INVESTIGATING THE PUBLICNESS OF ADMINISTRATIVE SPACES AND A CASE STUDY IN BAKANLIKLAR DISTRICT: ANKARA

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ABSTRACT

INVESTIGATING THE PUBLICNESS OF ADMINISTRATIVE SPACES
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Public spaces are the core elements of shaping the social life in the cities, and design of public spaces is a key component of urban design. As tools of inclusive or exclusive design methods of public space vary, user group's publicness increase or decrease relatively. So, who is defined as public for the design of public space is the main concern shaping the built environment.

Centers are the peak points of publicness in cities and as a central activity administration is indispensible for every settlement. Hence, in urban life the relation of the public spaces as parks, squares, streets, plazas with administrative places is the descriptive character of that society. Besides, capital cities have accumulated administrative landuses and their design has social, symbolic and cultural meaning as well as functional use.

In this study, dimensions of publicness as ownership, control, physical condition, invitingness and welcoming aspect and social animation area discussed and comparative case study put forward these dimensions of Bakanlıklar District of Ankara with regard to administrative city centers of Brasilia, Canberra, Islamabad which have similar historical background.

Keywords: Public Space, Publicness, Bakanlıklar District

ÖZ

İDARİ MEKANLARIN KAMUSALLIĞININ İNCELENMESİ VE ALAN ÇALIŞMASI OLARAK ANKARA BAKANLIKLAR ÖRNEĞİ

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Kamusal alanlar, şehirlerde toplumsal hayatın şekillenişinin temel elemanlarıdır ve kamusal alan tasarımı kentsel tasarımın en önemli bileşenlerinden biridir. Çeşitli kapsayıcı veya dışlayıcı araçlarla tasarım yöntemleri farklılaştıkça, kullanıcı gruplarının kamusallığı da buna bağlı olarak artıp azalacaktır. Bu sebeple yapılı çevrenin şekillendirilmesinde esas olan kamusal alanın tasarımında kimlerin kamu olarak tanımlanacağıdır.

Merkezler şehirlerde kamusallığın en üst düzeyde olduğu noktalardır ve bir merkez fonksiyonu olarak idare her yerleşim için kaçınılmazdır. Bunun için kentsel hayatta meydan, park, sokak, toplanma mekanları gibi yerlerle idari alanların ilişkisi o toplumun belirleyici özelliğidir. Bununla birlikte başkentler idari arazi kullanımlarının toplulaştığı yerlerdir ve bunların tasarımının işlevsel kullanımının yanı sıra toplumsal, sembolik ve kültürel anlamı da vardır.

Bu çalışmada, kamusallığın mülkiyet, denetim, fiziksel koşullar, davetkarlık ve toplumsal hareketlilik gibi boyutları tartışılmış ve alan çalışması ile Ankara Bakanlıklar örneği benzer tarihi geçmişe sahip Brasilia, Canberra ve İslamabad ile karşılaştırmalı olarak ortaya konmuştur.

Anahtar Kelimeler: Kamusal Alan, Kamusallık, Bakanlıklar

To My Darling Hilal YANIŞ

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LIST OF ABBREVIATIONS

AMANPB: Ankara Metropolitan Development Planning Department

BID: Business Improvement District

METU FAMA: Middle East Technical University Faculty of Architecture Maps Archive

PMATR: Prime Ministerial Archive of the Turkish Republic

SEP: Someone Else's Problem

CCTV: Closed Circuit Television

CHAPTER 1

INTRODUCTION

1.1. Aim of the Study

The reason behind this study is investigating and defining the design principles in administrative zones. Administration is one of the most basic functions in the cities. As a public concern, regardless of economic, demographic, morphologic parameters of a city, administrative landuses are the main zones in the city center. Centers are also the peak of publicness in a city and as a central activity they have various scales of service hinterlands starting from a district to going up to a national state, sometimes even universal scale.

The question that motivated this research is: in a city, can administrative landuses be designed according to the needs of the public institution and according to the needs of the individuals who are sharing the same public neighborhood at the same time? Or is there a necessity of taking one user group superior to the others and dominating the urban space without considering the publicness of public space?

The hypothesis of this thesis is, “The Bakanlıklar District of Kızılay -as one of the highest degree of administrative zone of Turkey- is limiting the public use of the local users and the design principles of the four ministries and the Supreme Court (Yargıtay) are restricting the publicness of Ankara City Center”.

The research question of thesis is, as public service areas, do administrative landuses have to have a rigidly defined, closed or gated boundaries surrounding the structures inside, with so few -strictly controlled- access points or are there more inclusive tools of defining public spaces of these institutions and servicing to the both sides of the "border"?

The aim of this study is to examine the current practices of central urban forms with regard to administrative functions in Bakanlıklar District of Ankara, and search for better alternatives.

Finally, the main objective of this study is to put forward the characteristics of public spaces with the administration functions in Ankara and compare the design principles of same landuses with different cities of the world, having the similar historical background and being built in the same era with a collected governing district.

1.2. Method of the Study

To investigate the design principles of public administrative landuse zones, first of all, what urban design means was explained and as the main implementation area of it, public space was discussed. The types of public space were described and main critiques on the design of public spaces were categorized. To put forward the relationship between the public spaces and publicness, five core dimensions of publicness discussed and classified as:

- Ownership
- Control
- Physical Conditions
- Inviting and Welcoming Spatial Aspects
- Animation (Peopling)

The method of the study was determined as comparative case study. To define the borders of the case study area firstly historical evolution of Bakanlıklar District explored. Especially the periods which have formalize the characteristics and shaped the Bakanlıklar District were 1924-1925 plan period of Lörcher and 1928 -1932 Plans of Jansen. Thus, borders of the case study area were defined; at north with Güvenpark, east with Atatürk Boulevard, south with Eskişehir Road and west with Milli Müdafa Street.

In this field, Bakanlıklar District was analyzed within five Ministries, namely; Prime Ministry, Ministry of Justice, Ministry of Education, Ministry of Environment and Urbanization, Ministry of Interior (with departments of Gendarme Headquarter and Security General Directorate) and in addition to these ministries Supreme Court (with two separate buildings), Parking lot of Prime Ministry (which used to be the Plaza of Provinces), Telecommunication Company Headquarter and Emniyet Park.

To build a model on assessing publicness of Bakanlıklar District, four previous attempts found on literature. Two of them were produced by the same scholars in different years and main idea was to putting “pros” and “cons” in a linear method and calculating the sum which is too simple to represent publicness of a public space. Third attempt was generated for shopping malls which was very complex and detailed however not convenient for administrative places. So “Star Model” (Varna & Tiesdell, 2010) was chosen the initial point as it was as a simple graphical representation method. However, the implementation of it was not completely suitable for Bakanlıklar District since the author built the model for hypothetical cases. Especially, one core dimension of the star, as civility, was more a social term rather than spatial. Benchmarking and grading or weighting the criteria related to this dimension was difficult to assess. The inner structures of the other core dimensions were also edited according to the case study area.

To compare the Ankara case, which was chosen the capital as a political, social and historical reaction to İstanbul of Ottoman Empire with the foundation of Turkish

Republic in 1923, the cities with same historical background and also same design concerns were chosen. According to Tankut (1993), Canberra, İslamabad and Brasilia were the cities with a collected administrative district called government district and were to be built in the beginning of the twentieth century. Therefore, similarities in two aspects, as being chosen a capital city with the result of a political decision and having a governmental district, were the key features of selecting these cities for comparative case study examples.

1.3. Scale of the Problem

To analyze and discuss the aspects of publicness of a space, first the scale of the problem has to be determined. Various classifications and debates according to these classifications can be claimed at different scales starting from an architectural context of a single structure's facade, up to urban context of a whole district.

Another challenging point, making the scale factor important, was that different spread areas and ratios of the administrative districts of the different cities must be analyzed at same detail level in order to put forward the same criteria of publicness.

Therefore the analyzing of the sites divided into two scales. First the area as a whole analyzed with respect to:

- Landuse (in Ankara case also ownership)
- Pedestrian experience of thresholds
- Physical quality of the built environment
- Control points and elements

This main purpose of this step was to reflect the characteristics of design principles of the whole district and give clues of what will be experienced in the lower scales.

For the next step, some sample sub-zones were selected to give the notion of the differentiations in the design of the sub-zones. The star model of publicness was implemented in these sub-zones in detail.

For the case of Bakanlıklar District of Ankara, whole district was covered by implemented the star models for not only being the main case study area but also having the opportunity of direct observation and being designed in a compact urban form. However, in other four cities the main tools of analyses were based on online web sources as maps.google.com, http://maps.yandex.ru/, http://www.panoramio.com/map. And in each case, the governmental district was much more wide spread than the Ankara Case, so sample sub-zones were selected accordingly to apply the star model of publicness.

1.4. The Structure of the Thesis

In the following chapter of the thesis, Chapter-2, definitions of "urban design", "public" and "public space" were explained and their relations to other social disciplines as well as each other were discussed. The main critiques on the design of public space were briefly classified at the end of the chapter.

In Chapter-3, core dimensions of publicness of public space were defined in five aspects which were used to build the star model and implement in the case study.

In Chapter-4, firstly, related literature on benchmarking publicness summarized and then method to be used in this study was identified. The weighting of the aspects were, calibrated and combined with differentiations of ranking. Finally, the main table of assessment was produced.

Chapter-5 was the case study constituting Ankara, Canberra, Brasilia and İslamabad's administrative city centers comparison. For the case of Ankara, planning history was the introduction of the chapter, followed by the aerial photos sequence of

the years starting from 1941 to 2012. Analyses of the Bakanlıklar District and implementation of star models was the last step of the Ankara Case. Then, the similar cases of three cities, Canberra, Brasilia and İslamabad were analyzed with respect to the governmental districts and for Canberra three, for Brasilia four, and for İslamabad two star models were generated to selected sub-zones of these cities.

Chapter-6 is the conclusion chapter. In this chapter, the entire thesis with its main findings coming from the star models and their comparisons within the independent cases of the cities and between the cities were summarized. What the design principles were resulting in increase or decrease in the publicness of public spaces was explained with examples of the different cities. The changes in the attributes regarding to Bakanlıklar District of Ankara in each planning period, were expressed with their effects on publicness.

CHAPTER 2

URBAN DESIGN AND PUBLIC SPACE

'Until you have a name for a thing
you have very little knowledge of it'

(Patrick Nuttgens, 1973, p. 161)

2.1. Definition of Urban Design

Some definitions of urban design are outdated while others are certainly over simplistic. It is a wide concept which deals with the city and the processes which generate the urban environment. As Günay mentions (1999, p. 9): It is an indispensable extension of the process of planning. Aktüre addresses the emergence of the concept of urban design in the western world to sixties when the prevailing policies covered both the construction of new towns and post-war reconstruction of ruined areas (as cited in Günay, 1999). As a consequence of the rising debate on such issues, Aktüre stated that one of the first attempts resulted in the establishment of an Urban Design Committee sponsored by the American Institute of Architects (as cited in Günay, 1999). Kevin Lynch prefers "city design" instead of urban design and explains:

> …It deals primarily with people acting and perceiving in the sensuous, four-dimensional physical environment, and yet it is familiar with all we have

> learned about institutions, process and social consequences during planning's Long March from its original base in landuse control (as cited in Günay, 1999).

According to Cullen, urban design is the art of bringing buildings together and, as a different entity than architecture; it is also called "art of relationship" (as cited in Günay, 1999). From the architectural point of view urban design is about the mass-space relations of the city while city planners also find enhancing the quality of the physical environment necessary. Stretton (1978, pp. 202-203) widens the arguments as: the main purpose of urban design should be the integrity of physical layouts with economic and social life. Generally, the urban design problems are defined between the scales of an architect's "individual buildings" and a planner's "urban context".

Rapoport defines the urban design as:

> One can argue that the physical components of all cities are the same – houses, streets, gathering places, cult buildings, plants and so on. It is the nature of the meaning and underlying principles of their organization and relationships which differ, as well as the associated behaviors, and these need to be analyzed so that generalizations and comparisons may be made (as cited in Günay, 1999).

He stresses the properties of design as the organization of "meaning", "time" and "communication" on the built environment. In short, whilst there is general agreement that urban design exists, there is considerably less agreement as to what it is (Rowley, 1994).

Regardless of the differentiations coming from the perceptional background of the authors, the tension between the private and public places play the main role of urban design. And most of the time, issues of urban design field find its focal point in the formation of public space.

2.2. Definition of Public

''Public'' never denotes ''everybody''
(Özgün, 2010)

In political sciences, the term public is the master signifier of socialism in its opposition to private property. But "public", always signifies a limit set by a certain social, linguistic, or jurisprudential criterion, refers exclusively to a specific population. One has to be a "citizen, a taxpayer, or sometimes a taxpaying citizen living in a specific part of the city to use public education or public health system provided by the state or local municipality. Thus, it not only always excludes "somebody" and creates outsiders, but also abstracts a "majority will" out of a shared social situation.

In this respect, the term of "public" does not undo the social rights and relations around "property" (or dispose the restrictions coming from ownership) but delegates these rights and relations to an abstract "collective body" (Özgün, 2010).

As a definition of 'public', it means "accessible to or shared by all members of the community", "of or relating to people in general", "open to all", and "well-known" (Merriam-Webster Dictionary, 2012). Moreover, it refers to "of or relating to the people as a whole; that belongs to, affects, or concerns the community or the nation" (Oxford English Dictionary, 2012). It is also stated that public means "a political entity which is carried out or made by or on behalf of the community as a whole", and "authorized by or representing the community" (The New Shorter Oxford English Dictionary, as cited in Akkar, 2005). In addition to these definitions, public is defined as "provided, especially by the government, for the use of people in general", "known to people in general" (Oxford Advanced Learner's Dictionary, 2012). Finally, public may mean "a group of people who share a particular interest or who have something in common" (Oxford English Dictionary, 2012).

2.3. Public Space

According to Akkar (2005), dictionary definitions such as “public space” as a space concerning the people as a whole, open to all, accessible to or shared by all members of the community, and provided by the public authorities for the use of people in general are insufficient while describing the urban places’ public qualities.

Moreover, an ideal public space is represented through this definition. However, urban environment does not consist of completely public and private spaces; it exists in the form of combination of public and private spaces where they have diverse degrees of publicness and privateness. Therefore, the relation between public and private space is in a continuum (Akkar, 2005).

Public space is a multi disciplinary field and each discipline has a different understanding about the case, resulting in differentiation of approaches and priorities on public space.

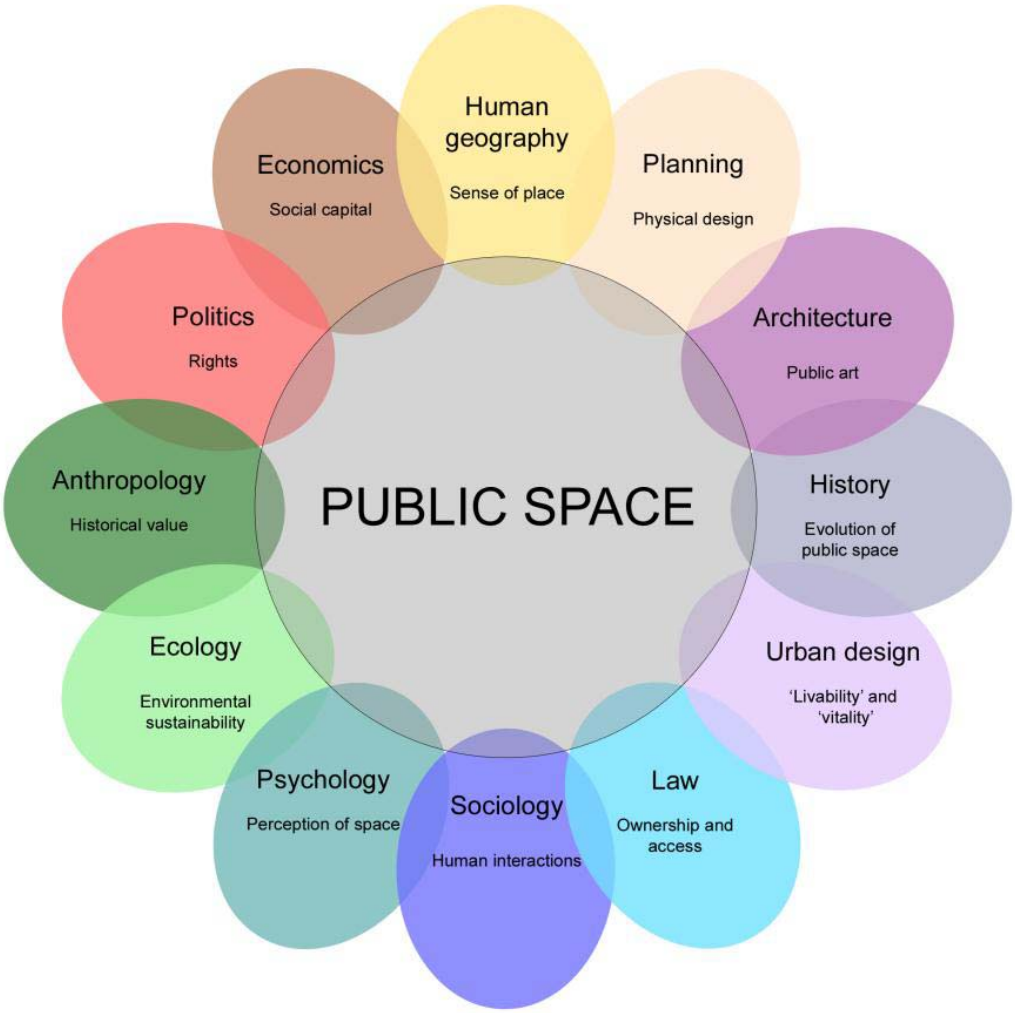

Figure 2-1 Disciplines and debates on public space. Source: Varna, 2011

In planning and urban design field, public space is a difficult idea to define, not least because very few spaces and places are, or ever have been, truly public. In order to create a safe, viable and sustainable urban environment, providing a publicly accessible space is needed (Németh & Schmidt, 2011). Besides, publicly accessible open spaces are supported as necessary components of economic growth and development due to the possible positive effects on adjacent property. (Carr et al, 1993; Garvin, 2002).

2.3.1. Roots of Public Space: Agora

The concept of public space can be traced back to the ancient Greek agora, while throughout history, forums, parks, commons, market places, squares and streets have been seen as the embodiment of public space.

In Ancient Greece, the agora was the place where Greek citizens came to vote, trade, and talk or even just to meet, integrating the concepts of democracy and citizenship through public space (Minton, 2006).

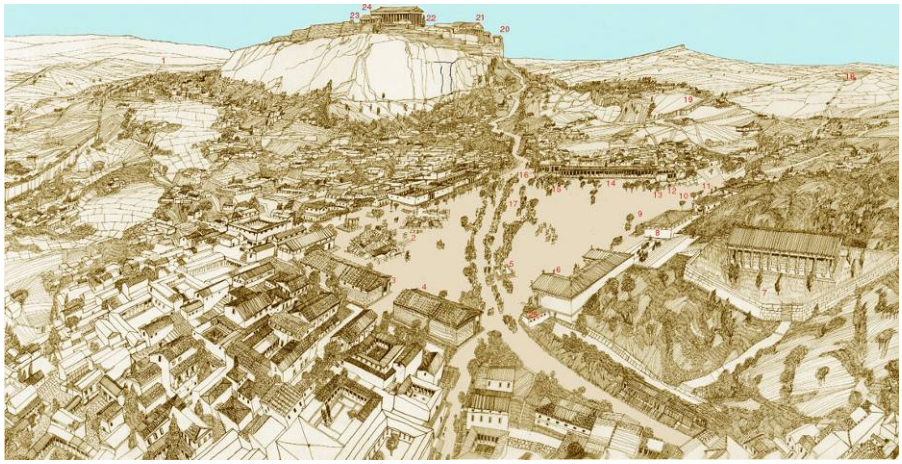

Figure 2-2 “Public Space” and “Public Life” in Athens Agora
Source: http://www.faculty.umb.edu

Public space is used as an essential mean of realization of democracy. But, as the rights of citizenship in ancient Greek democracy were only rewarded to free, non-foreign men and denied to slaves, women and foreigners -more than half the population- were not part of this ‘public’, excluded from the political and social arena (Mitchell, 1995). So, it may be described as way of democracy (and also public space) for a defined -and the rules are well set- minority for whom the ancient Greeks refer as “public”.

2.3.2. Public Space and "The Other"

According to Mitchell (1995) being an outsider is as important as citizenship in shaping the nature of 'public'. So, access and use are the main determining questions regarding the public space, because control over a space put the rules of who has right to access and use it. Also, ownership always plays a central role on how a space is controlled and used (Low, 2004).

Minton (2006) claims that, being possessed by an individual, a corporation, a public or private institution, "free space" or "open plan" is out of discussion or it is only debated as a theoretical case, or as a utopian idea instead of being practice.

Lefebvre (1992), who discussed the "production of space", argued that every society in history shapes a distinctive social space to meet its social and economic requirements. As the agora, which was open to only free and male citizens, reflected the social, political and cultural outcome of its own era (Dolores, 1995). Public space continues to be viewed as a social and political barometer not only by city planner but also by sociologists and anthropologists too.

According to Whyte (1988), giving priority to security over publicness has problems. It attempts to attract a more appropriate population which is most of the time, dependent on excluding those who are assumed as less desired.

Minton (2006) argues that a critique to this segregation is a heightened level of control over the environment in order to stabilize the threat of 'the other'- the poor, the excluded and badly treated, which are never far away. Michel Foucault brought forward the concept of "the other" which is the main theme in academic literature on public space and recently it is relevant to modern debates about the city with the rhetoric of anti-social behavior.

2.4. How to Design Public Spaces

According to Varna and Tiesdell (2010), academic discussions on public space inevitably accumulate in two main sides. Some theoreticians are pessimistic about the future of public space, some others are relatively optimistic. The pessimistic approach states that public space has lost significant importance. It is related with social, political and economic privatization and their effects on society in general (Varna & Tiesdell, 2010). Sennett (1977) names this as 'the fall of public man' and 'end of public culture'; Zukin (1995, 2000) names as 'public pacified through cappuccino'; and Davis (1998) names 'more privately produced and controlled spaces'. Therefore according to this approach, public space and public realm declined significantly in general.

Other interpreters such as Brill (1989a, 1989b) and Carr et al. (1992) are more optimistic. According to Loukaitou-Sideris and Banerjee (1998), the cause of decrease in perception of public realm is a wrong idea and actually public space has never been as various, intense, classless, or democratic as is considered at the present time. They noticed revival of public space, claimed that association between public space and public life is vigorous and interactive, and new spaces are needed to new forms of public life. Carmona et al. (2003) has an optimistic approach coming from the definition of urban design, as "… process of making better places for people than would otherwise be produced", so the main component of modern urban design is creating public places.

According to Németh and Schmidt (2011), two relevant questions are included in discussions of publicly accessible space. First one is: What composes a good or ideal public space? Second one is: How can be these normative goals achieved? There is no common side on the first question, however, in order to address it there are two ways. Marcuse (2005) stated that public spaces should enable functions that are starting from democratic activity to passive recreation. There are also arguments

suggesting that publicly accessible space should be inclusive and stimulate interactivity to various users as much as possible (Kohn, 2004; Németh and Schmidt, 2007; Young, 2000). Certain abstract features such as variety, flexibility, permeability, or authenticity are stated as compound of an ideal public space by other scholars (Ellin, 2006; Fernando, 2006; Rapoport, 1977). Other scholars also claim that good public spaces let diverse uses, that are unsystematic, unmediated and improvised (Franck & Stevens, 2006; Hood, 1997; Schmidt, 2005).

Lively and sustainable urban environment's one of the important features is publicly accessible spaces (Németh, 2009). Blomley (2001) and Rogers (1998) stated that the best spaces offer facility to debate, consideration and unprogrammed natural encounters with those having various thoughts in the world. According to Rogers (1998), publicly accessible spaces provide social interaction and active citizenship, and they educate city inhabitants about the awareness of "the other" through urbanity.

Young (2000) discusses that everyone must get to high quality public spaces and democratic involvement must be contributed by successful spaces through encouraging interaction between not only acquaintances, but also strangers. Such ideal spaces serve as "the material location where social interactions and public activities of all members of the public occur" (Mitchell, 2003a). However, this is a utopian, and the ideal of a universally inclusive and unmediated space is not a possible objective to achieve (Mitchell, 2003a). Public space is heterogeneous, and in each case, the dimensions and extent of the public space's publicness become different considerably (Smith & Low, 2006). Moreover, the public is a controversial term, and is constantly challenged and reformulated (Németh & Schmidt, 2007).
Publicly accessible space is not intimate: The size and extent of its publicness are considerably differing from case to case (Mitchell, 2003a). This also leads to ideal of a globally inclusive and unmediated space's never being met. Moreover, managers define the publicness as identifying who uses a space and how. The publicness of publicly accessible space is continually formulated and reformulated as management

approaches are differentiated from one space to other (Németh, 2009). Hence, determining the management approaches characteristics is the first step in comprehending the dimension of publicness or inclusiveness in a set of places or a particular space (Németh, 2009). Moreover, different kinds of space have risen and therefore different conceptions of public have risen. In addition, Németh (2009) stated that weak point of academic public spaces discourse is the tendency to characterize loss of publicness without cautiously describing the concept and without ensuring tools for in-depth analysis across its multiple dimensions. It makes difficult to compare different public spaces.

Over time, public places have been used for different purposes. These purposes are to modify commodities to playing fields from places and meeting place for political demonstrations (Madanipour, 1999; Banerjee, 2001; Carmona, Heath, Oc, & Tiesdell, 2003). From market place to car parks, from political arena to playground, public spaces in city centers have undergone change in time and they will keep on evolving. Despite the opinion that society is reflected by public spaces is not new, it starts to be controversial. More types of public spaces are being improved because society becomes more complex and dynamic. By the late 20th century, public spaces have been attracted overdue attention at the core of European cities and many of them had been turned into car parks along the 1960s and 1970s (Van Melik, Van Aalst, & Van Weesep, 2007). According to Van Melik et al. (2007), in order to renew ruinous public spaces, major investments were made such as banning cars, laying new pavements, setting up street furniture. However, people also avoid the public domain of the city due to the increase in anxiety about crime and they set back the private sphere (Montgomery, 1997; Banerjee, 2001; Ellin, 2001).

CHAPTER 3

PUBLICNESS OF PUBLIC PLACE

With the high degree of sharing common attributes, core dimensions of publicness are described by many commentators. Ownership, accessibility and inter subjectivity are the three core dimensions of public space (Kohn, 2004). Carmona (2010b) adds function and perception to this analysis for his identification. Distinctively, Young (2000) defines her ideal unoppressive city with three core dimensions that are accessibility, inclusion and tolerance or difference. Besides, Benn and Gaus (1983) and Madanipour (2003) determine access, agency and interest as core dimensions in their earlier work. Németh and Schmidt (2007, 2011) highlight 'ownership', 'management' and 'use/users'. Varna and Tiesdell (2010) described five meta dimensions of publicness as: ownership, control, civility, physical configuration and animation, by keeping meaning and power as an influential effect on perception of these five.

The identification of five core dimensions of publicness which include ownership, control, physical conditions, inviting and welcoming spatial aspects and animation, is based on synthesis of public space literature.

3.1. Ownership

A place's juristic status is identified as ownership. Marcuse (2005) discusses a ranking from public to private ownership which has six levels, and also he discusses some other differentiations based on the function and usage of place:

- Public ownership/public function/public use (street, square).
- Public ownership/public function/administrative use.
- Public ownership/public function/private use (e.g. space leased to commercial establishments, cafe´ terrace).
- Private ownership/public function/public use (e.g. airports, bus stations).
- Private ownership/private function/public use (e.g. shops, cafes, bars, restaurants).
- Private ownership/private use (e.g. home).

According to Varna and Tiesdell (2010), the concept "more public" states that the place is owned and used by a public body who is controlled by elected representatives of community, should exert his/her ownership for public or collective interest. Contrarily the concept "less public" identifies a place owned by a private person, used for private purposes. There can be some complex situations where ownerships is shared in a public-private partnership or joint venture and also where is owned by private person but has public function also. Nowadays, the "more public" places are rarely found but "less public" places are spreading.

