially, the Deputy Mayor, who responsible for urban conservation, the Director of Conservation units see the Mayor as a catalyst for inter-departmental links that sometimes accelerate process. However, the responsibilities of the Mayor become too wide to control all assets.

As another data collection method, in **questionnaire with local tradesman**, two sub-comments under question 33 (Is the Mayor how a leader) are asked related with this aspect. The comments are formulated a scale change from “strongly agree” to “strongly disagree” as four level. Also, there is one more level for “no comment”. First one “33.5- *the Mayor see teamwork as crucial issue?*” and 187 tradesmen in Gaziantep and 258 tradesmen in Şanlıurfa give comment. The

second one is “33.6- the Mayor has a good team and is he a good team leader?
and 181 tradesmen in Gaziantep and 260 tradesmen in Şanlıurfa give comment

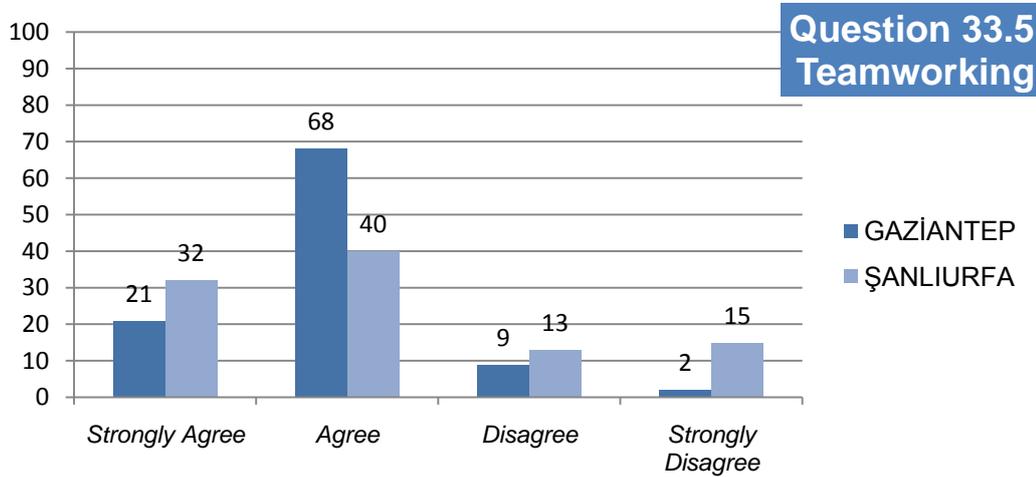


Figure 6-34: the output of “Question 33.5 / the Mayor see teamwork as crucial issue”

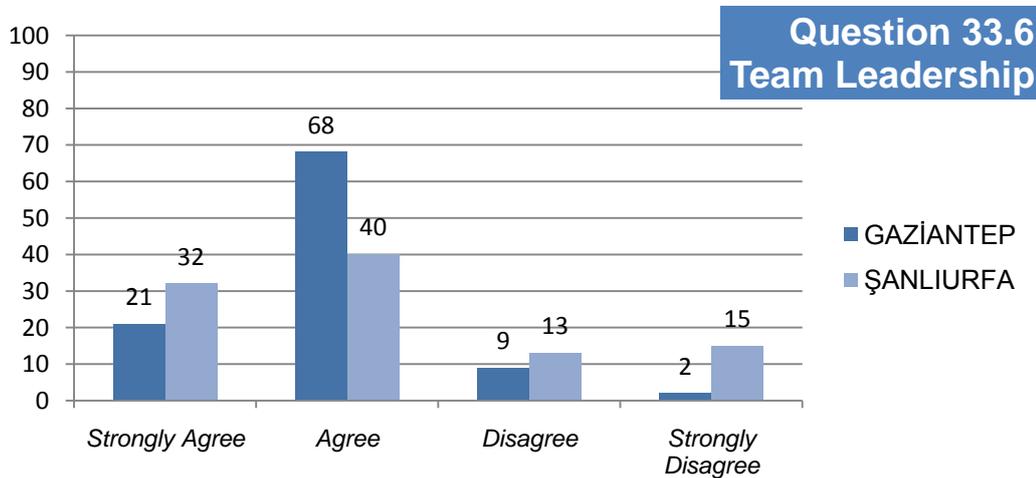


Figure 6-35: the output of “33.6 / the Mayor have a good team and is he a good team leader?”

According to local tradesman views and the outputs of questionnaire indicate that, the mayor of Gaziantep see teamwork as a crucial issue and has a good team and he is a good team leader than the mayor of Şanlıurfa . This result may be outcome of leadership characteristics or will be related with the lack of capabilities of their teams / key staffs. Therefore, this aspect should be re-evaluated with other variables of local conservation capacity like staff qualifications.

Furthermore, the **interviews with local community leaders** point out special interests of the Mayors of both Şanlıurfa and Gaziantep. In Gaziantep, the vice head of Chambers of Coppersmith, the Mayor's attention on historic environment. Also, One of the oldest tradesmen in historic city center, he is a tailor, mentions about attention of the Mayor as a special take caring.

In Şanlıurfa, similar to Gaziantep, local community leaders are aware of the Mayor's special interest. The head of Chamber of Textile Traders and Drapers, says that *"...the Mayor raise the bar of expectations in historic center"*. Other local community leaders also indicate the Mayor's interest on historic environment.

However, the head of Chamber of Textile Traders and Drapers, the head of Chamber of Perfumery and Bijouterie (also the Headman of Göller Neighborhood), the head of Chamber of Jewelers and the head of Chamber of Tailors criticize the Mayor's exaggerated role in historic city center. They declare that tradesmen in historic city center always call the Mayor for all problems, even for a simple infrastructure problem. So, this condition causes a populist leadership style. On the other hand, the most of local community leaders underline the lack of capabilities of the Mayor's key team, who are responsible for historic environment.

As a result of above discussions, both of the Mayors of Gaziantep and Şanlıurfa should be evaluated as strong mayor type²². Moreover, both of them enhance inner capabilities of the municipalities and give a vision to conserve historic setting in their cities after 2004. So they have a visionary and entrepreneur characteristic.

Although, the results of questionnaire and views of local community leaders emphasize the Mayor of Gaziantep's role as team leader, interviews with key staff and number of conservation activity in both historic centers underline special interest of the Mayors. But also the Mayor of Şanlıurfa develops a vision for urban conservation activities in case study areas.

At that point, leadership in inner institutional capacity, as discussed in the method, is crucial for two aspects within evaluation of the success of urban maintenance.

Leadership is a direct relation with institutional vision and mission of local authorities in urban maintenance. Defining a vision is related with planning dimension of urban maintenance, while setting a mission is an aspect of management. In our case study areas, the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa have a vision and mission to conserve historic setting by urban maintenance. Considered this regard, both of the Mayors are successful in setting a conservative vision and mission for their municipalities.

However, the Mayor of Şanlıurfa undertakes an overloaded responsibility in historic city center, especially maintenance activities. That may be evaluated as a management style. However, in any case, over responsibility of the Mayor will cause a disappointment later and that should be considered as a lack of managerial capacity.

On the other hand, this condition will be a result of the lack of other aspects of local conservation capacity like staff organizational and functional capacity or community appropriation.

²² Leadership types and styles are discussed in detail in Section 2.4.1.3

Consequently, Table 6-1 summarizes key points of leadership (inner institutional capacity) with their effects on each dimension of urban maintenance.

Table 6-1: Comparison of Leadership (inner institutional capacity) in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Strong mayor type - Vision and mission setting 	<ul style="list-style-type: none"> - Institutional performance - Motivated personnel - Enhanced institutional structure 	Leaders have usually not a direct effect on interventions, because of technical intensive process.
ŞANLIURFA	<ul style="list-style-type: none"> - Strong mayor type - Vision and mission setting 	<ul style="list-style-type: none"> - Motivated personnel - Lack of coordination and institutional responsibility sharing because of embedded social relations in Şanlıurfa. 	Leaders have usually not a direct effect on interventions, because of technical intensive process.

6.3.1.2. Organizational and Functional Capacity

The second aspect of inner institutional capacity is “**Organizational and Functional Capacity**” indicating the level of institutionalizing of municipality for urban conservation, especially maintenance. In a relation with urban conservation, efficiency / effectiveness of organizational framework to manage conservation activities, cross departmental links may ease conservation process; the clear responsibilities for varying activity in urban conservation have to be evaluated. Furthermore, strategic planning activities and quality management systems in the municipalities are investigated.

Therefore, firstly results of documental search that includes organization charts and strategic plans are discussed. Then, the positions of key conservation units,

KUDEB, are evaluated to compare efficiency. After that, the views of key staffs in conservation units are presented to determine inner capabilities. Finally, a basic comparison is made between the organizational and functional capacities of Gaziantep Greater and Şanlıurfa Municipalities.

The organizational framework of The Metropolitan Municipality of Gaziantep is based on the Law of Greater Municipalities, 5216. There is a General Secretariat that directly responsible to the Mayor and Deputy General Secretariats to manage inner organization of the Municipality.

KUDEB, conservation unit, was established in 21.03.2006 under “the Directorate of Public Works and Urban Planning” that is linked to the Deputy General Secretariat who also manages the Directorates of Human Resources, Purchasing, Information Technologies, Editorial and Resource Development. Before KUDEB’s establishment, there was a conservation unit for historic assets. But, after the establishment of KUDEB, this unit is closed and its infrastructure was transferred to KUDEB. The Directorate of Public Works and Urban Planning, also, comprises the units of Public Works, Mapping, Real Estate, Urban Regeneration and Urban Planning. Therefore, planning and conservation processes are managed by coordination of same Deputy General Secretariat.

According to interviews with key staffs in conservation unit and strategic planning unit, there is a high rate of dynamic and devoted working structure in conservation units. The staffs are well-motivated and happy with their works. So, the working structure and hours are not limited with working hours, most of them continue to work after work hours or at weekend.

The organizational framework of The Municipality of Şanlıurfa is based on the Law of Municipality, 1580 and 5393. There are Deputy Mayors instead of General Secretariat and deputies to manage inner organization of the Municipality.

KUDEB in the Municipality of Şanlıurfa was established in 03.08.2007 under the Directorate of Public Works and Urban Planning that is linked to the Deputy Mayor who also manage the Directorates of Information Technologies, Planning and Project and Estate and Expropriation. Before KUDEB’s establishment, there

was a conservation unit known as “Conservation aimed Development Unit” for historic assets. After the establishment of KUDEB, these units have worked in a nested structure.

However, according to interviews with key staff, there is a hierarchical problem for KUDEB. In paper works, KUDEB is linked to the Directorate of Urban Development and Planning under one Deputy Mayor. However, in practical terms, KUDEB is separated from the Directorate of Urban Development and Planning and worked under the authority of another Deputy Mayor who manages the departments of Veterinary Works, Market Place and Civil Defense. On the one hand, the direct link of KUDEB to a Deputy Mayor enhances efficient use of institutional resources, on the other hand, the authority of that Mayor is not sufficient to control or manage other departments, especially physical works related ones.

As an affirmative effort in the Municipality of Şanlıurfa, the Mayor set a quality management framework to increase the efficiency of organizational framework. Also, main values, strategic aims and activities that based on a general vision are determined. It is a typical strategic planning of an institution. According to interviews with key staffs in conservation units and strategic planning, the Mayor see that process for organization framework.

Organizational and functional aspect of inner institutional capacity is directly related with two dimensions of urban maintenance, planning and management. In the first one, planning dimension, organizational and functional capacity lets to evaluation of urban maintenance as an input in varying scale planning activities. Especially, relations with conservation and planning units enhance this relation. In terms of management dimension, organizational and functional capacity emphasizes efficiency of urban maintenance by horizontal and vertical relations within units of municipality.

In this context, interviews with key staff in The Metropolitan Municipality of Gaziantep indicate an efficient and well-established organizational frame in municipality. However, there is no general strategy for urban conservation and maintenance activities in especially 1/25.000 and 1/100.000 scaled spatial

development plans. Conservation interventions have been continued in historic city center since 2004. However, 1/25.000 and 1/100.000 scaled spatial plans are recently approved in 2012 and there is no exact planning decree for management of historic city center. So, changing image of historic city center by urban maintenance could not be integrated with near surrounding and whole city. This problem can be easily seen as traffic, parking and transportation planning issues as stated in approximately 30 percent of questionnaires. Therefore, urban maintenance in Gaziantep historic city center is not an integral part of urban policy. In other words, urban maintenance could not be integrated into a wider urban picture with an overall development plan.

As another aspect of organizational and functional capacity, strategic planning document that are not a level in urban planning hierarchy should be examined in detail. Strategic planning document in Turkish experience is more related with management dimension of urban maintenance. Strategic plans are based on a general vision determining strategic aims, targets and activities in varying scales. In Gaziantep, there are two strategic plans since 2007. First one is “2007-2011 Strategic Plan” and second one is “2010-2014 Strategic Plan”.

In 2007-2011 Strategic Plan, after a simple SWOT Analysis, general strategic aims including sub-targets and activities are determined to enhance organizational and functional capacity of municipality. “Strategic Aim-26” points out a need of urban plan including conservation of historic and cultural resources. This strategic aim defines varying scale development plans and conservation plan, design works, regeneration projects and conservation interventions that are restoration or rehabilitation works. Also, the Directorate of Public Works and Urban Planning is determined as responsible units for conservation activities.

In the second strategic plan document, 2010-2014 Strategic Plan, a specific strategic aim, Strategic Aim-7, is determined as “...*conservation of historical and cultural heritage, kept alive, present and pass to next generations*” that including two main target as conservation and tourism. Unlike 2007-2011 strategic plan, in addition to activities, performance indicators and general strategies are

emphasized in document. Also, a general budget for 2012, 2013 and 2013 is declared.

In addition to strategic planning, management dimension of urban maintenance should be evaluated in terms of organizational frame and work loads of specific units determining efficiency. Documental search in official web-site of Gaziantep Municipality, strategic plan and planning document emphasize views of key staffs in conservation unit, who advocate there is a functioning system based on well-established distribution of tasks and sharing responsibilities. After 2004, unlike there is no a overall planning strategy for a wider picture, in historic city center a lot of conservation intervention is implemented, which enhance urban maintenance. In addition to interventions of KUDEB, Infrastructure and construction unit of The Metropolitan Municipality of Gaziantep has implemented a rehabilitation project on Gaziler Street that connects historic city center and historic residential district.

In Şanlıurfa case, on the other hand, key staffs in conservation unit of the Municipality of Şanlıurfa state that, there is a good horizontal and vertical ties within administrative frame of municipality that justified by the Mayor. At that point, the responsible deputy Mayor enhances efficiency of conservation unit. However, responsible deputy Mayor of conservation unit and deputy Mayor of urban planning and development units are different that cause lack of inter-relation between conservation and planning units.

Şanlıurfa 1/100.000 scaled Regional Development Plan is recently approved by the Ministry of Environment and Urban Planning. Planning area compromises whole provincial boundaries of three city, Adıyaman, Şanlıurfa and Gaziantep. Therefore, there is no exact strategy for management of historic city center of cultural resources, expect definition of Şanlıurfa City Center Tourism Area that is declared by the Ministry of Culture and Tourism in 2005. Another urban development plan, 1/25.000 scaled Strategic Development Plan, approved in 2002, do not include a specific strategy for historic city center. Therefore, similar to Gaziantep case, Şanlıurfa historic city center could not be integrated with near surrounding and whole city and be an integral part of wider urban picture with an

overall development plan. In addition to traffic, parking and transportation planning issues, a deterioration and depopulation process has been started in historic city center. During the field investigation increasing number of vacant shops and workshops are noticed. Questionnaire results and interviews with local community leaders underline these problems, too.

As mentioned above, another effect of organizational and functional capacity of municipality on urban maintenance can be observed in management dimension. In defined context, strategic planning document that are not a level in urban planning hierarchy including a general vision determining strategic aims, targets and activities in varying scales are one of basic indicators. In Şanlıurfa, there are two strategic plans, “2008-2012 Strategic Plan” and “2010-2014 Strategic Plan”

In “2008-2012 Strategic Plan Document”, there are general strategies for organizational structure and cultural tourism. In detail, “Strategic Aim 15-1” demonstrates needed intervention to conserve historic setting and develop tourism within frame of conservation plan. Moreover, renovation of street pavement in historic are, restoration and rehabilitation project and revised conservation plans are declared as activities, specifically. In general terms, “2008-2012 Strategic Plan Document” should be evaluated as a preliminary endeavor for a management strategy because of misunderstanding in the levels of strategies and activities that is stated by staffs of Strategic Planning Unit.

2010-2014 Strategic Plan Document of the Municipality of Şanlıurfa is better established than old one in term of strategic planning process based on vision, strategic aim, tasks and activities. Urban conservation is determined one of tasks of the Directorate of Planning and Project. “Aim-6 and 7” is based on planning, conservation and tourism activities for historic and cultural heritage. There are proposes annual budgets for related activities, too. Activities are determined as simple projects including varying interventions. Furthermore, the Directorate of Culture and Social Works is responsible to develop Şanlıurfa as an attractive center of faith and culture tourism.

In addition to strategic planning activities, a quality management process has been established to enhance functional capacity in The Municipality of Şanlıurfa.

There are weekly and monthly inner communication meetings for varying levels of staff. Also, executive directors meet once a month. However, interviews with key staff in strategic planning units and investigated meetings demonstrate quality management process is seen as a obligatory ritual by the most of staffs. Key staffs in strategic planning unit criticize other staff and personnel about lack of consciousness. Even the form, which are designed to warn key person about problems and control problem solving process, are used to create a pressure on other units that cause an extra work load and decrease efficiency of units.

Consequently, The Metropolitan Municipality of Gaziantep has more efficient organizational and functional capacity than The Municipality of Şanlıurfa by the facilities being a metropolitan municipality. There are strategic planning approaches to enhance organizational and functional capacity in both of case study areas. However, there are deficiencies in the planning dimension of urban maintenance. Urban maintenance and management of historic city center could not be integrated to a wider portrait of cities, although there are strategic aims and tasks to develop such an effort.

Consequently, Table 6-2 summarizes key points of organizational and functional capacity with their effects on each dimension of urban maintenance. It seen that, facilities obtained metropolitan municipality structure in Gaziantep make affirmative effects urban conservation.

Table 6-2: Comparison of Organizational and Functional Capacity in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - strategic planning approaches to enhance organizational and functional capacity - Planning authority in varying scales (1/100.000, 1/25.000, 1/5000 and 1/1000) - deficiencies in urban maintenance - Urban maintenance could not be integrated to a wider portrait of cities 	<ul style="list-style-type: none"> - ...more efficient organizational and functional capacity by the facilities being metropolitan municipality - Manage so many projects together and simultaneously with varying actors (EU, Special Province Administration, ...) 	<ul style="list-style-type: none"> - timing in interventions - cost management
ŞANLIURFA	<ul style="list-style-type: none"> - strategic planning approaches to enhance organizational and functional capacity - Planning authority in only spatial development plans (1/5000 and 1/1000). - Various authorities in historic environment like the Min.of Culture and Tourism (Tourism Center and Region) - Regional plans are approved by the Min. of Env. and Urban Planning (1/100.000) - deficiencies in urban maintenance - Urban maintenance could not be integrated to a wider portrait of cities 	<ul style="list-style-type: none"> - KUDEB is supported by the other units, but there is no official frame for responsibility sharing. - Mess in management of on-going and implemented projects. 	<ul style="list-style-type: none"> - Delays in interventions - too less personnel to control so many projects - Lack of professional experience on urban conservation.

6.3.1.3. Technical Capacity

The third aspect of inner institutional capacity is “**Technical Capacity**” based on the sufficiency of technical equipment and physical conditions to work. Office standards of key and other related units, their workloads, individual technological facilities and database infrastructure like Digital Archives, GIS Workstations and 3D visual programs are crucial.

In defined context, documental search and direct observations are used to determine basic technical capacities of both of municipalities. Later, interviews with key staffs are used to get more detailed information about technical capacity and technologically satisfaction of staffs.

KUDEB of The Metropolitan Municipality of Gaziantep has worked in a historic building known as the Primary Scholl of Fatih Sultan Mehmet or Armenian Girl College in Bey Neighborhood. The building was restored by the Municipality and assigned to KUDEB as office. The building is three-stored and has sufficient open and close space for not only official works but also small-scale meetings and exhibitions. All of the key staffs in KUDEB have been worked in this building.

KUDEB of The Municipality of Şanlıurfa has worked as Conservation aimed Development Unit since 2004 in a historic building near to Balıklıgöl, where is known as Haleplibahçe. The building is not restored, yet.

According to interviews with key staffs in Gaziantep, technical facilities like personal computers with needed software, related hardware is sufficient to carry out works. They also have technical equipment for field works, measurements and assigned vehicles for their related works. The key staffs only point out the need of database and an archive system as the lack of technical capacity. Although the lack of database and archive system decreases the technical capacity of Gaziantep KUDEB, the consciousness of key staffs about this need indicates a high level of know-how.

On the other hand, in Şanlıurfa, technical facilities like personal computers with required software, related hardware is relatively sufficient to conduct works.

Especially becoming a unit out of central building, they have sometimes trouble with their networks and related hardware. In The Municipality of Şanlıurfa, a general database was established in 2007 and has been used by all units in the Municipality. Database is known as ŞUKBİS, is regularly updated by related departments and also data obtained from other local institution like Land Registry and Cadastre. However, the general design of database only let to make analyze and research based on plot and parcel. The general queries for varying layers and overlay analyses are not possible, because of storage of data. In other words, each unit could be investigated case by case. However, their relations with each other like land use mapping are not possible. Although aforementioned limitations and lack of technical capacities, the key staffs in Şanlıurfa KUDEB mostly see technical capacity as sufficient.

Technical capacity is effective on self-sufficiency and work ability of municipalities that determine different levels of success in planning, management and intervention dimension of urban maintenance.

Urban development and conservation plans are mostly bided to private planning bureaus in Turkish planning experience. However, urban maintenance and conservation is a special issue responding varying professions and their needs of datasets. Therefore, in the planning dimension of urban maintenance, technical capacity is effective on problem definition, analysis and especially documentation process of planning activities. Geographic information systems, up-dated database and well-established infrastructure of hardware and software is crucial to set an efficient planning process.