Németh and Schmidt (2011) claims that, how open and inclusive a public space is to a diverse public, can be placed through a consistent way from completely private to completely public. On the other hand, Staeheli and Mitchell (2008) asserted that it is basically impossible to determine the publicness, because of the idea that public space is the site of only public (or inclusive) action, while only private space is the site of only private action is considered as an inadequate assumption. However, they claim that publicness of a space includes sophisticated relationships between property and people. Moreover, this supposes what public spaces can and should be. According to Kohn (2004), the traditional public and private borders are led to proceeded blurring through hybridization and privatization of space and this makes it almost impossible in order to improve a concise linear idea of publicness or privateness.

3.2. Control

Control is a managerial dimension of publicness. It exists on a large spectrum from a policed state to a more civil manner. Some commentators advocate "less public" concept. For instance, Oc and Tiesdell (1999) determined four approaches to create safer environments. Control compensate for what commentators designate the panoptic approach featuring "explicit control of space; the privatization of space; the private management of publicly accessible space; an explicit policing presence (especially the presence of security guards); closed circuit television (CCTV) systems as tools of control; covert surveillance systems; exclusion of people/groups; and the erosion of civil liberties" (Varna & Tiesdell, 2010).

Németh and Schimidt (2007) studied public ownership or management, within a Business Improvement District (BID), security cameras, the presence of security personnel and the presence of secondary security personnel while discussing control in the light of "surveillance and policing". Loukaitou-Sideris and Banerjee discussed "hard" or "active" control with similar samples such as security officers, surveillance cameras and express regulations (as cited in Varna & Tiesdell, 2010). However, researchers do not comply whether CCTV makes public space more confident. There is evidence that surveillance only change the place of crime: Places where is covered with cameras become more confident; however, places where are not covered with cameras become unsafe (Koskela, 2000). Both the percentage of people who feel safe and unsafe went up after CCTV was set up in Bringham (Brown, 1995). This result may be interpreted that existence of CCTV indicates places as dangerous and hence make people sensitive to the possibility of hazard (Atkinson, 2003).

Conversely to "less public" situation, "more public" associated with freedom due to the lack of distinctive control. Lynch (1965) claims that open (instead of public) places, were open to the ". . . freely chosen and spontaneous actions of people" in his early writings. Afterward he also argued free use of open space may ". . . offend us, endanger us, or even threaten the seat of power" (Lynch, 1972). Lynch and Carr

(1979) argue that, people support right to speak and do what they want, acting freely feeds ourselves and others, using an urban space freely is the spectacle of those peculiar ways.

Situations between the "less public" and the "more public" link with what Loukaitou-Sideris and Banerjee (1999) define "soft" or "passive" control that focus on "symbolic restrictions" in which undesirable activities are discouraged in a passive way without providing certain facilities (e.g. public toilets). Suggesting a similar definition, Allen (2006) notes that "… one could be forgiven for thinking that power is largely about guards or gates or that it is present through surveillance techniques…" and he underlines the role of "ambient power" in public places. Allen (2006) define "ambient power" in public spaces as "…something about the character of an urban setting- a particular atmosphere, a specific mood, a certain feeling- that affects how we experience it and which, in turn, seeks to induce certain stances which we might otherwise have chosen not to adopt."

Moreover, Allen (2006) defines "logic of seduction" implanted in the layout and design which "…represent a seductive presence that effectively closes down options, enticing visitors to circulate and interact in ways that they might not otherwise have chosen…" Seduction makes us remain "… largely oblivious to the scripted nature of such open spaces" (Allen, 2006).

Concern over providing security and creating safe urban environments comports with the general consensus among planners, developers, and consultants that publicly accessible spaces must be perceived as safe in order for them to fulfill their potential.

3.3. Physical Conditions

Varna and Tiesdell (2010) stated that involving the enhancement of a positive and welcoming ambience, maintaining high quality of physical conditions relates to the management and maintenance of a public place. A main aspect is that the place's

being cared for or appears to be cared for is equally important. However, as managing a space results in managing the activities in it, it is difficult to decide which activities will be encouraged and which of the will be discouraged. Lynch and Carr (1979) classified four major public space management missions:

- Differentiation between 'harmful' and 'harmless' activities in circumstances where harmful activities are controlled without restricting harmless activities.
- Stimulation of the general tolerance toward free use while determining an extended consensus of what is allowable.
- Separation of the activities of groups who have a low tolerance for each other.
- Procuration of 'marginal places' for extremely free behavior can go on without any serious damage.

The number of rules which prevents behaviors such as smoking, sleeping, skating etc. in public spaces has ascended due to maintenance and civility concerns. Kohn (2004) features the core tension between commentators arguing "…more civility and vigorous enforcement of community norms in the form of policing and laws against begging and loitering…" and others arguing that "…vitality of public space comes from its diversity, heterogeneity, and even its disruptive quality". This requires a balance which is difficult to reach. Requiring recognition that freedom of action in public spaces is a 'responsible' freedom, civility involves "…the ability to carry out the activities that one desires, to use a place as one wishes but with recognition that a public place is a shared place" according to Carr et al. (1992). Moreover, civility relates to incivility and incivilities which are defined by Grange, Ferraro, and Suponcic (1992) as "… low level breaches of community standards that signal an erosion of conventionally accepted norms and values". Associated with behavioral norms, civility is also associated with the maintenance and cleansing regimes employed. In circumstances in which maintenance is not adequate, a spiral of decline may arise.

Physical conditions leading to "more public" situations correlate with Oc and Tiesdell's (2000) 'management' or 'regulatory' approach containing properties such as the management of a public place; explain rules and regulations obviously (e.g. to avoid antisocial behavior); volatile and spatial regulations; CCTV as a management rather than a control tool; and presence of ambassadors/city centre representatives in public space. In a similar way, Németh and Schmidt (2007) argue it with respect to 'laws and rules', featuring signs declaring a public place; the posting of clear sets of rules; and informing about subjective or judgment rules.

Carmona (2010a), refers to the physical conditions under two main aspects which are resulting in "less public" results. According to him, public spaces are either over-managed or under-managed which both cases result in a decrease in the publicness.
In under-management condition, one of the possible results is what Carmona calls "neglected space". Tibbalds (2001, p. 1) refers to same critique of public space as it is too often:

> littered, piled with rotting rubbish, covered in graffiti, polluted, congested and choked by traffic, full of mediocre and ugly poorly maintained buildings, unsafe, populated at night by homeless people living in cardboard boxes, doorways and subways and during the day by many of the same people begging in the streets.

In Douglas Adams' famous novel, Hitchhikers Guide to the Galaxy, the decline in public realm is criticized ironically being as a matter of "SEP" (someone else's problem). According to Wilson and Kelling's (1982) broken windows theory of crime prevention asserts "…one unrepaired window is a signal that no one cares, and so breaking windows costs nothing". Thus, one neglected broken window, easily results in more broken windows.

The opposite situation is referred as over-management of public space by Carmona (2010) and it is seen as another negative aspect in terms of publicness. According to

his categorization, over-management has consequences as ‘privatized space’, ‘consumption space’, ‘invented space’ and ‘scary space’. Therefore, physical conditions of a public space are also related with the awareness and respect of people’s use and attitude of public space (Philips & Smith, 2006).

Public space might also be designed to actively prevent or deter certain uses and activities. This relates to what Flusty’s (1997) calls “prickly space” -places of deliberate discomfort and Los Angeles’ “sadistic street furniture” described by Mike Davis (1998).

3.4. Inviting and Welcoming Spatial Aspects

Inviting and welcoming spatial aspects of a public space is a design oriented dimension. It is about the design principles of a place’s with regard to its periphery. Varna and Tiesdell (2010) claim that differentiating between a place’s macro-design and macro-design; we can say that macro-design refers to a place’s relationship with its hinterland, involving the routes into it and its correspondence with its surrounding, while micro-design can be defined as the design of the place itself. Therefore within this context, macro design relates to physical configuration, and micro-design is discussed as animation.

Inviting and welcoming aspects of a place determines the ease of access and enter of people to the public space. It corresponds to fortress approach of Tiesdell and Oc (1998) which argues such features as walls, barriers, gates, physical segregation, privatization and control of territory, and deliberate strategies of excluding people. Discussing this in terms of ‘access and territoriality’, Németh and Schmidt (2007) underlines entrance accessibility, orientation accessibility, restricted or partly restricted use and constrained hours of operation.

Varna and Tiesdell (2010) refers to subject as physical configuration of public space and claims that it can be classified with respect to three key qualities;

- **Centrality and connectivity**; Centrality refers to ease of "movement to" a space where connectivity refers to the opportunities of "movement through" a space. Varna and Tiesdell (2010) claim that strategically well-located places within the movement pattern of a city have wider potential movement, which provides the place to have a greater potential for diverse social groups gathering in time and space. The design of the place determines the density of use; however, it is just as a multiplier of the basic movement pattern. Unless the place is well located within the local movement pattern, the design of a place matters little with respect to density because it is not probable to be used well if there aren't any changes in the broader area.

- **Visual access:** The ability to see inside of a place is called as visual access. It is another important aspect of public space design. Some places are deliberately designed to prevent visual access into them. Flusty (1997) names the design strategy as "stealth space", which means by hiding with design; a particular public space is concealed. Space that cannot be found, is camouflaged, or obscured by intervening objects or level changes. Koskela, (2000) names the approach "... entrances and routes are hidden and are known only to -and hence are only supposed to be found by- exceptional privileged people..."

Another tactic is the use of denial cues (Lofland, 1998), which do not hide public spaces but mask their public character by hampering easy access, for instance with contorted or confusing paths of approach. The result is what Flusty (1997) called "slippery space". Loukaitou –Sideris (1996) analyzed public plazas designed to constrain visual access in central Los Angeles and discovered "introversion" and a "deliberate fragmentation" of the public realm. Techniques were used to hide places with exteriors giving few clues about the place, being isolated from the street; street-level access was not highlighted, and major entrances were taken through parking structures.

- **Thresholds and gateways:** Gateways can be used in order to constrain or orient potential access into a place. On the other hand, thresholds have psychological effects on users as well as defining physical borders. Every threshold brings a decision obligation to the users of public space. The decisions of "to pass or not to pass" or "to enter or not to enter" are a simple outcome of each threshold, defined with design tools. The more evident the threshold, the greater its potential significant as a decision point.

When access is obstructed by walls, gates or checkpoints, it becomes what Flusty (1997) calls "crusty space". Distorted pavements or physical barriers like steps that exclude wheelchair users, result in what Carmona (2010) call "disabling space".

In case of inviting and welcoming aspects, a space is more public with three qualities; being central and well-connected to various user groups, being visually accessible and connected to the public realm beyond the place itself; and not having thresholds which are explicitly controlling access, resulting in filtered admission. Otherwise, the outcome is a place that is uneasy to find and see into, and uneasy to enter.

3.5. Animation (Peopling)

Animation aspects of a public space is both social and design oriented dimension of publicness. Oc and Tiesdell's (1999) "peopling" approach corresponds to animation, featuring presence of people, people generators, activities, a welcoming ambience, accessibility and inclusion, cultural animation, 24-hour and evening economy strategies. Németh and Schmidt (2007) argues this with respect to 'design and image' underlining factors such as the availability of restrooms, diversity of seating types, various micro-climates, lighting to encourage night-time use, design for appropriate use, sponsor advertisement, small-scale vendors, and artistic and cultural or visual improvement.

Montgomery (1995) stated that by presenting various activities in public spaces, the animation of city centers can be increased. Public spaces serve as venues for arts and culture; include festivals, concerts, outdoor film shows, parades and performances, which are not something new. During the Middle Ages, due to the lack of theatres, the use of streets and squares have been described that mystery plays were watched from the plaza and performed on the church; ribald entertainment was staged on scaffold. Entrance was free to bullfights and football games, because they were held in square (Webb, 1990). What is new about the animation of public space is organizing the events from the top down and then regulating. Another improvement is their both size and number and the adaptation of public space to accommodate this large-scale entertainment function. For example, the number of events in public space increased by 800%, the number of visitors by 900% between 1986 and 1997 in Netherlands (Metz, 2002).

Florida (2002) stated that differentiation of urban lifestyles have been caused by individualization and multiculturalism which are two consistent trends. According to observation of Carr et al. (1992), some inferences which are:

> . . . nearby public space is no longer necessary as a relief from crowded living and working environments nor as an essential setting for the social exchange that helped to hold together the old 'urban villages' with their social support systems. Instead, public spaces supporting particular types of public life become freely chosen settings for family and group enjoyment and for individual development and discovery . . . (pp. 8-9).

Therefore, if behavior and living conditions of people alter, their requirements also alter with regard to public space. A person avoids particular spaces where s/he does not want to see and claims those as their own when s/he does not want to see. Hajer and Reijndorp (2001) said that public space is converted into an archipelago of spatial enclaves as a result of this.

According to Ellin (2001), fear of the unknown, of each other, and of unjust treatment lay beneath motivation. It is stressed that not only criminal acts but also 'street barbarism' or incivilities (e.g. aggressive begging) frighten people (Tiesdell & Oc, 1998). Accordingly, a rise in the apprehension of crime rather than in real crime ratio is a cause of increased fear of crime (Cybriwsky, 1999). In order to develop the public safety feeling, many planning and urban design precautions have ended up 'fortress' and 'panoptic' cities which is regretted by Tiesdell and Oc (1998). 'Animation' approach is supposing that the crowded place is the safer place Van Melik et al. (2007). It is more likely for offenders to be seen and get caught or hindered from committing a crime because of the concentrations of people. Since mobile phones are prevalent, people will be more likely to participate in surveillance. The linkage was described as chicken-and-egg question by Tiesdell and Oc (1998): "…to be perceived as safe, the public realm must be animated; to be animated, the public realm must be perceived to be safe ..." Ellin (2001) described this paradigm as a complementary model rather than being a binary logic.

According to Varna and Tiesdell (2010) animation relates to the degree to which the design of the place supporting and meeting the needs of people in public space, and whether diverse individuals and groups share and use the place. Gans (1968) argues that, the major determinant of animation relates to the specific physical configuration and design of a place even though it forms the potential environment and animation is the effective environment. There are many aesthetic ideas about the desirable shape and configuration of public places, but functional considerations with respect to the design features to support use and activity are particularly important.

Carr et al. (1992) determined five privileged needs which are asked for satisfying in public space: relaxation, comfort, passive and active engagement with the environment, and discovery. Outdoor pavement café's fulfill all of them. While watching the passing scene (passive engagement), a place was provided to eat and drink (comfort) and rest one's feet (comfort/relaxation). Passive use of pavement

café's was emphasized by Oosterman (1992, p. 162): "…it is not the meeting of strangers that is important, but the spectacle provided by them . . ." Moreover, pavement café's supply socializing (active engagement). People can discover the world from a new vantage when they have time to observe their neighborhood.

Carmona et al. (2010) notes an additional sixth substance; display relating to both visibility and self-presentation in public space.

Passive engagement: It refers to "…. the need for an encounter with the setting, albeit without becoming actively involved" (Carr et al., 1992). The fundamental form of passive engagement is people-watching. For instance, Whyte (1980) invented that the places which are used most were those close to the pedestrian flow. Street cafes from this perspective provide opportunities and cover for people to watch just like fountains, public art, commanding views and activities happening in public places ranging from formal lunchtime or concerts to informal street entertainment.

Active engagement: It refers to a more direct experience with a place and the people in it. Carr et al. (1992) mention that while some people feel satisfied in people-watching, others may desire more direct contact with friends, families or sometimes with strangers. The simple proximity in time and space does not necessarily mean that people will spontaneously interact. Whyte (1980) explained that public places are not ideal places for 'striking up acquaintances' and that even in the most sociable do not have 'much mingling'. The coincidence of people in time and space provide opportunities for people to contact and to interact socially. Gehl (1996) discusses how design supports interaction and refers to 'varied transitional forms' between being alone and being together and offers a scale of 'intensity of contact' ranging from 'close friendship' to 'friends', 'acquaintances', 'chance contacts' and 'passive contacts'. If there is lack of activity in the spaces between buildings, the lower end of this contact scale disappears. Places which are well-animated suggest opportunities for different degrees of engagement, and also the potential to disengage or withdraw from contact. Design has the ability to create or inhibit such opportunities for

contact. For example, benches, telephones, fountains, sculptures, coffee carts can be configured in ways which are more and less supportive to social interaction through and Whyte (1980) calls it 'triangulation'.

Discovery and display: It refers to the desire for new experiences. Requiring some sense of unpredictability, and even danger whether real or imagined, 'discovery' depends on variety and change. Many commentators (Sennett, 1990; Zukin, 1995; Hajer & Rejindorp, 2001) feature the value of 'liminality'; places formed in the interstices of everyday life and outside 'normal' rules in which diverse group of people meet and interact. This, in different ways, leads to bringing together disparate activities, occupiers and characters that create important exchanges and connections.

The design and the management of public places need to meet these needs as well as they handle the conflict between them (Varna & Tiesdell, 2010). For a better active engagement, play and discovery, spontaneous, unscripted and unprogrammed activities need to be allowed. Discussing the notion of 'loose space', Frank and Stevens (2006) develop a typology around ideas of 'looseness' and 'tightness'. While loose space is adaptable, unrestricted being used for a variety of functions, tight space is fixed, constrained and controlled with respect to types of activities that may occur there.

The 'more public' situation refers to places where design supports and encourages use, in particular, passive and active engagement and discovery, and display. Gehl (1996) formulates this as more public situation supports optional and social activities. However, the 'less public' situation is where design does not support, or restricts/discourages use. Gehl (1996) notes such spaces only serve for necessary activities. It is also similar to Sennett's (1978) 'dead public space':

> . . . street-level plazas or squares, which, whilst open and accessible, are merely places to move through, to cut across, rather than dwell in or engage with in any meaningful way. Draughty, sterile, primed with seating designed to move

you on, little, according to Sennett, punctuates these vast empty, ‘public’ caverns other than the sight of other people on their way to somewhere else (Allen, 2006, p. 451).

CHAPTER 4

BUILDING THE MODEL

In this chapter, the models developed for benchmarking the publicness were explained and methods were discussed. Much of the study related with public space is descriptive (e.g. Carr, Francis, Rivlin, & Stone, 1992; Hajer & Reijndorp, 2001; Metz, 2002), applying these descriptive studies to specific cases and comparing different public spaces is difficult. However in the literature, there have been four different studies on the public spaces in the sense of measuring and representing publicness. First one is developed by Van Melik et al. (2007), the second one is developed by Varna and Tiesdell (2010) and lastly two of them are developed by Németh and Schmidt (2007, 2011).

4.1. Three Axes Model of Németh and Schmidt

There are two related studies in 2007 and 2011, and it is mentioned to be an ongoing project. First one is a more simple method for measuring the security of publicly accessible spaces; the second, and more complex one, is for modeling and measuring publicness. Németh and Schmidt (2011) recommended a conceptual model which determines publicness through three different but relevant dimensions: Ownership, management, and uses/users.

The first model is a linear method simply grouping the design tools as “features encouraging use” as a positive aspect and “features discouraging or controlling use as a negative aspect and rate them accordingly (see **Error! Reference source not found.**

and Table 4-2). For publicness of a public space four core dimensions are generated and these dimensions are explained as:

- Laws and rules governing a space;
- Surveillance and policing present in the space;
- Design and image;
- Access restrictions and territorial separation to control space.

Ten encouraging and ten discouraging indicators are listed as an index and they are grouped under these four core dimensions. In next step, each one is ranked as 0, 1 or 2 adding up totally 0-20 points.

Table 4-1 Scoring the encouraging uses

Features Encouraging Use	**Approach**	**Scores**
Sign announcing public space	Laws / Rules	0-2
At a commercial building	Surveillance / Policing	0-2
Restroom available	Design / Image	0-2
Diversity of seating types	Design / Image	0-2
Various microclimates	Design / Image	0-2
Lighting to encourage nighttime use	Design / Image	0-2
Small-scale food consumption	Design / Image	0-2
Art, cultural, or visual enhancement	Design / Image	0-2
Entrance accessibility	Access / Territoriality	0-2
Orientation accessibility	Access / Territoriality	0-2
Overall Score		0-20

Source: Németh & Schmidt (2011)

Table 4-2 Scoring the discouraging uses

Features Discouraging Use	**Approach**	**Scores**
Visible sets of rules posted	Laws / Rules	0-2
Subjectivity or judgment rules posted	Laws / Rules	0-2
In business improvement district	Surveillance / Policing	0-2
Security cameras	Surveillance / Policing	0-2
Security personnel	Surveillance / Policing	0-2
Secondary security personnel	Surveillance / Policing	0-2
Design to imply appropriate use	Design / Image	0-2
Presence of sponsor or advertisement	Design / Image	0-2
Areas of restricted or conditional use	Access / Territoriality	0-2
Constrained hours of operation	Access / Territoriality	0-2
Overall Score		0-20

Source: Németh & Schmidt (2011)

On the second model this linear method is replaced with a tri-axial model. The axes represent again "ownership", "use/users" and "management", but this time the representation is not arithmetical, instead it is graphical. Upper side symbolizes more public situations where the lower side represents the more private.

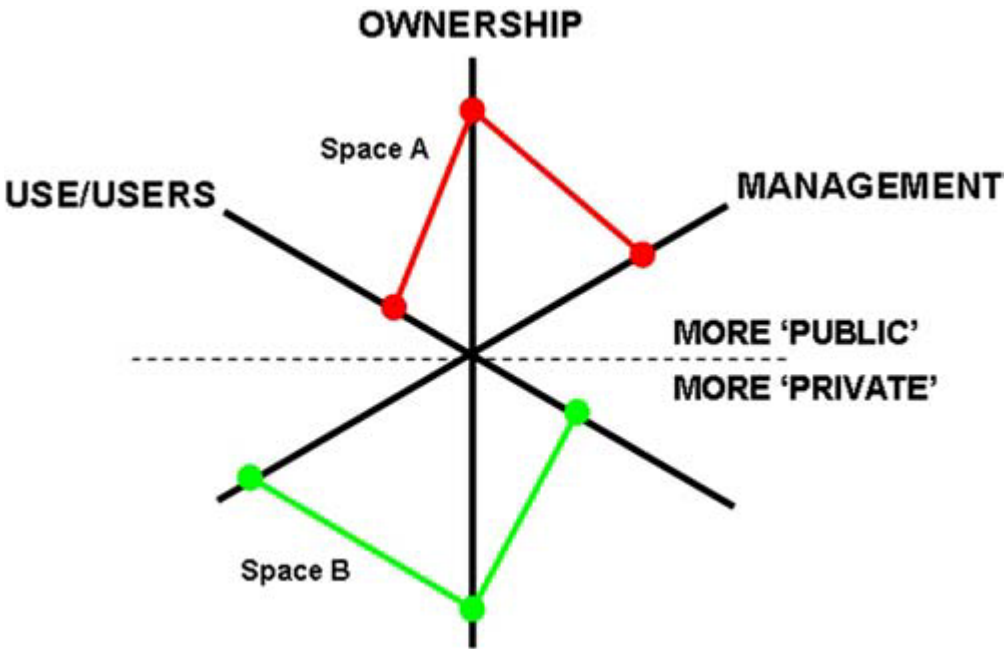

Figure 4-1 Hypothetical plotting of spaces Source: Németh & Schmith (2011)

As their articles were about the privatization of public spaces in New York City, they compared publicly owned parks with the privately owned spaces (as Sony Plaza or Worldwide Plaza).

4.2. Hexagon Model of Van Melik

The model was generated to determine if a public space is "secured" or "themed" public space. It categorized public space as 'themed space' (focusing on urban entertainment and 'fantasy') and 'secured space' (increasing safety and reducing feelings of 'fear'), regarded as two aspects of the same tendency towards greater

control over public space (Van Melik et al., 2007). The indicators of a secured public space, with the perception of fear, were listed as:

1) Surveillance (e.g. presence of CCTV cameras)
2) Restraints on loitering (e.g. provision of benches)
3) Regulation (e.g. regular local or special ordinance; enforcement by local police and/or private security).

The indicators of themed public space, with the perception of fantasy were listed as:

1) Events (e.g. the presence of organized events; presence of permanent facilities);
2) Fun shopping (e.g. the presence and nature of shops)
3) Pavement cafes (e.g. the presence and coverage of edges/terraces).

An analytical tool was developed with scaling techniques to compare public spaces on a number of criteria by a simple diagram. Each indicator subdivided into three levels of intensity: low (L), medium (M) and high (H). (Van Melik et al., 2007). The connected rankings of lines were formatting the final hexagon shape.

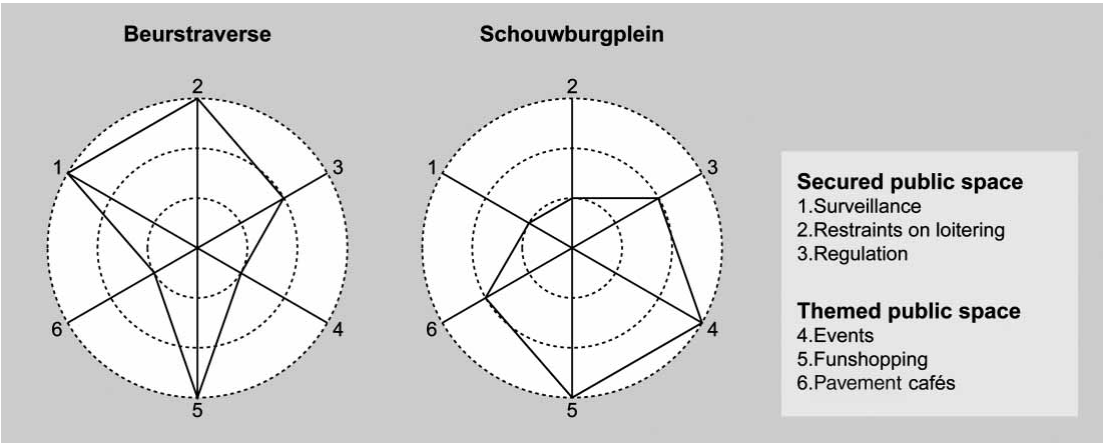

Figure 4-2 Representation of secured (upper half) or themed (lower half) public space
Source: Van Melik et al. (2007)

Table 4-3 Operationalization of 'fear' and 'fantasy' in secured and themed public space

DIMENSION		DESCRIPTION
SECURED PUBLIC SPACE		
1. Surveillance	L.	No CCTV
	M	CCTV is installed, footage is recorded
	H	CCTV is installed, footage is watched live
2. Restraints on loitering	L	Benches are present public space cannot be fenced off
	M	Benches are present, public space can be fenced off
	H	No benches available
3. Regulation	L	Arranged by regular local ordinance, enforced by local police
	M	Arranged by regular local ordinance, enforced by local police and private security
	H	Arranged by special ordinance, enforced by private security
THEMED PUBLIC SPACE		
4. Events	L	No organized events
	M	Events are organized, no permanent facilities available
	H	Events are organ
5. Funshopping	L	No shops present
	M	Majority of shops of 'run' nature (i.e. convenience stores for groceries or appliances)
	H	Majority of shops of 'fun' nature (i.e. stores with discretionary shopping goods)
6. Pavement cafe´s	L	No pavement cafe´s present
	M	Present, partial coverage of terraces (10–50 per cent of total surface)
	H	Present, high coverage of terraces (> 50 per cent of total surface)

Source: Van Melik et al., 2007

The method was used in two public spaces in central Rotterdam one (Beurstraverse) scoring highly "secured" and the other (Schouwburgplein) scoring highly "themed". Two of them were connecting two shopping malls previously separated by a busy street. Beurstraverse is a street with retail stores and Schouwburgplein is a public square lined by a small number of cafes and restaurants.

4.3. Star Model of Varna & Tiesdell

The model has five core dimensions each representing; "ownership", "control", "civility", "animation" and "physical configuration" of public space. As the publicness of a public space increased the triangle representing that dimension's length has

increased. Thus, the publicness was expressed not by a particular dimension, but it derives from the interaction and total outcome of all dimensions (see Appendix A for identifications, calibration and weighting of these five "meta dimensions"). Each indicator has a grading starting from 1 (representing the least public) to 5 (representing the most public), except the case of "control" dimension. In case of control, more public situation referred to less controlled human activity in public space. The final product of a star shape enabling the graphical representation which is a simple way of expressing excessive background data.

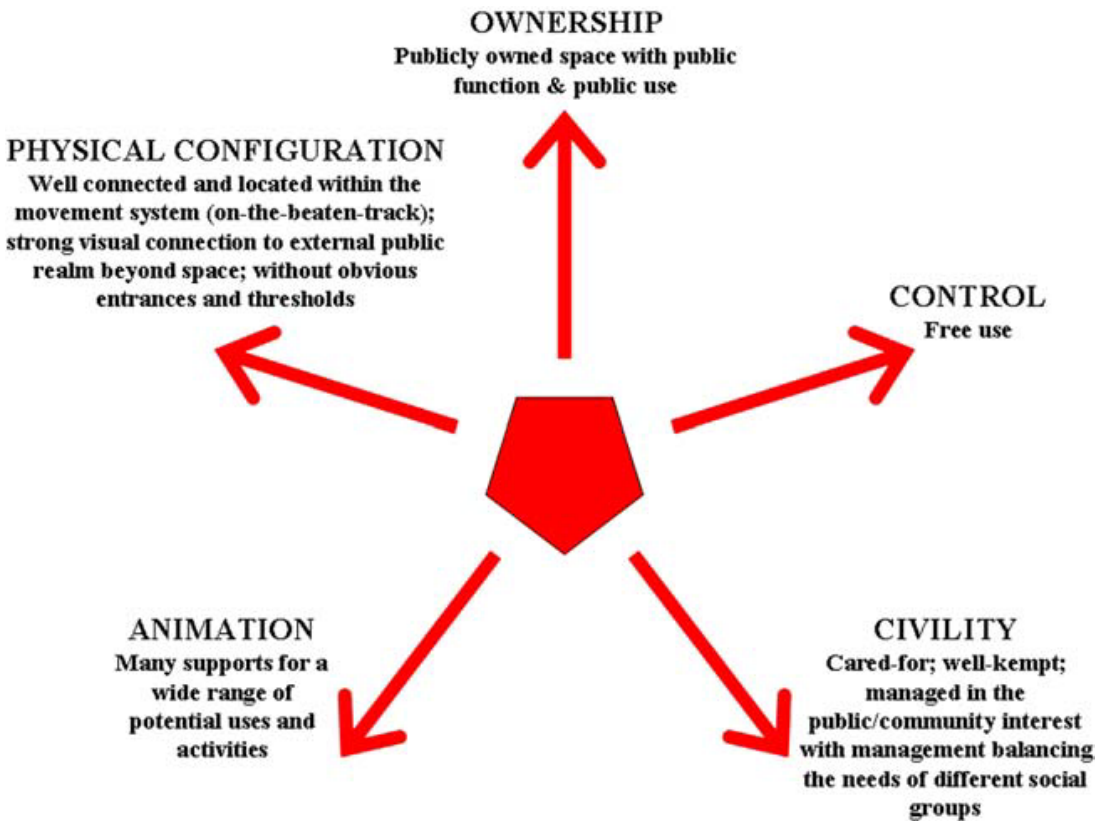

Figure 4-3 The effects of "more public" situations on the star model places
Source: Varna & Tiesdell, 2010

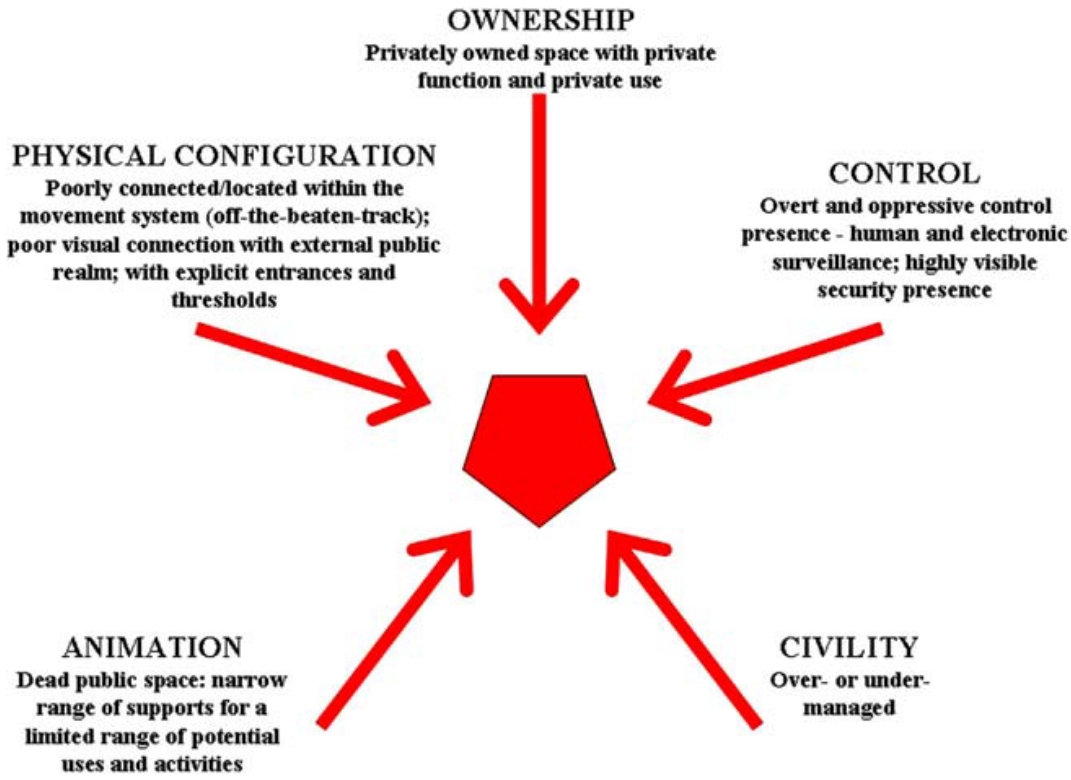

Figure 4-4 The effects of "less public" situations on the star model. Source: Varna & Tiesdell, 2010

4.4. Setting and Rearranging the Star Model for Bakanlıklar Case

The core dimensions of publicness, explained in the chapter 3 were grouped for benchmarking the publicness of Bakanlıklar District of Ankara. In this process, the main tool was the star model of Varna and Tiesdell (2010), but some core dimensions were rearranged some of them defined with different explanations within the core dimension. This was due to several reasons, which are explained under the formation of the sub topics.

4.4.1. Ownership

Ownership is the main aspect of publicness and six degrees of Marcuse's (2005, p. 778) spectrum were used to describe differentiations on "function", "use" and "legal status" of a public space. The most public case was graded as 6 where the least public

case has a grade of 1. It is possible to generate more than 6 situations but as the method was arranged to perform on administrative sites, where the owner is always the government, keeping it as simple as possible was the main notion.

4.4.2. Control

The logic of "control" dimension is inverse with regard to the other aspects of publicness. More controlled situations represented with a smaller triangle whereas less controlled places have a bigger triangle representation.

Two aspects were assigned under control title. The first one was closed circuit television (CCTV). Coming from the perception effect on the individual, if a CCTV is not easily visible it was considered as no CCTV is installed. Depending on the CCTV purpose, passive recording or actively changing direction according to the movement of people, controlled by security personnel was another key point. No visual CCTV is graded with 2 points, passive CCTV graded with 1 point and active CCTV is graded with 0.

The second aspect was the control personnel who could be police, military or civil agent with different numbers. And the number of personnel was the other determiner of the score. No control personnel graded with 4 points, few control personnel graded with 2 points and many control personnel graded with 0. Thus a total of 6 points would be achieved as the possible outcome value for the control least controlled condition.

4.4.3. Physical Conditions

Two main aspects were generated for the physical urban outfit quality. As the first one, maintenance and care taking for the built environment was divided three categories as "well cleaning of neighborhood", "taking care of green space" and

“repairing and painting of the needed places”. Each of these three categories graded with 1 point (0,5 is also used for the medium value).

The second aspect was urban outfitting, which has categories of, good night time lighting for encouraging 24 hours use and high quality street furniture to equip generous urban context. Again each of these two categories graded with 1 point (0,5 is also used for the medium value).

Thus a total of 5 points would be achieved as the possible outcome value for the best physical condition.

4.4.4. Inviting and Welcoming Spatial Aspects:

Three main aspects were generated under this title. First one was centrality and connectedness of the site. Is “movement to” the site easy, was the first dimension of centrality and does it have possibility to “movement through” the site to go “elsewhere” was the second dimension of connectedness. Each dimension is graded with 1 point.

The second aspect was about visual opportunities offered by the site. Three degrees of ranking has been made starting with a spectrum of unlimited (panoptic) visual access, which is graded with 2 points. Limited visual conditions were graded with 1 point and lastly no visual opportunity was graded with 0.

The third, the last aspect, was about the gateways and thresholds of the site with its environment. Gates and thresholds were categorized as “implicit” and “explicit” examples. No implicit and explicit thresholds and no gates were graded with 2 points, implicit thresholds were graded with 1 point and explicit thresholds and gates were graded with 0.

Thus a total of 6 points would be achieved as the possible outcome value for the most inviting and welcoming spatial case.

4.4.5. Animation (Peopling)

For the last core dimension of publicness, three aspects were generated. As the first one, passive engagement of people was expressed with considering people as the subject of engagement. Existing of artistic elements or public art, such as sculpture, picture, relief elements or even a fountain designed in an artistic manner was considered in this category. Another passive engagement topic, considering people as a subject is seating and watching other people passing by opportunity. Each of these two categories graded with 1 point.

The second aspect was the active engagement which was considering the people as objects of engagement. The first category was the opportunities of different socio-cultural activities, street performances. Second category was the dedication of whole public urban space to pedestrians and not letting the car traffic to disturb them. And the possibility of loitering of people was the last category. Each of these three categories graded with 1 point.

Thirdly, availability of facilities pulling people to animate the site such as public phone, vendor machine, tea/coffee/beverage automat, etc was the last aspect which was graded with 1 point.

Thus a total of 6 points would be achieved as the possible outcome value for the most animated (peopled) public space.

Final grouping and ranking of star model assessment is in the **Error! Reference source not found.**.

Table 4-4 Key Principles of Assessing the Publicness

Core Dimension	Sub-Titles	Explanations	Options and Values	POV
OWNERSHIP	Main Aspect: "Public" and "Private" Combinations on "Ownership", "Function" and "Use" (6 Types Generated)	Public ownership, public function, public use	(e.g. parks, squares, streets) = 6	1-6
		Public ownership, public function, administrative use	(e.g. city halls) = 5	
		Public ownership, private function, private use	(e.g. space leased to commercial establishments) = 4	
		Private ownership, public function, public use	(e.g. airports, gated communities, zoning bonus private plazas, community benefit facilities) = 3	
		Private ownership, private function, public use	(e.g. cafes, places of public accommodations) = 2	
		Private ownership, private use	(e.g. homes) = 1	
CONTROL	1-) Control By Camera	1-) CCTV (ClosedCircuitTelevision)	Not Visible CCTV = 2 Passive CCTV = 1 Active CCTV = 0	0-6
	2-) Control By Personnel	1-) Police/Military/Security Guard /Agent Presence	None = 4 Few = 2 Many = 0	

* "POV" prefix represents the possible outcome value

Table 4.4 (cont'd)

Core Dimension	Sub-Titles	Explanations	Options and Values	POV
PHYSICAL CONDITIONS	1-) Maintenance and Care Taking	1-) Well Cleaned Neighborhood	Clean = 1 Not Clean = 0	0-5
		2-) Well Cared Green Space	Available = 1 Limited = 0,5 None = 0	
		3-) Need For Repair or Painting	No = 1 Some = 0,5 Needed = 0	
	2-)Urban Outfitting	1-) Good Lighting (at night)	Good = 1 Poor = 0,5 None = 0	
		2-) High Quality Street Furniture	Available = 1 Poor = 0,5 None = 0	
INVITING AND WELCOMING SPATIAL ASPECTS	1-) Centrality and Connectedness	1-) Movement to (Centrality)	Easy to Move to = 1 Not Easy to Move to = 0	0-6
		2-) Movement Through (Connectedness)	Possible to Move Through =1 Impossible to Move Through = 0	
	2-) Visual Access	1-) Opportunities of Visual Access	Panoptic (Unlimited) Visual Vista = 2 Limited Visual Opportunity = 1 No Visual Capability = 0	
	3-) Gateways and Thresholds	1-) Type of Entry and Surrounding.	No Gates and No Explicit Thresholds = 2 No Gates but Implicit thresholds = 1 Gates and Explicit Thresholds = 0	

* "POV" prefix represents the possible outcome value

Table 4.4 (cont'd)

Core Dimension	Sub-Titles	Explanations	Options and Values	POV
ANIMATION (PEOPLING)	1-) Passive Engagement	1-) Sculpture, Picture, Public Art, Fountain etc.	Available = 1 None = 0	0-6
		2-) Seating and Watching Other People Passing By Opportunity	Central Seating With Opportunity to Watch Other People Passing By = 1 Relatively Isolated Seating = 0,5 No Seating = 0	
	2-) Active Engagement	1-) Different Socio-Cultural Activities (Street Artists etc.)	Available = 1 None = 0	
		2-) Pedestrian Dedication	Pedestrian Priority = 1 Vehicle + Pedestrian Use = 0	
		3-) Loitering	Possible = 1 Impossible = 0	
	3-) Facilities	1-) Public Phone, Vendor Machine, Tea-Coffee-Beverage Automat Availability	Available = 1 None = 0	

* "POV" prefix represents the possible outcome value

CHAPTER 5

CASE STUDY ON INVESTIGATING PUBLICNESS OF BAKANLIKLAR DISTRICT

5.1. Defining the Case Study Area

The case study of this thesis is Bakanlıklar District (which is also called Devlet Mahallesi) in Ankara. The district is characterized as the gathering of ministries, which the name Bakanlıklar comes from. Namely, they are Prime Ministry, Ministry of Education, Ministry of Justice, Ministry of Environment and Urbanization and Ministry of Interior which has two subdivisions as Gendarme Headquarters and Security General Directorate structurally attached to main building. Other landuses are as follows: Supreme Court with two separate buildings, Telecommunication Company Headquarter (Turk Telekom), park (Güvenpark), and one big parking lot which is half underground.

The north border of the area is defined with Güvenpark which consists of green areas, urban plaza, children playground, small kiosks, small flower shops, monumental sculptures, minibus and bus transportation hub, and underground (metro) hub. The functional and symbolic meaning of Güvenpark is as important as its public use not only for the case study area but for all Ankara as well. The east border is defined by Atatürk Boulevard. It has one pedestrian bridge on the Vekaletler Street junction, opening the Bakanlıklar District to East side. On the North East corner, there is a site under the metro station construction for eight years which became reality of the area instead of being temporary. South border is defined with Eskişehir road ending with Akay junction which is physically blocking the

direct pedestrian access to the Parliament area, except the South East corner. The West border is defined with Milli Müdafa Street. Atatürk Boulevard and Milli Müdafa Street have a considerable flow of vehicle and pedestrian traffic. Public transportation stations as minibus stop on Milli Müdafa Street and bus stop on Atatürk Boulevard are densely located.

5.2. Planning History

The urban growth history of Ankara has a graphic of many ups and downs. But, particularly there are three peak points. The first peak is in Roman Times the second peak comes in 17th century with Ottoman Empire. And the third peak comes with the foundation of Turkish Republic (Bakırer & Madran, 1984, pp. 108-110).

According to Tekeli (2011, p. 54), in 1892 choosing the İstanbul-Ankara line as the first implementation part of the railroad network connecting İstanbul to Bağdat has become one of most important part of Ankara's history. And the eastern part of the railway could not be finished because of political impact of Russia. The railway connection provoked the emergence of new agricultural areas, and consequently the increase in the agricultural production at regional scale (Saner, 2004, p. 9). Thus, as a result, Mustafa Kemal picked Ankara as headquarter for the Anatolian Resistance. Ankara became the capital city 16 days before the foundation of Republic in 13th October 1923 (Yavuz, 1980).

According to Günay (2004), the clues of choosing Ankara as the capital city are also in the primate city theorem. According to this theorem, there is a big city in every country where every activity takes place and usually this city is also the capital of that country. And there are also opposite cases that another city is chosen as the capital city to balance the growth. This is due to political and economical reasons. Chronologically Washington, Canberra, Ankara, Bern, temporarily Bonn, Brasilia, Chandigarh, Islamabad and finally Astana are examples of such decisions. So, the development of Ankara has political and economical reasons as well as symbolic

meaning beginning with the foundation of Turkish Republic and it has to be considered with Istanbul as well.

Ankara and Canberra, being built in the first part of the 20th century, and Islamabad and Brasilia, being built just after the World War II, are four governmental centers of 20th century (Whittick, 1974, p. 264). These four capital cities are well planned and implemented mostly by government. With this regard, they are separated from cities having a long history of development with and unplanned, organic form (Tankut, 1993, p. 21). Another similarity of these four cities is all have a district of government, where the administrative landuses are collected. In case of Ankara, it is called "Devlet Mahallesi".

On the following chapter, there is going to be further detailed analysis of these three capital cities, in addition to Ankara. Tankut (1993, p. 15) also claims that Ankara is the most interesting example of the cities which are shaped on drawing table. And it hosted many people from different cities of young Turkish Republic, so from social perspective, it can be characterized as an inner colonization city (Tankut 1993, p. 24).

5.2.1. 1924-25 Lörcher Plans Period

People who are outside the planning field think that the planning history of Ankara after the foundation of Turkish Republic starts with Jansen Plan. However, early planning history of the capital city starts with another step called Lörcher Plan period and the actual city pattern still carries its clues despite of Jansen Plans wiper effects on it (Cengizkan, 2004). Despite the first attempts in 1923, Municipality of Ankara (Şehremaneti of Ankara) was founded in 1924. The main concerns were to produce solutions of the urban problems consisting sewer system, clean water supply, illumination of streets, street construction, transportation, and telephone system (Cengizkan, 2002, pp. 39-40).

There was a need for housing because of the increased rate of migration as well as the need of government buildings which the new capital lacks. With these concerns the first plan was made in 1924, by İnşaat Türk Corporation with the leading architect from Berlin, Dr. Carl Christoph Lörcher (Cengizkan, 2004). The plan consists of two parts. The first part (Figure 5-1) with a 1/2.000 scale was for the old city center.

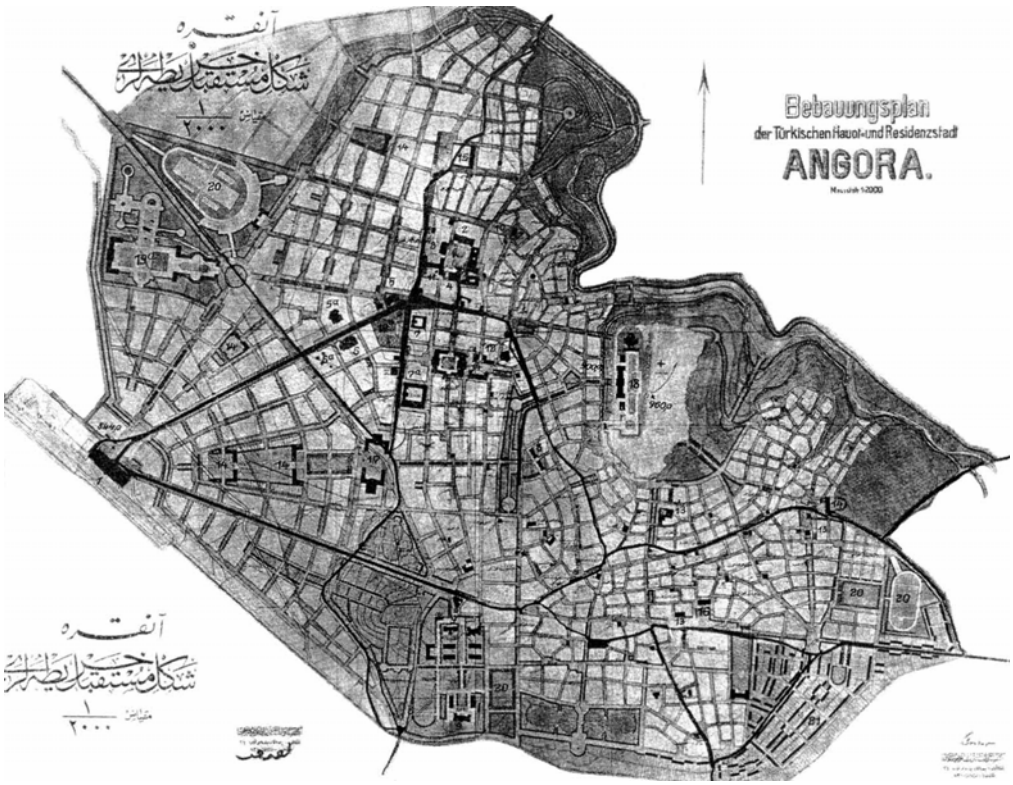

Figure 5-1 1924 Lörcher Old City Plan for Residential Areas. Original Scale: 1/2.000.
Source: http://www.goethe.de/ins/tr

The second part (Figure 5-2) with a 1/.1000 scale was for the new south development area and it was finished in 1925 (Cengizkan, 2004).

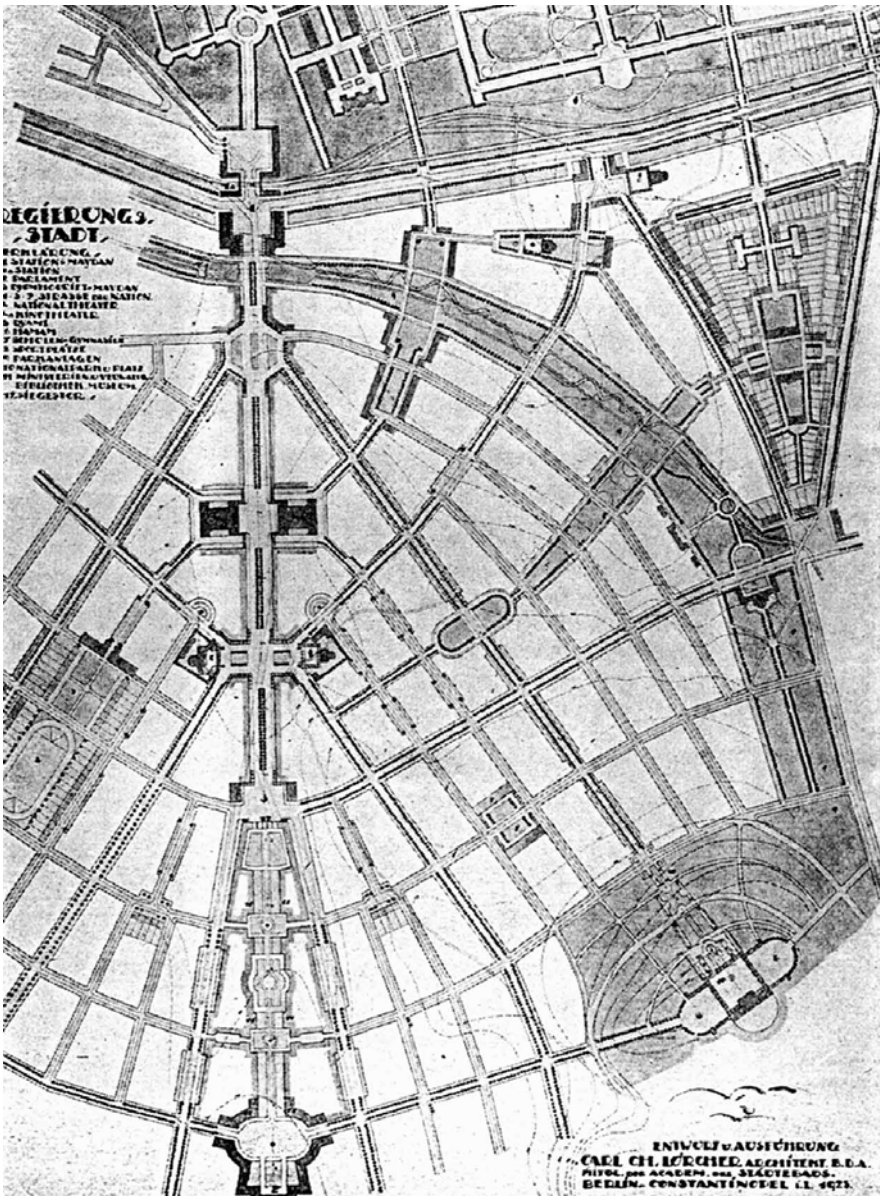

Figure 5-2 Lörcher Plan for New City. Source: Cengizkan, 2010

The integrated plan with 1/10.000 scale and named by Lörcher as “Formation Plan of Ankara, Capital City of Turks / Old City and Government City =Çankaya (Plan zum Aufbau der Türk. Hauptstads-Angora-Altstadt und Regierungstadt =Tschankaya)

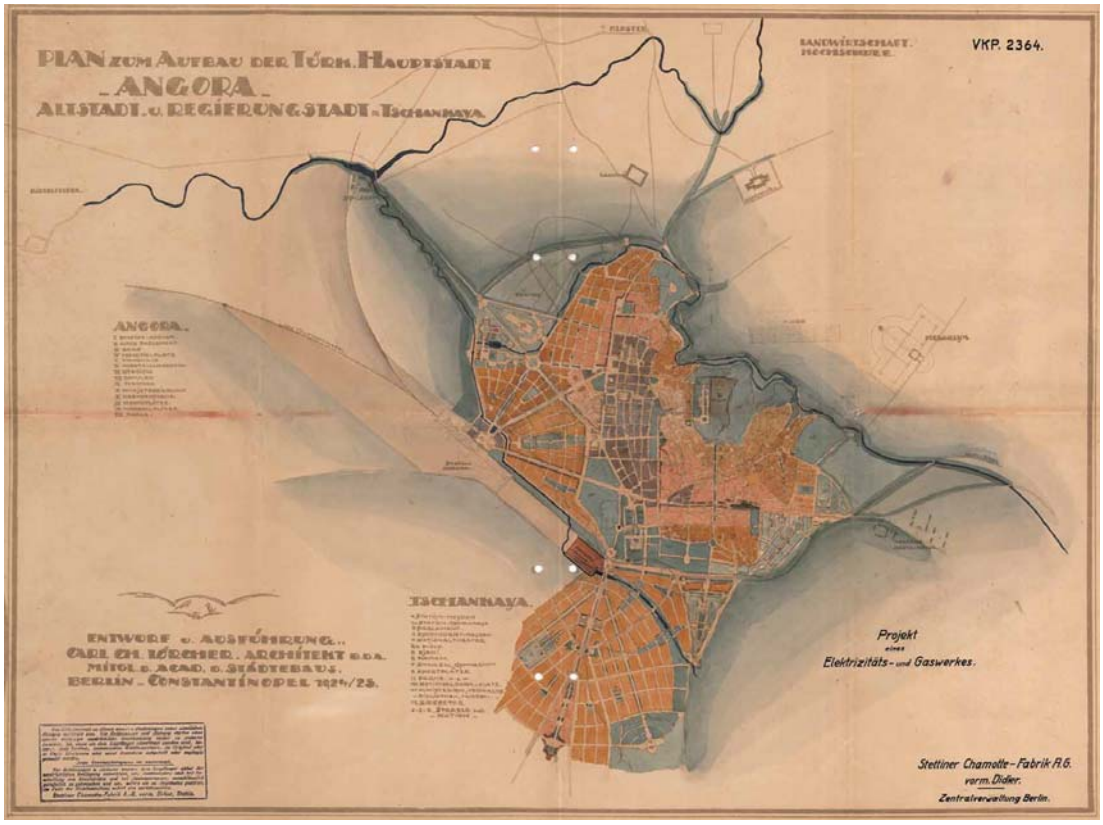

Figure 5-3 1924-1925 Lörcher Plans Original Scale: 1/10.000. Source: http://www.goethe.de/ins/tr

But these two parts were not separately designed elements, instead they were the pieces of the same plan, and it is claimed that because of the small plots, and fragmented ownership, which are not convenient for large-scale governmental institutions, the plan searched for more open areas.