In defined context of planning dimension of urban maintenance, there is no an up-dated database or specified GIS infrastructure in the conservation unit of The Metropolitan Municipality of Gaziantep according to interviews with key staffs in KUDEB. On the other hand, there is general database and integrated maps infrastructure known as ŞUKBİS in The Municipality of Şanlıurfa. As mentioned above, ŞUKBİS includes detailed data and visual documents for each plot and parcel. However, the frame of ŞUKBİS do not let to make spatial analysis to obtain base maps, inquires and overlays analysis. Therefore, although key staffs

in both conservation unit declare sufficiency of technical capacity, the lack of GIS and database on historic assets cause deficiencies in planning dimension of urban maintenance to set a wider portrait.

Technical capacity of municipalities has effects of management dimension of urban maintenance in especially terms of administrative relations. Technical capacity of conservation unit lets to interact better with other related units and effectively obtain needed data and facilities. Furthermore, technical capacity of conservation units is crucial for sufficient working atmosphere. In defined context of technical capacity, both conservation units in Gaziantep Greater and Şanlıurfa Municipalities are settled out of main service buildings with their self-infrastructure. According to interviews, KUDEB building of The Metropolitan Municipality of Gaziantep presents sufficient technical facility, working area and networking to all key staff, but key conservation staff of The Municipality of Şanlıurfa has problems in networking because of KUDEB building is established out of main building.

In intervention dimension of urban maintenance, technical capacity of municipalities become crucial to documentation of historic assets and applied interventions. In other words, technical capacity primarily lets to document historic assets by means of field works, so appropriate equipment is needed. Measured drawings and photographs have to be prepared to determine exact maintaining suggestions before intervention. Moreover, urban maintenance interventions should be documented during and after implementation process. Secondly, in addition to required field equipment, appropriate archives for hardcopies and digital copies of documents.

In defined context, conservation unit of The Metropolitan Municipality of Gaziantep has sufficient equipment to field documentation and photographing. Interviews with key staffs confirm sufficiency of field equipment. Moreover, technical service is procured for comprehensive and detailed works. Documented data is mostly stored as digital data in conservation unit. Furthermore, there are photographs of urban maintenance activities before, during and after intervention.

However, key staff states the lack of database and archive system as a crucial deficiency.

In case of Şanlıurfa, technical capacity is insufficient for documentation and field investigation with self-equipments. Even a photograph machine is given to conservation unit very recently, according to interviews. Especially service procurements are made for documentation in detail is needed, for example restoration projects. Furthermore, there is no systematic documentation, data storage and archive for urban maintenance activities. Therefore, pre-documentation of conservation site before interventions is not appropriate for international principles.

Table 6-3: Comparison of Technical Capacity in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - KUDEB, conservation unit has been settled in historic core that enhance accessibility and daily interactions 	<ul style="list-style-type: none"> - Sufficient open and close space for not only official works but also small-scale meetings and exhibitions. / All of the key staffs works together - Technical facilities like personal computers with needed software - Related hardware is sufficient to carry out works. - Deficiencies in official database. 	<ul style="list-style-type: none"> - Technical equipment for field works, measurements and assigned vehicles for their related works. - The need of database and an archive system as the lack of technical capacity - Self-sufficiency.

Table 6-3: continued

	Planning	Management	Intervention
ŞANLIURFA	<ul style="list-style-type: none"> - KUDEB, conservation unit has been settled in historic core that enhance accessibility and daily interactions 	<ul style="list-style-type: none"> - Technical facilities like personal computers with needed software - Related hardware is relatively sufficient to conduct works - Troubles with their networks and related hardware / lack o networks due to apart from central building. 	<ul style="list-style-type: none"> - Lack of technical equipment for field works. - Database known as ŞUKBİS, is regularly updated but only let to make analyze and research based on plot and parcel - The general queries for varying layers and overlay analyses are not possible - Self sufficiency

6.3.1.4. Financial Capacity

The fourth aspect of inner institutional capacity is “**Financial Capacity**” based on not only municipalities’ equity capital, but also their new financial sources or partnerships like cost sharing models. There are varying international or national sources like EU or Special Province Administration Budget for the conservation of historic city centers. In addition to the quantity of budget, resource management, fiscal planning and accounting systems might enhance the conservation of historic city centers as an indicator of financial stability.

Therefore, if available since 2004, total annual budget of the municipality, allocated budget to conservation related departments are obtained from strategic planning departments of both municipalities. Also, new financial sources and partnerships are investigated. At that point, accountability and openness of financial documents and records are evaluated as not only indicator but also an output of financial capacity. Moreover, obtained **document and financial records** are re-evaluated during **interviews with key staffs** for further details.

Table 6-4 presents the total annual budget of the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa and allocated total budget of the department which is hierarchically control KUDEB: As seen in the table, the allocated budget for conservation related department of The Municipality of Şanlıurfa is relatively less than The Metropolitan Municipality of Gaziantep. However, that doesn't obviously present an indicator to compare these authorities' financial capacity. Because, allocated budget for related department includes other costs for development and planning activities.

Table 6-4: Comparison of annual basic budgets of the Municipalities

	GAZİANTEP		ŞANLIURFA	
	Total Annual Budget	Allocated Budget for Related Department	Total Annual Budget	Allocated Budget for Related Department
2004			77.141.000	227.000
2005			369.894.000	261.000
2006	165.250.000	27.421.000	187.427.000	945.000
2007	167.368.000	26.968.000	203.177.000	25.206.000
2008	211.928.000	25.922.000	176.292.000	7.646.000
2009	268.590.000	25.707.000	216.129.000	9.809.000
2010	287.600.000	15.026.000	200.564.000	5.877.000
2011	335.000.000	19.129.840	220.171.000	5.211.000

In addition to annual budget, there are planned budget of conservation activities in strategic plan documents of the Municipalities. In revised Strategic Plan 2010-2014 document of The Metropolitan Municipality of Gaziantep includes needed budget (Table-6-5) for Task 7.1. is conservation of historic and cultural heritage and Task 7.2 is enabling conservation of historical and cultural heritage by promotion of cultural tourism under strategic aim of “...conservation of historical and cultural heritage, kept alive, present and pass to next generations”.

In Strategic Plan 2010-2014 document of The Municipality of Şanlıurfa, there are three strategic aims, which are Strategic Aim 6 based on conservation and cultural tourism – Strategic Aim 7 based on planning activities and Strategic Aim 33 based on tourism center and attractiveness.

Table 6-5: Comparison of proposed total and conservation related budgets of the Municipalities

	GAZİANTEP		ŞANLIURFA	
	Proposed Total Annual Budget	Allocated Budget for Strategic Aim -7	Proposed Total Annual Budget	Allocated Budget for Strategic Aim -6 / 7 / 33
2012	403.931.000	16.390.000	117.140.000	968.075
2013	424.127.550	17.209.500	118.439.250	929.000
2014	445.333.927	18.069.875	112.622.200	959.000

According to Table 6-5, the Metropolitan Municipality of Gaziantep aims to allocate approximately 4 percent of its proposed annual budget to conserve and promote historic environment. On the other hand, The Municipality of Şanlıurfa allocates approximately 0.1 percent of its proposed annual budget. Moreover, because of annual revenues of the Municipalities, allocated budget for historic environment of Gaziantep is seventeen times larger than the Municipality of Şanlıurfa.

However, the effects of financial capacity on urban maintenance could be evaluated by general terms by means of strategic plans and total budget, because of annual total budgets and allocated budgets for historic areas including varying tasks and activities together. Therefore, more detailed financial records of conservation activities and partnerships are investigated in detail. The Metropolitan Municipality of Gaziantep has more accurate and detailed records than the Municipality of Şanlıurfa. In KUDEB of the Metropolitan Municipality of Gaziantep, since 2004, all conservation activity has been recorded with financial

resources and its details. However, only oral details could be obtained from key staffs of KUDEB of the Municipality of Şanlıurfa. There is a clear capacity differences between the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa in terms of accountability.

According to financial records (Table 6-6) of Gaziantep-KUDEB, urban conservation activities in Gaziantep Historic City Centers is supported by the grants of European Union, Housing Development Administration of Turkey (TOKİ), Historic Towns Associations in Turkey, The Ministry of Culture and the fund of Special Administration of Province. Approximately **twenty-eight million Turkish Liras** total budget has been spent for varying scale conservation activities like rehabilitation, restoration or conservation planning since 2004. **40 percent** of that is the equity capital of The Metropolitan Municipality of Gaziantep.

As mentioned above, there is no clear record for total budget or implemented or ongoing conservation activities in Şanlıurfa. Only cost-sharing models with the grants of European Union or the fund of Special Administration of Province are clearly recorded. Therefore each conservation activity is investigated in detail during interviews and a financial record is prepared (Table 6-7). According to interviews with keys staff, approximately **thirty-eight million Turkish Liras** total budget has been spent for varying scale conservation activities like rehabilitation, restoration or conservation planning since 2004. **85 percent** of that is the equity capital of The Municipality of Şanlıurfa. Therefore, The Metropolitan Municipality of Gaziantep is more successful than The Municipality of Şanlıurfa of in terms of cost sharing.

Table 6-6: Financial Records of the Metropolitan Municipality of Gaziantep including each project with references of co-financing

NO	PROJECT	START	END	EU	TOKİ	The Historic Towns Associations	The Ministry of Culture and Tourism	Special Provincial Administration	Gaziantep Metropolitan Municipality	TOTAL
1	Koruma Amaçlı İmar Planı	2008	2009						95.000,000	95.000,000
2	Gaziantep Savunması ve	2008	2008				1.200.000,000		1.200.000,000	2.400.000,000
3	Gaziantep Emine Gögüş	2008	2008						185.000,000	185.000,000
4	Gögüş Konagi	2006	2007					175.000,000	323.000,000	498.000,000
5	Bayaz Han Restorasyon	2007	2008		2.439.905,000					2.439.905,000
6	Bayaz Han Kent Kültür	2008	2009				685000		685000	1.370.000,000
7	Bey Mahallesi Sokak	2008	2009					1.500.000,00	1.564.375,000	3.064.375,000
8	Bey Mahallesi Aydınlatma	2009	2009						94.000,500	94.000,500
9	Bey Mahallesi Hidrolik	2009	2009						62.000,000	62.000,000
10	Bey Mahallesi Titanyum	2009	2009						45.180,000	45.180,000
11	Kentsel Sit Alanı İçerisine	2010	2010						218.736,100	218.736,100
12	Ömer Ersoy Kültür	2008	2008						120.000,000	120.000,000
13	Ömer Ersoy Kültür	2009	2009						826.000,000	826.000,000
14	Ömer Ersoy Kültür	2009	2009						55.855,000	55.855,000
15	Hidir Sokak Sokak	2008	2008			40.000,00			50.000,000	90.000,000
16	Hidir Sokak Sokak	2010	2011					527.000,000	307.563,830	834.563,830
17	Metin Sözen Kültür Evi	2008	2008						72.500,000	72.500,000
18	Metin Sözen Kültür Evi	2009	2009					203.000,00	399.500,000	602.500,000
19	Türkiye ve Avrupa Birliği	-	2009	156.000,00 €						335.000,000
20	22 Antep Evleri Rölöve	2006					250.000,000			250.000,000
21	Orhun Abideleri Alımı	2006							270.000,000	270.000,000
22	Kültür Yolu Sokak	2007	2007						30.000,000	30.000,000
23	Kültür Yolu Sokak	2007	2008					1.400.000,000		1.400.000,000
24	Kale Çevresi Kültür Yolu	2007	2008					2.700.000,000		2.700.000,000
25	Kale Çevre Düzenlemesi	2007	2008					1.218.000,000		1.218.000,000
26	AB Projeler (Naib Hamamı,	2006	2007	1.301.790,70 €					165.689,00 €	1.301.790,70 €
27	Naib Hamamı	2006	2007							1.302.292,120
28	Kır Kahvesi Restorasyonu	2006	2007							526.763,610
29	Butik Otel Renovasyonu	2006	2007							1.046.381,360
30	Bakırcılar Çarşısı	2006	2007					365.000,00	517.977,000	882.977,000
31	Mucartalı Bazalt Taş ve	2009	2009						92.000,000	92.000,000
32	Gaziantep Kale Çevresi	2009	2009						30.000,000	30.000,000
33	Belediye Ait Eski	2008	2008						30.000,000	30.000,000
34	Eski Saray Caddesi	-	2007						230.000,000	230.000,000
35	Elmacı Pazarı Üst Örtü	2006	2007						100.000,000	100.000,000
36	Fatih Sultan Mehmet	2006	2007						796.000,000	796.000,000
37	Bugday Arasası Meydan	2007	2007						52.000,000	52.000,000
38	Yeni Han	2009	2009						32.000,000	32.000,000
39	14 Şehit Anıtı	2007	2007						270.000,000	270.000,000
40	Bayazhan-Bıçakçılar	2008	2008						214.000,000	214.000,000
41	Antep evleri Çatı	2007	2007						50.000,000	50.000,000
42	Eyupoğlu Mah. Rölöve-	2010	-						160.000,000	160.000,000
43	Kentsel Sit Alanı İçerisinde						250.000,00			250.000,000
44	Atatürk Müzesi Rölöve-	2010	-						65.000,000	65.000,000
45	Atatürk Müzesi	2010	2011					546.155,00	0,000	489.868,620
46	Bakırcılar Çarşısı Üst Örtü	2010	-						35.000,000	35.000,000
47	Lala Mustafapaşa (Hişva)	2010	-						112.000,000	112.000,000
48	Derekenarı Sokak	2010	2010						20.000,00 TL	20.000,00 TL
49	Çamurcu Sokak	2010	2010						15.000,00 TL	15.000,00 TL
50	Çamurcu Sokak	2010	2011					714.839,13 TL	128.628,120	843.467,25
51	Kudeb bitişigi tescilli	2010	2011					261.400,00	55.223,000	316.623,000
52	TUSENET Türkiye		2010							
53	COOPERATIVES AND			80.000,00 €						80.000,00 €
54	Koordinasyon Komitesi			80.000,00 €						80.000,00 €

Table 6-7: Financial Records of the Municipality of Şanlıurfa including each project with references of co-financing (prepared by B. Belge according to unofficial interviewed information from key staffs in KUDEB.)

NO	PROJECT	EU	Karacadağ Developmen Agency	The Historic Town's Association	The Ministry of Culture and Tourism	Special Provinca Administrations	Şanlıurfa Municipality	TOTAL
1	Divan Yolu Projesi						1.603.000,000	1.603.000,000
2	Haşimiye - Türk Meydanı - Beykapısı						500.000,000	500.000,000
3	Topçu Meydanı düzenlemesi						150.000,000	150.000,000
4	Tarihi Hanlar Bölgesi Sağlıklaştırma Projesi	430.000 €					47.780,000	1.194.450,000
5	Samsat meydanı						252.000,000	252.000,000
6	Tarihi Mezarlık Düzenleme						150.000,000	150.000,000
7	Tarihi çevrede inşa edilen - yenilenen						300.000,000	300.000,000
8	Bedesten - Halıcı Pazarı						100.000,000	100.000,000
9	Atatürk Lisesi ve Urfa Lisesi (tescilli)						260.000,000	260.000,000
10	13 mahallede sokak kaplama + 1 ek						333.500,000	2.850.000,000
11	Tarihi Merkez - Üst Örtü Yenileme						160.000,000	160.000,000
12	Mahmutoğlu Kulesi + Kazancı Bedih sokak						40.000,000	40.000,000
13	Mahmutoğlu Kulesi						5.000.000,000	5.000.000,000
14	Mahmutoğlu Kulesi					1.186.733,000	639.010,077	1.825.743,077
15	Sundurma yenileme + tabela düzenleme						56.000,000	56.000,000
16	Harran Kapı						700.000,000	700.000,000
17	Harran Kapı + Müzik Müzesi					65.000,000	35.000,000	100,000
18	Doğu Surları						2.000.000,000	2.000.000,000
19	Mutfak Müzesi						330.000,000	330.000,000
20	Ulu Cami batısında düzenleme						100.000,000	100.000,000
21	Tehlike arzeden yapıların - duvarların						50.000,000	50.000,000
22	Tarihi Hanlar ve Çarşı Bölgesi Sağlıklaştırma						550.000,000	550.000,000
23	Kızıkoyun Projesi					1.200.000,000	18.800.000,000	20.000.000,000
24	Balıklı Gölü ve çevresinde temizlik -						500.000,000	500.000,000

In terms of urban maintenance, the financial capacity of municipalities is related with especially management dimension. Especially accountability and transparency are key words in success of urban maintenance that should be seen as financial sustainability. At that point, as mentioned above, cost-sharing is also crucial to increase efficiency in urban maintenance.

In defined context, there is well-established and operating cost-sharing model in Gaziantep that managed especially by the Metropolitan Municipality. Furthermore, financial records and costs are clearly stored to emphasize accountability and

transparency. That operating system has caused a trigger effect on local community and some share holders has started to implement restoration projects.

On the other hand, The Municipality of Şanlıurfa could not established a cost-sharing model with international, national or local bodies, and so with local community, too. Moreover, there is no official financial records expect ones supported by EU or development agency. Therefore, the Municipality enforce its own resources or looks for new financial resources to sustain urban maintenance. There is no sustainable financial program.

As a result of deficiencies in financial capacity of the Municipality of Şanlıurfa, local community has not handle a project or share cost of interventions that is examined by interviews with local community leaders.

The head of Chamber of Perfumery and Bijouterie states deficiency in cost sharing or the renovation of street coverings in Zone-15 and Zone-16. According to him, at the beginning of intervention, the Municipality proposed to cover 30 percent of total intervention cost. Then, 50 percent is proposed. After that, the Municipality covered whole entire cost of renovation in a relation with local elections. Other local community leaders, the Heads of Chambers of Textile Traders, Chambers of Tailors, Chambers of *Kavaflar* and some *Muhtars* state similar interventions of the Municipality of Şanlıurfa. Even, some of them see interventions as a populist approach like standard benches or shutter, those costs are entirely covered by the Municipality.

Table 6-8: Comparison of Financial Capacity in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Fiscal planning and coherent interventions - Strategic planning 	<ul style="list-style-type: none"> - Accountability - Openness - Financial recording - Administrative sustainability - Financial sustainability 	<ul style="list-style-type: none"> - Sustainability in intervention - Widening intervention area - Increasing quality in used material and techniques - Coherence manner
ŞANLIURFA	<ul style="list-style-type: none"> - Fiscal planning - Strategic planning 	<ul style="list-style-type: none"> - Lack of financial records - Use of much equity than cost sharing models 	<ul style="list-style-type: none"> - Financial constraint for each intervention. - Decreasing quality in used materials - Incoherence in interventions

6.3.1.5. Staff Qualifications

The fifth aspect of inner institutional capacity is **staff qualifications** especially determined by the skills, responsibilities, education, motivation and training of key staffs in conservation unites. Also, their professional and technical expertise is essential to enhance overall capacity. Sometimes, the diversity of age and younger officers might let to create a dynamic working structure. In defined context, human resources in the Municipality that are determined by administrative and technical staff in other related departments are also crucial. In addition to human resources of the municipality, use of advisors and professional, technical supporting firms and team-working are crucial issues for staff qualifications.

In defined context, primarily, overall structures of human resources of the municipalities are investigated by means of official reports or up-dated strategic planning documents. Then, interviews with key staffs are used to understand staff's responsibilities, professions, educational background, expertise and training.

According to up-dated “Strategic Planning Document 2010-2014”, 394 civil servants, 198 regular workers and 135 temporary workers are studying in The Metropolitan Municipality of Gaziantep. 2 civil servants have doctorate degree, 2 ones has master degree, 82 ones has bachelor degree, 68 ones two-year degree, 163 ones high school degree and others have graduated from the primary school.

According to official report called as “2011 Performance Report” announced in the official web-site of the Municipality of Şanlıurfa, 231 civil servants, 947 regular workers, 40 temporary workers and 10 contract officers are studying in The Municipality of Şanlıurfa. 56 civil servants has bachelor degree, 53 ones two-year degree, 90 ones high school degree and others have graduated from the primary school. These overall numbers of administrative and technical staff are not sufficient to make an appropriate comparison between the staff qualifications between cases. Therefore, during the interviews with key staffs in conservation unit, their personal information is obtained. Table 6-9 presents briefly their qualifications.

Table 6-9: Personal Information of Key Staffs in Conservation Units

	The Metropolitan Municipality of Gaziantep	The Municipality of Şanlıurfa
Senior Director	– Topographical Engineer has worked since 2005 as the Director of the Department of Public Works and Urban Planning. He had worked as the Director and Deputy Mayor in Denizli Municipality.	– Civil Engineer has worked since 2009 as the Deputy Mayor. He has 12 years of professional experience as the Director of Provincial Directorate of Public Works and Settlement in Şanlıurfa.