With the second part (1925 plan) of Lörcher, the designation of ministries placed in the south of Ankara. Cegizkan (2004) calls this district as "Ministries Quarter" (Regierungsviertel) claims that the design and implementation of it held by a few architects and planners in a fifteen-year period, after the mid-1920s. Thus, resulting in the formation of the administrative building in a collection, which is something new for Anatolia from the times of Hittites (Cengizkan, 2004, p. 43). In the early times this was named as "New City" (Yeni Şehir), then it turned into Ministries District (Vekaletler Mahallesi). The formation was starting from Güvenpark and ending as a "crown" in the beginning of Parliament, and shaping a wedge. Inside of

the wedge was leaving the spine for pedestrian and vehicle access, ending in the Parliament Plaza.

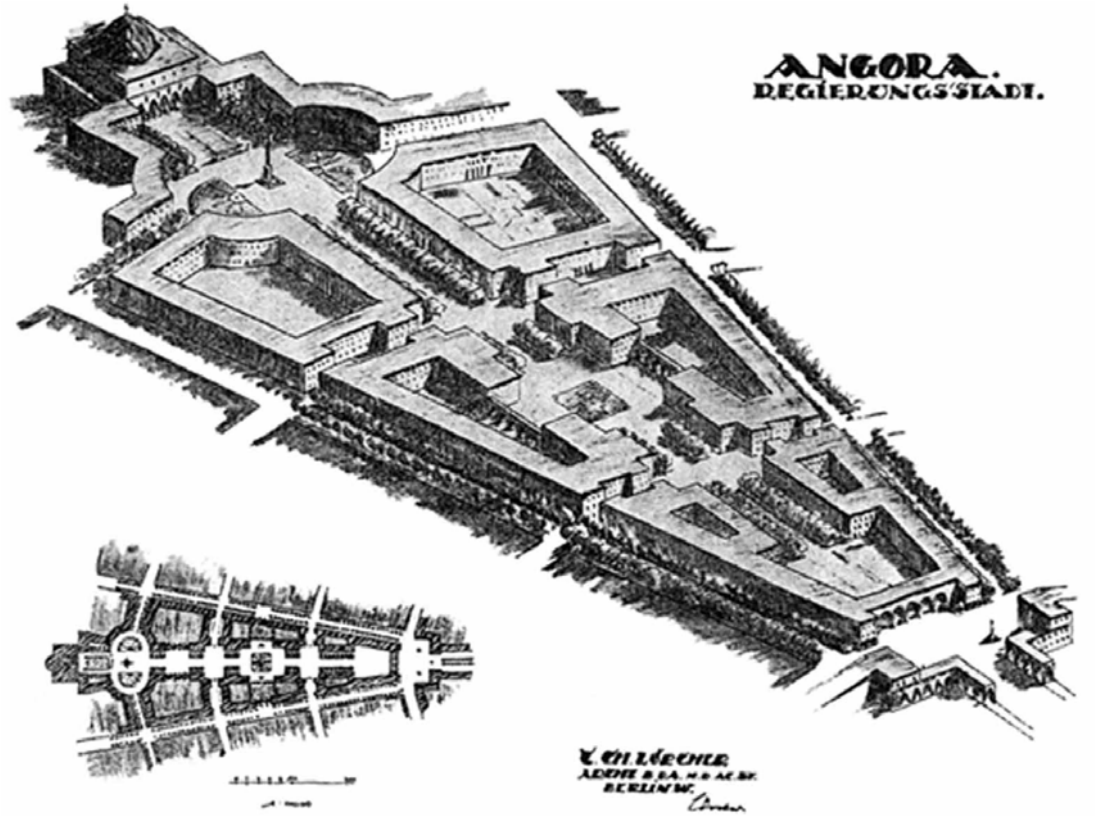

Figure 5-4 Lörcher's Diagram and Axonometric Sketch of Ministries Quarter.
Source: Prime Ministerial Archive of the Turkish Republic, Adapted from Cengizkan, 2010

As the 1924 and 1925 plans were not separate elements, the integration with the old city was an important issue for Lörcher and he seek the clues of existing formation of the old city of Ankara. According to Cengizkan (1998), new city was also searching a meaning with reference to the old one. Lörcher discovered the linearity of the Train Station – (first) Parliament – Castle in the old city. This linearity starting with the Train Station was reflecting the cities integrity with the modern transportation network. The Parliament was the symbol of the new power on the urban environment. And the Castle (which Lörcher calls the beautiful Castle), was the reflection of the cultural power coming from the historical roots. This linearity was the urban metaphor of the old city. In the first sketches, Lörcher offers the new parliament in the outer walls of the Castle Cengizkan (1998). Lörcher used same

metaphor in the formation of the new city, this time the "Beautiful Castle" become the starting point, the new train station located in Sıhhiye is the second point of linearity and also Sıhhiye is the starting point of the new city. The third and final point of this linearity is he "Ministries Quarter". The wedge shape with a sharp corner pointing the "Beautiful Castel" is the physical outcome of the design, according to this urban metaphor, pointing the cultural and historical roots of the old city. According to Cengizkan (2002), the Castle, Sıhhiye Train Station and Parliament axis was well recognized and protected until 1950's. Not surprisingly, the name of the street was chosen as Street of Nation (Millet Caddesi).

The spine starting from Sıhhiye Station was supported with squares in Sıhhiye, continues with Victory (Zafer) Square and some other small green openings and finally end in the Ministries Quarter. The big junction in Kızılay today, was the square of the Lörcher's wedge and was firstly named as Republic (Cumhuriyet), secondly Liberation (Kurtuluş).

> … However, the successive intervention and involvement of architects, planners, landscape designers, governmental officials and statesmen in the shaping of this unique physical setting has ended with an urban environment where in the ordinary citizen can nowadays just about grasp some piecemeal and minor messages from the total intentions, and experience habitually only the remnants of the original architecture and distorted elements (Cengizkan, 2010).

5.2.2. 1928-1957Jansen (and Holzmeister) Period

In 1928, some proposals of Lörcher have become impossible to implement. One of the main reasons was the low density. Ankara was the new capital, and the amount of investment to the city was higher than any city. For example in 1931, public expenditure per capita was 23 times as the rest of the country (Batur, 1984, p. 72). But, another important reason of leaving the plan was that, the population of Ankara

exceeded 100.000 in 1928 (after 3 years) and new proposal was between 250.000 and 300.000.

Table 5-1 Rapid Population Increase of Ankara

Years	**1926**	**1927**	**1928**
Population of Ankara City Center	47.727	74.533	107.641

Source: Derived From 1927 Population Data (Kandermir, 1932; 139-140)

Hence, for the new plan, three city planners; Herman Jansen, Leon Jausseley and Josef Brix, had been invited to Ankara and among their proposals, Jansen's plan was chosen (Tankut, 1993, p. 66). Between 1928 and 1932 the avant-project is implemented and after 1932 Jansen's comprehensive plan is completed and approved. Jansen was not only compelled to preserve the designation of parceling and functions, but had to cope with the already formed quarters and zones.

Also Clemens Holzmeister, the Tirolean architect and professor, was invited and commissioned to design the first modern buildings of Ankara in 1927 (Cengizkan, 2010). Cengizkan (2010) claims that Jansen and Holzmeister, at some point, collaborated or co-authored within the limits and context of the Ankara Plan implemented in 1932.

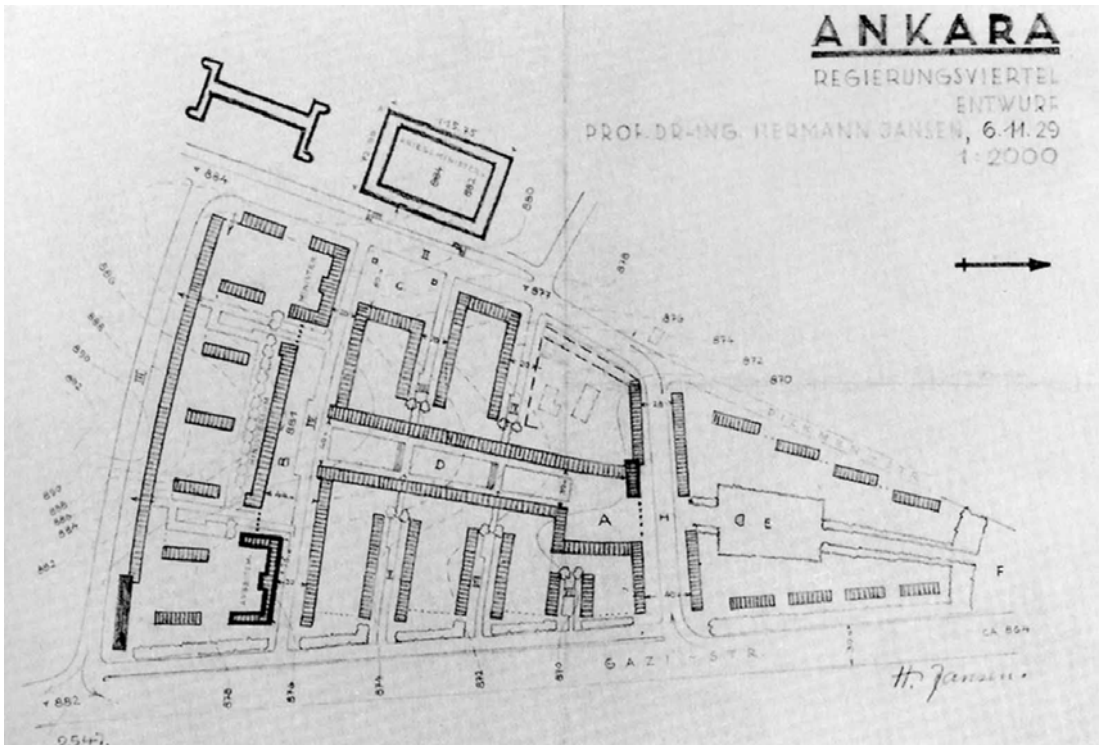

Figure 5-5 Hermann Jansen, Design of Governmental District (Regierungsviertel), dated 1929. Source: B. Nicolai, Moderne und Exil: Deutschsprachige Architekten in der Türkei 1925–1955 [Berlin,Verlag für Bauwesen, 1998], p. 73, Figure 83, Retrieved from Cengizkan, 2010

As seen in the **Figure 5-6** two buildings of the General Staff Headquarters and the Ministry of National Defence had recently been implemented by Holzmeister, rendered as real and in situ by Jansen (Cengizkan, 2010). Two other ministries had been planned and were under construction. Jansen is attempting new configurations for the whole of the wedge.

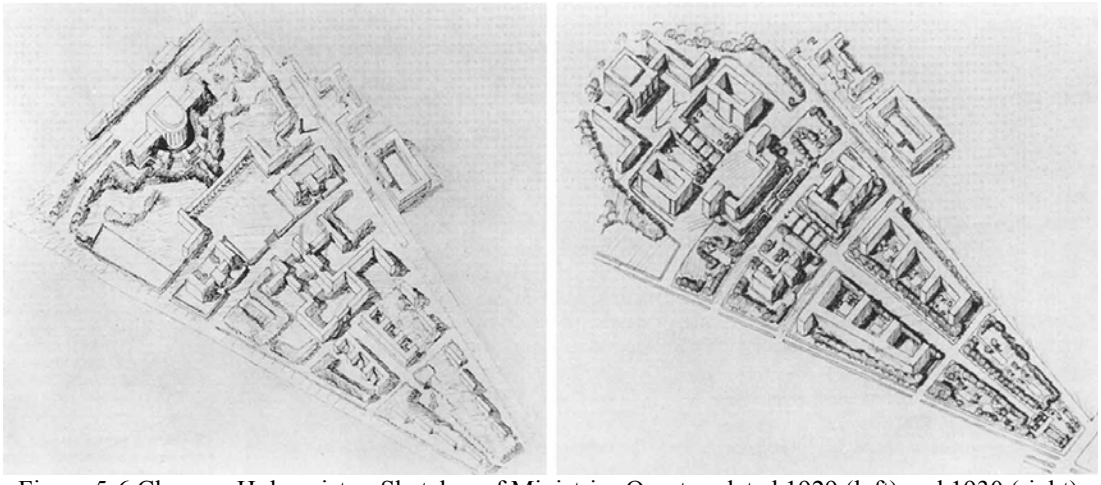

Figure 5-6 Clemens Holzmeister, Sketches of Ministries Quarter, dated 1929 (left) and 1930 (right). Source: B. Nicolai, op. cit., p. 57, figures 67, 68, Retrieved from Cengizkan, 2010

In his sketch Holzmeister, considers the Ministries Quarter as a total entity with the new Parliament building and articulates the space between the masses. Also in 1930, he proposes green opening (a public park) to the north end (Cengizkan, 2002). In 1930 a partial plan was launched by Jansen on behalf of the Ankara Municipality to tackle the problems of the Kızılay round-about, where now the motor-vehicle enhanced traffic had created an ordinary, busy junction.

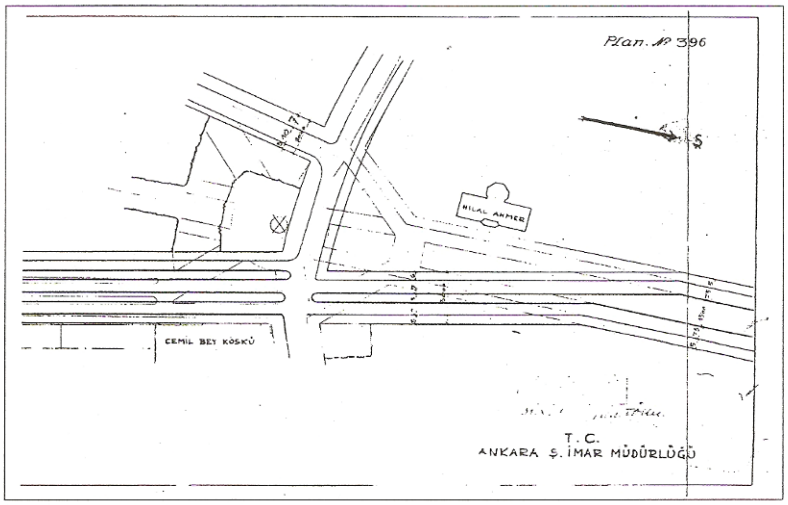

Figure 5-7 Republic Square (Cumhuriyet Meydanı) of Lörcher Plan became Kızılay junction in 1930
Source: Cengizkan, 2002

Thus, Lörcher's Republic Square with fountain was erased and the original axis which defined the spine was tilted to the east, by connecting the access to the south. Furthermore, other displacements and replacements occurred concerning the initial plan decision on the spine of the wedge, where the narrow north end was planned to be a pedestrian access. This access was enhanced with buildings defining the visual corridor, supporting and enhancing the ceremonial ascent of the pedestrian axis within the vista. Atatürk Boulevard enlarged as a three-lane motor-route along the east of Ministries Quarter. Another 6.00 m lane adjacent to the Ministries Quarter was reserved for slower traffic, while the other 7.00 m double-lanes were treated as expressways.

The boarding western road, named Müdafaa Caddesi due to the Ministry of Defense, was standardized as a secondary street, not to define and enhance the axis. Set-backs across the street were standardized to 15.00 m, and the road was homogenized (Cengizkan, 2010).

Another change was the result of the copyright interests and a dispute between Jansen and Lörcher. Jansen reversed the plan of the northern part of the wedge, replacing the solid buildings by green elements to modify the designation into an urban park, which will soon be called Güvenpark. By Güvenpark, with a new focal point, a second metaphor has been built, as a substitute of the previous. The Park as the signifier of the power of people connects the new regime to the old source of power, and also emanating its own self into the creation of the new Establishment, the Nation State, by collecting People on its grounds. In the metaphor, a new and generic representation for power was established.

> It was not only a confession of a cultural continuity from the Empire to the Republic on geographic grounds; not only the pride of victory and domination following the War of Independence; not only the will and belief in 'days of freedom and free will to come' through new emancipatory rights; but also a reconciliation between 'the re-interpreted tradition and the magical new' offering the sublime act of setting a tabula rasa scene (Cengizkan, 2010).

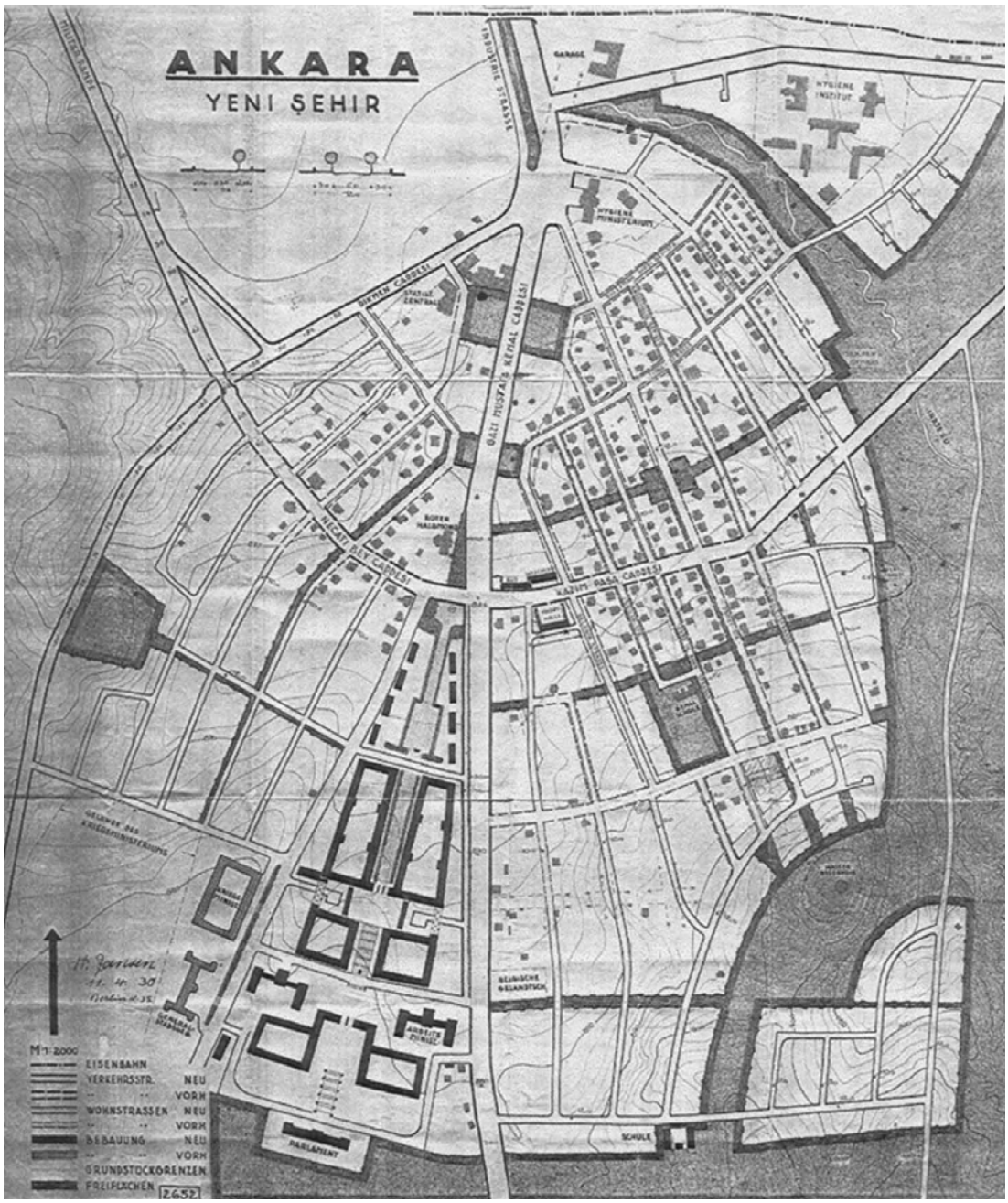

Figure 5-8 Hermann Jansen, Signed Plan for Modifications of "Yeni Şehir" District, dated April, 1930. The continuum of open spaces starting from Güvenpark to Parliament was always the notion of all plans, starting from Lörcher Period. Source: PMATR, Retrieved from Cengizkan, 2010

Jansen searched for different design alternatives for Ministries Quarter. The relationship of masses and open spaces questioned several times in 1932.

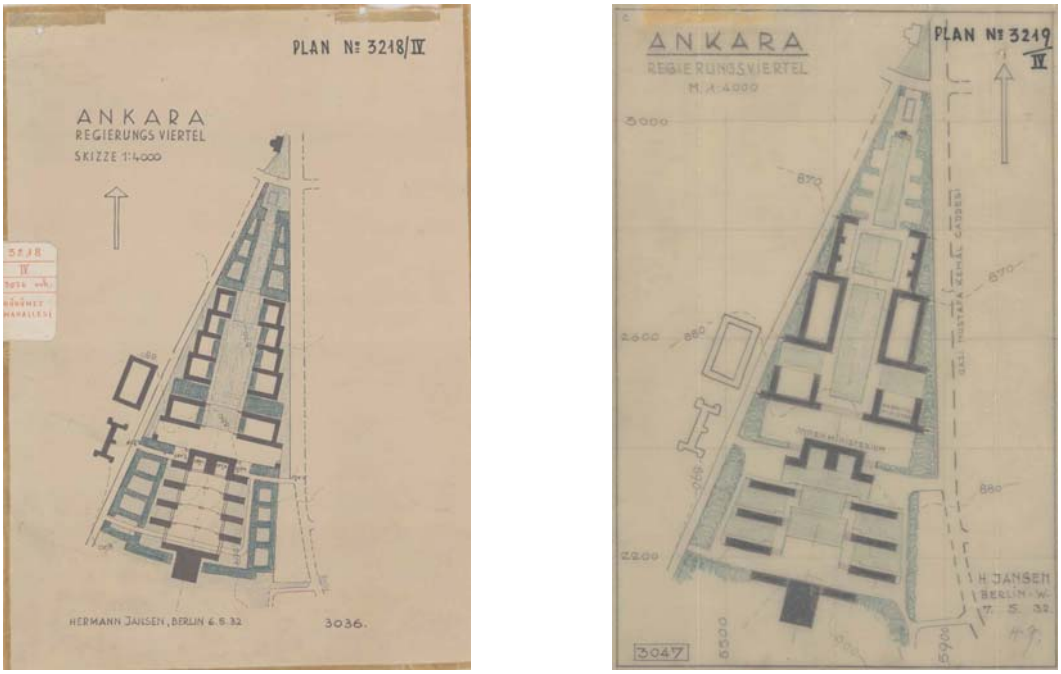

Figure 5-9 Hermann Jansen, Sketch of Plan No: 3218/IV and 3219/IV original scale: 1/4000, dated May, 1932. Source: METU FAMA,, Retrieved from Cengizkan, 2010

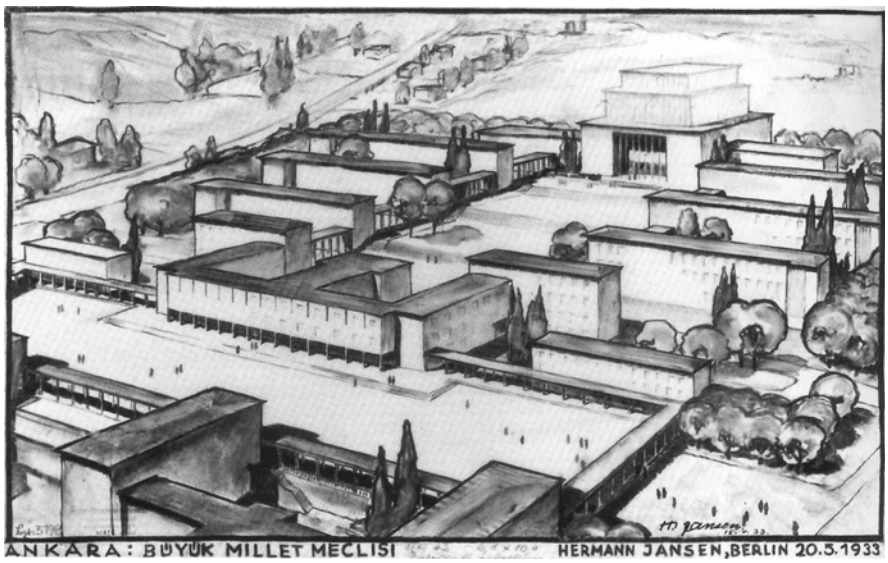

Figure 5-10 Plaza of the Provinces, Parliament Plaza and new Parliament building. Perspective for the "Regierungsviertel", dated May, 1933: Source: Plan and project reports by Jaussley, Jansen and Brix for Ankara, Retreived from Cengizkan, 2010

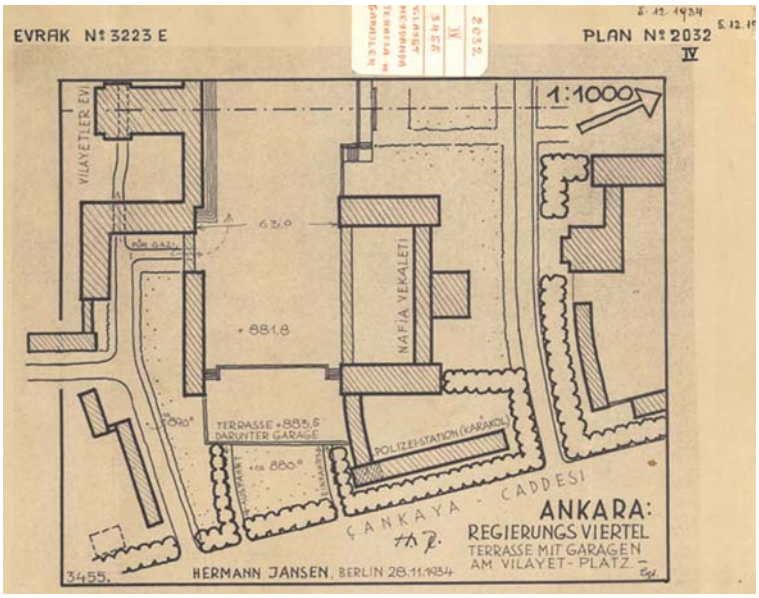

Figure 5-11 Hermann Jansen, Plaza of Provinces, 'Sketch of Plan No: 2032/IV', Original Scale: 1/1000, dated November, 1934. Source: METU FAMA, Retrieved from Cengizkan, 2010

In 1934, Holzmeister designed a "gateway" on the main spine, harmonious with the previous thoughts of Jansen, as a set of buildings not overarching but framing the statement building in the background, called the Tor Bau. It has not been implemented because there were two differentiations from the first scenarios. First, Tor Bau was delimiting the public area to the north by making a upper and lower section separation. Second, the public park was becoming detached with its function (Cengizkan, 2010). The opposite end was designed as the Provinces (Vilayetler Meydan). It was a wide plaza (60m by 240m) dedicated to pedestrians to vitalize the idea of government. Cengizkan (2010) claims that there was a shift in the meaning of the public space, from being dedicated to anonymous citizen to being the representative of institutions and thus making the citizen an "outsider". In this context, Güvenpark became a place where citizen' movements is restricted, thus people became anonymous masses of ordinary subjects, whose democratic representation was scarely expected (Cengizkan, 2010). On the other hand, the spine starting from Güvenpark to Vilayetler Meydanı was paved in an elaborate manner, which is the first place to be reserved for pedestrian access (Cengizkan, 2010)

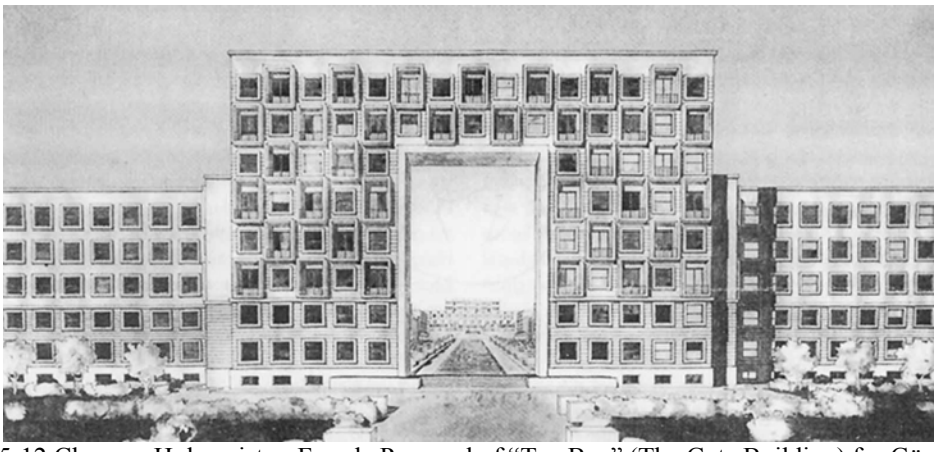

Figure 5-12 Clemens Holzmeister, Facade Proposal of "Tor-Bau" (The Gate Building) for Güvenpark, dated 1934 Source: Cengizkan, 2010

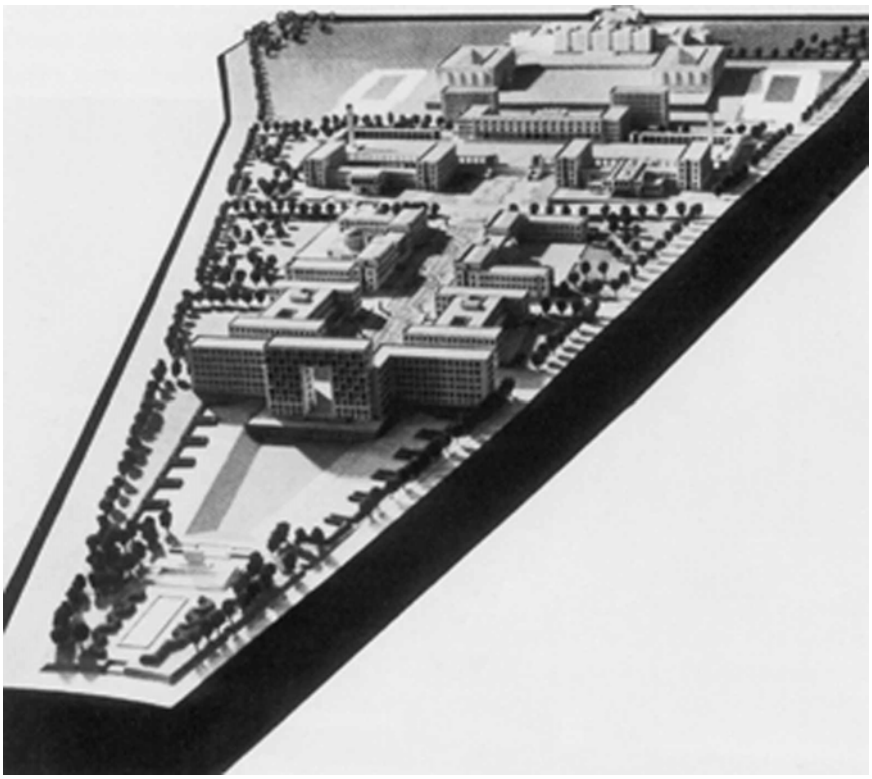

Figure 5-13 Clemens Holzmeister, Proposal and The Model of Ministries Quarter with "Tor-Bau" at the opening of Güvenpark, dated 1934. Source: PMATR, Retrieved from Cengizkan, 2010

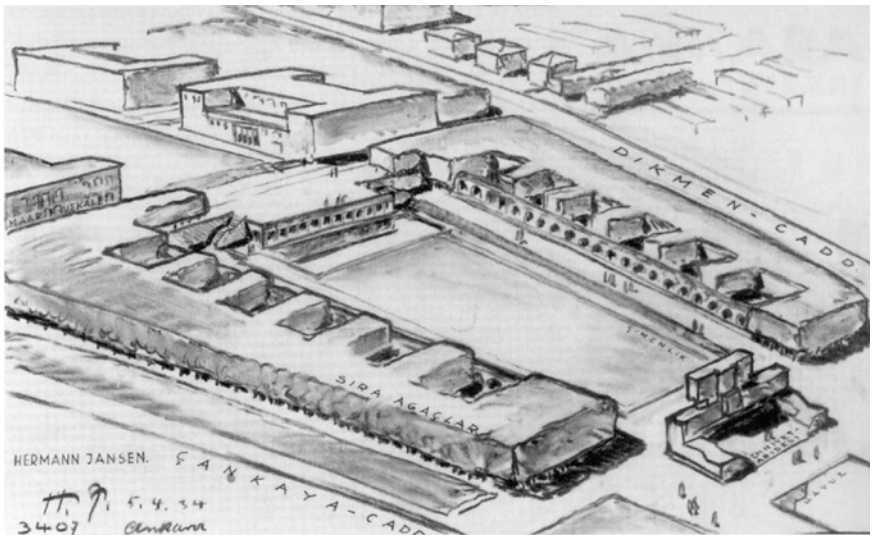

Figure 5-14 Hermann Jansen, Sketch of Güvenpark with Monument of Security (Emniyet Abidesi), dated April, 1934 Source: Cengizkan, 2010

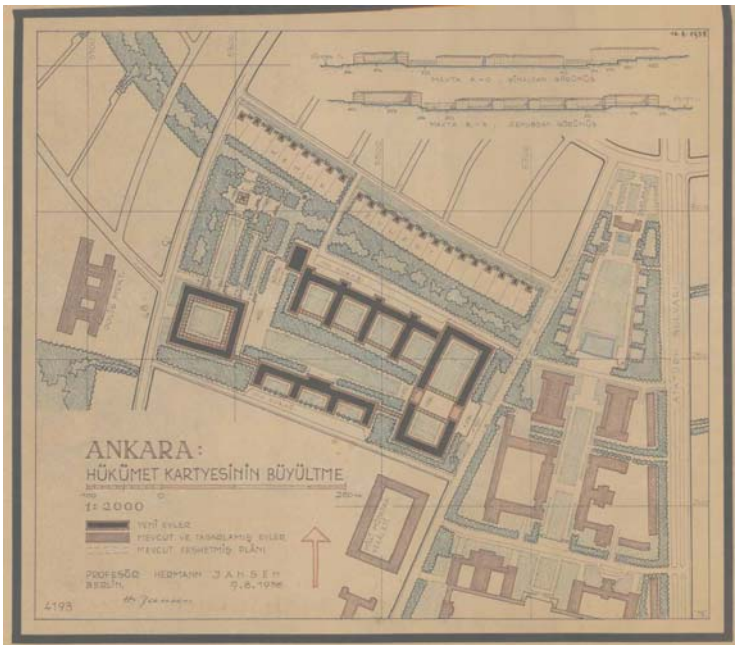

Figure 5-15 Hermann Jansen, partial extension plan of the Ministries District with completed buildings, Güvenpark and Monument of Security, Original Scale: 1/2000, dated August, 1938. Source: METU FAMA, Retrieved from Cengizkan, 2010

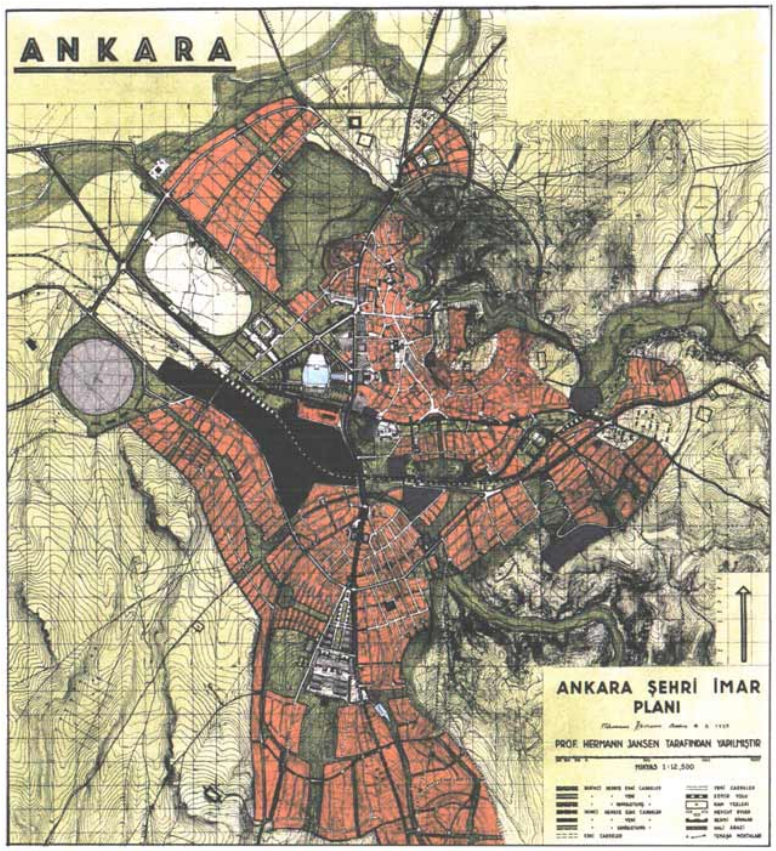

Figure 5-16 Jansen Plan for City of Ankara with the effects of Garden City Movement, Dated 1932. Source: http://www.goethe.de/ins/tr

Between the years of 1932 and 1950, the development of Ankara continued according to Jansen's plan however, there was many interventions (Yavuz, 1980).

5.2.3. 1957-1982: Yücel-Uybadin Plan

For obtaining the third plan of Ankara, an international competition was organized in 1954. Nihat Yücel and Rasit Uybadin were the winners and in 1957 their plan was approved as the new development plan of Ankara Figure 5-17. The plan was for 12.000 hectare area with homogeneous urban density. The main concern of the planners was effective on determining the route of the transportation. In order to attain accessibility within the city through a road network was developed.

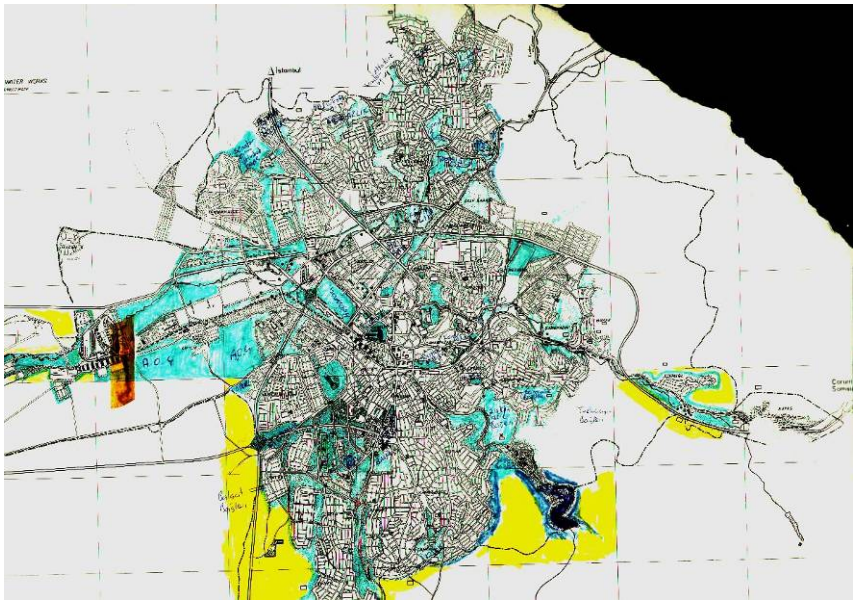

Figure 5-17 1957 Yücel-Uybadin Plan of Ankara
Source: http://ankaratarihi.blogspot.com

Main reflection of this transportation network on Bakanlıklar District was the designation of Eskişehir Road between the Parliament Building and Ministry of Interior, thus leading to not only a segregation of integrated attitude of collecting all administrative landuses decision of Lörcher, but also a meaning loss in the most prestigious part of the capital city.

5.2.4. The Period Between 1982 to 2012

Ankara Metropolitan Development Planning Department (AMANPB) was, established in 1969, and a structure plan for the year of 1990 was produced. The main plan decision was to change the development direction from a north to south orientation to west. Batıkent, Sincan and Eryaman residential areas and Sincan Industrial Zone were developed according to the plan decision. This was resulted in

an increase in the traffic load of Eskişehir Road which brought the implementation of an underpass in Akay junction. The junction has become subject to many speculations and debates.

The main effect of Akay junction on the Bakanlıklar District is physical elevation barrier which is totally obstructing the pedestrian access to the south except the south-east corner. So the dissociation starting with designation of Eskişehir road, became more obvious with the elevated border, which is in this thesis defining the case study area border.

5.2.5. Transformation of Bakanlıklar District from 1941 to 2012

The sequence of aerial photos taken chronologically from 1942, 1944, 1946, 1966, 1971, 1991, 1999 and 2012 (Figure **5-18** to Figure 5-24) make it easier to see the change in the physical conditions and built environment of Bakanlıklar District as well as the uses.

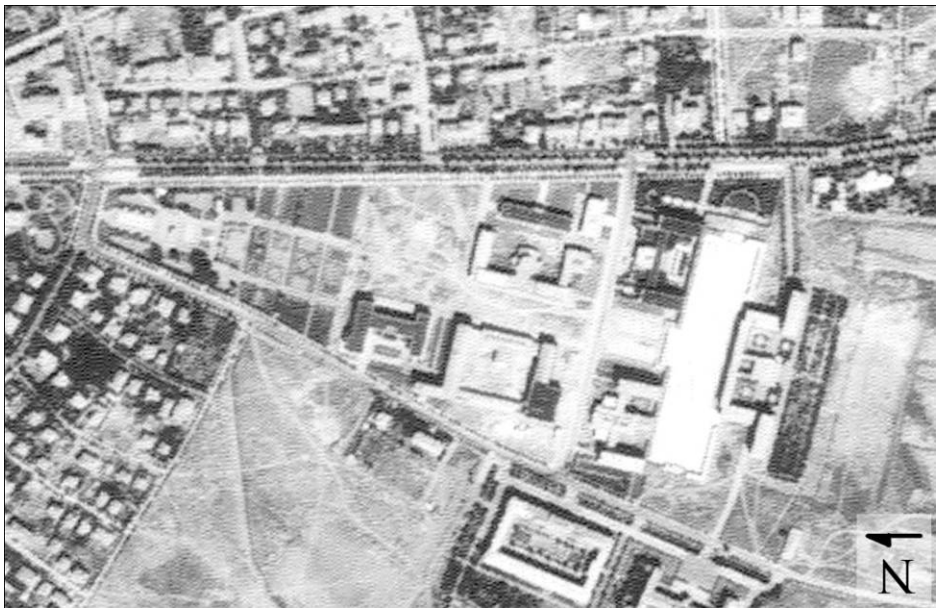

Figure 5-18 Bakanlıklar District in 1942 Source: Prof. Dr. Baykan Günay's Archive

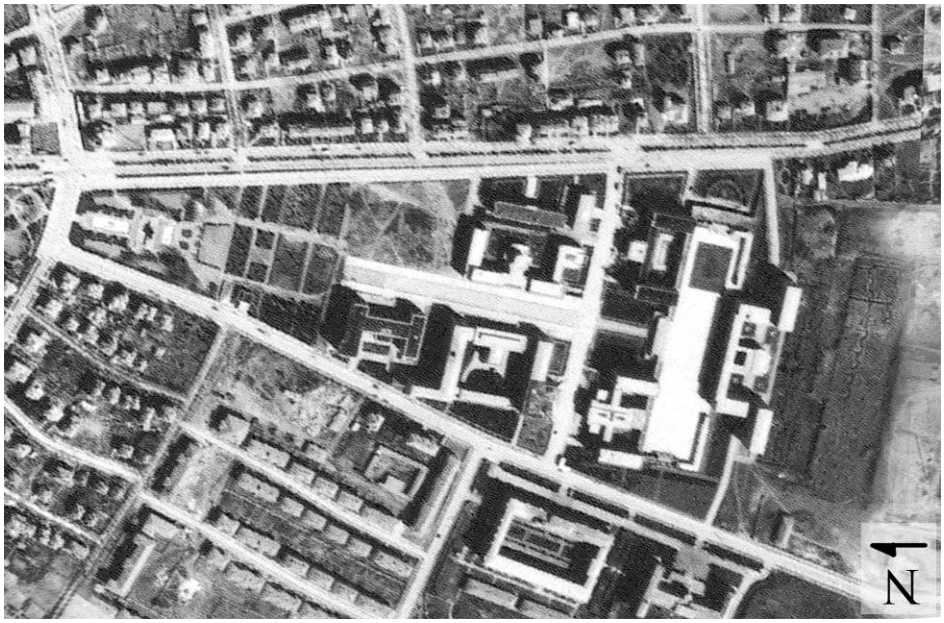

Figure 5-19 Bakanlıklar District in 1946 Source: Prof. Dr. Baykan Günay's Archive

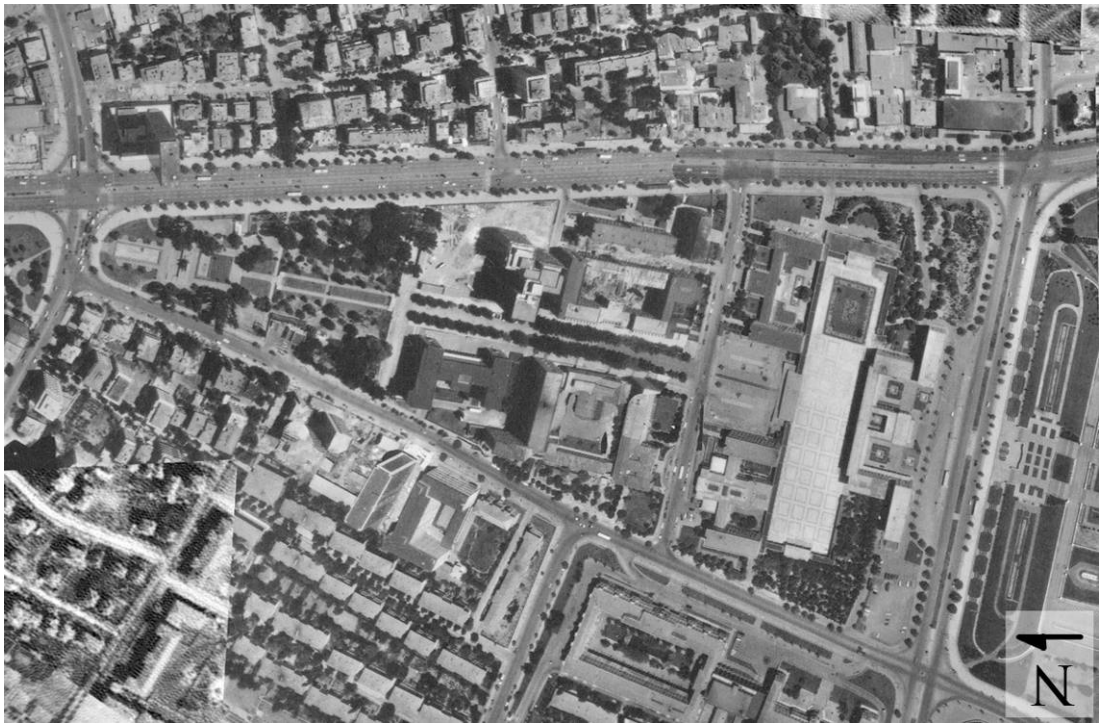

Figure 5-20 Bakanlıklar District in 1966 Source: Prof. Dr. Baykan Günay's Archive

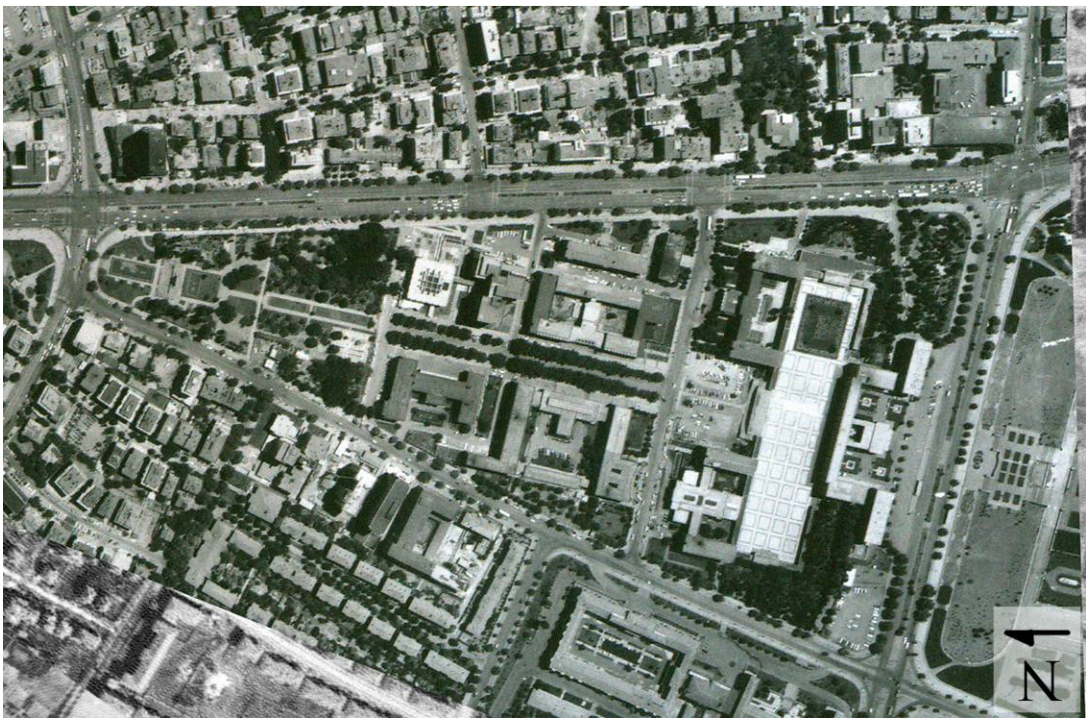

Figure 5-21 Bakanlıklar District in 1971 Source: Prof. Dr. Baykan Günay's Archive

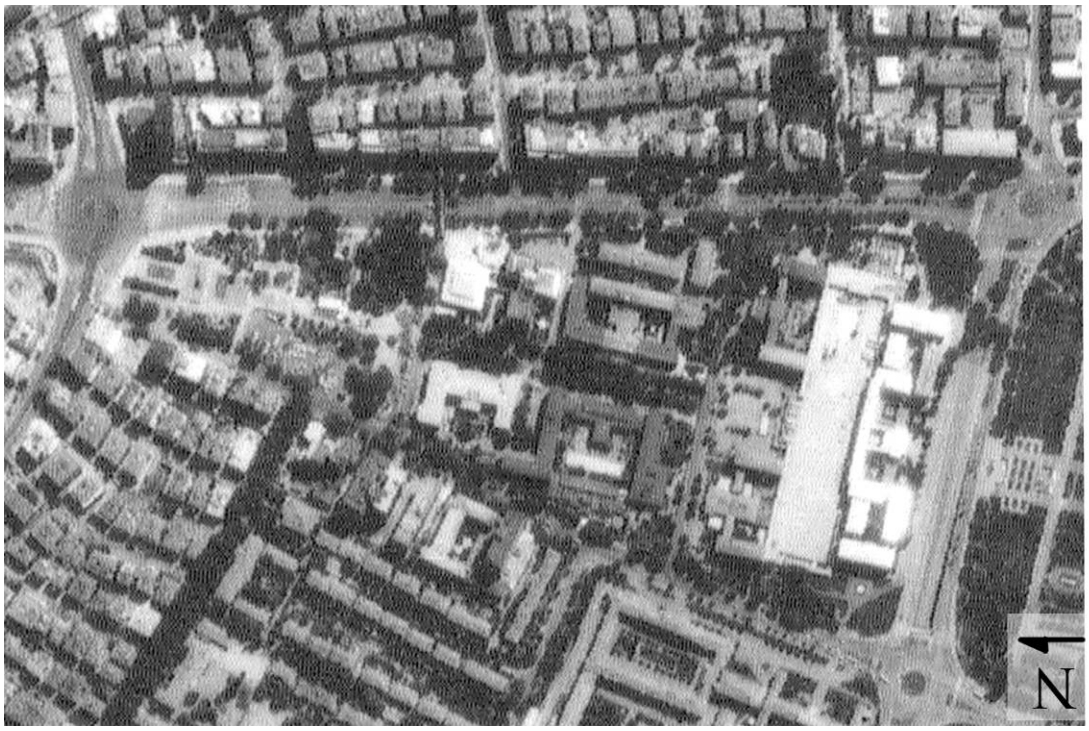

Figure 5-22 Bakanlıklar District in 1991 Source: Prof. Dr. Baykan Günay's Archive

Figure 5-23 Bakanlıklar District in1999 Source: Prof. Dr. Baykan Günay's Personal Archive

Figure 5-24 Bakanlıklar District in 2012 Source: maps.google.com, Retrieved in August, 2012

5.3. Analyses and Applying Star Model

In this part, to compare the publicness of the administrative centers of four cities, in addition to Ankara, were benchmarked. To do so firstly, administrative centers of the four cities as Ankara, Canberra, Brasilia and Islamabad were analyzed. Secondly, for Ankara whole Bakanlıklar District was divided into nine sub-zones and star model was applied to these zones. For other four cities, which were not always as compact as the Bakanlıklar Case, the most characteristic sites were chosen to represent the notion of the whole administrative zone. Star models were applied to these selected areas.

5.3.1. Analyses of Ankara Bakanlıklar District and Applying Star Model

5.3.1.1. Analysis of the Field

In case of Ankara, district level analyses were made in five criteria. These were “ownership”, “landuse”, “pedestrian experience of thresholds”, “physical quality of built environment” and “control points and elements”.

- **Ownership and Landuse Analyses**

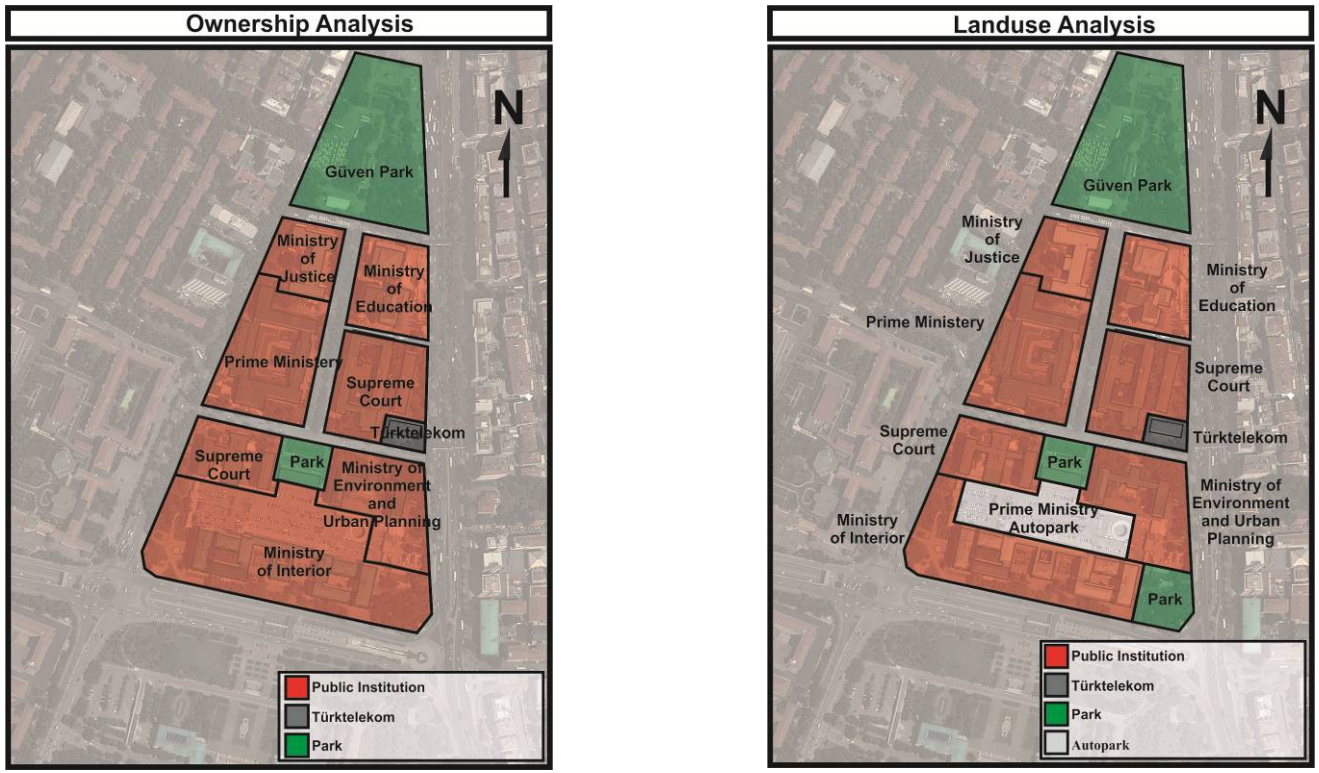

Figure 5-25 Landuse and Ownership Pattern Analyses of Bakanlıklar District, generated by Author

Ownership pattern was dominated by public institutions. Public parcels divided by only Vekaletler Street. Although it was outside of the border of Prime Ministry parcel, Protocol Road was informally "owned" by Prime Ministry. Physically autopark looked like a courtyard of public institutions (which used to be the Plaza of Provinces), however it was used as the parking lot of Prime Ministry.