Table 6-9: continued

	The Metropolitan Municipality of Gaziantep	The Municipality of Şanlıurfa
KUDEB personnel determined in the Regulation	<ul style="list-style-type: none"> – Civil Engineer has worked since 2005 as the manager of KUDEB. Participate 3 months training in Regional Conservation Council professional research tours in UK, Sweden, Italy and so on... – Urban Planner has worked since 2005. Has 15 years of professional experience. Participate 3 months training in Regional Conservation Council professional research tours in UK, Sweden, Italy and the Republic of Czech... – Architect has worked another unit in the Municipality since May 2011. – Archaeologist has worked since 2005. Expert of Project Cycle Management. Has 8 years of professional experience. Participate 3 months training and professional research tours in UK, Sweden, Italy and the Republic of Czech... – Art Historian has worked since 2006. Participate 3 months training in Regional Conservation Council and professional research tour in the Republic of Czech... 	<ul style="list-style-type: none"> – Civil Engineer has worked since 2004 as the manager of conservation unit. Partially participate 3 months training and professional research tours in Aleppo. Has 23 years of professional experience. – Urban Planner has worked as the Director of the Department of Public Works and Urban Planning. There is no real relation with KUDEB. – Architect has worked since 2004. Partially participate 3 months training in Regional Conservation Council and professional research tours in Aleppo. Has 35 years of professional experience. Member of ÇEKÜL. – Archaeologist has worked since 2007. Graduated in 2002, but he has 4 years of professional experience after KUDEB. Participate 3 months training in Regional Conservation Council – Art Historian has worked since 2007. Graduated in 2004, but he has 4 years of professional experience after KUDEB. Participate 3 months training.
Supporting personnel	<ul style="list-style-type: none"> – Architect – Conservation Expert has worked since May 2011. Has 5 years of professional experience in Turkey and 3 months conservation experience in UK. – Civil Engineer has worked since 2008. Has 11 years of professional experience – Archaeologist has worked since 2005. Has 8 years of professional experience. Expert on publishing software and visual documents. Continue master education – Interior Architect has worked since 2009. 5 years of professional expertise. Training and professional courses in British Museum, Kadir Has University and workshop. Participate professional research tour in the Republic of Czech – Restoration Technician has worked since 2009. Has 3 years of professional experience. Participate professional research tour in the Republic of Czech – Restoration Technician has worked since 2010. Has 3 years of professional experience. Participate professional research tour in the Republic of Czech 	<ul style="list-style-type: none"> – Architect has worked since March 2011. Graduated in 2000, but she has no professional experience before KUDEB – Civil Engineer has worked since 2004 in KUDEB. Has 22 years of professional experience. Participate professional research tours in Aleppo – Construction Technician has worked since 1986 in the Municipality. Participate professional research tours in Aleppo – Civil Servant has worked since 1979. Graduated from High School. Participate professional research tours in Aleppo

In addition to municipality's key staff's qualifications in conservation unit, consulting is a crucial issue for inner institutional capacity, because urban conservation is a highly specialized process and inter-disciplinary field.

In Gaziantep, the Culture Road Project has been supported by experts of ÇEKÜL (the Foundation for the Protection and Promotion of the Environment and Cultural Heritage) since 2005 with an official consulting system. Furthermore, the Municipality established a "Collective Platform" with Gaziantep Governorship, Şahinbey Municipality, Şehitkamil Municipality and The General Directorate of Foundations. Key staffs in conservation unit of The Metropolitan Municipality of Gaziantep have experienced varying interventions with consulting system and collective platform. Especially, "Restoration of Naip Turkish Bath", "Restoration of Country Teahouse" and "The Renovation of a Traditional House as a Boutique Hotel" projects that are co-financed by the EU and GAP Administration (within the scope of GAP Cultural Heritage Development Programme) become a trigger to built capacity.

Similar to Gaziantep, in Şanlıurfa, "Rehabilitation of the Historical Commercial Center of Şanlıurfa" project had been implemented between December 2005 and July 2007 within the scope of GAP Cultural Heritage Development Programme financing by the EU and GAP Administration. METU-TAÇDAM (Middle East Technical University – Center for Research and Assessment of Historic Environment) is the coordinator of the Project and established a partnership with The Municipality of Şanlıurfa. The project process that begun in the beginning of 2005 with project application also let to built a conservation capacity and consulting system. After 2009 Local Elections, consulting relations between the Municipality and METU-TAÇDAM had been interrupted. Recently, ÇEKÜL has given an unofficial consulting since October 2010 and prepared a guideline in April 2011.

Staff qualification is one of the most important aspects of local conservation capacity in terms of urban maintenance. Qualifications and consulting systems determine a capacity on three dimension of success in urban maintenance, planning, management and intervention.

In terms of planning dimension of urban maintenance, staff qualifications effect problem definition, base studies and analysis, basic documentations, decision making in varying scale, prioritization and monitoring as a process.

In defined context, as briefly mentioned in organizational and functional capacity, The Metropolitan Municipality of Gaziantep has implemented urban conservation activities with a project based approach. There is a basic culture inventory prepared by the Governorship as a catalogue of scheduled assets. Moreover, the metropolitan municipality did not establish a wider plan based on detailed base studies and analysis. Instead, the metropolitan municipality determined a vision / programme for conservation interventions in historic city center and near surroundings known as "Culture Road". "Culture Road" programme includes not only restoration or rehabilitation activities but also renovation of infrastructure.

The programme compromise a "prioritization" and pilot project implementations to create a synergy between Gaziantep Governorship, Şahinbey Municipality, Şehitkamil Municipality and The General Directorate of Foundations. First programme called as "Restoration Action Plan 2009-2011" is completed and "Restoration Action Plan 2012-2014" including individual restorations has recently started. By means of revised action plan, monitoring of applied interventions has continued.

In addition to programming and action plan works, Conservation Plan (1997 approved) is revised by the Metropolitan Municipality in 2010 with service procurement process. Although, Revised Conservation Plan documents criticize the Metropolitan Municipality's project-based interventions, because of partial works in only facades, the importance of rehabilitation activities is emphasized to maintain traditional commercial activities and prevent historic assets from demolition. However, revised plan doesn't still compromise a general vision and define a wider frame that evaluating other sectors in Gaziantep.

In terms of urban maintenance, problem definition, base studies and analysis, basic documentations should be evaluated as pre-decision making/planning activities. METU-TAÇDAM organized a field study with partnership of the Municipality to up-date cultural inventory of urban conservation zone and the

fortress area. Moreover, each historic unit is basically documented in 2005. This study aims to conduct “Conservation Strategy Guideline” and prepare a base for revision of conservation plan within a wider perspective. However, after the completion of field study and basic desk-based studies, process is interrupted by financial and administrative problems.

Unlike a Conservation Strategy Guideline could not be completed by METU-TAÇDAM, recent conservation plan of Şanlıurfa Historic Area that was approved in 1992 is still a basic guide. Recent conservation plan doesn't include a prioritization in Şanlıurfa historic center but, determined six “Special Project Area” or action zones. Balıklı Göl and Near Surrounding Area and Historical Commercial Center are two of them, where restoration and rehabilitation interventions have still continued. As mentioned in Section 6.1.2.2, a zone, where there are well-conserved traditional houses, is projected by the Governorship. Furthermore, there are restoration project around the Bey Gate and the Harran Gate. Recently, conservation plan has been revised by the Ministry of Culture and Tourism, but is not approved, yet.

As another guide document, ÇEKÜL prepared a Guideline Document to determine strategies and key activities in Şanlıurfa to create a synergy between local actors. However, there is no seen effect on the Municipality, yet, according to interviews with key staff and local community leader.

In terms of management dimension of success in urban maintenance, staff qualifications are especially crucial for sustainability of interventions. Administrative dimension of staff qualifications is related with organizational and functional capacity. However, programming and financing urban maintenance as a governance process is success of key staffs in conservation units.

In defined context, in Gaziantep, key staffs in conservation unit have experience of project management cycle and donor-financed project, especially the EU supporting funds. After implemented projects within the scope of GAP Cultural Heritage Development Programme, key experts have continued to work in conservation unit. Therefore, experienced staffs have developed ongoing projects

and networking activities that built a local capacity lets to varying cost-sharing models.

On the other hand, in Şanlıurfa, after implementation of the Rehabilitation Project in Historic Commercial Center within the scope of GAP Cultural Heritage Development Programme, local coordinators of project departed from the Municipality because of conflicts with other staffs. Recently, there are ongoing donor-financed projects on out of historic conservation in the Municipality of Şanlıurfa. Only the fund of regional development agency is used with cost-sharing.

In terms of intervention dimension of success in urban maintenance, urban rehabilitation project could be evaluated as widening maintenance activities. In defined context, maintenance interventions should attend to legal terms and international conservation principals. Therefore, detailed documentation of historic assets before and after intervention, preparing measured drawings and restitution projects, determining appropriate interventions in terms of international principals, approval of the Regional Conservation Councils and monitoring activities that are minimum requirement of such an urban rehabilitation process can be guaranteed by increasing staff qualifications. In any case, restoration projects of scheduled building including measured drawings, restitution drawings and proposed intervention have to be approved by the Regional Conservation Councils as determined according to legislative frame in Turkey. However, unfortunately, rehabilitation activities may be evaluated as basic interventions in some cases.

According to interviews with key staffs and documental search in the Metropolitan Municipality of Gaziantep, each implemented rehabilitation project is evaluated as a detailed intervention even there is no scheduled building in area, and so measured drawings, restitution drawings and proposed intervention drawings are prepared, then approved by Gaziantep Regional Conservation Council. Furthermore, intervention process is documented by photographing step by step. According to interviews, minimum intervention and authenticity that are requirements of urban maintenance is set by rehabilitation projects. There is a

general unity, coherence manner and minimum standard of quality, including facades, pavements, coverings, shelters, street furniture, shutter and board, in project implemented zones in Gaziantep Historic City Center. Mostly used wooden shutter in traditional buildings' facades are designed according to authentically conserved facades of a barber shop near the Castle.

After project is implemented, monitoring and regular maintenance is still made by the Metropolitan Municipality. There is no a model for sharing responsibilities with local community or other bodies that will be clearly discussed in Section 6.2.3 and 6.2.4.

The consulting of METU-TAÇDAM enhanced staff qualifications until 2009. However, recently implemented rehabilitation interventions especially in historic city center of Şanlıurfa are implemented without any measured drawing or project according to interviews with key staff and documental search. So, implemented interventions were not approved Şanlıurfa Regional Conservation Council. Key staffs state that; *"...we didn't apply to the Regional Conservation Council and so they didn't ask us what we do..."*

As a result of ad hoc interventions of the Municipality, there is no a coherence manner or quality standard between different project area. Although there is a unity of authentic street pavements, especially interventions on facades and street coverings are manipulated by local community. The most crucial issue in recent urban rehabilitation interventions is lack of documentation or measured drawing, even basic photographing before and after implementation. In addition to problems in desk-based studies, used methods and materials in intervention are not appropriate for such a historic center. Therefore, for example, recently built wooden coverings and boards of rolling shutters need urgent maintenance because of climatic effects.

Similar to Gaziantep case, monitoring and regular maintenance is still made by the Municipality of Şanlıurfa, even a simple bulb. As briefly mentioned in leadership discussions every simple need is passed to the Mayor. There is no a model for sharing responsibilities with local community or other bodies that will be clearly discussed in Section 6.2.3 and 6.2.4.

Table 6-10: Comparison of Staff Qualifications in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Working structure of the Metropolitan Municipality - Culture Road Project as a comprehensive approach. - Success in problem definition, documentation and base analysis - Success in prioritization and monitoring - No wider planning 	<ul style="list-style-type: none"> - Working administrative frame - Well established financial records - Success in administrative arrangements 	<ul style="list-style-type: none"> - Project-based interventions - Success in documentation, project preparation, Regional Conservation Council approve and implementation - Approved measured drawings and projects - Success in intervention and monitoring
ŞANLIURFA	<ul style="list-style-type: none"> - Success in problem definition, documentation and base analysis - Deficiencies in wider context, prioritization and monitoring - No wider planning - Working structure especially before 2009 	<ul style="list-style-type: none"> - Lack of administrative control - Deficiencies in administrative and financial structures 	<ul style="list-style-type: none"> - Lack in documentation, project preparation and implementation - No approve of Regional Cons. Council. - Lack of measured drawings. - Lack of monitoring

Overall discussions in inner institutional capacity indicate that, there is strong and visionary mayor in Gaziantep enhance capabilities of the Metropolitan Municipality and lead them to conserve historic environment. In defined context, legal and financial facilities of metropolitan municipality have been properly used. Moreover, a conservation unit, KUDEB, was established with required technical facilities and qualified staff. On the other hand, although the Mayor of the Municipality of Şanlıurfa has a visionary perspective and motivation, the organizational and functional capacity of municipality could not be efficiently used in a relation with social context of Şanlıurfa. KUDEB was established in Şanlıurfa,

too. However, there is a lack of technical infrastructure. Also, qualified staffs and effective consulting mechanism could not be operated well since especially 2009.

As a result, in terms of urban maintenance, in Gaziantep, there is conservative vision based on exact problem definition and documentation. However, conservation interventions could not be integrated into a wider context. In Şanlıurfa, although a conservative vision has been established, conservation intervention could not be properly planned. Consequently, in terms of urban maintenance, inner institutional capacity in Gaziantep is moderately higher than Şanlıurfa. However, there are inefficiencies in Gaziantep in a relation with wider context (Figure 6-36).

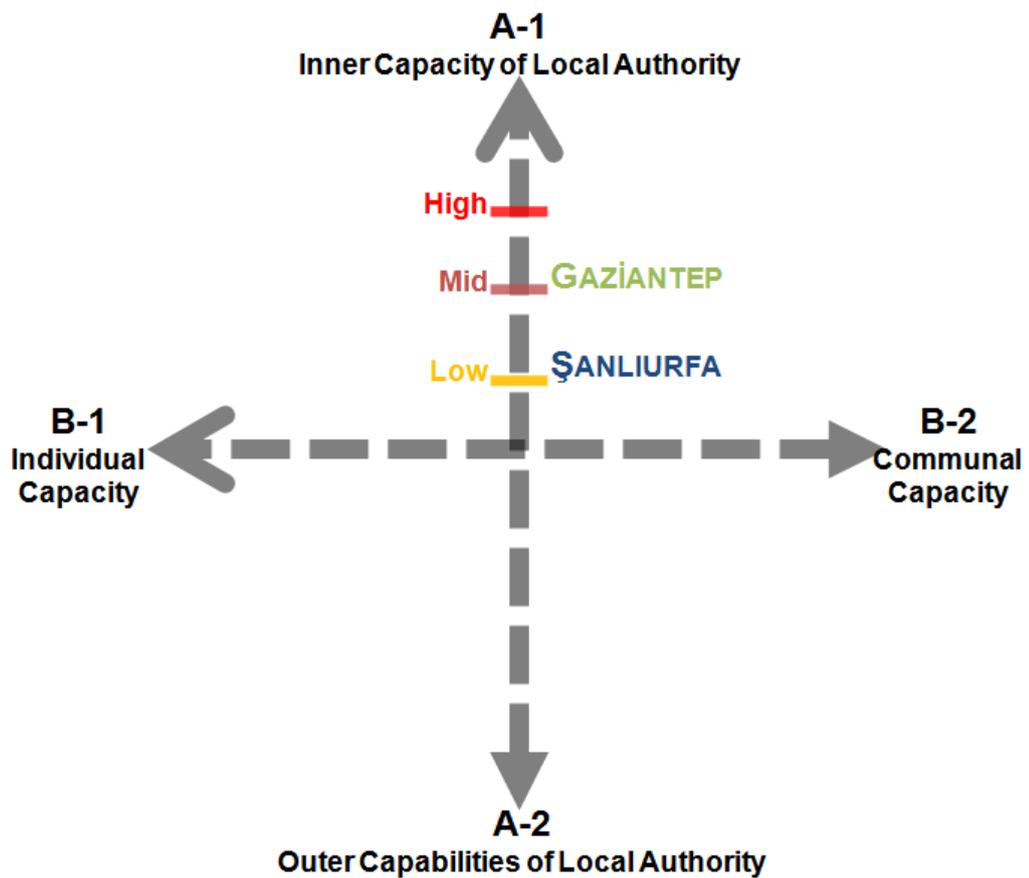


Figure 6-36: Inner institutional capacity in terms of urban maintenance in Gaziantep and Şanlıurfa.

6.3.2. Outer Institutional Capacities

6.3.2.1. Leadership

The first aspect of outer institutional capabilities is “Leadership” that determined mutual or institutional relations of leader and is different from managerial terms discussed in Section 6.3.1.1.

Leadership in terms of outer institutional capabilities includes vision, strength, stamina and the ability of the Mayors to influence or motivate other actors. It is basically an external representation issue that effect coalitions, partnerships and relationships with other actors.

In defined context, interviews with local leaders and key staffs indicate high rate of representativeness of the Mayors. Documental search on official web-site of the Municipalities represent them in varying activity.

As another data collection method, in questionnaire with local tradesman, nine sub-comments under question 33 (Is the Mayor how a leader) are asked related with institutional capacities of municipalities. As mentioned in the Method Chapter, the comments are formulated a scale change from “strongly agree” to “strongly disagree” as four level. Also, there is one more level for “no comment”. Two of these comments (33.4 and 33.5) are related with inner capabilities that are mentioned above. The other seven comments are the followings;

- **33.1 - The Mayor is trustable** (197 tradesmen in Gaziantep and 266 tradesmen in Şanlıurfa give comment)
- **33.2 - The Mayor is a problem solver** (196 tradesmen in Gaziantep and 266 tradesmen in Şanlıurfa give comment)
- **33.3 - The Mayor change the City** (208 tradesmen in Gaziantep and 262 tradesmen in Şanlıurfa give comment)
- **33.4 - The Mayor is a persuader** (172 tradesmen in Gaziantep and 258 tradesmen in Şanlıurfa give comment)
- **33.7.- The Mayor deserves the leadership by his applications** (198 tradesmen in Gaziantep and 256 tradesmen in Şanlıurfa give comment)

- **33.8 - The Mayor is a leader only because of his position** (199tradesmen in Gaziantep and 257 tradesmen in Şanlıurfa give comment)
- **33.9 - The Mayor create resources and enrich the City**(203 tradesmen in Gaziantep and 257 tradesmen in Şanlıurfa give comment)

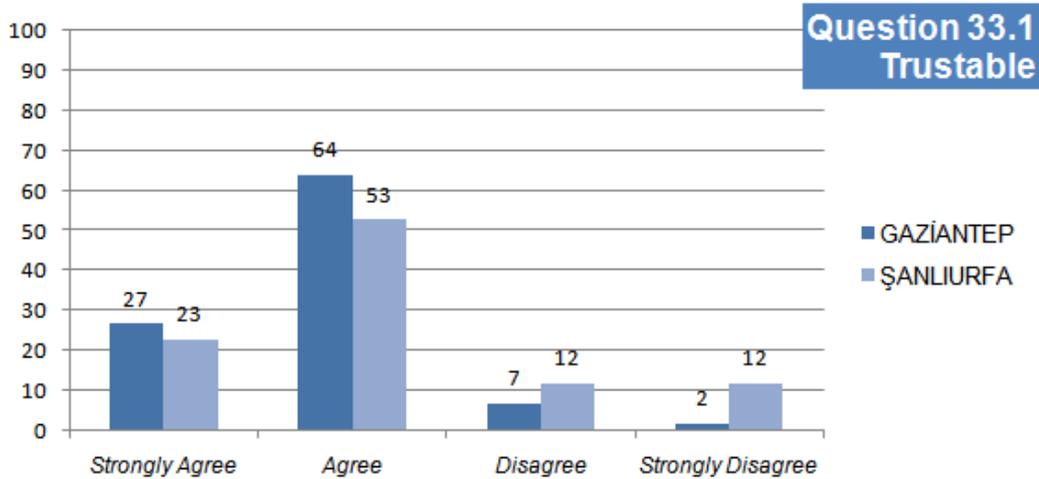


Figure 6-37: the output of “Question 33.1- the Mayor is trustable”

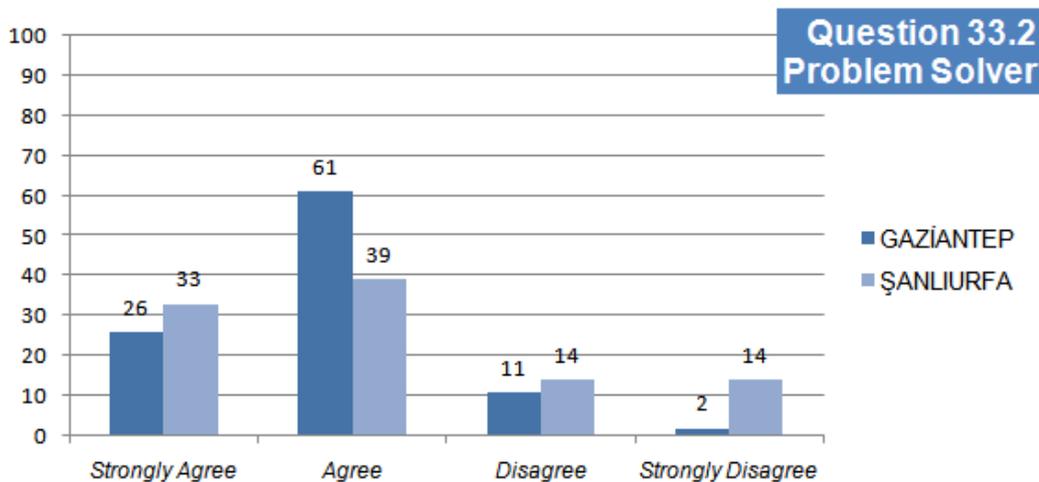


Figure 6-38: the output of “Question 33.2- the Mayor is a problem solver”

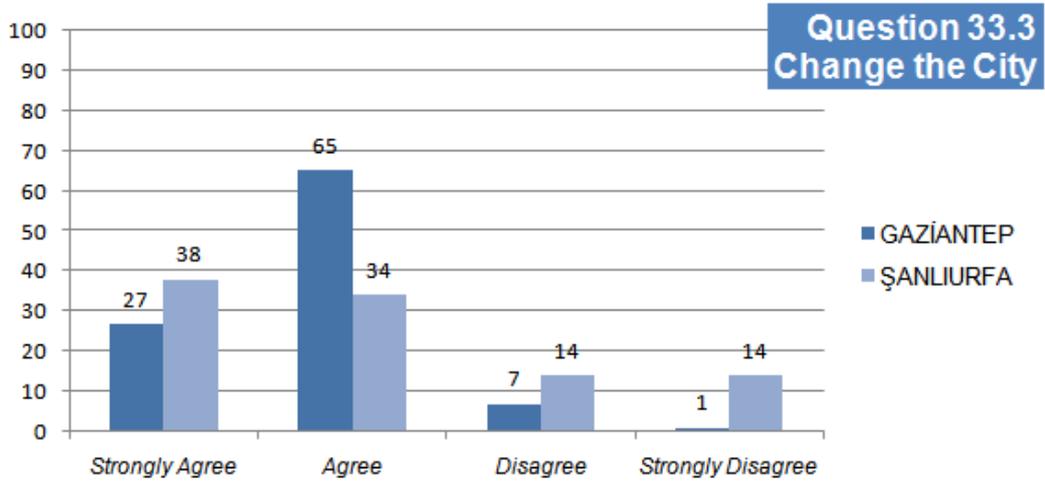


Figure 6-39: the output of “Question 33.3- the Mayor change the City”

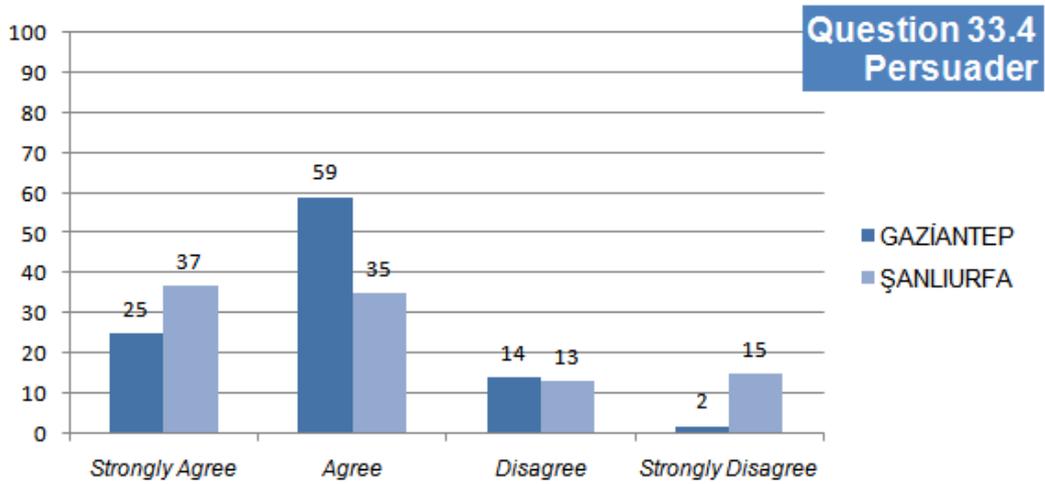


Figure 6-40: the output of “Question 33.4- The Mayor is a persuader”

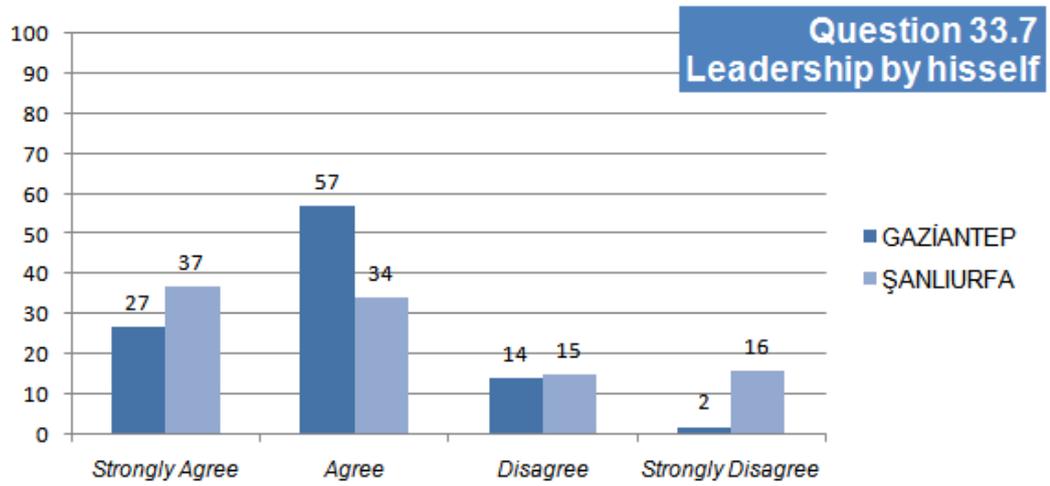


Figure 6-41: the output of “Question 33.7- The Mayor deserves the leadership by his applications”

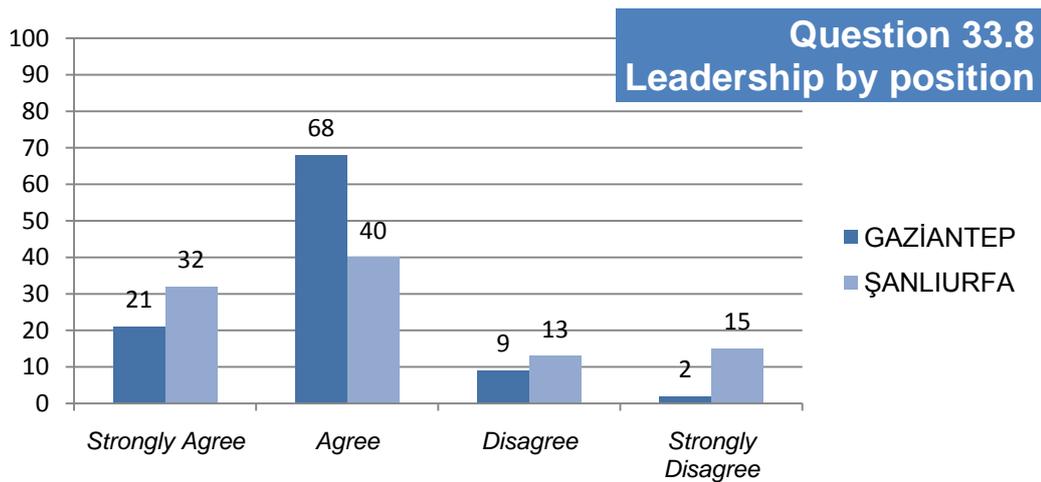


Figure 6-42: the output of “Question 33.8- The Mayor is a leader only because of his position”

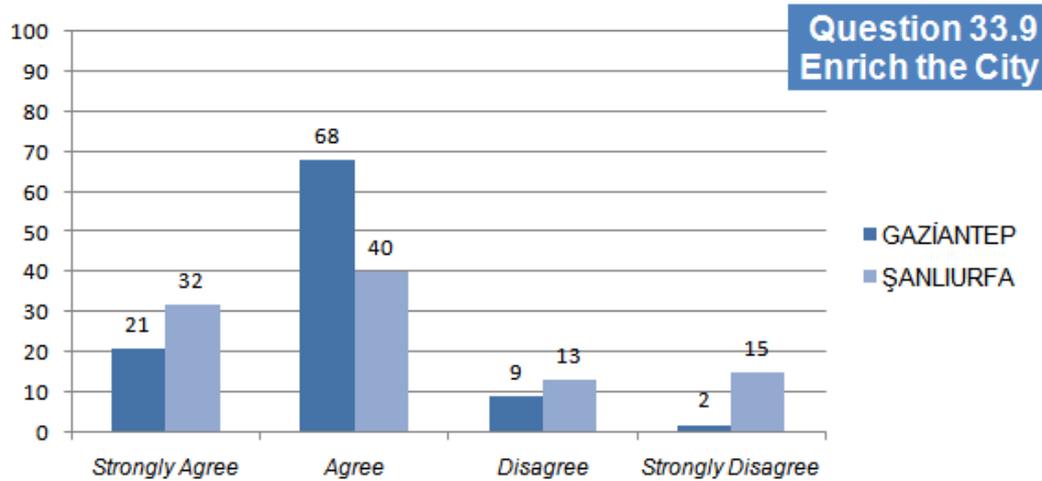


Figure 6-43: the output of “Question 33.9- The Mayor creates resources and enriches the City”

As a summary, these comments indicate that, approximately 30 percent of local tradesmen in Şanlıurfa Historic City Center disagree affirmative terms about the Mayor. This ratio is notably higher than the ratios in Gaziantep. Therefore, the outputs of these comments may be accepted as the indicator of decrease in support for the Mayor in historic city center of Şanlıurfa. Furthermore, in Gaziantep, affirmative terms are

Leadership in terms of outer institutional capabilities is directly related with planning and management dimension of success in urban maintenance. In terms of planning, setting an infrastructure for the involvement of local bodies and community is crucial to enhance success of urban maintenance planning. Therefore, management dimension of urban maintenance administratively gains importance.

In Gaziantep, there is a well-established and operating mechanism of coordination of local institutions that are the Governorship, the Metropolitan Municipality and other Municipalities and the General Directorate of Foundations. This coordination is called as “Collective Platform” (*Ortak Akıl Platformu* in Turkish), where each institution presented at the highest level. Furthermore, the

Mayor of the Metropolitan Municipality of Gaziantep, has a challenging power to set varying coalitions and partnerships in not only local scale, but also national scale. He has been the Head of Historic Town Association in Turkey since May 2011.

Although there is well-established operating system of coordination for urban maintenance activities in historic center including programming, local involvement of community into planning process of urban maintenance remains at information level. Because of lack of legal frameworks, conservation interventions are presented to local community at the latest stage before implementation. Local community involvement into planning process at earliest stages could not be established.

On the other hand, the Head of the Municipality of Şanlıurfa is well-known and popular leader, especially after the Local Elections in 2009. He won the elections as an independent candidate with 44 percent voting rate against the candidate of Justice and Development Party. That indicates the local support to the Mayor as a convincing leader. However, the result of questionnaires indicates loss of stamina that may be result of conflict with central government. Similar to Gaziantep, local community involvement into planning process succeed at information level.

Table 6-11: Comparison of Leadership (outer institutional capacity) in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Vision setting - Prioritization and Monitoring with other local authorities (1/100.000 scaled Regional Plan with the Governorship) 	<ul style="list-style-type: none"> - Success in administrative and financial terms - Historic Towns Association in Turkey 	-

Table 6-11: continued

ŞANLIURFA	<ul style="list-style-type: none"> - Vision setting - Lack of relations and prioritization with other local authorities - Conflict with local authorities 	<ul style="list-style-type: none"> - Over working load - Lack of relations with other local authorities - Loss in popularity 	-
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6.3.2.2. Guiding Local Actors

The second aspect of outer institutional capabilities is “Guiding Local Actors” that is determined by enabling capacity of the Municipality. It requires a long-term vision and strategic planning to let other actors to take responsibility in urban conservation. Therefore, functional capabilities to engage stakeholders, built consensus, define vision, formulate policies and strategies and evaluate progress is crucial. At that point, guiding local actors has two dimension as guiding other institutions and local community. First one is a combination of partnership and strategic planning. Second one is more technical issue than forms one and includes clearly defined application processes or technical and financial support to property owners and entrepreneurs. In this section, the second dimension of guiding is evaluated in detail. Relations with other local institutions are discussed in detail in Section 6.3.2.3.

As a primary source, questionnaire with local tradesmen is used to evaluate the perception of local community about guiding. Four questions are asked to investigate information flow before and after rehabilitation projects and to evaluate local communities’ knowledge about maintenance procedures and supporting unit, KUDEB. The first two ones are asked person who worked in historic city center during implementation of rehabilitation projects.

The first question, “Q-16 – Before the implementation of Rehabilitation Project did the Municipality give sufficient information to you?” asked to evaluate views of local tradesmen about information flow. 136 tradesmen in Gaziantep answered the question and 76 percent of them state that they got sufficient information

before implementation. In Şanlıurfa, 210 tradesmen answered the question and 84 percent of them state the sufficiency of information.

The second one, “Q.19- *After the implementation of Rehabilitation Project did the Municipality give sufficient information to you about crucial points and general hygiene*” is formulated to evaluate responsibility sharing. 116 tradesmen in Gaziantep answered the question and 54 percent of them state staffs of municipality as the information sources. In Şanlıurfa, 204 tradesmen answered this question and 51 percent of them state information meetings as the primary information source.

The third question, “Q.26- *When you want to maintain or change some physical assets is your shop or bazaar area, do you know who will help / support you?*” is formulated to measure not only guiding performance but also consciousness of local community. In Gaziantep, 194 tradesmen answered that question and 37 percent of them know the procedures. In Şanlıurfa, 281 person answered question and 60 percent of them know who will help or support them. This question is enhanced by a secondary question if answer is “Yes” and “*where do you learn / hear who will help you*” asked. In Gaziantep, 48 percent of them state brochures as primary information sources of them, approximately 35 percent have information by oral communication and 8 percent from information meetings. In Şanlıurfa, 58 percent have information by oral communication, 18 percent from brochures and only 16 percent from meetings.

The fourth question, “Q-27 – *Do you know / hear the conservation unit of the municipality, KUDEB*” is aimed to determine visibility of KUDEB in historic city center. 191 people in Gaziantep and 281 people in Şanlıurfa answered this question. However, only 11 percent in Gaziantep and only 15 percent in Şanlıurfa know / hear KUDEB as the conservation unit. This question is enhanced by a secondary question if answer is “Yes” and “*where do you learn / hear*” asked. Above ratios are too low to make further evaluation about the sources of information. However, in Gaziantep, the brochures are seen as the primary source of information with 57 percent. In Şanlıurfa, oral communications with

other tradesmen or municipal staff are the primary source with approximately 40 percent.

In terms of success in urban maintenance, guiding local actors has positive effects on management and good intervention dimensions. In other words, guiding let to enhance maintenance interventions and enable local community involvement.

In defined context, although aforementioned outputs of questionnaire present high rates of information flow and guiding, the interviews with key staffs in both Gaziantep Greater and Şanlıurfa Municipalities indicate that, there is no direct or partially involvement of local community to urban maintenance. The municipalities has implemented their varying scale projects according to principles defined by themselves, and only give information to local community. In some cases, a little bit financial support is wanted, but later these supports are denied because of populist policies. Therefore, there is no public programming for regular maintenance, created public sense of shared responsibility, yet. Low rates of visibility of conservation units (Outputs of question-27) indicate guiding local actors is established on individual relations and guiding could be institutionalized in both case study areas.

On the other hand, in terms of good intervention, according to official documents and interviews, Gaziantep-KUDEB tries to set technical supporting mechanism for property owners to get conservation grants from varying institutions like the Ministry of Culture. As a crucial guiding activity, Gaziantep-KUDEB prepared 40 applications for the grant of Project Preparation and 5 applications for the grant of Implementation that are given by the Ministry of Culture and Tourism. However, staff qualifications and technical capacity of Şanlıurfa-KUDEB is not sufficient to set such a support.

According to official record of Gaziantep-KUDEB, 8 property owners in 2006, 10 in 2007, 10 in 2008, 9 in 2009, 14 in 2010 and 34 property owners in 2011 has made maintenance application to KUDEB for their historic assets. There are standard application forms and required document in the official site of the Municipality, but most of the application forms are completed by staffs in KUDEB.

According to official record of Şanlıurfa KUDEB, 3 property owners in 2007, 17 in 2008, 24 in 2009, 14 in 2010 and 19 property owners in 2011 has made maintenance application to KUDEB for their historic assets. Key staffs stated that, they inform or warn property owners for such an application and mostly the application forms are completed by staffs in KUDEB.

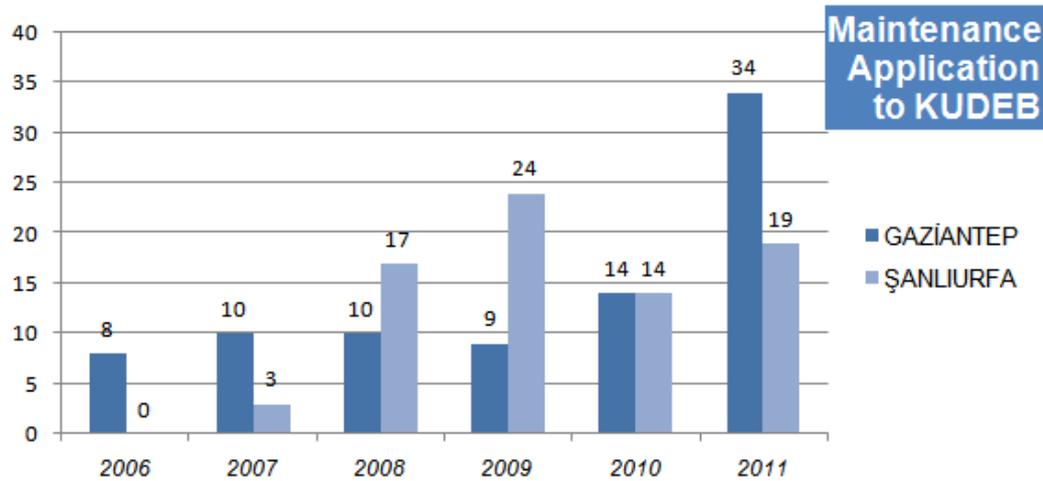


Figure 6-44: the numbers of maintenance application to KUDEBs since 2006

There is no increasing or decreasing rate for applications (Figure 6-33). More specifically, the possible outcomes of guiding local actors in urban maintenance, such as increase in the number and quality of applications or in the number of agreed protocol of maintenance is still low, which may be result of low community' capacities discussed in section 6.3.3 and 6.3.4.

Table 6-12: Comparison of Guiding Local Actors in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Lack of monitoring by community - Participation at information level - Basic encouragement to involvement 	<ul style="list-style-type: none"> - Administrative guide and technical support 	<ul style="list-style-type: none"> - Technical supporting - Draft guidance document - Technical supporting for the fund of the Ministry of Culture and Tourism
ŞANLIURFA	<ul style="list-style-type: none"> - Lack of monitoring by community - Participation at information level - Basic encouragement to involvement - The Mayor visits historic core and near environment almost every morning that enhance local interest 	<ul style="list-style-type: none"> - Lack of administrative and financial guide 	<ul style="list-style-type: none"> - Technical support for only applications to KUDEB - Informal technical support - Insufficient technical capacity.

6.3.2.3. Information Channels and Relations with Other Actors

The third aspect of outer institutional capabilities is “information channels” that determine visibility / known by others and “the relations with other actors” that based on strategic networking and relevant partnerships. Therefore, not only numbers but also quality of printed materials like guidelines, brochures and booklets are crucial. Institutionalized daily interactions or meetings enrich the information channels with social activities like info-days, and festival in historic city center. Moreover, as an important contemporary facility, up-dated and friendly-used official web-sites or other related web-sites enhance information channels.

Furthermore, regular meetings or info-days with other local institutions, local community and NGOs or shared programmes enhanced the relations with other

actors. Moreover, dissemination of know-how along natural or international bodies with memberships like Association of Historic Towns is crucial.

Both of the municipalities use small meetings with local community in the boundaries of project / intervention area. Those meetings have just informative context to introduce projects. At that point, the Metropolitan Municipality of Gaziantep has advantages of measured drawings and Regional Conservation Council approved projects. On the other hand, lack of measured drawings and approved project increases the risk of manipulation by powerful groups or local leaders.

In defined context, the Metropolitan Municipality of Gaziantep has published informative brochures and booklets about conservation activities in the city. Also, guiding documents have been prepared. Published materials are open to public in the main building of the Municipality and KUDEB. However there is no an updated touristic map of historic city center.

During the EU finance rehabilitation project in historic city center, varying brochures and leaflets were published at stage by stage. Then, a detailed informative touristic map of historic area and project area was published to create a base for other studies. The Municipality of Şanlıurfa, also, published recently updated brochures and a booklet for the conservation activities since 2004, but their numbers are limited to be open for public.

Official web-site of the Metropolitan Municipality of Gaziantep is updated and includes detailed and visually supported pages about conservation activities. Also, there is a basic interactive map presenting 360 degree views from conservation projects implemented areas. In addition to official site, there is a web-site known as “the History calling you” includes information about EU financed projects.

However, the official website of The Municipality of Şanlıurfa doesn't include information about most of the conservation activity. Also, its visual standards and design is not attractive. There is a link for interactive map and database, but it is not properly worked during the most of research process of the study.

Another crucial issue that determines relations of the Municipalities is the political and administrative relations in their cities. Political issues are too dynamic and complex to evaluate with qualitative terms. However, administrative relations let to enhance a conservative synergy, or not.

In defined context, the Governors are as important as the Mayors to set a conservative agenda or synergy for historic environment. Special provincial administrations that are managed by the Governors has financial and technical resources for conservation with recent legal and administrative framework. As mentioned before, the Mayors of the Metropolitan Municipality of Gaziantep and the Municipality of Şanlıurfa has been duty since local elections in 2004, while there are changes in the Governorships.

The Governors of Gaziantep has been changed twice time since local elections in 2004. M. Lütfullah Bilgin had been worked between 2003-2006, Süleyman Kamçı had been worked between 2006-2011 and Erdal Ata has been worked since 2011²³. As seen, in Gaziantep, the Metropolitan Municipality has the opportunity to work with a single governor during intensive period of urban conservation activities.

On the other hand, the Governors of Şanlıurfa has been changed four times since local elections in March 28, 2004. Şükrü Kocatepe (2003-2004), Şemsettin Uzun (2004-2006), Yusuf Yavaşcan (2006-2009) and Nuri Okutan (2009-2011) are former governors before Celalettin Güvenç has been on duty since 2011²⁴. Therefore, constantly changing structure made it difficult for the establishment of the institutional basis of relations between the Municipality and the Governorship.

In terms of urban maintenance, information channels with local actors enhance management dimension with dissemination, while relations with other actors develop planning and management dimensions.

²³ Official website of the Governorship of Gaziantep

²⁴ Official website of the Governorship of Şanlıurfa

Information channels primarily set information management to build capacity and increase public awareness that motivate local community and other actors. By the way, visibility will cause increasing interest and number of visitors

The questionnaire with tradesmen includes questions to evaluate visibility of the Municipality in conservation agenda by means of information channels. So firstly, “Q.28 – *Do you know other conservation activities by the Municipality of your street or near environment*” and “*if yes what is your primary source of information.*” is asked. 74 percent of 196 tradesmen, who answered question, know other conservation activities in Gaziantep. However, only 33 percent of 280 tradesmen know other projects in Şanlıurfa.

After that, as the second question “Q.31 – *Do you think the Municipality efficiently works on the conservation of historic environment*” is asked to evaluate the visibility of conservation activities. In both Gaziantep and Şanlıurfa all sample population gave answer to that question and 85 percent in Gaziantep, 69 percent in Şanlıurfa think the Municipality efficiently works on the conservation of historic environment.

According to interviews with local community leaders, there is a growing number of tourist visiting historic city centers of Gaziantep and Şanlıurfa. However, in Şanlıurfa, local community leaders underline the lack of routing and orienting activities. So, visitors only visit Balıklı Göl and near surrounding. They are interested with inner site of historic city center and commercial activities. Especially, the head of Chambers of Coppersmith focused on this issue, because of low rate of economic interest from traditional occupations.