Pedestrian Experience of Thresholds Analysis

Figure 5-26 Pedestrian Experience of Thresholds in Bakanlıklar District, generated by Author

Although the area was one of the most central places of Ankara, it has redefined with several types of preventions as barriers, fences, walls, landscape elements, etc. for pedestrians. Especially, nearby Prime Ministry and Gendarme Head Quarter zones, pedestrian access was physically and visually blocked.

- **Physical Quality of Built Environment Analyses**

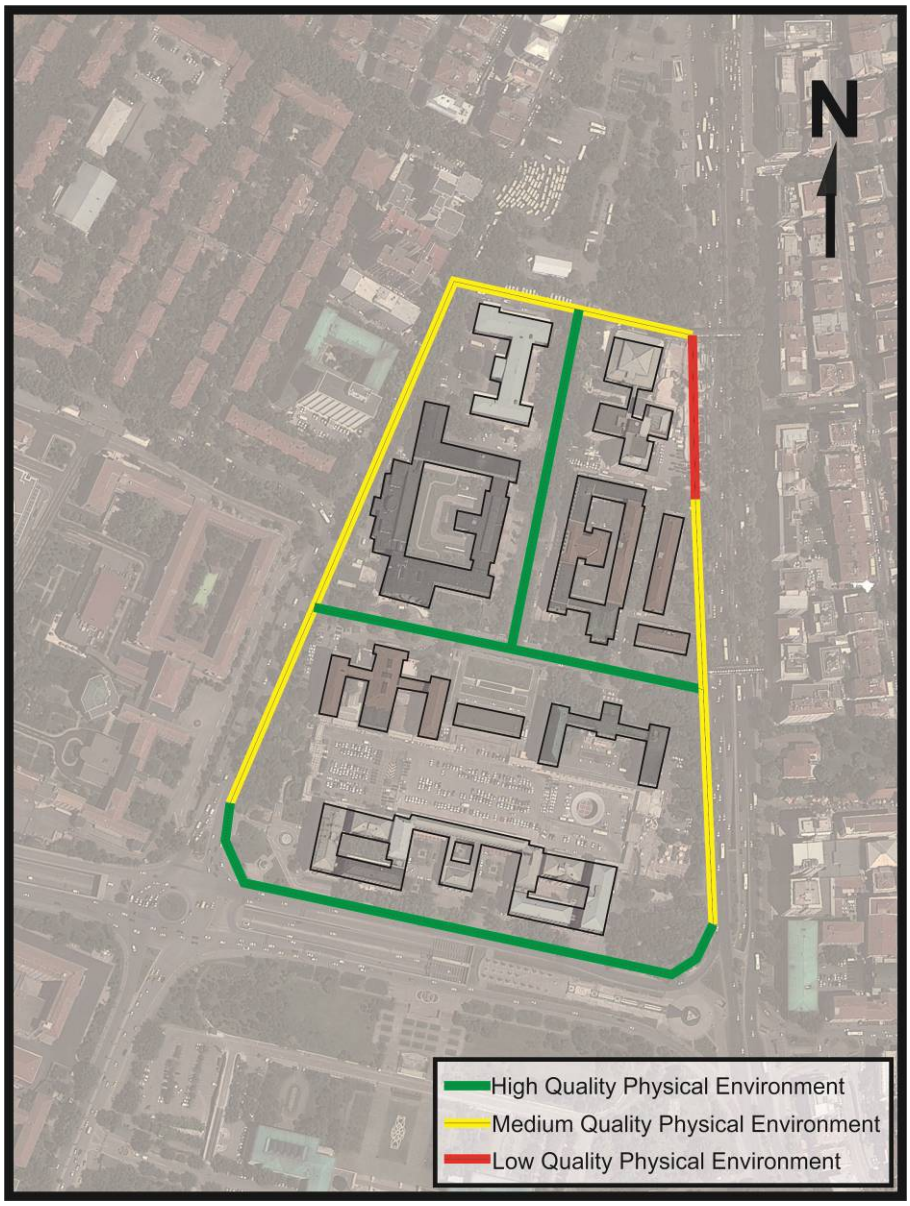

Figure 5-27 Physical Quality of Built Environment in Bakanlıklar District, generated by Author

As it was the heart of the capital city, physical environment was well groomed by local governments. Hence it was densely controlled by different security forces, vandalism rate was very low. In general, physical quality of the study area was over the average. However, metro construction -ongoing for long time- decreases environmental quality in a short section.

- **Control Points and Elements**

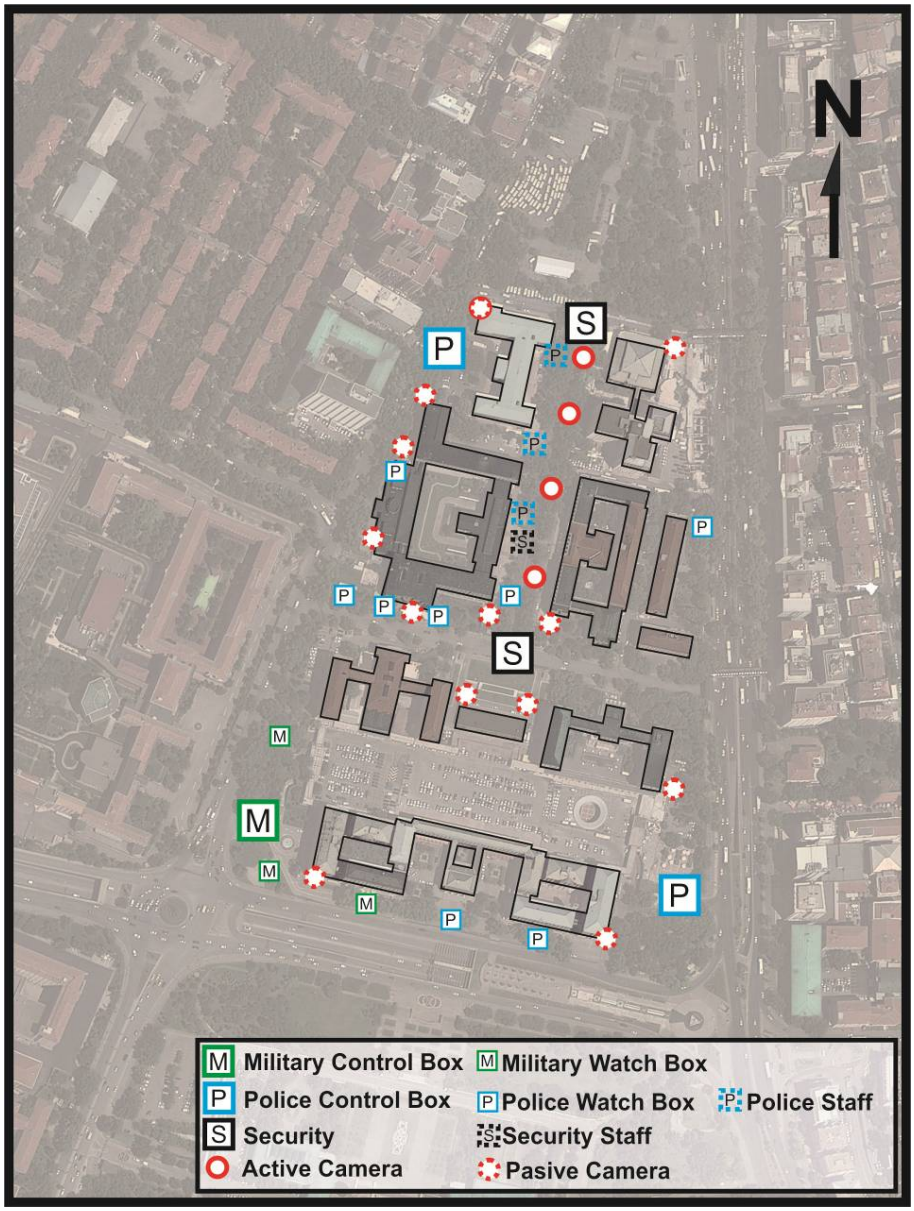

Figure 5-28 Control Points and Elements in Bakanlıklar District, generated by Author

The area was under the control of several security forces (police, military, civil security) with different methodologies (control box, watch box, active and passive CCTVs). There were many control boxes, not only at the entrances of the buildings, but also at the two side openings of Protocol Road. Apart from formal security methods, there were several civil polices around who cannot be formally defined.

- **Sub-Zones Division of Bakanlıklar District**

Figure 5-29 Subdivision of Bakanlıklar District, generated by Author

9 Sub-Zones were defined according to the characteristic of Bakanlıklar District and star model of publicness applied to them. These sub-zones were namely:

1-) Güvenpark
2-) Protocol Road
3-) Milli Müdafa Street
4-) Atatürk Boulevard
5-) Türk Telekom
6-) Vekaletler Street
7-) Prime Ministry Autopark (Plaza of Provinces)
8-) Ministry of Interior (and Eskişehir Road)
9-) Emniyet Park

Table 5-2 Assessment of Publicness According to Core Dimensions for Bakanlıklar District

		Güvenpark	Protocol Road	Milli Müdafa Street	Atatürk Boulevard	Türk Telekom
Ownership	**Total**	**6**	**6**	**6**	**6**	**3**
	Main Aspect:	6	6	6	6	3
Control	**Total**	**4**	**0**	**2**	**3**	**5**
	CCTV (Closed Circuit Television)	2	0	0	1	1
	Security Staff Presence	2	0	2	2	4
Physical Conditions	**Total**	**4,5**	**3,5**	**2**	**3,5**	**1,5**
	Well Cleaned Neighborhood	1	1	1	1	1
	Well Cared Green Space	1	1	0	0	0
	Need For Repair or Painting	0,5	1	0,5	1	0,5
	Good Lighting (at night)	1	0,5	0,5	1	0
	High Quality Street Furniture	1	0	0	0,5	0
Inviting and Welcoming Spatial Aspects	**Total**	**5**	**2**	**3**	**3**	**3**
	Movement to (Centrality)	1	1	1	1	1
	Movement Through (Connectedness)	1	0	1	1	0
	Opportunities of Visual Access	2	1	1	1	2
	Type of Entry and Surrounding.	1	0	0	0	0
Animation (Peopling)	**Total**	**6**	**2**	**1**	**3,5**	**1**
	Sculpture, Public Art, Fountain etc.	1	1	0	1	0
	Seating and Watching Other People Passing By Opportunity	1	0	0	0,5	0
	Different Socio-Cultural Activities	1	0	0	0	0
	Pedestrian Dedication	1	1	0	0	0
	Loitering	1	0	1	1	1
	Public Phone, Vendor Machine, Tea-Coffee-Beverage Automat Availability	1	0	0	1	0

Table 5.2 (cont'd)

		Vekaletler Street	Parking Lot	Ministry of Interior	Emniyet Park
Ownership	**Total**	**6**	**4**	**5**	**6**
	Main Aspect:	6	4	5	6
Control	**Total**	**3**	**1**	**1**	**3**
	CCTV (Closed Circuit Television)	1	1	1	1
	Security Staff Presence	2	0	0	2
Physical Conditions	**Total**	**4**	**3**	**4**	**5**
	Well Cleaned Neighborhood	1	1	1	1
	Well Cared Green Space	1	1	1	1
	Need For Repair or Painting	1	1	1	1
	Good Lighting (at night)	1	0	1	1
	High Quality Street Furniture	0	0	0	1
Inviting and Welcoming Spatial Aspects	**Total**	**4**	**1**	**4**	**5**
	Movement to (Centrality)	1	1	1	1
	Movement Through (Connectedness)	0	0	0	1
	Opportunities of Visual Access	2	0	2	1
	Type of Entry and Surrounding.	1	0	1	2
Animation (Peopling)	**Total**	**1**	**0**	**1**	**5**
	Sculpture, Public Art, Fountain etc.	0	0	1	1
	Seating and Watching Other People Passing By Opportunity	0	0	0	1
	Different Socio-Cultural Activities	0	0	0	1
	Pedestrian Dedication	0	0	0	1
	Loitering	1	0	0	1
	Public Phone, Vendor Machine, Tea-Coffee-Beverage Automat Availability	0	0	0	0

5.3.1.2. Applying Star Model to Sub-Zones

Star models of publicness were calculated according to the Table 4-4 and prepared according to Table 5-2.

- **Publicness of Güvenpark**

Figure 5-30 Openning of Güvenpark to Bakanlıklar District and high level of animation on the opposite side. Source: Author's Personal Archieve

Varieties of activities increased the animation level of Güvenpark. It was also well integrated with the city center and with high quality of physical urban outfit; it had the highest degree of publicness among all sub-zones of Bakanlıklar District which was a result of high level of inviting and welcoming spatial aspects combined with good physical conditions.

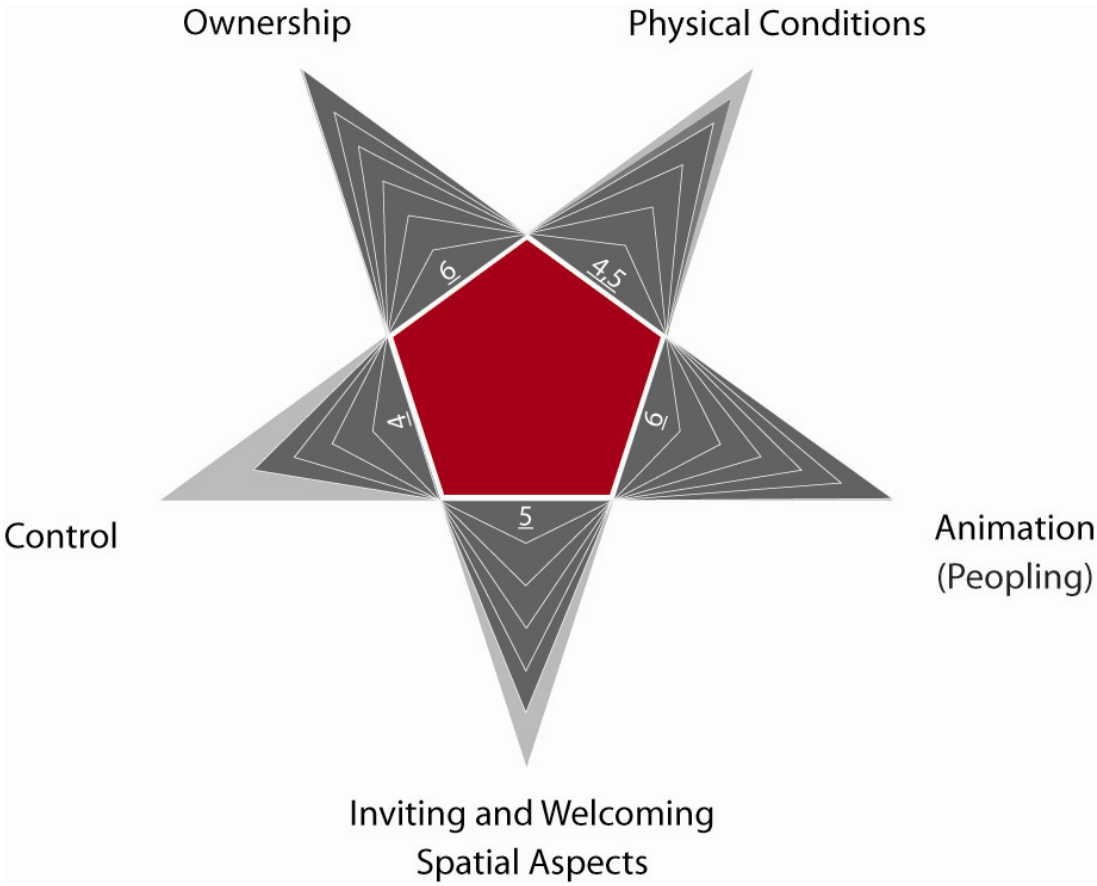

Figure 5-31 Star Model of Publicness for Güvenpark, generated by Author

Güvenpark had one main highly controlled opening to Protocol Road which was narrowed by fences and barriers in addition to armed security staff to increase the control effect. One of the two side openings (on the Atatürk Boulevard side) was under metro construction and only a narrow path of pedestrian access was possible. Other side opening (on Milli Müdafaa Street side) was under the heavy traffic load of Minibus stations. In terms of Minton's (2006) public space classification, it could be called as invaded space of Minibuses.

- **Publicness of Protocol Road**

Figure 5-32 Different types of control elements in protocol road. Source: Author's Personal Archieve.

Three Ministries and Supreme Court defined the main Protocol Road where all of them had their main entrances. Besides, all of the institutions had other entrances at the sides or back of the buildings which were most of the time dedicated to the visitors or employees. The area was strictly controlled not only at the gates of entry to the street but also among the way. In addition to that, an active CCTV system was installed to several points with remote control system which was following the movements of pedestrian evidently.

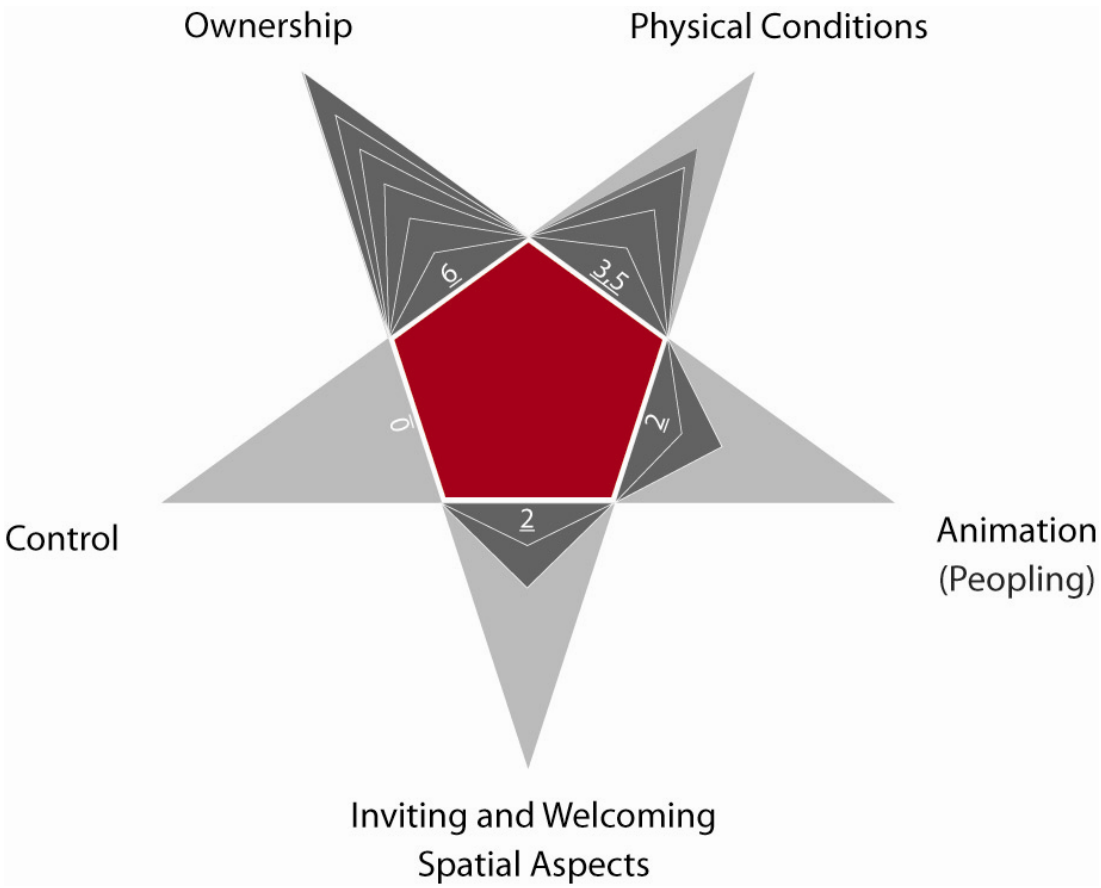

Figure 5-33 Star Model of Publicness for Protocol Road, generated by Author

Although the physical quality of Protocol Road was high with well cared pavement and green space, increased level of control has resulted in low animation level. Loitering was forbidden even though there were no direct signs of it.

Fences surrounding the buildings were making it unable for pedestrians to move to any place thought Bakanlıklar district except the Protocol Road which had an uninviting character provided with the fully armed security personnel waiting at the entrances of each side.

- **Publicness of Milli Müdafa Street**

Figure 5-34 High fences are the characteristic of Milli Müdafa Street.
Source: Author's Personal Archieve

Milli Müdafa Street was densely used by buses, minibuses and their stations however the level of interaction with Bakanlıklar District was at minimum level. Ministry of Justice, Prime Ministry, Supreme Court and Gendarme Head Quarter buildings were avoiding themselves with "hard control elements" as, high fences, barriers and walls.

The physical conditions were in low levels due to the lack of maintenance of the pavements, green space and the backyards of the institutions. No street furniture was installed in the stations because of the narrow pedestrian paths.

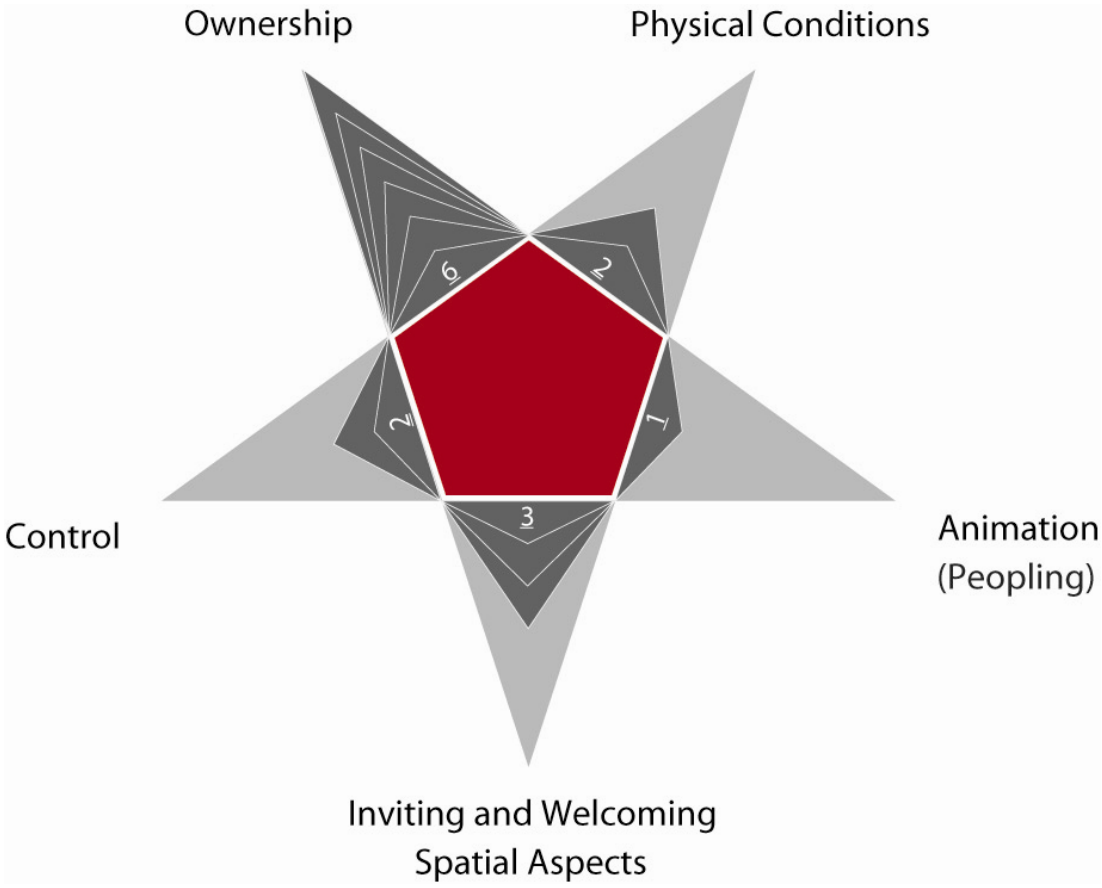

Figure 5-35 Star Model of Publicness for Milli Müdafa Street, generated by Author

An average score of "inviting and welcoming spatial aspects" came from its centrality in macro design aspects instead of inclusive design approach in lower scale.

As a result of all, the street became a place for transit flow of vehicles and pedestrians. This lowered the animation level due to lack of opportunity of activities of any kind, except than just passing.

- **Publicness of Atatürk Boulevard**

Figure 5-36 Atatürk Boulevard. Source: Author's Personal Archieve

Although having a wide and green pedestrian area, which results in higher physical condition level, Atatürk Boulevard had similar character of transit traffic instead of being an attraction point.

Having a subway construction for long years, the north part of the Boulevard became what Carmona (2010) calls "lost space".

Supreme Court had an opening to the area, with high quality sculptures giving symbolic meaning to the site, which is not used due to the security concerns.

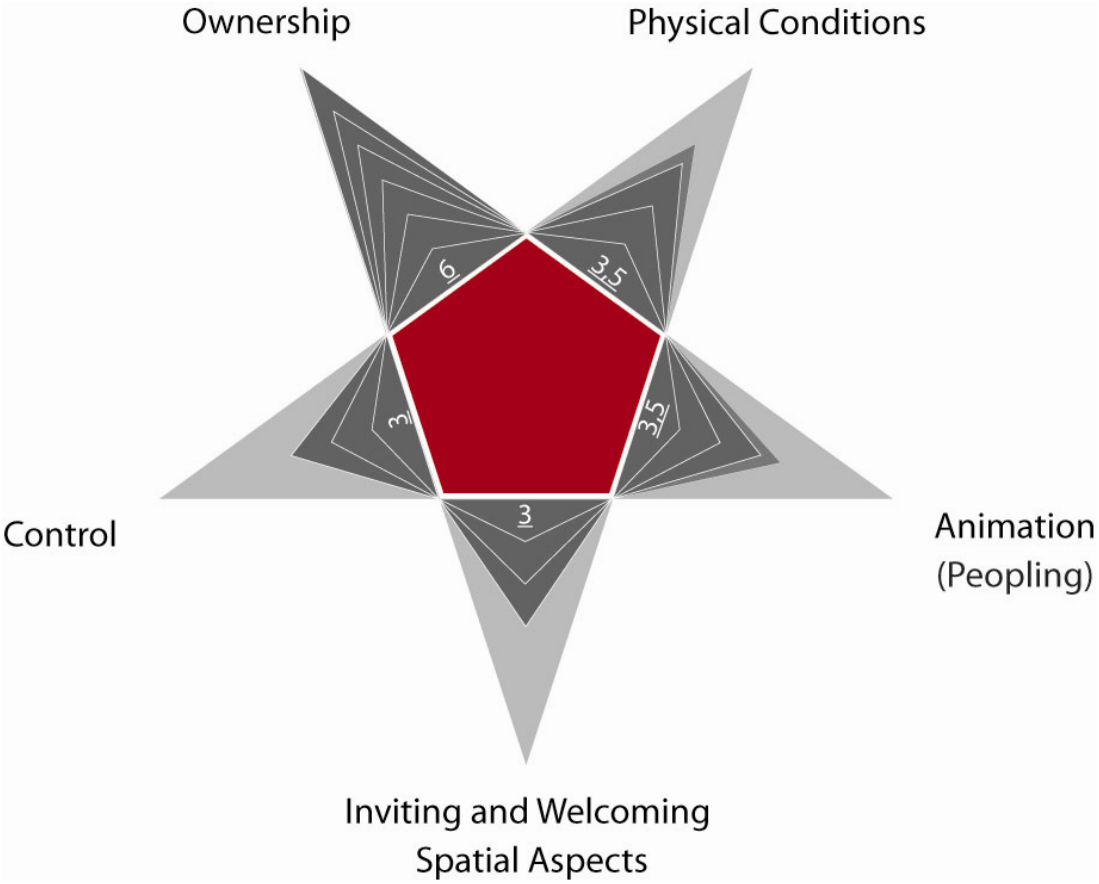

Figure 5-37 Star Model of Publicness for Atatürk Boulevard, generated by Author

A continues fence system was applied with by all institutions to control the area which was similar to Milli Müdafa Street, but having a wider set back distance for buildings makes it less disturbing in pedestrian perception.