As mentioned above relations with other actors enhance success in planning and management dimensions of urban maintenance. Programming that includes condition surveying and risk management are possible outcomes in planning in urban maintenance. Successful implementation of joint works, motivated local actors and increasing level of synergy are possible outcomes in management dimension.

In defined context, the interviews with key staff and documental searches indicate that the Metropolitan Municipality of Gaziantep is more successful than the Municipality of Şanlıurfa in terms of local partnerships and strategic networking with local actors to create a synergy in the city for urban conservations.

During the implementations of EU financed project under the GAP-CHD Programme, The Metropolitan Municipality of Gaziantep started a frame project called as “Culture Road” that includes varying conservation activity like rehabilitations and restorations. The boundaries of project’ first stage starts from the Castle and ends with Historical Inns. Regular meetings are arranged with the Governorship of Gaziantep, Şahinbey Municipality and the Provincial Directorate of Foundations to set a strategic partnership within the scope of general programme between 2004 and 2009. All local institutions have arranged their annual financial and technical resources according to that program prioritize historic entities in the boundaries of Culture Road. By the way, the Metropolitan Municipality of Gaziantep implemented conservation activities and improved infrastructure of the area. Also, individual property owners are technically or financially supported. Regular meetings and projects have been continued according to up-dated programme from 2009 to 2014.

In addition to administrative activities and intervention relation in Gaziantep, the conservation unit disseminate their know-how and give consulting service to other municipalities and special provincial administrations by using network of the Historic Towns Associations in Turkey. Moreover, there are the EU financed ongoing programmes to enhance international network of the Metropolitan Municipality within conservation and urban design activities. One of them, which is cooperation of the Metropolitan Municipality of Gaziantep, the Municipality of Karlstads in Sweden and the Municipality of Essex in the U.K., is aim to prepare an “Urban Design Guidance”.

In Şanlıurfa, although a trigger effect was started with EU financed project under the GAP-CHD Programme in historic city center, a synergy could not be established between the Municipality of Şanlıurfa and other local authorities. There is no a general programme or plan for the conservation activities in

historical sites of Şanlıurfa. Moreover, the conservation plan is not updated, yet. As a result, each local authority prepares and implements varying conservation activity without information from others. For example, conservation unit in the Municipality do not have information about conservation projects of the Governorship, where there are well-conserved traditional houses. So, even the scopes of implemented or ongoing conservation activities in the city are not clear.

Table 6-13: Comparison of Staff Qualifications in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Action Plans with other authorities and property owners - Local involvement at information level 	<ul style="list-style-type: none"> - Culture Road Project - EU financed projects - Association of Historic Towns in Turkey - ÇEKÜL (official consulting mechanism) 	-
ŞANLIURFA	<ul style="list-style-type: none"> - There is no strategic plan - Local involvement at information level - No official relation with other actors 	<ul style="list-style-type: none"> - METU-TAÇDAM (official consulting mechanism until 2009) - EU financed projects - ÇEKÜL (guidance document) 	-

Consequently, in terms of urban maintenance, outer institutional capacity in Gaziantep is moderately higher than Şanlıurfa. However, there are inefficiencies in Gaziantep in a relation with the involvement of local community. In both case study areas, involvement of local community could be realized at information level (Figure 6-45).

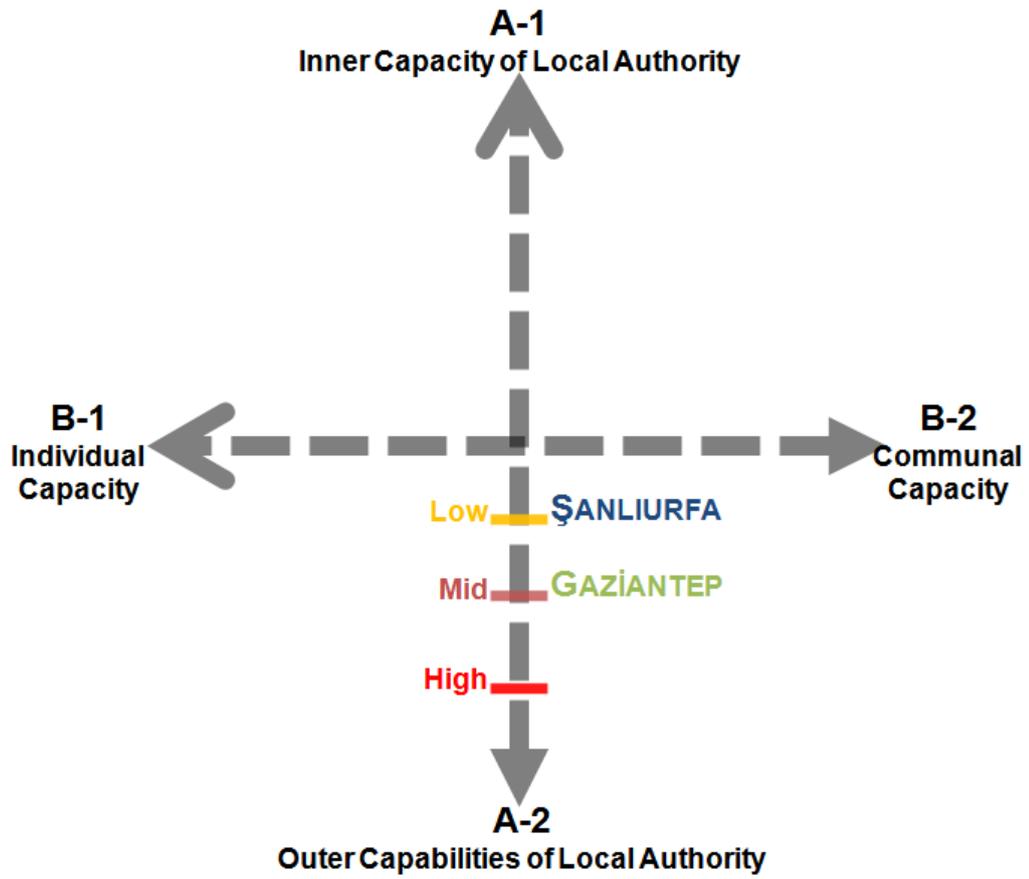


Figure 6-45: Outer institutional capacity in terms of urban maintenance in Gaziantep and Şanlıurfa.

6.3.3. Individual Capacities

6.3.3.1. Consciousness / Responsiveness to Historic Entities

The first aspect of individual capacity is cultural consciousness and responsiveness to historic entities. As Erder (2007) states, cultural consciousness and responsiveness is a cumulative manner of varying issue like education, pleasure, satisfaction from historic environment, awareness and citizenship. Therefore, aware of near environment, knowing crucial monumental structures, use of historic structures and the level of being active are crucial.

The questionnaire with tradesmen includes questions to evaluate individual consciousness and their responsiveness to historical entities.

The ages of tradesmen are asked to determine overall age groupings in historic city centers. Although younger groups have a dynamic for economic activities, older people may be more conservative for traditional relations. Ages are grouped as between 17-29, 30-39, 40-49, 50-59, and older than 60. The first group is indicating young population, the second and third ones are mid-ages and other is old-ages. In Gaziantep, older population indirectly enhances consciousness of local community bases on cultural relation and intangible links with historic core.

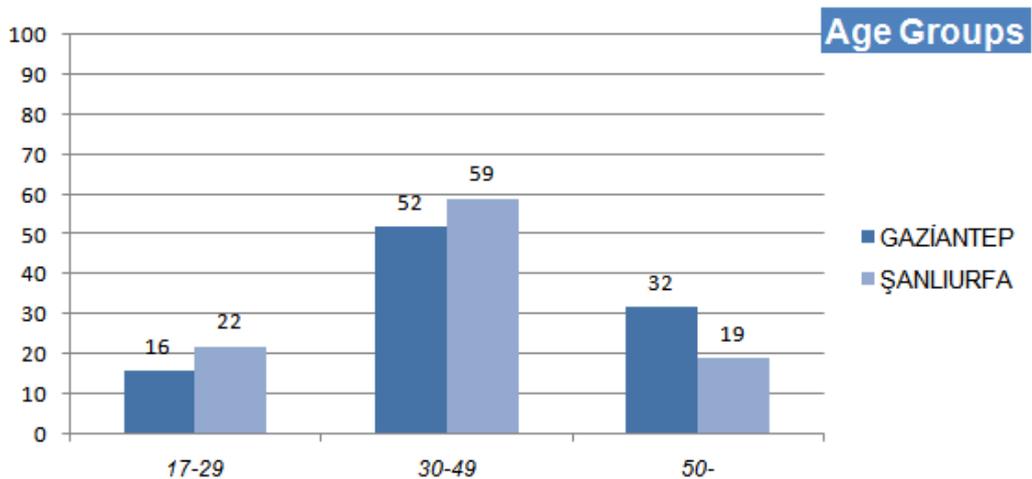


Figure 6-46: Age groups in historic city centers

The genders of tradesmen are noted to evaluate local grouping or social supporting mechanism based on gender. However 282 questionnaires in Şanlıurfa and 226 questionnaires in Gaziantep are completed with local tradesmen and whole of them are male in both case area. Therefore, there is no difference between case study areas in terms of gender.

Education level is another indicator of consciousness of local community. In Gaziantep, only 5 percent graduated from high education. 19 percent graduated from high school, 27 percent graduated from mid-school and 47 percent graduated from primary school. In Şanlıurfa, only 4 percent graduated from high education. 28 percent graduated from high school, 28 percent graduated from mid-school and 38 percent graduated from primary school. Those results do not indicate an influential difference between case study areas.

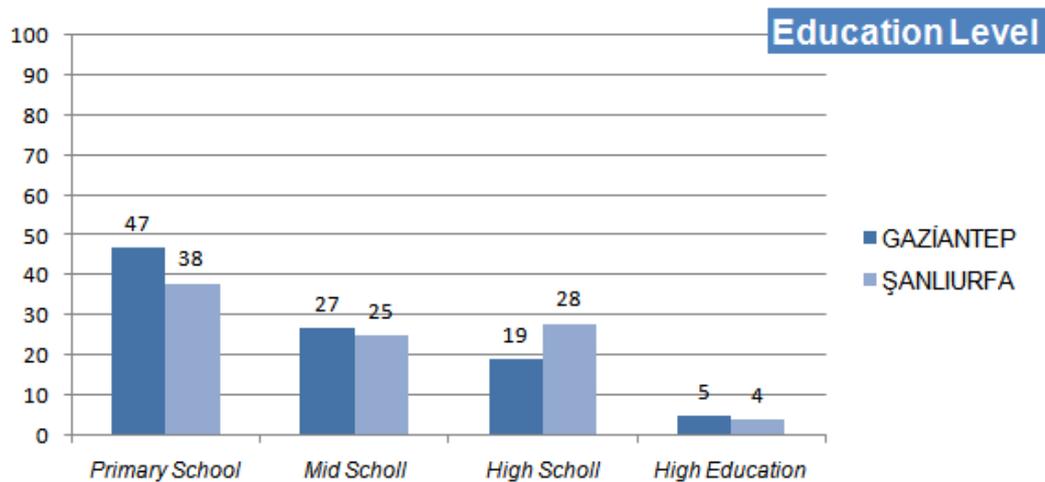


Figure 6-47: the levels of education in historic city centers

The **occupations** of local tradesmen are also crucial for local consciousness and responsiveness. Especially traditional occupations have lived with the authenticity of historic city centers. Moreover, touristic activities enhance some new forms of occupations. On the other hand, there are hazardous occupations that cause deterioration in historic city center by ineligible use of historic assets or creating pressure on their historic settings by traffic pressure. So, occupations in historic city center are grouped as traditional – touristic activities, daily trading, electronic, gastronomic activities, jewelers, daily services and ineligible use (mass stocking or risk of fire).

In Gaziantep, 46 percent is traditional – touristic activities and 37 percent is daily trading activities that serve especially local people. However, in Şanlıurfa, only 20 percent is traditional – touristic activities. Jewelers are 12 percent. Electronic activities includes mostly seller of second hand mobile phones are 10 percent that cause a decaying effect in historic center.

In terms of success in urban maintenance, consciousness and responsiveness to historic entities determine individual relations with and interventions to his/her living area. In defined context, in terms of planning dimension, consciousness and responsiveness enhance the willingness of planning processes. As mentioned above, recent planning process in case study areas do not offer such an environment for efficient involvement. Only information base meetings are possible. So, **the ratio of participation to meetings and activities** arranged by the municipality could be used as another indicator. 31 percent in Gaziantep, 83 percent in Şanlıurfa participate the activities arranged by the municipality.

In terms of success in urban maintenance, consciousness is critical to create a public sense based on responsiveness. Therefore, in addition to descriptive characteristics of tradesmen, their relations with historic city center are investigated to understand the level of consciousness. In Gaziantep, 87 percent of tradesmen are **delighted to live in historic city centers**, while 73 percent are delighted in Şanlıurfa.

As another indicator, the responsiveness or **interest of local tradesmen to historic entities around their near environments** are investigated. Both in Gaziantep and in Şanlıurfa 98 percent of local tradesmen could say one place. However, in Şanlıurfa only 27 percent of them could say another place while 58 percent in Gaziantep. Moreover, only 8 percent could say three place while 28 percent in Gaziantep.

The level of consciousness is also effective on good intervention dimension of urban maintenance. First indicator of consciousness and responsiveness is the quality of maintenance applications and their numbers. As mentioned in Section 6.3.2.2. There is no growing number of applications. One of the indicators of responsiveness is the quality of applications to KUDEB for maintenance or any

other conservation activity. Both in Şanlıurfa and Gaziantep, the applications are not complete to be eligible decision making. Therefore, according to interview with key staff, although only a written application with the deed and photographs is sufficient, each application is re-prepared within KUDEB.

In addition to individual consciousness, responsiveness to historical details is investigated. The **maintenance habits of local tradesmen** are asked to evaluate their responsiveness as an indicator of intervention dimension of urban maintenance. In places, where rehabilitation projects have not been implemented yet, regular maintenance habits are asked. In Gaziantep, 60 percent of local tradesmen, who works in out of implemented project areas, do not maintain their workshops. This ratio is lower in Şanlıurfa, 43 percent do not maintain. The interpretations of local tradesmen indicate that these ratios also present the expectations of local tradesmen for rehabilitation activities.

As another asset of individual capacity, **the reactions of local tradesmen to rehabilitation or conservation activities** are investigated to evaluate their consciousness. Question-17 and 18 are related with this issue.

In Q-17, the reactions of local tradesmen are asked according to their first reaction and possible changes in reaction. In Gaziantep, 51 percent accepted the rehabilitation activities, 38 percent primarily do not accept but then persuaded with the municipality or other tradesman. 11 percent do not accept the rehabilitation but the municipality implemented the project. In Şanlıurfa, only 13 percent accepted the rehabilitation activities, 70 percent primarily do not accept but then persuaded with municipality of other tradesman. 17 percent do not accept the rehabilitation but the municipality implemented the project.

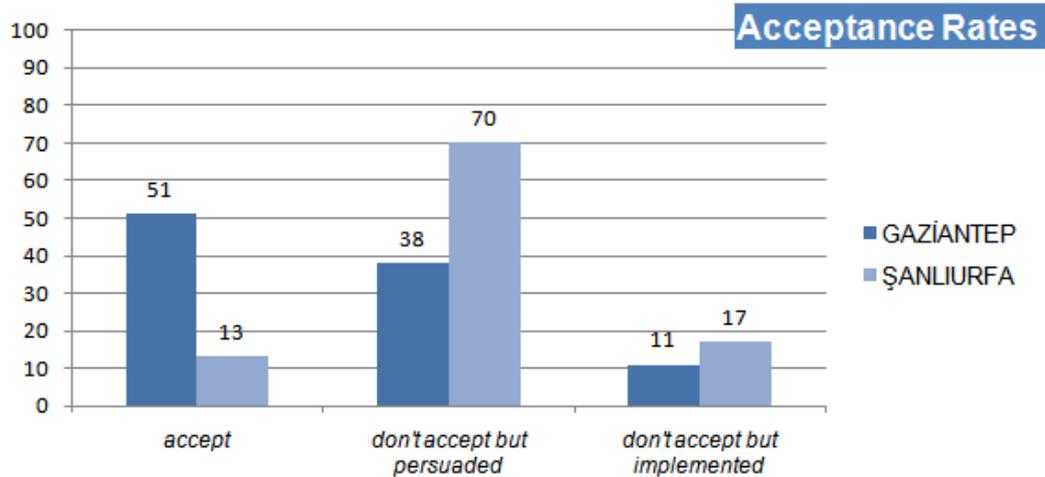


Figure 6-48: Acceptances rates of rehabilitation projects by local tradesmen

Also, **the supports of local tradesmen to rehabilitation or conservation activities** are asked with Question 18. The outputs of Q-18 present a different scale from Q-17. In Şanlıurfa, 52 percent have supported the rehabilitation process by persuading other tradesmen, maintaining their workshops or financial terms. However, only 23 percent have supported the rehabilitation process in Gaziantep.

As another indicator, **the satisfactions of tradesmen after rehabilitation projects** are investigated. In Gaziantep, 76 percent is satisfied with the rehabilitation activities and 75 percent of them state that the historic entities are conserved. In Şanlıurfa, similarly 81 percent is satisfied with the rehabilitation activities and 92 percent of them state that the historic entities are conserved.

At that point, valuation is a crucial issue in consciousness and responsiveness. However, as mentioned in the Introduction, valuation discussion based on ascribed values by experts and by local community is another detailed question for further researches. Therefore, in this section, only basic terms are evaluated to determine social capital, briefly.

According to results of questionnaire and basic evaluation during interviews with key staffs, individual capacity in Gaziantep is a little bit more than Şanlıurfa. Aged tradesmen dealing with traditional occupations have a consciousness to survive their works. However, in Şanlıurfa, changing land-use and younger population dealing with commercial activities like electronic and mobile-phones decrease the rate of responsiveness.

The most of population are grateful to work in historic city center, but they do not want to involve urban maintenance process because of varying reason or excuses. In any case, usually, local tradesmen in Gaziantep positively accept interventions of the Metropolitan Municipality. However, in Şanlıurfa, urban maintenance interventions could not accepted easily. In some case, interventions could be harmed by tradesmen, too. During the implementation of the Rehabilitation Project co-financed by the GAP-CHD Programme, renovated street pavements and built water elements are damaged by motorcycle traffic, although there are varying preventing mechanism.

Table 6-14: Comparison of consciousness and responsiveness in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Two informative meetings during planning process (Conservation Plan) according to legal terms. 	-	<ul style="list-style-type: none"> - No involvement to intervention - No financial support
ŞANLIURFA	<ul style="list-style-type: none"> - Informative meetings will be realized during planning process (Conservation Plan) according to legal terms. 	-	<ul style="list-style-type: none"> - No involvement to intervention - No financial support - Manipulation - Lack of maintenance

6.3.3.2. Community Appropriation

The second aspect of individual conservation capacity is community appropriation based on sense of belonging to historic city center. Inhabitants have been settled in case area or worked in historic centers for longer times, turnover of commercial activities, the ratio of tenant to property owners are indicators of community appropriation. Birthplace, belonging and family relations, also, enhance community appropriation.

The questionnaire with tradesmen includes questions to evaluate community appropriation in historic city center. The first indicator is **the ratio of the property owners and tenants**. 33 percent in Gaziantep, 42 percent in Şanlıurfa are the property owners.

The durations of living or working historic city centers are also indicators of community appropriation. 53 percent live in Gaziantep more than 40 years, 42 percent between 20 and 40 years and only 5 percent live less than 20 years. 40 percent live in Şanlıurfa more than 40 years, 54 percent between 20 and 40 years and 6 percent live less than 20 years.

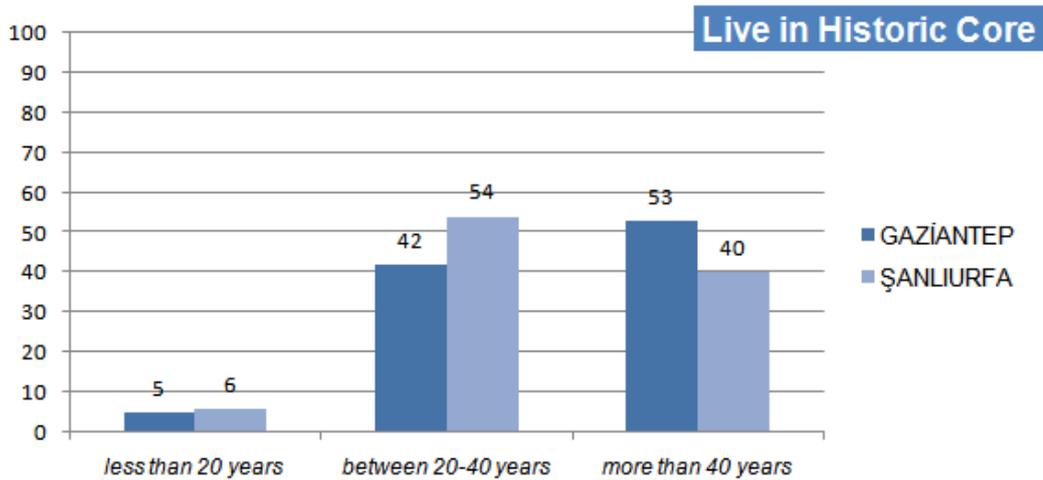


Figure 6-49: Living periods in case study areas

On the other hand, 20 percent have work in Gaziantep more than 40 years, 40 percent between 20 and 40 years and 40 percent work less than 20 years. Only 8 percent work in Şanlıurfa more than 40 years, 36 percent between 20 and 40 years and 56 percent work less than 20 years.

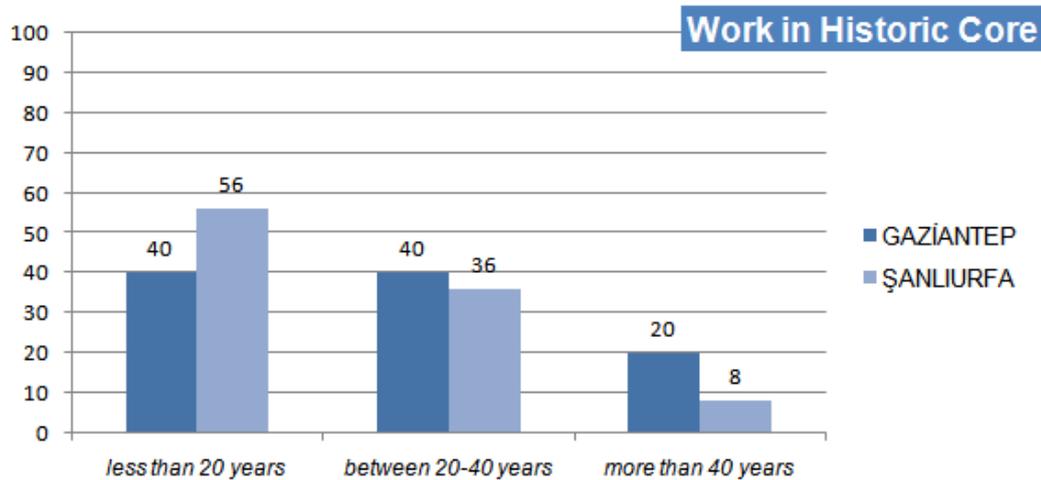


Figure 6-50: Working periods in case study areas

In a relation with working in historic city centers, Q-11 **“when you earn more do you whether continue work in historic city center or not”** is asked to evaluate community appropriation. In Gaziantep, 82 percent states that continue to work in same workshop, 14 percent in another workshop in historic center. In Şanlıurfa, 77 percent states that continue to work in same workshop, 17 percent in another workshop in historic center.

Community appropriation has a direct relation with management dimension of urban maintenance to create a sense of belonging and so willingness to maintenance. However, following rates indicate low levels of community appropriation in Gaziantep and Şanlıurfa Historic City Centers.

The output of question-39 **“do you think who maintain the historic environment”** indicates that, 81 percent in Gaziantep and 88 percent in Şanlıurfa see the Municipalities as the responsible body. Only 13 percent in

Gaziantep and 12 percent in Şanlıurfa see local tradesmen as collectively responsible.

As another challenging question, the output of questions-40 “**do you accept the responsibility of maintenance**” indicates that 30 percent in Gaziantep and 36 percent in Şanlıurfa may accept a responsibility. In Gaziantep, the rate of acceptance is higher, where primarily rehabilitation projects were implemented.

As another crucial point, peddlers and people lives near around changes social structure of historic city center of Şanlıurfa at the evening hours. In other words, after tradesmen closes their shops, another population / informal sector works in historic core, who are not care about historic setting or urban maintenance anymore.

Table 6-15: Comparison of community appropriation in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	<ul style="list-style-type: none"> - Lack of involvement 	<ul style="list-style-type: none"> - Lack of shared responsibilities with local community 	<ul style="list-style-type: none"> - Basic auto-control with older tradesmen and local leaders - No willingness to take responsibility - Low level of regular maintenance by local community
ŞANLIURFA	<ul style="list-style-type: none"> - Lack of involvement 	<ul style="list-style-type: none"> - Lack of shared responsibilities with local community 	<ul style="list-style-type: none"> - No willingness to take responsibility - Low level of regular maintenance by local community - Careless use of historic core with night population

Consequently, in terms of urban maintenance, individual capacity in Gaziantep is a little bit higher than Şanlıurfa because of older population, who has been worked in historic core and care about historic setting. However, there is no smart difference between consciousness and responsiveness levels in case study areas. However, in Şanlıurfa, night population causes decay and deterioration in historic city center because of careless use of historic setting (Figure 6-51).

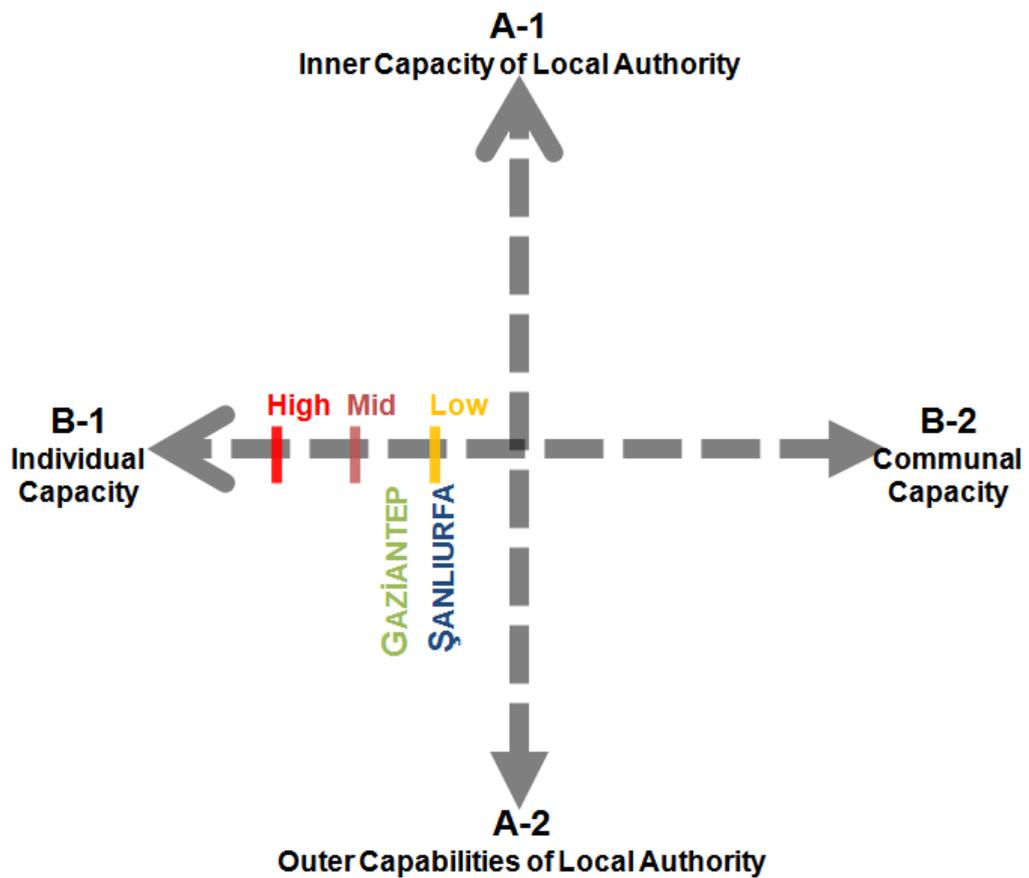


Figure 6-51: Individual capacity in terms of urban maintenance in Gaziantep and Şanlıurfa.

6.3.4. Community Capacities

6.3.4.1. Networks and Size of Networks

The first aspect of community capacity is networks means horizontal and vertical ties within local community, tradesmen in historic city center in this study. Therefore, mutual relations, daily practices, responsibility sharing and ability to solve problem with own capacity and access to resources are crucial. Those cause the use of common name and tolerance to diversity

The questionnaire with tradesmen includes questions to evaluate networks and size of networks in historic city center.

Question-38 investigated **the reactions of local tradesmen to a need of maintenance** in their street or bazaar area. 46 percent in Gaziantep, 26 percent in Şanlıurfa mention about individual reactions. 38 percent in Gaziantep, 50 percent in Şanlıurfa inform Municipality by communicating a local leader.

Question-41 tries to investigate different dimension of local network by measuring **helping tradesmen who in bad economic condition**. 45 percent in Gaziantep and 51 percent in Şanlıurfa states that tradesmen help each others. These ratios are near to make a comparison between them.

Therefore, interview with key staff and especially interview with local leaders are crucial to evaluate networks in historic city center. In Gaziantep, local leaders state that there is a local culture of working together in the historic city center of Gaziantep, especially between people who deal with similar occupation. That is a result of economical relations and trading culture in historic city center, too. However, in Şanlıurfa, networks based on trading relations are lower than Gaziantep. Almost each local leader states that condition as a weakness of Şanlıurfa beside Gaziantep.

Networks and size of networks are essential in terms of management dimension of urban maintenance.

Question-37 aims to investigate **conservation, maintenance of similar works that are implemented by tradesmen** out of the implementations of municipality or other local institutions. Only 8 percent in Gaziantep and only 1 percent in Şanlıurfa states implementations as a cooperation of tradesmen.

Both in Gaziantep and Şanlıurfa the ratios of collective action are too low to determine networks. Therefore, spatial groupings and occupational relations are crucial for communal capacity.

Table 6-16: Comparison of networks and size of networks in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	-	– Lack of shared responsibilities with local community	– No conservation activity implemented by local community themselves – No regular maintenance – Over load on the local authorities
ŞANLIURFA	-	– Lack of shared responsibilities with local community	– No conservation activity implemented by local community themselves – No regular maintenance – Over load on the local authorities

6.3.4.2. Formal / Informal Groups

The second aspect of community capacity is formal or informal grouping in historic city centers that cause such a synergy of shared interest. At that point, membership rates in NGOs, in the chambers of petty industries or commercial activities and faith-based social capital are crucial.

The formal and informal groups are investigated by the questionnaire with tradesmen with questions 34 – 35 – 36 and 37. According to outputs of these questions, 64 percent in Gaziantep, 53 percent in Şanlıurfa are the members of occupational chambers. However, approximately whole of them stated that there are any other formal or informal groups to maintain, conserve or beauty historic center. Only 8 percent in Gaziantep and 1 percent in Şanlıurfa mentioned about collective actions.

According to interview with local leaders membership rates of occupational chambers are less in Şanlıurfa than Gaziantep.

In any case, because of lack of NGOs out of occupational chambers, especially informal grouping is going to be evaluated with spatial / geographical grouping below, Section 6.3.4.3.

6.3.4.3. Spatial Togetherness

The third aspect of community capacity is spatial grouping is a form of informal networks based on geographically likeliness, neighborhood connections or work connections and cooperation. It is a type of identity linked to space / “place identity”. Spatial grouping sometimes cause a collective reaction to enforced implementation by outer actors or local authorities. However, spatial segregation and the rate of migration in area weaken the degree of grouping.

Extensive surveys based on space relations and land-use mapping are helpful to determine spatial grouping.

The outputs of the questionnaire with tradesmen include clues for spatial grouping in historic city centers. As mentioned in Chapter-5, the Method of the Study, questionnaires are implemented according to sub-zones, 10 zones in Gaziantep and 19 zones in Şanlıurfa.

According to interview with key staff, in Gaziantep, at the beginning of conservation activities like the Rehabilitation of Coppersmith’ Bazaar, there was a huge rate of reaction. However, these reactions have gained a positive direction for more implementation. The interviews of local leaders present detailed

knowledge of the area and willingness of local community in historic city center for urban conservation.

In Gaziantep, especially, the head of Chambers of Coppersmith enhance the development of their occupations by training programs and strategic networking for touristic activities. Also, other local leaders mention from the establishment of security infrastructure by co-operation of tradesmen.

On the other hand, in Şanlıurfa, the head of occupational chambers like Tailors, Dry Goods or Jewellery are seen as the contact person with the municipality or complaint point.

Furthermore, spatial grouping caused negatively changes in conservation activities. In other words, some groups manipulate intervention in urban maintenance. In such public squares like *Bıçakçı*, *Kavafhane*, *Kazancı* and *Haşimiye* (traditional names of public squares), physical design projects, which are approved by the Regional Conservation Council and finance by EU and The Municipality of Şanlıurfa within the scope of The Rehabilitation Project, had been completely destroyed as a result of collective reaction of tradesmen in the squares.

Table 6-17: Comparison of Spatial Togetherness in terms of urban maintenance.

	Planning	Management	Intervention
GAZIANTEP	-	<ul style="list-style-type: none"> - Increasing consciousness in occupational chambers - Increasing interest in tradesmen in a relation with spatial links. 	<ul style="list-style-type: none"> - Training programmes - Collective security systems
ŞANLIURFA	-	<ul style="list-style-type: none"> - Occupational chambers seen as complaint points 	<ul style="list-style-type: none"> - Manipulation by local leaders - Negative changes in public squares



After project



Recent



After project



Recent

Figure 6-52: Photographs of Bıçakçı Square after project and recently taken (Belge B.' personal archive and METU-TAÇDAM)

6.3.4.4. Trust in Community

The fourth aspect of community capacity is an issue of self-trust, trust to each other and trust to local authorities.

The questionnaires with local tradesmen are used to measure both **trust to the municipality and trust in community**. 80 percent in Gaziantep and 71 percent in Şanlıurfa trust to the Municipality. 91 percent in Gaziantep also trust the Mayor of the Metropolitan Municipality of Gaziantep. 75 percent in Şanlıurfa also trust to the Mayor of the Municipality of Şanlıurfa.

Trust in community is investigated according to the rates of trust to person who came from same place, has same occupational background, work in near

environment, everybody or nobody. In Gaziantep, 26 percent trust person who came from same place, 14 percent to colleagues, 28 percent to near environment, 4 percent to everybody and 28 percent to nobody else. In Şanlıurfa, 14 percent trust person who came from same place, 13 percent to colleagues, 41 percent to near environment, 3 percent to everybody and 29 percent to nobody else.

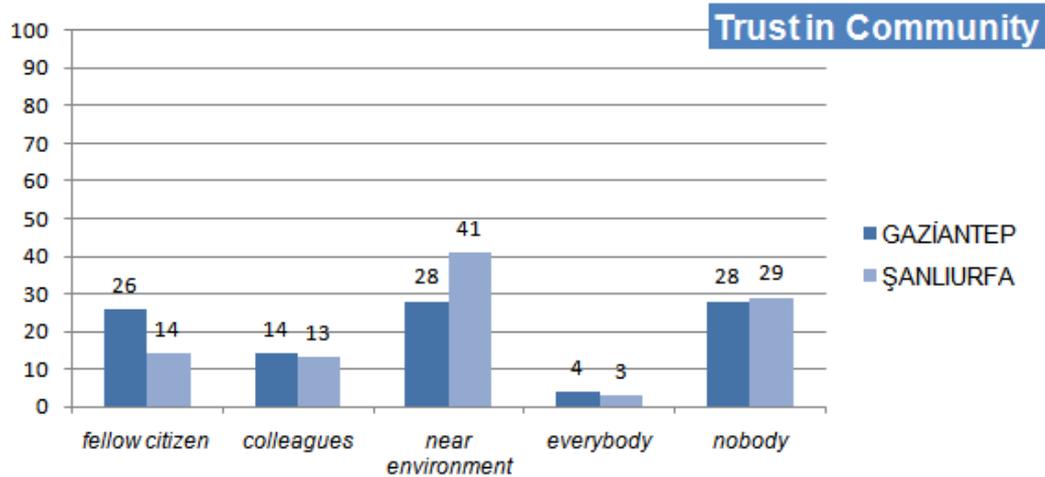


Figure 6-53: Trust in community

Trust in local community is crucial to enhance management dimension in terms of urban maintenance by collective actions, increasing number of NGOs and especially increasing rate of acceptance of urban maintenance by mutual relations.

In addition to obtained data by questionnaire, interviews with local leaders let to get detail information. In Gaziantep, local leaders mention about the trust in community based on living and working together for a long time as a tradition from ancestries. Also, all local leaders state their trust to municipality and the Mayor.

However, in Şanlıurfa, there is a more complex social structure in historic city center and younger tradesmen trust each other less than elderly ones. Moreover, because of political background differences resulted from the local elections of 2004, some of local leaders complaint from the Mayor and implementations of the Municipality. In any case, such contemporary implementations decrease the level of trust to the Mayor and the Municipality in specific regions where economic turnovers have been decreased.

Table 6-18: Comparison of Trust in terms of Urban Maintenance

	Planning	Management	Intervention
GAZIANTEP	-	– Increasing level of trust to the Metropolitan Municipality	– Chance for collective action bases on elderly population – Low level of mutual cooperation
ŞANLIURFA	-	– Decreasing level of trust, because of unlike contemporary applications	– No collective action because of younger population and their social backgrounds – Low level of mutual cooperation

6.3.4.5. Local Leadership

The fifth aspect of community capacity is local leadership that are usually elderly, wise or reliable persons in locality. In our case they are usually Headman / *Muhtar* or the Head of Occupational Chamber.

In defined context, questionnaire includes Question-43 for both determining local leaders and measuring sense of vocation / their visibility. The question-43 **“Do you think is there a local leader in your street or bazaar”** aims to evaluate local leadership in historic city center while determining names for interview with local leaders. 15 percent in Gaziantep and 32 percent in Şanlıurfa gives a name

of local leader. Especially the heads of occupational chambers and headmen / *muhtar* are indicated as local leaders.

Local leadership is crucial for all dimensions of urban maintenance. They should be seen as the representatives of local community. By the way, they may be contact point between local institutions and local authority.

According to defined context, in both case study areas, the Municipalities inform local leader before and during the implementations to ease implementation process. That informative approach is affirmative for both two cases.

However, as mentioned above, sometimes, local leadership is used to manipulate urban maintenance like aforementioned applications, where Sultan Street and Ucuzluk Bazaar, stated by Muhtar, he is also the Head of Chambers of Bijouterie, in Şanlıurfa Historic City Center.

On the other hand, local leadership is also essential for monitoring of intervention. In Gaziantep, especially the Chamber of Coppersmith is more organized than other chambers in not only Gaziantep but also Şanlıurfa. The head of chamber enforce coppersmith to prevent harmful interventions. In Şanlıurfa, local leaders are seen as complaint point for every problem in historic city center, even problems in their shops.

Table 6-19: Comparison of Local Leadership in terms of Urban Maintenance

	Planning	Management	Intervention
GAZIANTEP	-	- Affirmative involvement of local leaders at information level.	- encouraged commercial relations
ŞANLIURFA	-	- Affirmative involvement of local leaders at information level	- High level of manipulation

Consequently, in terms of urban maintenance communal capacity in Gaziantep is higher than Şanlıurfa because of elderly population and commercial relations enhancing communal capacity. Recent land-use structure in Şanlıurfa has been deteriorated by inappropriate land-uses that decreases communal capacity bases on spatial togetherness. Furthermore, local leadership causes manipulation in Şanlıurfa (Figure 6-54).

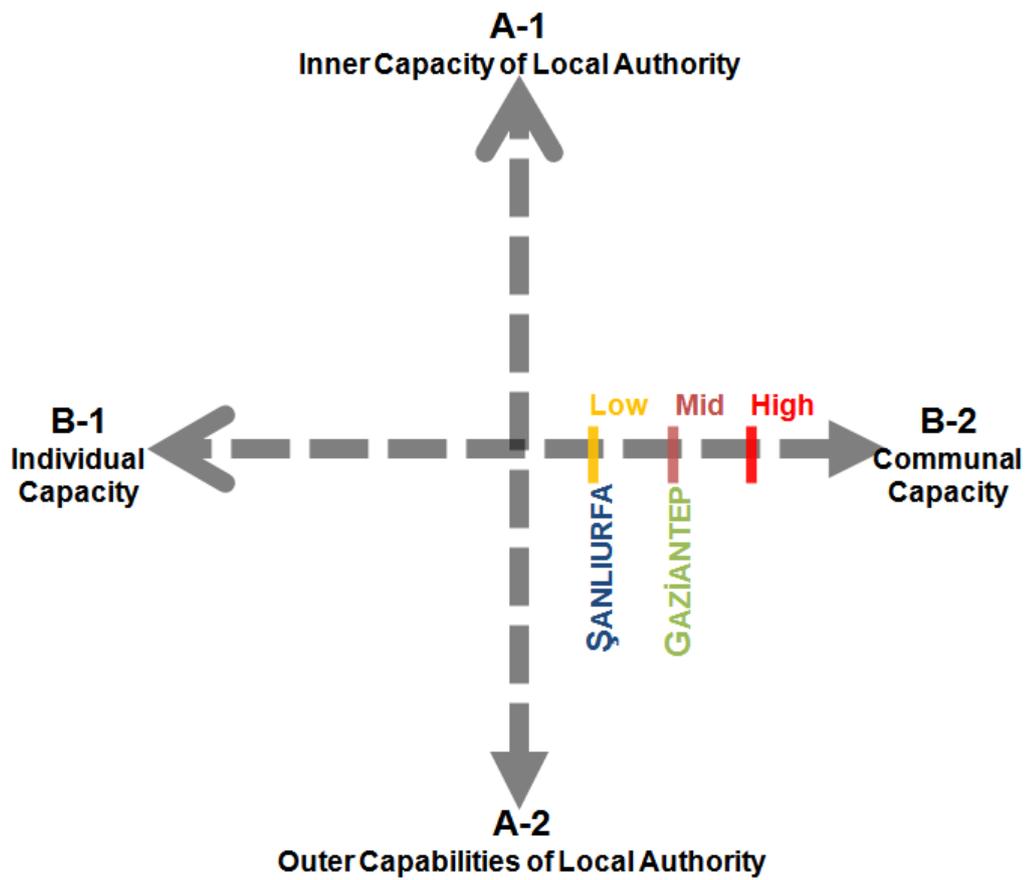


Figure 6-54: Communal capacity in terms of urban maintenance in Gaziantep and Şanlıurfa.

6.4. Local Conservation Capacity in Urban Maintenance, Gaziantep and Şanlıurfa

As mentioned in the method chapter, Local Conservation Capacity includes two main variables that are institutional capacity and community capacities. Each of them compromise interior and exterior factors;

- **A- Institutional Capacity**
 - A-1 / Interior Capacity of Local Authority
 - A-2 / Exterior - Outer Capacity of Local Authority
- **B- Community Capacity**
 - B-1 / Interior Capacity of Local Community – Individual Capacity
 - B-2 / Exterior - Outer Capacity of Local Community / Community Capacity

In defined context,

- Institutional Capacity is LOW, when A-1 and A-2 is LOW
- Institutional Capacity is MID, when A-1 is HIGH and A-2 is LOW or A-1 is LOW and A-2 is high
- Institutional Capacity is HIGH, when A-1 and A-2 is HIGH
- Community Capacity is LOW, when B-1 and B-2 is LOW
- Community Capacity is MID, when B-1 is HIGH and B-2 is LOW or B-1 is LOW and B-2 is high
- Community Capacity is HIGH, when B-1 and B-2 is HIGH

When evaluating case study areas according to defined context of the ladder of local involvement in urban maintenance varying local conservation capacities and outcomes become clearer.