- **Publicness of Türk Telekom**

Figure 5-38 Türk Telekom. Source: Author's Personal Archieve

After privatization of Türk Telekom, headquarter of the company got stocked in the middle of public institutions. Selection of this sub-zone was due to the differentiation of the ownership pattern which became a good example of automatically lowering the scores of the all other core dimensions of publicness.

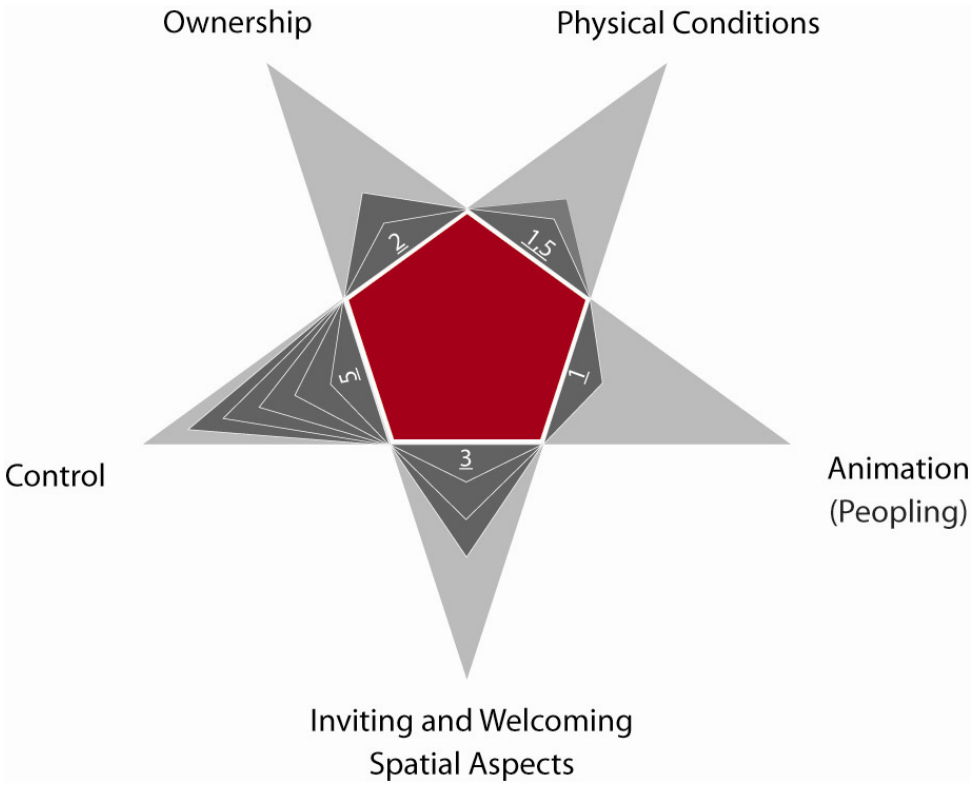

Figure 5-39 Star Model of Publicness for Türk Telekom, generated by Author

- **Publicness of Vekaletler Street**

Figure 5-40 Vekaletler Street. Source: Author's Personal Archieve

Although control elements were not used in a dense manner, which was a rare case among all sub-zones of Bakanlıklar District, Vekaletler Street was mostly dedicated to vehicle traffic. Priority of use was given to the vehicles, which was again resulted in a decrease of animation level of area.

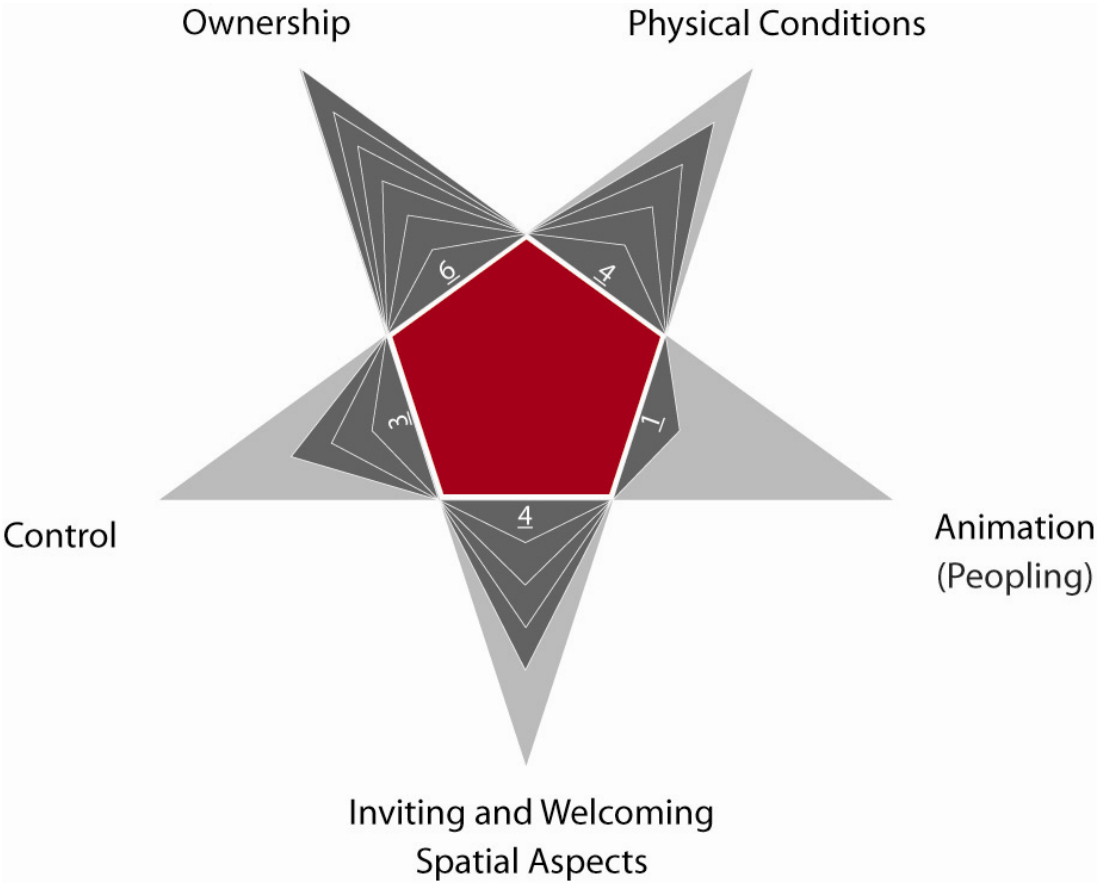

Figure 5-41 Star Model of Publicness for Vekaletler Street, generated by Author

Being designed with narrow pavements to pedestrians and wide lanes to automobiles, Vekaletler Street became what Carmona calls an “invaded space”.

It can be concluded from the star model of the Vekaletler Street that having a high rate of ownership, physical conditions, inviting and welcoming spatial aspects and low rate of control was not always enough to have a high level of animation. The area was a unique example of that.

- **Publicness of Prime Ministry Parking Lot (Plaza of Provinces)**

The area was selected as a sub zone because of its historical meaning. In the plans of Lörcher and proposals of Jansen, it was designated as Plaza of Provinces, which was a 60 meters to 240 meters wide area reserved for pedestrians. Another reason of the design was being a balancing open area system with reference to Güvenpark at the opposite end of the Bakanlıklar District. Now it was functioning as the parking lot of Prime Ministry where the ownership still belongs to Ministry of Interior. Entrance to area was restricted except the Prime Ministry personnel or official visitors.

When the exact change happened from being a Plaza to a parking lot was unknown but it could be understood from the aerial photographs sequence that the transformation happened between the years of 1991 and 1999.

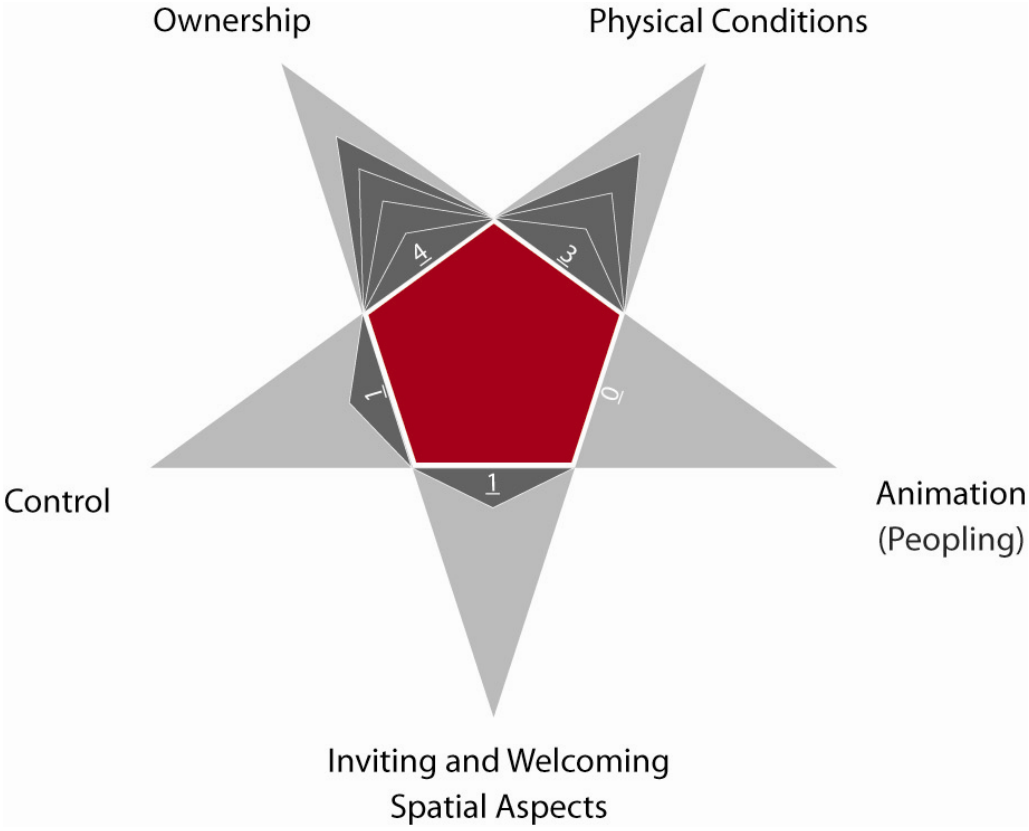

Figure 5-42 Star Model of Publicness for Prime Ministry Parking Lot (Plaza of Provinces), generated by Author

- **Publicness of Ministry of Interior**

Figure 5-43 Ministry of Interior. Source: http://harita.yandex.com.tr

The area used to be the opening of the Bakanlıklar District to the Parliament Zone until the Yücel-Uybadin Plan. The development of Ankara was in a north-south direction in the Plans of Lörcher and Jansen. However, with Eskişehir Road it had a new direction to the west which the integration of two directions became a knot point in front of the Ministry of Interior. In the following years, the traffic load increased and Akay underpass junction was constructed. Implementation of junction totally disassembled connection of the Parliament to the Bakanlıklar District.

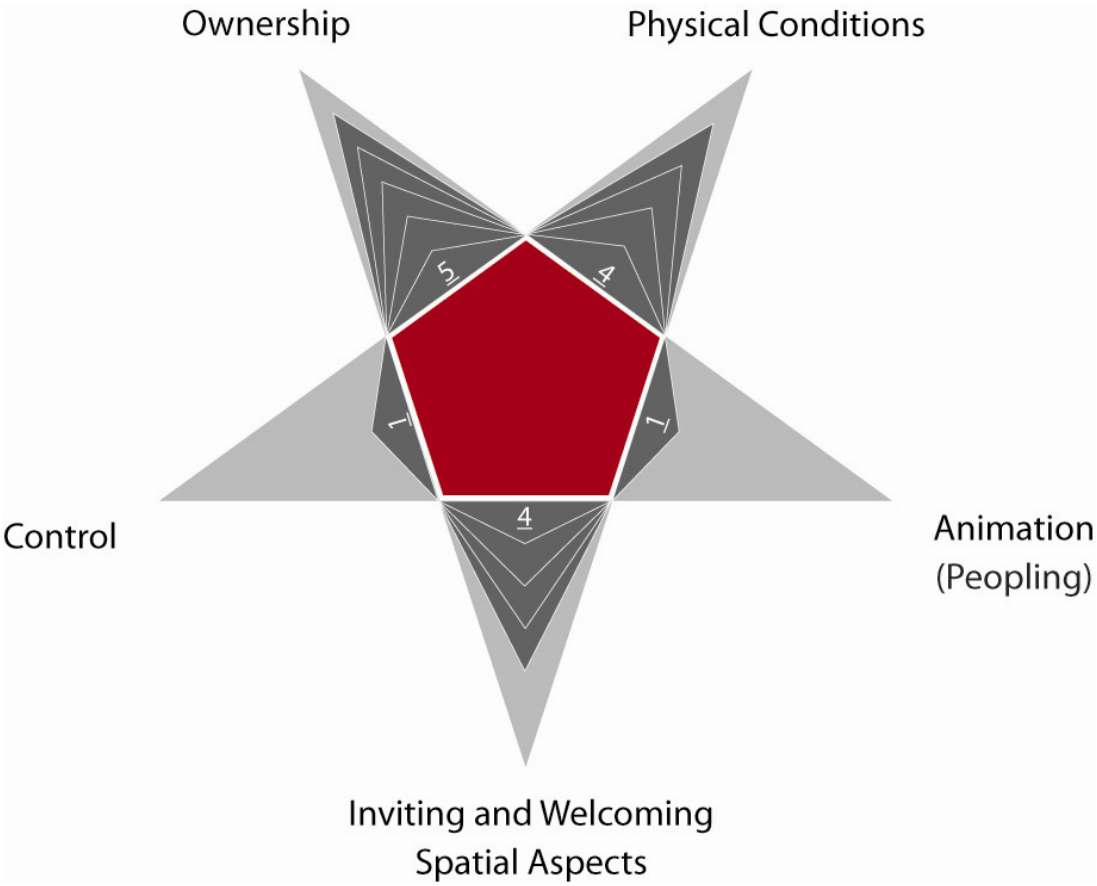

Figure 5-44 Star Model of Publicness for Ministry of Interior, generated by Author

Eskişehir Road became the main determiner of the urban characteristic of Ministry of Interior. Although having high quality physical environment again high level of control, maintained with many security personnel decreased the animation level of Ministry of Interior.

As in the cases of Milli Müdafa Street and Atatürk Boulevard, the institution's main concern about the road was to avoid the risk of security possibly to come from the Road. Therefore many landscape elements were used to keep people away from the plot without reducing the visual access.

- **Publicness of Emniyet Park**

Figure 5-45 Emniyet Park. Source: http://harita.yandex.com.tr

Emniyet Park was another peak point of publicness in Bakanlıklar District, however due to being relatively small and located at the junction point; it became lost between Eskişehir Road and Atatürk Boulevard. Another surprising fact about it was being not much controlled even being located very close proximity to the Security General Directorate, which was attached to Ministry of Interior.

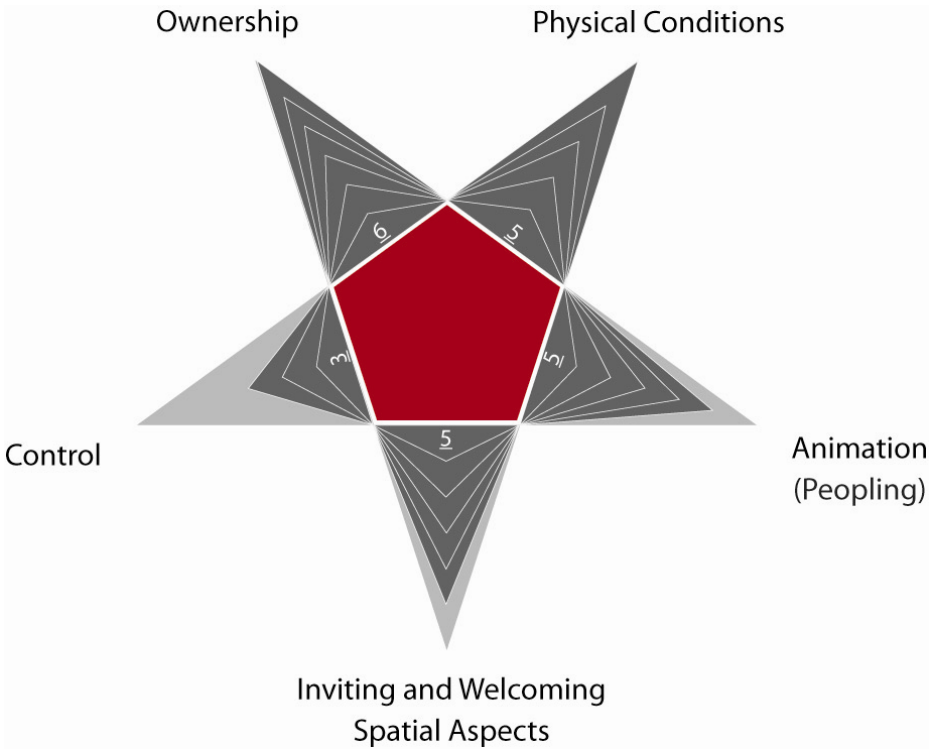

Figure 5-46 Star Model of Publicness for Emniyet Park, generated by Author

5.3.2. Analyses of 3 Other Cities with Government District Being Built in the First Half of 20th century and Applying Star Model of Publicness

In this part, as mentioned in the planning history of Ankara part, three cities of the 20th century with government district analyses were discussed and the star model for publicness of selected sub-zones of them were compared. The cities were selected according to Tankut's (1993) analyses of cities of the same era, with new founded countries, choosing a relatively small city as capital and having a government district where most of the administrative functions have gathered in the same neighborhood. The method implied was the same with the one in Ankara, but as most of the data were obtained from web based mapping, roaming and photograph (data were retrieved from https://maps.google.com/, http://harita.yandex.com.tr, http://www.panoramio.com), they were not as detailed as the case of Ankara, Bakanlıklar District. Besides, sub-zone examples were chosen according to data availability and relevancy with subject at the same time, so the negative effects of lack of self experience on the field was minimized.

In each case, detailed roaming in the street level for the whole case area was made and many photographs were examined to get the clues of the assessment criteria. Only a few examples of photographs, which were the most appropriate for representing the notion of the sub-zones, were chosen among an extensive photograph library examined.

Again district level analyses were made in four categories. Physical quality of built environment, control points and elements, pedestrian experience of thresholds analyses kept as the same in case of Ankara but because of data obtaining difficulty in ownership over web based sources, the title was altered as "landuse" analyses.

5.3.2.1. Canberra

5.3.2.1.1. Analysis of the Field

- **Landuse Analysis**

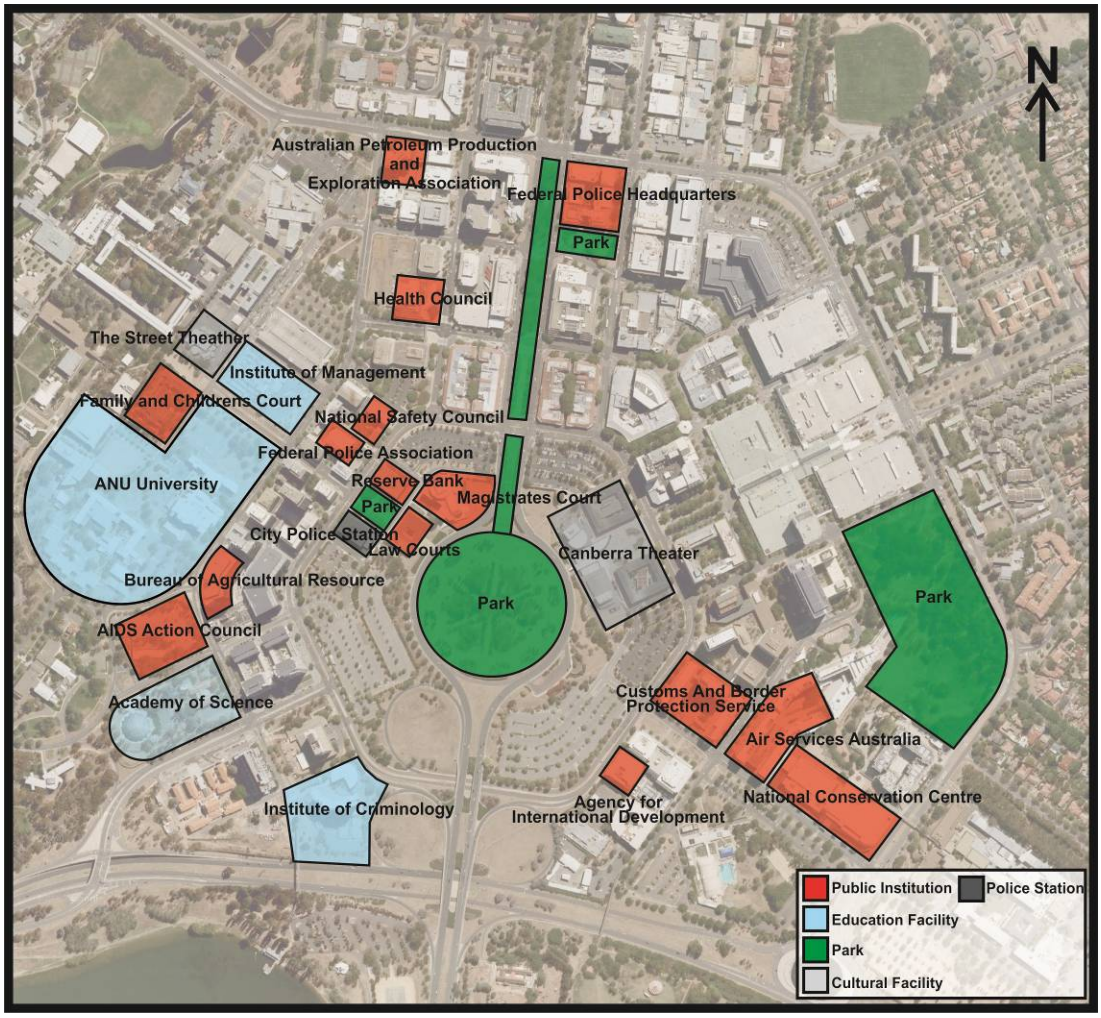

Figure 5-47 Landuse Analysis of Canberra, generated by Author

Public institutions were dispersed and mixed with other urban uses such as educational, cultural, residential or commercial functions. The Australian National University campus is the second wide spread landuse the area which also does not have a compact design with its facilities. There are councils and associations instead of ministries in Canberra and the main pedestrian dedicated area is on the east part of the map, which does not have any administrative landuses.

- **Physical Quality of Built Environment Analysis**

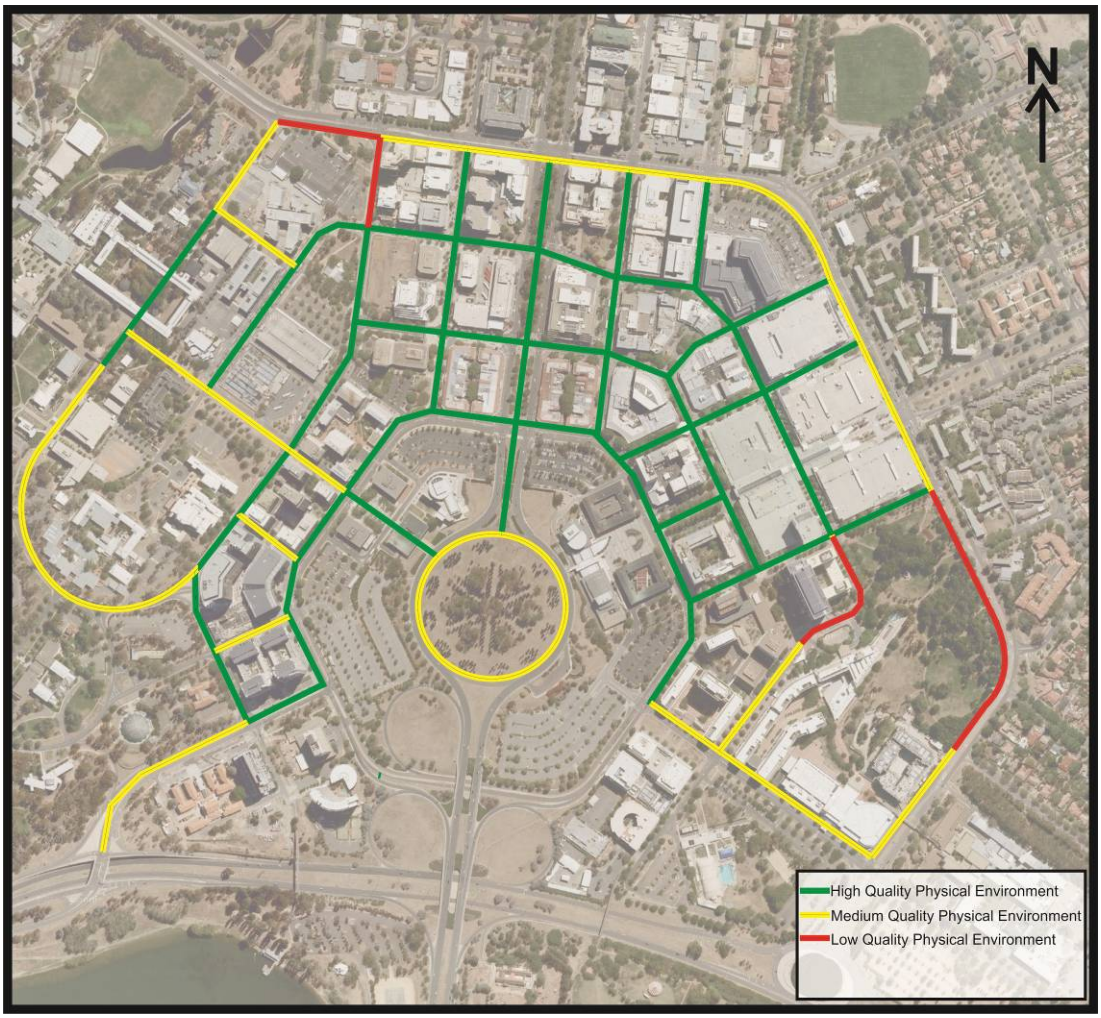

Figure 5-48 Physical Quality Analysis of Canberra, generated by Author

In most of the site, physical quality of the built environment was high, although there were spots on the edges with lower levels because of lack of maintenance. Again green spaces were well kept and care taken except the park in the center which was dominated by the car traffic and functioning as a roundabout more than a urban green area. Some spots were under construction on the periphery of the area which was lowering the physical quality.