There are no sharp differences between the individual capacity / social capital in Gaziantep and Şanlıurfa Historic City Centers. However, communal capabilities of local tradesmen in Gaziantep are better than Şanlıurfa because of preserved traditional and occupational relations, while occupational structure has been interrupted by changing land-use. On the other hand, although the Mayor of the Municipality of Şanlıurfa set a vision and mission with his capabilities, inner and outer capabilities of the Metropolitan Municipality of Gaziantep are so higher than the Municipality of Şanlıurfa in terms of staff qualifications, financial capacity and networking with other actors. However, the capabilities of both of the Municipalities are low to set a wider frame for urban maintenance. Moreover, GIS usage, database management and archives are insufficient to enhance inner capabilities of both of the Municipalities.

As a result of these, the Metropolitan Municipality of Gaziantep has implemented urban maintenance by informing, and then could get feedback. Moreover, negotiation and voluntary conservation is possible in low levels, such property owners have implemented restoration works in the context of “Action Plans” of the Metropolitan Municipality. In addition, the Chamber of Coppersmith in Gaziantep has developed training programmes and trading activities to sustain their traditional occupation as an intangible heritage. Moreover, some bazaars and streets have hired security services a cooperative action. However a shared responsibility could not be established, yet , to provide regular maintenance.

The Municipality of Şanlıurfa has implemented urban maintenance by informing similar to Gaziantep, but local community hasn't give a positive feedback to information because of low levels of social and communal capacity. Moreover, some politically or traditionally powerful groups manipulate conservation activities in historic city center. The lack of staff qualifications in the Municipality let them for manipulation, too.

For example, after the completion of the Rehabilitation Project implemented by co-financing with GAP-CHD Programme, the arrangements of public squares are demolished by the Municipality because of pressure from local tradesmen. Although the project was approved by the Regional Conservation Council, the

pools and street furniture aiming to establish a public place and limit the motor traffic are wholly demolished. Today, public squares are used as parking areas of motorcycles.

As another example, on-going renovations of street coverings are manipulated in each street by tradesmen. Therefore, there is a mess of variety in implemented projects.

In addition, there are mass traders and second-hand commodity sellers in historic commercial area. Also, there is a increase of electronic and similar shopping that interrupted traditional character and significance of historic setting. These new traders are not dealt with maintenance activities anymore.

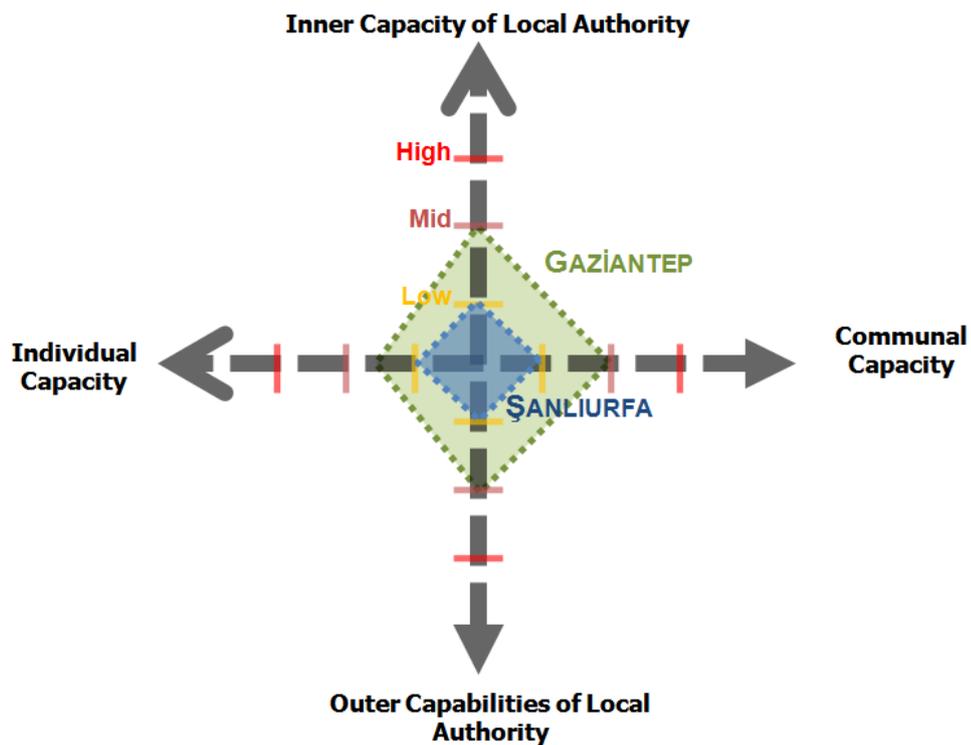


Figure 6-55: Comparison of success in urban maintenance in terms of local conservation capacity in Case Study Areas

As a result of overall discussions, in Gaziantep, implemented and on-going urban maintenance interventions could be evaluated in a scale of mainly information levels to voluntary conservation. However, in Şanlıurfa, rejection and negatively manipulation could be observed (Figure 6-56).

In defined context, summary comparative tables (Table 6-20 and Table 6-21) are prepared to get an overall evaluation. In comparative tables, a four level scale is used to evaluate the effects of each aspect of local conservation capacity within success of urban maintenance.

*	Significant effect
+	Moderate effect
-	Negative effect
.	No direct relation

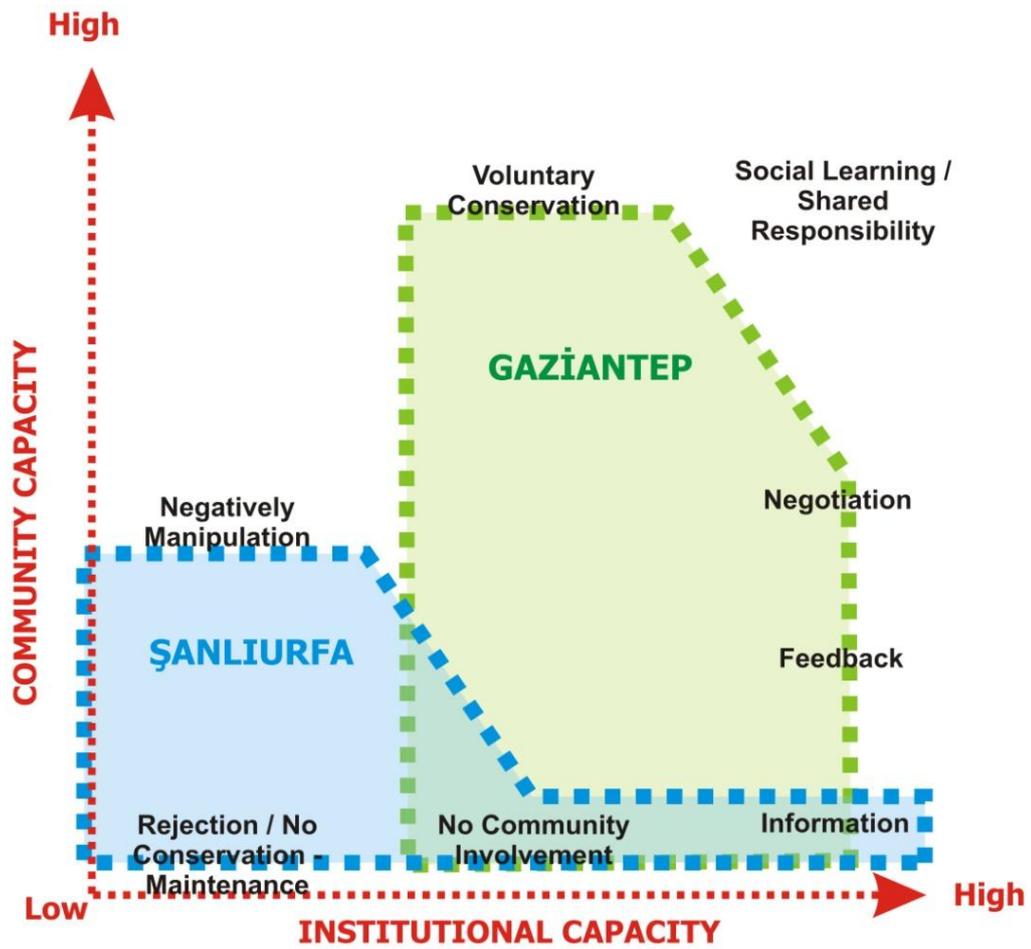


Figure 6-56: The forms of governance in terms of local conservation capacity in Case Study Areas

Table 6-20: Local Conservation Capacity in terms of Urban Maintenance in Gaziantep Historic City Centre

GAZIANTEP		URBAN MAINTENANCE															
		Planning							Management			Intervention					
		Vision	Problem Definition	Base / Analysis	Document.	Varying Scale	Prioritization	Monitoring	Administrative	Financial	Technical	Document.	Defining	Approval	Intervention	Monitoring	
LOCAL CONSERVATION CAPACITY	Inner	Leadership	*	.	.	.	.	.	.	+	.	.	.	.	.	.
		Organizational and	.	+	+	.	+ / -	+	+	.	.	+	.	.	+	.	
		Technical	.	.	.	+	.	.	.	.	+	+	.	.	.	+
		Financial	.	.	.	.	.	.	.	*	.	.	.	.	.	+
		Staff Qual.	.	+	+	-	-	+	+	+	*	.	*	*	*	+	+
	Outer	Leadership	*	.	.	.	.	*	*	*	*	.	.	.	.	.
		Guiding	.	.	.	.	.	.	-	+ / -	-	.	.	.	.	-
		Information Channels / Relation	.	.	.	.	.	+	+	+	+	+	.	.	.	+
	Social	Consci / Resp.	+	-	-	-	.	.	.	-	-
		Com. App.	+	+	+	-	-	+
	Communal	Networks	-
		(In) formal / Spatial Grouping	.	.	.	.	.	.	+	+	-	.	.	.	.	+
		Trust	.	.	.	.	.	.	+	+	-	.	.	.	.	.
		Local Leadership	+	+	-	+	+

Table 6-21: Local Conservation Capacity in terms of Urban Maintenance in Şanlıurfa Historic City Centre

		URBAN MAINTENANCE															
		Planning							Management			Intervention					
		Vision	Problem Definition	Base / Analysis	Document.	Varying Scale	Prioritization	Monitoring	Administrative	Financial	Technical	Document.	Defining	Approval	Intervention	Monitoring	
LOCAL CONSERVATION CAPACITY	Inner	Leadership	*							+ / -							
		Organizational and		+ / -	+ / -		+ / -	+ / -	+ / -	+			-			-	
		Technical				-						-	-			-	
		Financial									-					-	
		Staff Qual.		+	+	+	-	-	-	-	-		+ / -	+ / -	+ / -	-	-
	Outer	Leadership	*					-	-	+	+						
		Guiding							-	-	-					-	
		Information Channels / Relation						-	-	-	+	-				-	
	Social	Consci / Resp.							+ / -	-	-	-				-	-
		Com. App.	-						-	-	-					-	-
	Communal	Networks								-	-						
		(In) formal / Spatial Grouping							-	-	-		Manipulation				
		Trust							-	-	-						
		Local Leadership							+	-	-		Manipulation				

CHAPTER 7

CONCLUSION

The conclusion chapter of the study compromises three main sections as;

- General evaluation of the study as a summary of **achieved result** by the study
- **The forms of local governance in urban maintenance in Turkey** as the contribution of the study
- **The further research topics** related with urban maintenance that could not to be discussed in detail in this study and **general suggestions**

7.1. Achieved Results as a Summary

Primarily, the study succeeded to evaluate literature on local governance and urban conservation together to set a relation between local conservation capacity and urban maintenance. In defined context, local governance is accepted as networks between local actors with varying interest. Their capabilities are accepted as essential aspects in efficiency or effectiveness of local governance. Efficiency and effectiveness of local governance set a new discussion area to compare local governance by capabilities of local actors. In other words, actors' performances are crucial in a network context of governance. Furthermore, performance is evaluated in reference to institutionalized actors or authorities and local community.

After that, the study evaluated described context of local governance in terms of urban conservation. Consequently, varying level of governance could be evaluated with urban conservation by means of actors' performance.

At that point, the context of maintenance is enhanced **as urban maintenance**, in a widening frame including interventions in not only historic entities, but also historic setting. Moreover, the term includes not only interventions by authorities, but also interventions by local community. Discussion of maintenance in a widening context of historic setting is not new concept, but defining maintenance with rehabilitation projects of local authorities enriches the study.

Furthermore, urban conservation agenda and recent legal and administrative framework in Turkey, especially rehabilitation projects in historic city centers are evaluated in terms of local governance.

In addition to evaluations in literature, the comparative structure of the Study's Method lets to determine aspects and indicators of local conservation capacity and success in urban maintenance together. By the way, possible outcomes of local conservation capacity in urban maintenance are identified.

Finally, possible outcomes of local conservation capacity in urban maintenance are criticized within socio-spatial context of case study areas. As a result of the study, the hypothesis stating "the involvements of local actors and shared responsibilities enhance the success of urban maintenance in historic city centers within a relation with their capabilities" is confirmed.

7.2. The Forms of Local Governance in Urban Maintenance in Turkey

As an essential contribution of the study, Arnstein's (1969) the ladder of participation is discussed within the terms of urban conservation and re-arranged as the ladder of local governance in urban conservation.

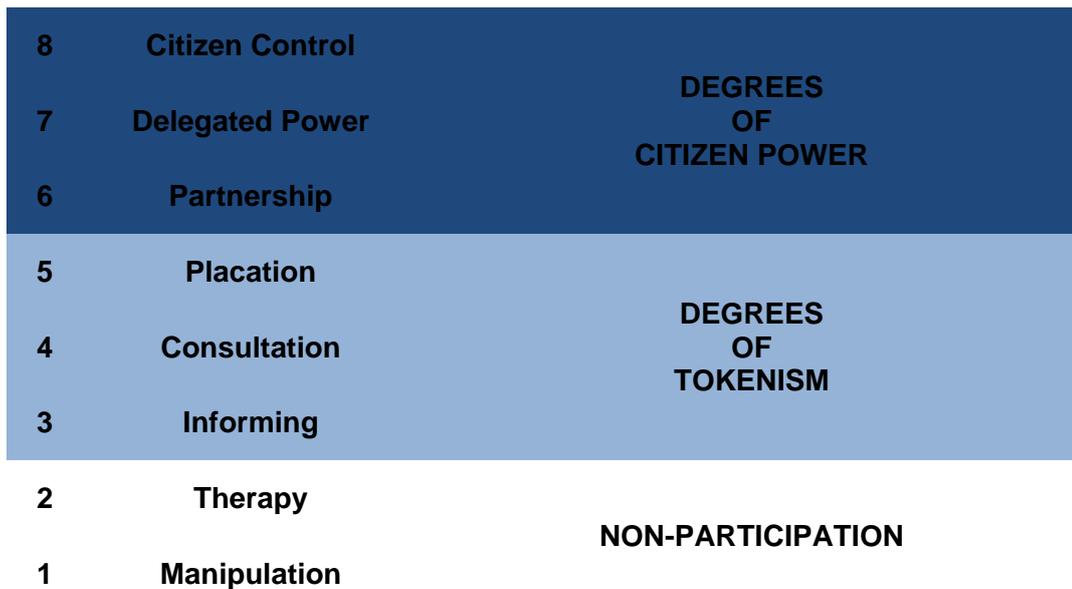


Figure 7-1: The Ladder of Citizen Participation (Arnstein, 1969, 217)

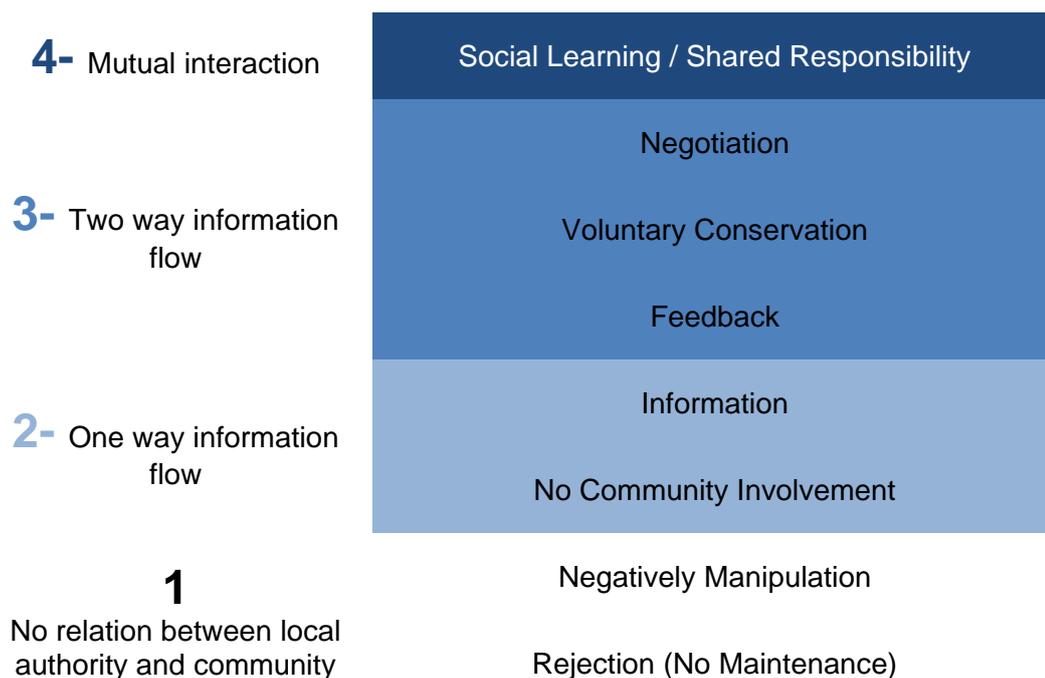


Figure 7-2: The ladder of local involvement in urban maintenance

The evaluation of case study areas, Gaziantep and Şanlıurfa in terms of the ladder of local involvement is comprehensively completed in Chapter-6. In Şanlıurfa case, urban maintenance is still at the level of “No relation between local authority and community” and “One way information flow”. On the other hand, feedback and voluntary interventions has been started in Gaziantep case study area.

In defined context, when evaluating urban conservation practices with case studied mentioned in Chapter-4, Figure 7-3 indicates the lack of mutual relations in Turkey. Only Kemeraltı case in İzmir could be determined as a voluntary conservation in historic city centre. Although legal and administrative frame determined local involvement as an obligation for conservation planning, participation mechanism bases on one-way information flow from planners or authority to local community or NGOs. Moreover, discussions are made about a completed spatial documents and its appendix. Therefore, there is no efficient local involvement that covers all planning process.

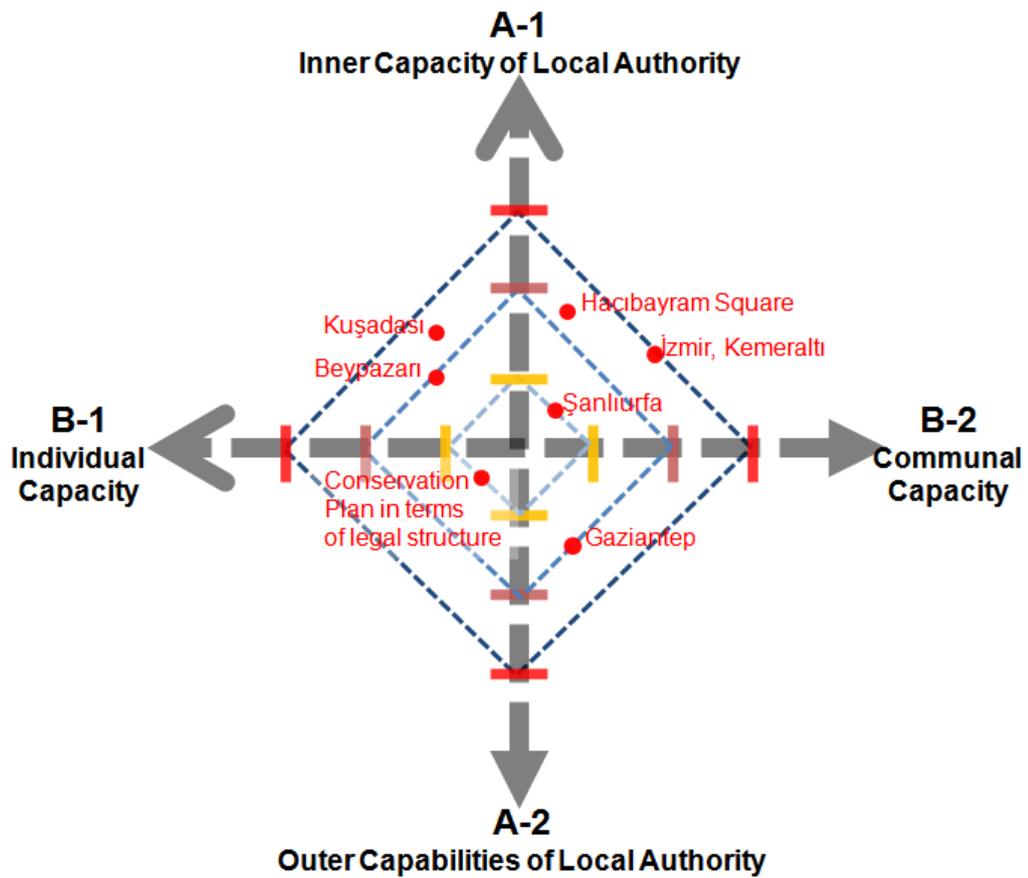


Figure 7-3: Urban Conservation Cases in terms of local conservation capacity.

7.3. Further Research Topics and General Suggestions

Consequently, in Turkey, there are characteristic issues in urban maintenance differentiated from general terms. In Turkey;

- Leadership, especially strong mayor types, has a crucial effect on vision setting in urban conservation. There are advantages in implementations and community appropriation. However, in some case, manipulation and irreversible interventions are possible by one-man show.
- Recent legal and administrative structure assigns technical and financial facilities to local authorities. Also, if KUDEB is established, local authority

might control maintenance activities itself. At that point, staff qualifications and financial sustainability / accountability are essential to set a trust and responsiveness in historic city centers.

However, in Turkey,

- Unfortunately, urban maintenance is still seen as a project based process. Therefore, local authorities could not set a wider context. So that, there are problems in sharing responsibilities.
- In any case, local involvement of community should not be ignored to guarantee monitoring of urban conservation in a sustainable frame.

In defined context, **further research topics are;**

- Local network between local authorities should be studied in details to evaluate institutional synergy that partially seen in Gaziantep.
- The success of urban maintenance within a detailed valuation discussion evaluating expert and community ascribed values is a challenging further research topic.
- The quantitative dimensions in local conservation capacity.
- A preliminary urban governance model for the management of historic city centers according to changing local dynamics, case by case is a further study.
- Lastly, a similar comparative study after a while, when maintenance is needed, is a challenging further research. In other words, a cross-sectional study between the results of this study and another study, which should be implemented with same variables in same case study areas after a period when comprehensive urban maintenance is needed.

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Appendix A

QUESTIONNAIRE FORM

Anket No:				
<i>"Bu anket çalışması Orta Doğu Teknik Üniversitesi'nde Araş. Gör. Burak BELGE tarafından yürütülmekte olan "TARİHİ KENT MERKEZLERİNİN BİR YÖNETİŞİM SÜRECİ OLARAK DÜZENLİ BAKIM-ONARIMINDA YEREL KORUMA KAPASİTESİNİN ETKİLERİ; GAZİANTEP VE ŞANLIURFA ÖRNEK ÇALIŞMA ALANLARI" başlıklı doktora tez çalışması ile ilgili olarak yapılmaktadır. Anket kapsamında vermiş olduğunuz cevaplar sadece akademik çalışmalar kapsamında kullanılacak olup, kesinlikle üçüncü şahıs ve kurumlarla paylaşılmayacaktır. Çalışmaya göstermiş olduğunuz destek, ayırdığınız zaman ve ilgi için teşekkür ederiz"</i>				
Araş. Gör. Burak BELGE Orta Doğu Teknik Üniversitesi Mimarlık Fakültesi Şehir ve Bölge Planlama Bölümü			Prof. Dr. Numan TUNA Tez Yöneticisi Orta Doğu Teknik Üniversitesi Mimarlık Fakültesi Şehir ve Bölge Planlama Bölümü	
Anketörün Adı-Soyadı:			Anketin Yapılma Tarihi:	
Anket Yapılan Yerin Adres Bilgileri (Sokak İsmi – Kapı No):			İşletmenin / Dükkanın Adı:	
Anket Yapılan Kişinin Adı Soyadı – Unvanı:			Yaşı:	
			Cinsiyeti:	
A. GENEL BİLGİLER				
1. İşyerinin işlevi nedir? / Mesleğiniz:				
2. Mülk Sahibi			Kiracı	
3. Eğitim Durumunuz:				
Okula Gitmedim	İlkokul	Ortaokul	Lise	Üniversite
B. ESNAFIN BİREYSEL KAPASİTESİ				
4. Kaç yıldır Gaziantep / Şanlıurfa'da yaşıyorsunuz?				
5. Kaç yıldır bu mesleği yapıyorsunuz?				
6. Siz veya aileniz hep bu dükkan da mı çalıştınız?				
EVET	HAYIR – Daha önce dükkanınız neredeydi? Ne zaman taşındınız?			
	Bu çarşı içerisinde	Yakın çevrede	Başka bir mahallede	Başka bir kentte
7. İşyerinin bulunduğu yapının niteliği:				
	Tarihi / Eski Yapı:	Yeni Yapı:	Tahmini Yapım Yılı:	Kat Sayısı:
8. Gaziantep / Şanlıurfa'nın tarihi merkezinde çalışmaktan memnun musunuz?				EVET
				HAYIR
9. Tarihi merkezde yaşamının ne tür olumlu yanları ve/veya problemleri var? Kısaca bahseder misiniz?				
10. İşyerinizin yakın çevresinde adını bildiğiniz tarihi yapıları ve yerleri sayabilir misiniz?				

11. Gelecekte işleriniz daha fazla gelir getirmeye başlarsa ne yaparsınız?	a. Mevcut dükkânıma bakım-onarım yaparak kullanmaya devam ederim	
	b. Yakın çevremde, yine tarihi merkezde daha geniş / bakımlı bir dükkâna taşınırım	
	c. Tarihi merkez dışında, başka mahalle de daha yeni / geniş bir dükkâna taşınırım	
12. İşyerinizde Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi tarafından cephe sağlıklılaştırma (kepenk, güneşlik, yağmur oluğu, işyeri tabelası, vitrin yenileme, darabaların bakım onarımı, darabalar için kapalı kutu yapılması) projesi yapıldı mı?	a. HAYIR (Cevap hayır ise sadece 13 ve 14.soruları cevaplatın – 22. Sorudan devam edin)	
	b. EVET (Cevap evet ise 15 -21Soruları cevaplatın- 22. Sorudan devam edin)	
13. Yakın çevrede birçok yapıda cephe sağlıklılaştırma yapılırken, sizin işyerinizde neden yapılmadı? Kısaca anlatabilir misiniz?		
14. İşyerinizin cephesinde – vitrininde siz düzenli bakım onarım yapar mısınız? (Yapılan yorumları kısaca not alın)	a. EVET	En son ne zaman bakım-onarım yaptınız? Bakım-onarım yaparken Belediye'den görüş-öneri veya izin aldınız mı?
	b. HAYIR, Neden?	Gerek duymuyorum Ekonomik nedenler Kiracıyım, mülk sahibim ilgilenmiyor
15. Bu sokakta sağlıklılaştırma projesi yapılırken siz bu işyerinde mi çalışıyordunuz?	a. EVET	
	b. HAYIR (Aradaki soruları atlayarak 21.Soruya geçiniz)	
16. Sağlıklılaştırma projesi yapılmadan önce Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi tarafından size yeterince bilgi verildi mi?	a. EVET – Nasıl?	
	b. HAYIR- Nasıl bilgi sahibi oldunuz?	
17. Sağlıklılaştırma projesine karşı ilk tepkiniz ne oldu? Bu tepkiniz değişti mi?	Karşı çıktım – Belediye zorla projeyi uyguladı.	
	İlk başta karşı çıktım – Belediye tarafından verilen bilgiler ile kararım değişti.	
	İlk başta karşı çıktım – Diğer esnaflar beni ikna etti	
	Hemen kabul ettim	
18. Sağlıklılaştırma projesinin uygulanmasına destek oldunuz mu?	Hayır destek olmadım	
	Projenin uygulanmasını kabul etmeyen esnafları ikna etmeye çalıştım	
	Bende işyerimin içerisinde bakım-onarım yaptım	
	Maddi destek sağladım / sağlamak istedim.	
19. Sağlıklılaştırma projesinin uygulanmasından sonra Belediye tarafından size nelere dikkat etmeniz gerektiği ve çevre temizliği konusunda yeterince bilgi verildi mi?	a. EVET	Toplantı yapıldı
		Broşür, el ilanı dağıtıldı
		Belediye çalışanları bilgi verdi
b. HAYIR		
20. Tarihi çevre ile ilgili olarak Belediye tarafından yapılan toplantı ve etkinliklere katılır mısınız?	a. EVET	Hep katılırım
		Proje sonrasında katılmaya başladım
	b. HAYIR	Katılmam
		Proje sonrasında katılmamaya başladım
21. Proje ile işyerinizin cephesinde ve sokağınızda/çarşınızda yapılan işlerden, projenin sonuçlarından memnun musunuz? (Örnek;. Güneşliklerin yenilenmesi, İşyeri tabelasının yenilenmesi- düzenlenmesi, yağmur oluklarının yenilenmesi, kepenklerin yenilenmesi, darabalar için kutu yapılması / sokak kaplamalarının yenilenmesi, aydınlatma direklerinin yapılması, sokağı örten üst örtünün yenilenmesi, sokak tabelalarının yerleştirilmesi, vb.)	a. EVET (En yakın cevabı işaretleyin)	Müşterim ve günlük kazancım arttı
		Tarihi çarşımız korunmuş oldu
	b. HAYIR(En yakın cevabı işaretleyin)	Yapılanlar kullanışsız oldu
		İşlerim bozuldu Yapılan işlerin kalitesini beğenmedim

22. Sağlıklaştırma projesi sonrasında <u>sokağınızda / çarşınızda</u> yapılan işlerin sizce bakım onarıma ihtiyacı var mı?	a. EVET (Birden fazla cevap işaretlenebilir)	Sokak kaplamaları kırıldı, bozuldu, yenilenmeli. Sokağın üst örtüsünün bakıma ihtiyacı var Aydınlatma direkleri – ışıkları kırıldı, yanmıyor, tamir edilmeli Çöp kovaları, oturma bankları kırıldı, Bilgi-yön panoları / sokak tabelaları eskidi, okunmuyor Diğer
	b. HAYIR	
23. Projenin uygulanmasından sonra Belediyenin yeterince bakım-onarım, temizlik yaptığını düşünüyor musunuz?	a. EVET b. HAYIR	
24. Sağlıklaştırma projesi sonrasında <u>işyerinizin cephesinde yapılan işlerin</u> sizce bakım onarıma ihtiyacı var mı?	a. EVET (Birden fazla cevap işaretlenebilir)	Güneşlikler onarılmalı Yağmur olukları yenilenmeli-tamir edilmeli Kepenler boyanmalı – tamir edilmeli Tabelalar yenilenmeli – boyanmalı Diğer
	b. HAYIR	
25. Sağlıklaştırma projesi sonrasında işyerinizin cephesinde hiç bakım onarım yapıldı mı?	a. EVET	Belediye düzenli olarak yapıyor Kendim bakım-onarım yapıyorum Çarşı esnafı, komşu esnaflarla birlikte yaptık
	b. HAYIR	
C. BELEDİYENİN BİLGİLENDİRME-YÖNLENDİRME KAPASİTESİ / TANINIRLIK		
26. İşyerinizde – çarşınızda bakım-onarım veya değişiklik yapmak istediğinizde kimden destek alabileceğinizi biliyor musunuz?	a. EVET (Nasıl bilgi sahibi oldunuz?)	Belediyenin yaptığı toplantılardan öğrendim Belediyenin hazırladığı broşür, afiş, el ilanından öğrendim Belediye çalışanları bilgi verdi Esnaf arkadaşlardan öğrendim Belediyenin internet sayfasından öğrendim Diğer
	b. HAYIR	
27. Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi, Koruma Uygulama Denetleme Bürosu, KUDEB' i duydunuz mu? (Cevap EVET ise) Sorumlulukları nelerdir biliyor musunuz? Örnek verebilir misiniz?	a. EVET (Nasıl bilgi sahibi oldunuz?)	Belediyenin yaptığı toplantılardan öğrendim Belediyenin hazırladığı broşür, afiş, el ilanından öğrendim Belediye çalışanları bilgi verdi Esnaf arkadaşlardan öğrendim Belediyenin internet sayfasından öğrendim Diğer
	b. HAYIR	

28. Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi tarafından sizin sokağınız, çarşınız dışında tarihi çevrede yapılan benzer tarihi çevre koruma projeleri / işleri biliyor musunuz? (Cevap <u>EVET</u> ise) Örnek verebilir misiniz?	a. <i>EVET (Nasıl bilgi sahibi oldunuz?)</i>	Belediyenin yaptığı toplantılardan öğrendim Belediyenin hazırladığı broşür, afiş, el ilanından öğrendim Belediye çalışanları bilgi verdi Esnaf arkadaşlardan öğrendim Belediyenin internet sayfasından öğrendim Kendim gezdim Diğer			
	b. <i>HAYIR</i>				
29. Sizce, Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi çarşınızın, sokağınızın temiz tutulması ve bakım onarımı konusunda yeterince çalışıyor mu?	a. <i>EVET</i>				
	b. <i>HAYIR</i>				
30. Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi tarafından işyeriniz yakın çevresinde sunulan altyapı hizmetleri (içme suyu, kanalizasyon, yağmur suyu drenaj) yeterli mi? (Örneğin: yağmurda su baskını, sıcakta koku oluşması, sık su kesintisi, vb problemler oluyor mu?)	a. <i>EVET</i>				
	b. <i>HAYIR</i>				
31. Sizce, Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi Gaziantep / Şanlıurfa'nın tarihi çevresinin korunması konusunda yeterince çalışıyor mu?	a. <i>EVET</i>				
	b. <i>HAYIR</i>				
32. Sizce, Gaziantep Büyükşehir Belediyesi / Şanlıurfa Belediyesi güvenilir bir kurum mu?	a. <i>EVET</i>				
	b. <i>HAYIR</i>				
33. Sizce Gaziantep Büyükşehir Belediye / Şanlıurfa Belediye Başkanı nasıl bir lider?					
	Kesinlikle katılıyorum	Katılıyorum	Katılmıyorum.	Kesinlikle katılmıyorum	Fikrim yok
Güvenilir					
Problem çözen					
Kenti değiştiren					
İkna edici					
Ekip çalışmasına önem veren					
İyi bir ekibi olan ve onları iyi yönlendiren					
Yaptıkları ile liderliği hak eden					
Belediye Başkanı olduğu için lider olan.					
Kaynak yaratan, kenti zenginleştiren					
D. ESNAF – TOPLUMSAL KAPASİTE					
34. Meslek odanıza aktif üye misiniz?				a. <i>EVET</i>	
				b. <i>HAYIR</i>	
35. Çarşı esnafının meslek odanız dışında tarihi çevrenin korunması, çarşının güzelleştirilmesi, vb. nedenler ile kurduğu bir dernek, STK (Sivil Toplum Kuruluşu) var mı?	a. <i>EVET</i>	Adı?			
	b. <i>HAYIR</i>				
36. Sizin üye olduğunuz, toplantılarına katıldığınız başka bir dernek- STK (Sivil Toplum Kuruluşu)var mı?	a. <i>EVET</i>	Adı?			
	b. <i>HAYIR</i>				
37. Belediye tarafından yapılan proje dışında, çarşı esnafı veya komşu esnaflar la birlikte tarihi çevre ile ilgili yaptığınız bir iş var mı?	a. <i>EVET</i>	Ne yaptınız?			
	b. <i>HAYIR</i>				

38. Çarşıda, sokağınızda bakım-onarım ihtiyacı olduğu zaman nasıl örgütlenirsiniz?	<i>Kimin işyerinin önü ise o ilgilenir</i>	
	<i>Sözü geçen birisi Belediye'ye haber verir</i>	
	<i>Muhtara haber verilir</i>	
	<i>Aramızda para toplayıp yaptırırız</i>	
	<i>Kimse ilgilenmez</i>	
39. Sizce tarihi çevrenin bakım onarımı kimin tarafından yapılmalı?	Şanlıurfa Belediyesi	
	<i>Esnaflar bir araya gelerek</i>	
	<i>Herkes kendi işyerinin cephesine, önüne bakmalı - onarmalı</i>	
40. Belediye size bakım-onarım konusunda sorumluluk vermek isterse kabul eder misiniz?	a. EVET, ne yapabilirsiniz?	<i>İşyeriniz için ne yapabilirsiniz?</i>
		<i>Sokağınız-çarşınız için ne yapabilirsiniz?</i>
	b. HAYIR, neden?	
41. Çarşınızda, sokağınızda ekonomik veya başka nedenle sıkıntıya düşen esnaflara destek olunur mu?	a. EVET	<i>Sözü geçen bir esnaf diğer esnafları örgütler</i>
		<i>Meslek odası, meslek odası başkanı esnafları örgütler destek olur</i>
		<i>Hemşerileri destek olur</i>
		<i>Bazıları bireysel olarak destek olur</i>
	b. HAYIR	
42. Çarşıda, sokağınızda, yakın çevrenizde en çok kime güvenir siniz?	<i>Akrabalarımıza, Hemşerilerime</i>	
	<i>Meslektaşlarımıza</i>	
	<i>Yakın çevremdeki komşu esnafa</i>	
	<i>Herkese</i>	
	<i>Kimseye</i>	
43. Sizce çarşınızda, sokağınızda sözü geçen bir lider var mı?	a. EVET, Kim?	
	b. HAYIR	
44. Konu ile ilgili söylemek istediğiniz başka şeyler var mı?		
İLGİNİZ VE AYIRDIĞINIZ ZAMAN İÇİN ÇOK TEŞEKKÜR EDERİZ...		

Appendix-B

INTERVIEW FORM WITH KEY STAFFS İN KUDEB

1. Görüşme Yapılan Kişinin Kişisel Bilgileri:

— :Ad-Soyadı:

— Belediyedeki Görevi:

2. Meslek – Uzmanlık Alanı:

3. Eğitim

4. Tarihi Çevre Koruma Konusunda Tecrübe

— KUDEB'ten önce tarihi çevre koruma konusunda mı çalışıyordunuz?

— KUDEB'ten sonra hangi projelerde yer aldınız?

5. Mesleki eğitim

— KUDEB' te çalışmaya başlamadan önce Tarihi Çevre Koruma konusunda mesleki bir eğitim aldınız mı?

— KUDEB' te çalışmaya başladıktan sonra Koruma Kurulu tarafından verilen eğitim dışında ek bir eğitim aldınız mı?

— Yurtiçi – Yurtdışı mesleki araştırma gezisine katıldınız mı?

6. Sizce Belediye içerisinde Tarihi Çevre Koruma konusunda sorumluluk paylaşımı nasıl? Belediyenin içerisinde bu konuda bir iç uyum olduğunu düşünüyor musunuz?

7. Sizce Tarihi Çevre ile ilgili birimler ile diğer birimler arasındaki nasıl? Belediyedeki diğer birimler tarihi çevrenin korunması sürecinde size yeterince destek oluyorlar mı? Bu konuda stratejik planlama ve performans yönetimi işe yarıyor mu?

8. Belediyenin tarihi çevre koruma konusunda nasıl bir danışmanlık yapısı var? Nasıl bir yöntem ile danışmanlık hizmeti alınıyor?

9. Belediyenin teknik altyapısı, çalışma ortamı, teknik araç-gereç işlerinizi yürütmeniz için yeterli mi? CBS ve/veya Veritabanınız var mı?

10. Tarihi Çevre Koruma projelerine esnaf - yerel halkın katılımını sağlıyor musunuz?

11. Tarihi Çevre koruma projeleri sonrasında yapılan işlerin korunmasını, bakım onarımı nasıl yapılıyor? Niye?

12. Sizce tarihi çevrenin korunması sürecinde yerel halkın, çarşı esnafının rolü, sorumluluğu ne olmalı? Sürece katılım nasıl sağlanabilir? Siz yerel halkın katılımı için ne yapıyorsunuz?

13. Tarihi Kent Merkezinde yaşanan temel problemler, koruma sürecine esnafın genel yaklaşımı nasıl?

Appendix-C

INTERVIEW FORM WITH LOCAL LEADERS

Görüşme Yapılan Kişinin Adı Soyadı	Görüşmenin Yapılma Tarihi:
Unvanı:	Yaşı:
	Cinsiyeti:
1. Mesleğiniz:	
2. Tarihi merkezde işyeriniz var mı? Mülk Sahibi / Kiracı	
3. Eğitim Durumunuz:	
4. Kaç yıldır Şanlıurfa'da / Gaziantep'te yaşıyorsunuz ve kaç yıldır bu mesleği yapıyorsunuz?	
5. Tarihi merkezde çalışmaktan memnun musunuz? Tarihi merkezde yaşamının ne tür olumlu yanları ve/veya problemleri var?	
6. Tarihi merkezde sağlıklaştırma projesi yapılırken siz bu işyerinde mi çalışıyordunuz? / meslek odası başkanı mıydınız?	
7. Sağlıklaştırma projesi yapılmadan önce Belediye tarafından sizce esnafa yeterince bilgi verildi mi? / Sağlıklaştırma projesine karşı sizin ve çarşı esnafının ilk tepkisi ne oldu? Tavrınız değişti ise neden, nasıl değişti? / Sağlıklaştırma projesinin uygulanmasına destek oldunuz mu?	
8. Sağlıklaştırma projesinin uygulanmasından sonra Belediye tarafından sizce esnafa örneğin bakım-onarım, çevre temizliği, yapılan işlerin korunması yeteri kadar bilgi verildi mi? Belediye bakım-onarım konusunda esnafa yeterince destek oluyor mu?	
9. Çarşı esnafı kendi işyerlerinin ya da çevrenin korunması için bir şeyler yaparlar mı? Sizce proje öncesinde ve sonrasında bu durumda bir değişiklik oldu mu?	
10. Sizin meslektaşlarınızın kazancı nasıl? Ekonomik olarak iyi kazanıyor musunuz? Projenin kazancınıza etkisi oldu mu? Bu etki olumlu ise sizce tarihi çevreye bakışı değiştirdi mi?	
11. Proje ile tarihi merkezde yapılan işlerden, projenin sonuçlarından memnun musunuz? Esnafın genel tavrı nasıl? / Sağlıklaştırma projesi sonrasında <u>sokağınızda / çarşınızda yapılan işlerin</u> sizce bakım onarıma ihtiyacı var mı? Belediyenin yeterince bakım-onarım, temizlik yaptığını düşünüyor musunuz?	

<p>12. Tarihi merkezdeki esnafın çoğunluğu meslek odasına üye midir? . Çarşı esnafının meslek odanız dışında tarihi çevrenin korunması, çarşının güzelleştirilmesi, vb. nedenler ile kurduğu bir dernek, STK (Sivil Toplum Kuruluşu) var mı?</p>
<p>13. Esnaf tarihi çevrenin korunması konusunda hassas – duyarlı mıdır? Bilinç düzeyi?</p>
<p>14. Çarşı esnafının birlik olarak tarihi çevre koruma adına yaptığı bir iş var mı? Ne tür durumlarda çarşı birlik olur / örneğin ne gibi durumlarda çarşıya hep beraber sahip çıkarlar. Ya da ne zaman projeyi hep beraber onaylarlar / BİRLİKTE İŞ YAPABİLME – KARŞILIKLI GÜVEN</p>
<p>15. Sizce tarihi çevrenin bakım onarımı kimin tarafından yapılmalı?</p>
<p>16. Belediye esnafa bakım-onarım konusunda sorumluluk vermek isterse kabul edilir mi? Sizce esnafın rolü ne olmalı?</p>

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