- **Control Points and Elements Analysis**

Figure 5-49 Analysis of Control Points and Elements of Canberra, generated by Author

There were so few control points and elements in the administrative center. No CCTV cameras observed and only one security point was noticed which is in front of police station. Although the public institutions were in a mixed formation of landuses with other urban functions the level of control on individual users of the area was at minimum level. Dispersed administrative landuses did not necessitate strict control implications which resulted in a freer and open urban pattern.

- **Pedestrian Experience of Thresholds Analysis**

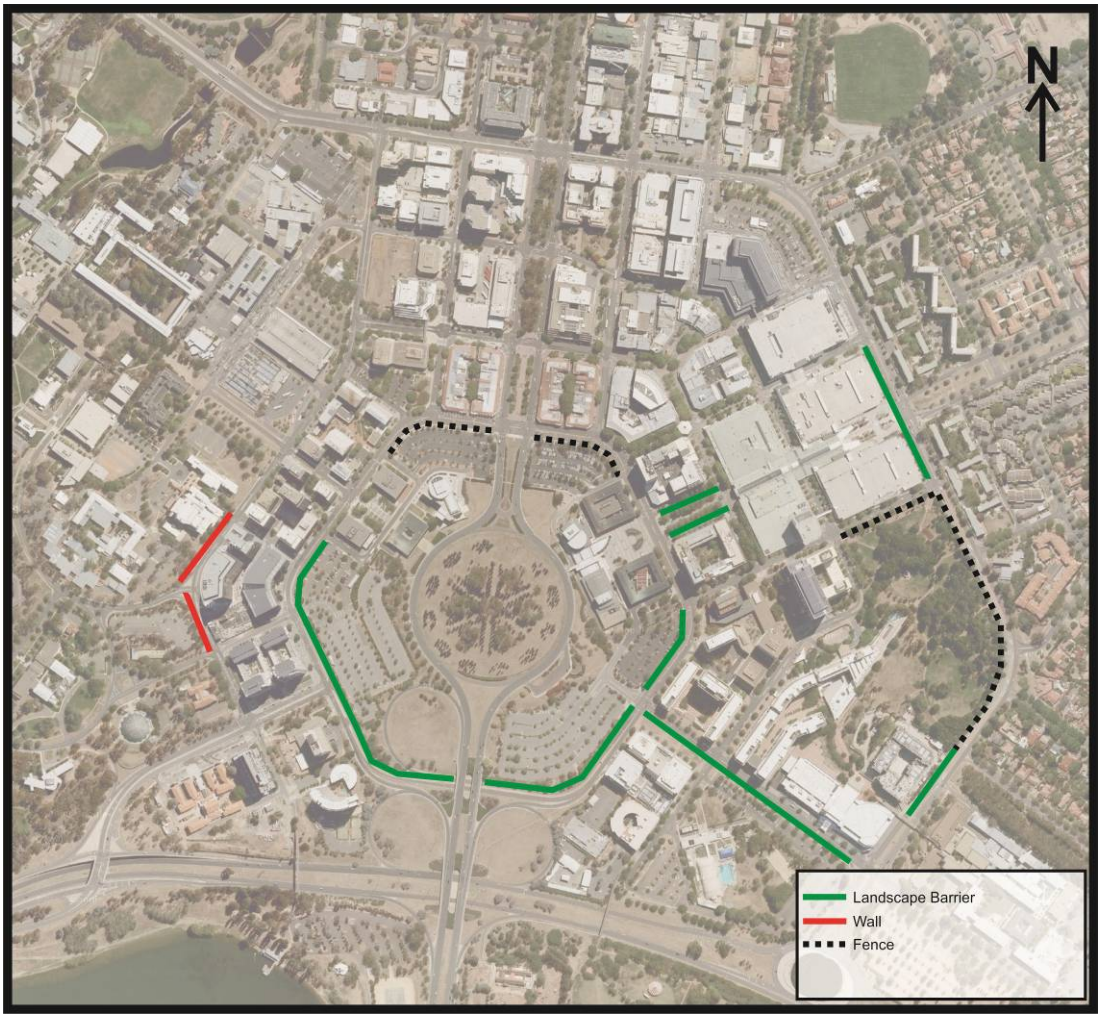

Figure 5-50 Analysis of Pedestrian Experience of Thresholds of Canberra, generated by Author

Most of the thresholds were created with landscape elements. Large parking lots in the centre give the clues of a car oriented attitude and as automobile priority is the notion of design in Canberra, the main aim of these landscape elements is to prevent pedestrian crossing in the streets, rather than avoid or orient entrances to the plots of institutions.

5.3.2.1.2. Applying Star Model of Publicness to Sub-Zones for Canberra

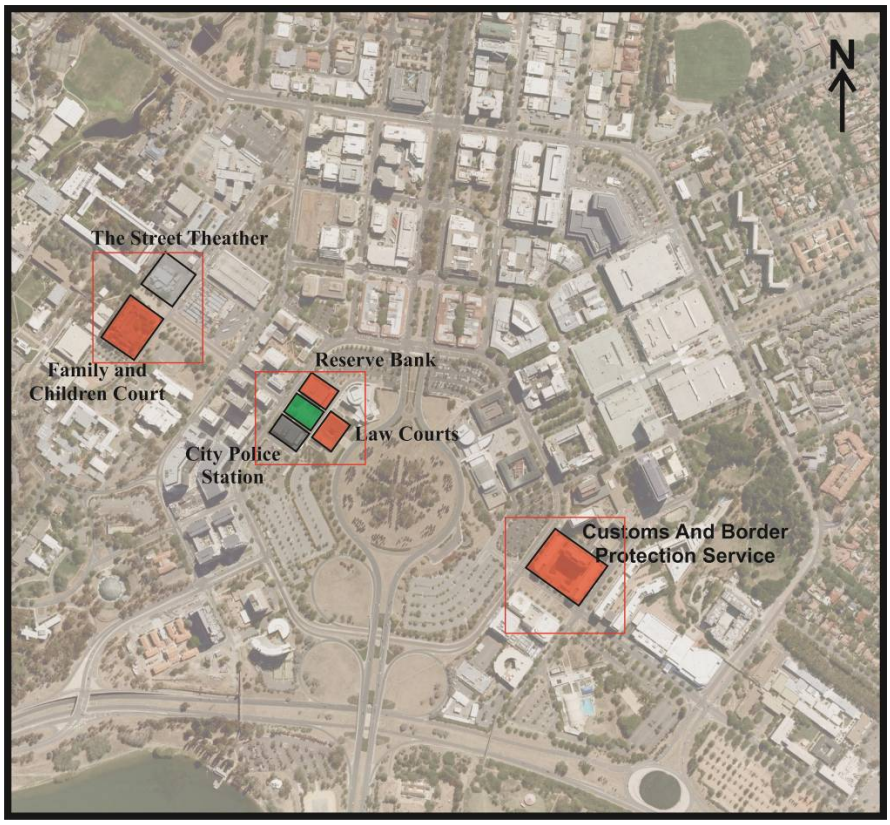

Figure 5-51 Locations of Sub-Zones for Canberra, generated by Author

The parliament building is approximately one kilometer south of this site however; it is much more isolated with high density road network. Therefore this part of Canberra was chosen as the main administrative center because much of the ministries and courts are collected in this part. Three sub-zones were selected for applying star model and their locations can be seen in Figure 5.51. Because of the dispersed landuse pattern, a linearity of institutions formulated the decision. First one is the Family and Children Council, which was located in a close proximity with City Theater. The second sub-zone is Canberra Reserve Bank, Magistrate Court and a Police Station site, three of which are defining a square in the middle of them. These two are low rise building of human scale. The third sub-zone is Canberra Customs and Border Council which is twelve storey high solid block with a courtyard in the middle.

Table 5-3 Assessment of Publicness According to Core Dimensions for Islamabad and Canberra

		Islamabad Parliament	Islamabad Energy & Conservation Center	Canberra Family & Children Court	Canberra Reserve Bank & Magistrate Court	Canberra Customs & Border Council
Ownership	**Total**	**6**	**6**	**6**	**6**	**6**
	Main Aspect:	6	6	6	6	6
Control	**Total**	**0**	**0**	**5**	**2**	**6**
	CCTV (Closed Circuit Television)	0	0	1	2	2
	Security Staff Presence	0	0	4	0	4
Physical Conditions	**Total**	**4,5**	**4**	**4,5**	**4,5**	**4**
	Well Cleaned Neighborhood	1	1	1	1	1
	Well Cared Green Space	1	1	1	1	1
	Need For Repair or Painting	1	1	1	1	1
	Good Lighting (at night)	1	0,5	1	0,5	0,5
	High Quality Street Furniture	0,5	0,5*	0,5	1	0,5
Inviting and Welcoming Spatial Aspects	**Total**	**2**	**2**	**6**	**6**	**5**
	Movement to (Centrality)	1	1	1	1	1
	Movement Through (Connectedness)	0	0	1	1	1
	Opportunities of Visual Access	1	1	2	2	2
	Type of Entry and Surrounding.	0	0	2	2	1
Animation (Peopling)	**Total**	**1**	**0**	**6**	**5**	**3**
	Sculpture, Public Art, Fountain etc.	1*	0	1	1	0
	Seating and Watching Other People Passing By Opportunity	0*	0	1	1	1
	Different Socio-Cultural Activities	0	0	1	1	0
	Pedestrian Dedication	0*	0	1	1	1
	Loitering	0*	0	1	1	1
	Public Phone, Vendor Machine, Tea-Coffee-Beverage Automat Availability	0*	0	1	0	0

Note. * represents the estimated value.

Table 5-4 Assessment of Publicness According to Core Dimensions for Brasilia

		Brasilia Ministry of Education	Brasilia Senate	Brasilia Archdiocese of Brasilia	Brasilia Foreign Ministry
Ownership	**Total**	**5**	**5**	**5**	**5**
	Main Aspect:	5	5	5	5
Control	**Total**	**3**	**2**	**4**	**4**
	CCTV (Closed Circuit Television)	1	2	2	2
	Security Staff Presence	2	0	2	2
Physical Conditions	**Total**	**3,5**	**4,5**	**4**	**4**
	Well Cleaned Neighborhood	1	1	1	1
	Well Cared Green Space	0,5	1	1	1
	Need For Repair or Painting	1	1	1	1
	Good Lighting (at night)	0,5	0,5	0,5	1
	High Quality Street Furniture	0,5	1	0,5	0
Inviting and Welcoming Spatial Aspects	**Total**	**5**	**4**	**4**	**4**
	Movement to (Centrality)	0	0	0	0
	Movement Through (Connectedness)	1	1	1	1
	Opportunities of Visual Access	2	2	2	2
	Type of Entry and Surrounding.	2	1	1	1
Animation (Peopling)	**Total**	**1**	**1**	**3,5**	**2**
	Sculpture, Public Art, Fountain etc.	0	1	1	1
	Seating and Watching Other People Passing By Opportunity	1	0	0,5	0
	Different Socio-Cultural Activities	0	0	0	0
	Pedestrian Dedication	0	0	1	1
	Loitering	0	0	1	0
	Public Phone, Vendor Machine, Tea-Coffee-Beverage Automat Availability	0	0	0	0

- **Publicness of Canberra Family and Children Counsil**

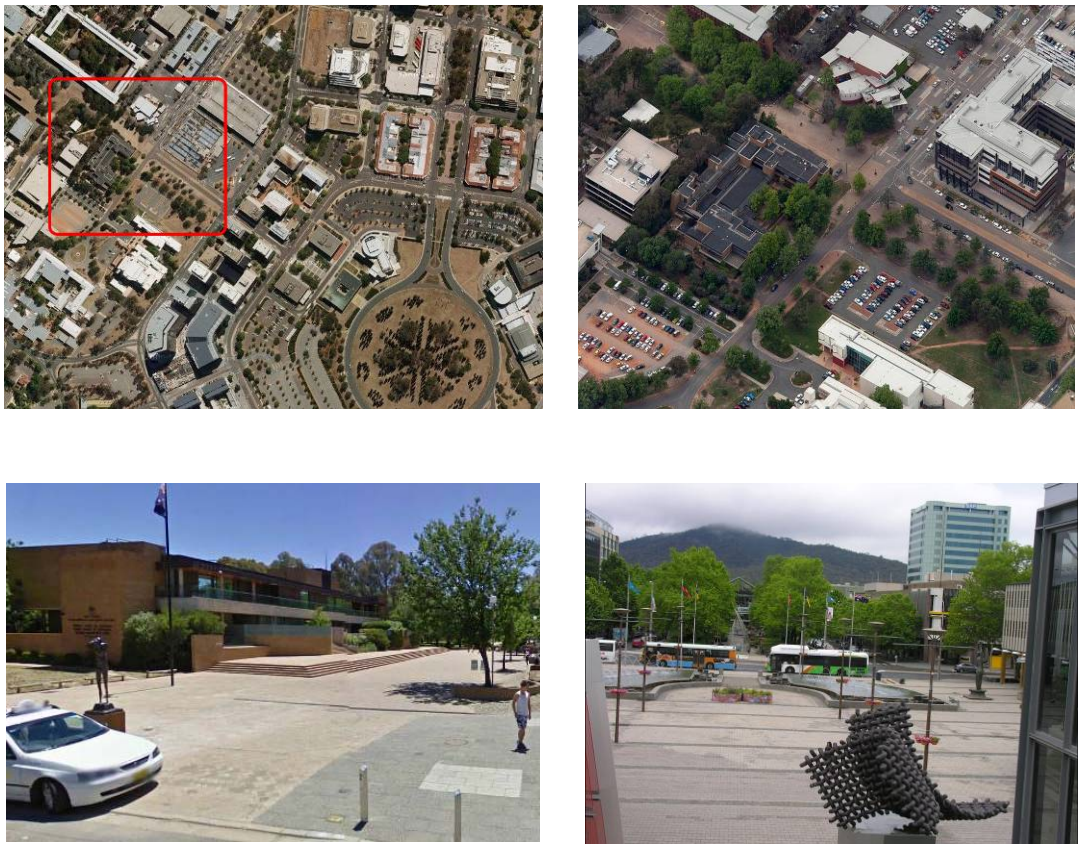

Figure 5-52 No implicit or explicit threshold in pedestrian zone.
Source: http://www.panoramio.com, Retrieved in August, 2012

Canberra Family Court and Children Counsil and the City Theater, which was located in front of it were built without any strict control methods or restricting design tools such as fences and walls or passive landscape elements preventing access or limiting visual opportunities.

The area is well maintained and taken care of, thus leading to high quality of urban outfit. The boulevard coming from the center, at that point, was transformed to a pedestrian zone, which was positively effecting the centrality and connectedness of the place.

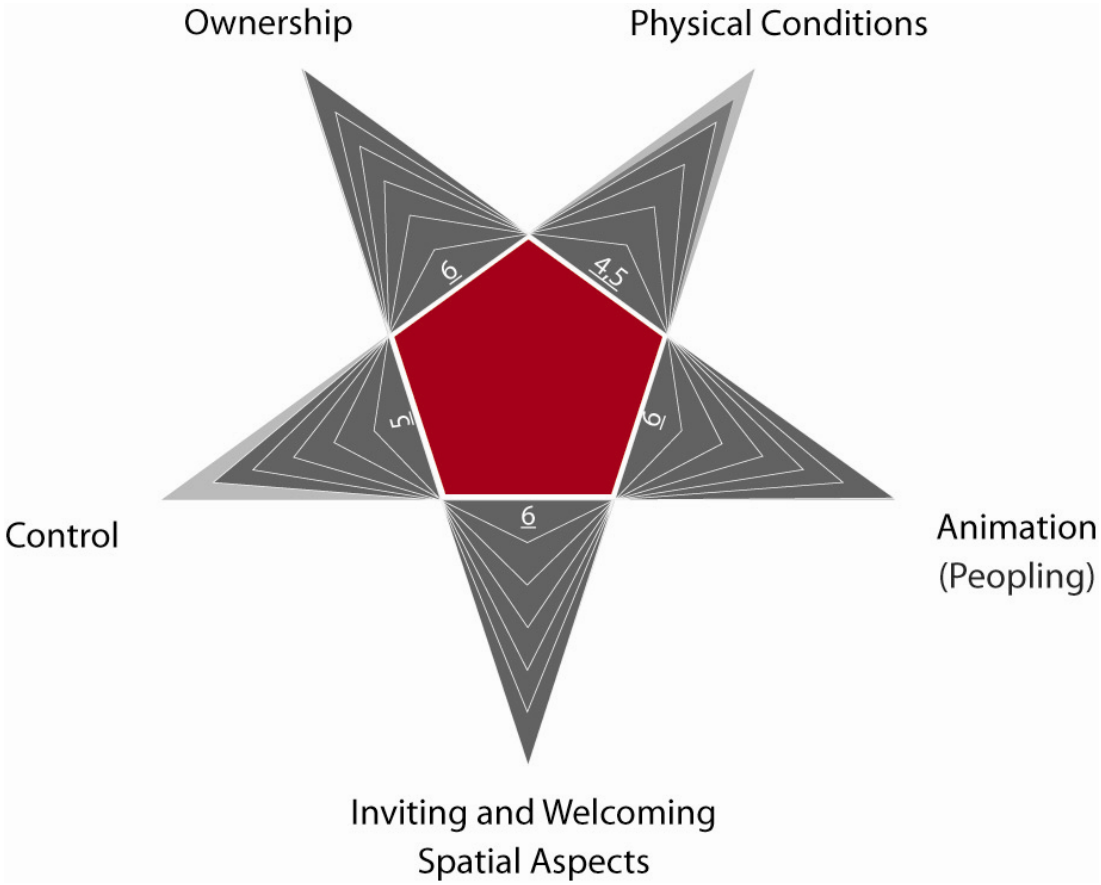

Figure 5-53 Star Model of Publicness for Canberra Family and Children Court, generated by Author

The continuum of the space between City Theatre (

Figure 5-52) and Family and Children Council is enriched with hard landscape elements and street furniture, thus increasing the inviting and welcoming spatial aspects of the zone. As a result of all the positive aspects of publicness, the animation level of the area was high with many different opportunities of activities, functions and uses.

Publicness of Canberra Reserve Bank and Magistrate Court

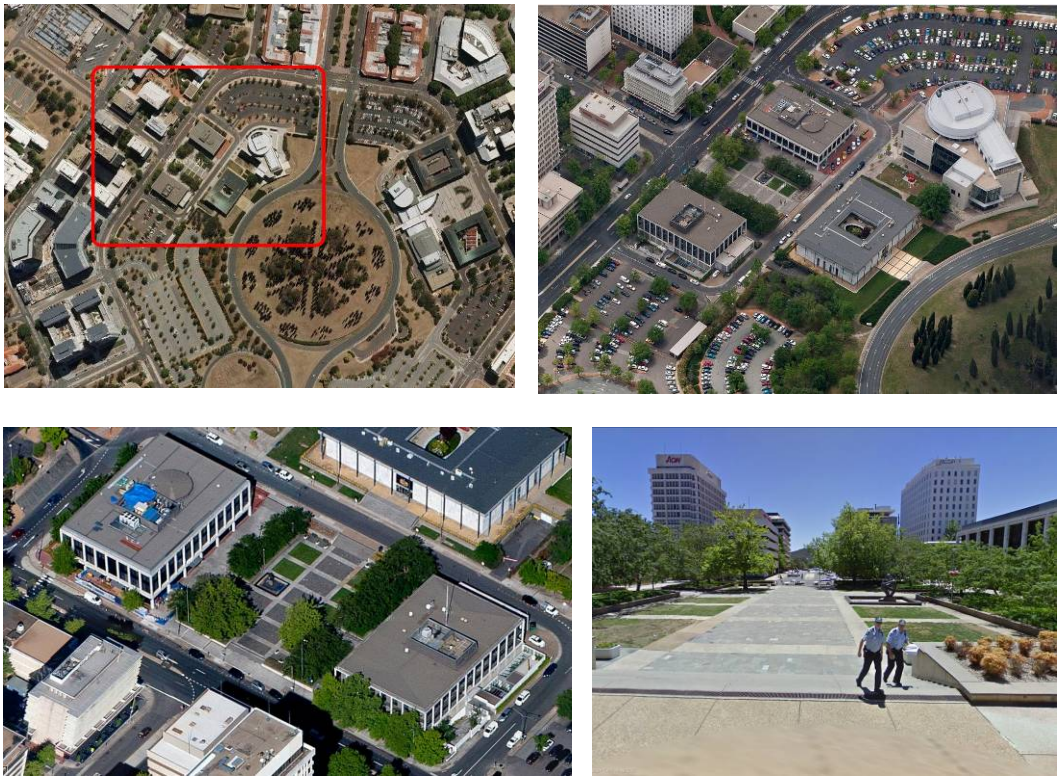

Figure 5-54 Location of Reserve Bank and Magistrate Court in Canberra.
Source: maps.google.com, Retrieved in August, 2012

Three administrative institutions with different functions, Law Court, City Police Station and Reserve Bank, defined the inner square and Magistrate Court building was the fourth administrative institution which was located separately from the first group. Again first group of three intuitions were low rise and low density buildings of human scale where the Magistrate Court building had a higher rise and different architectural organization.

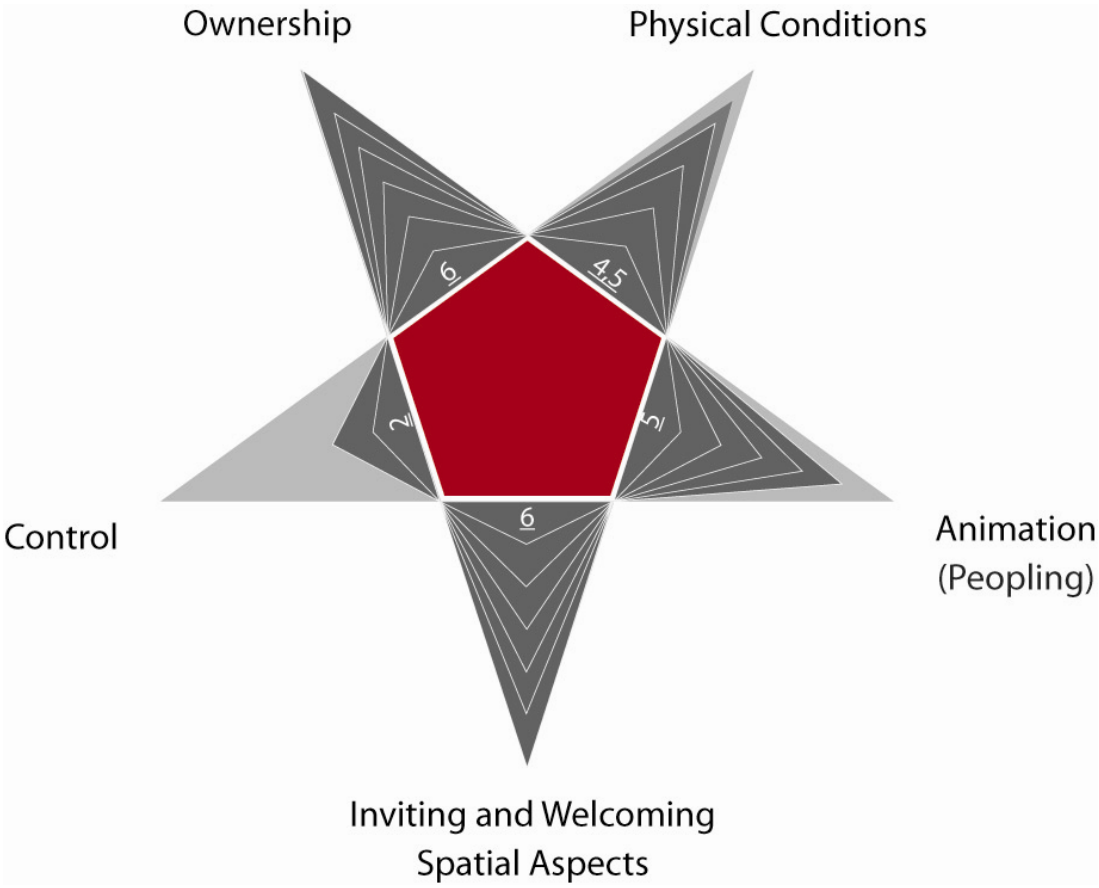

Figure 5-55 Star Model of Publicness for Canberra Reserve Bank and Magistrate Court, generated by Author

The boulevard coming from the university ended with a square dedicated to pedestrians increased its centrality. However, at the back side, it did not have a continuous pedestrian system integrated with the other parts of the city.

Even there was the city police station, no CCTV or control personnel (or a special control box dedicated to such function) were observed. In addition to that there was a sculpture and some benches for seating which were increasing the inviting and welcoming spatial aspects of the area.

- **Publicness of Canberra Customs and Border Council**

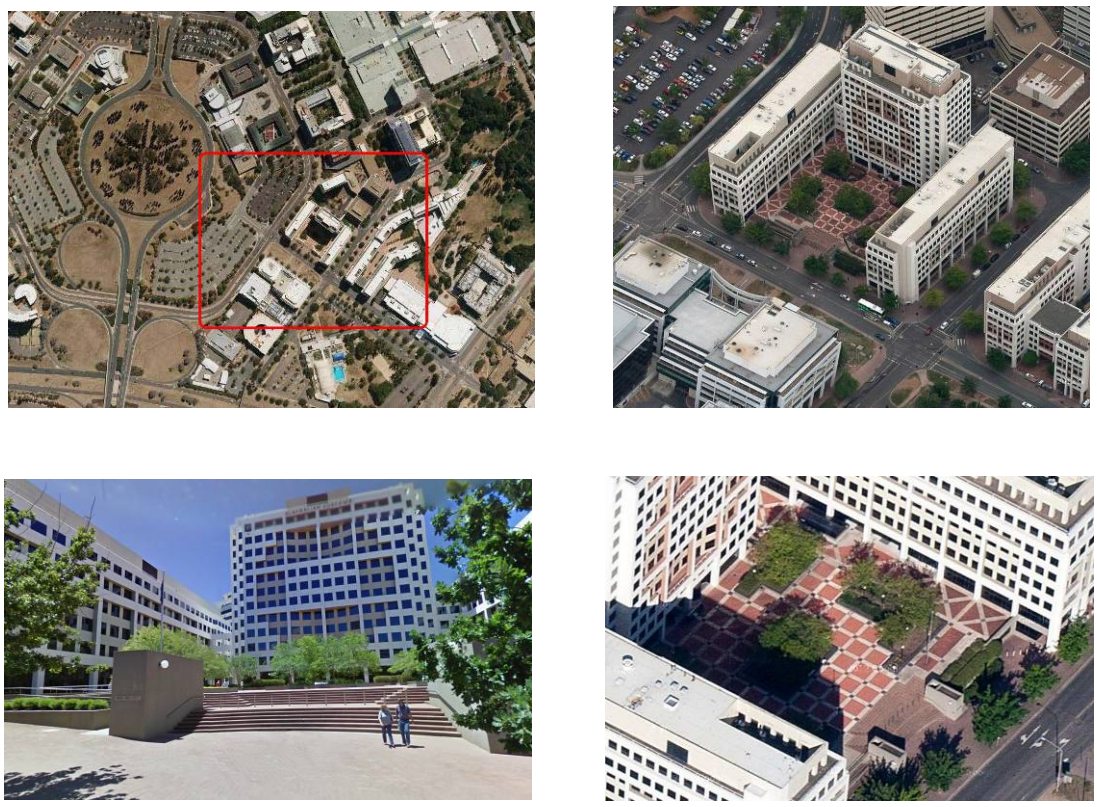

Figure 5-56 Location of Customs and Borders Council in Canberra.
Source: maps.google.com, Retrieved in August, 2012

Canberra Customs and Border Council's three attached buildings formed a courtyard, which was paved in a high quality manner and clusters of trees were used as green elements to maintain shadow for the seating under them. The area was well taken care of and the physically in good condition.

The courtyard had openings to the street at the back side, which were not visible at first sight because of the level difference between the elevations of the street and the courtyard. However the centrality and connectedness levels were high with one total open side of the courtyard, without and fences or walls separating the relation.

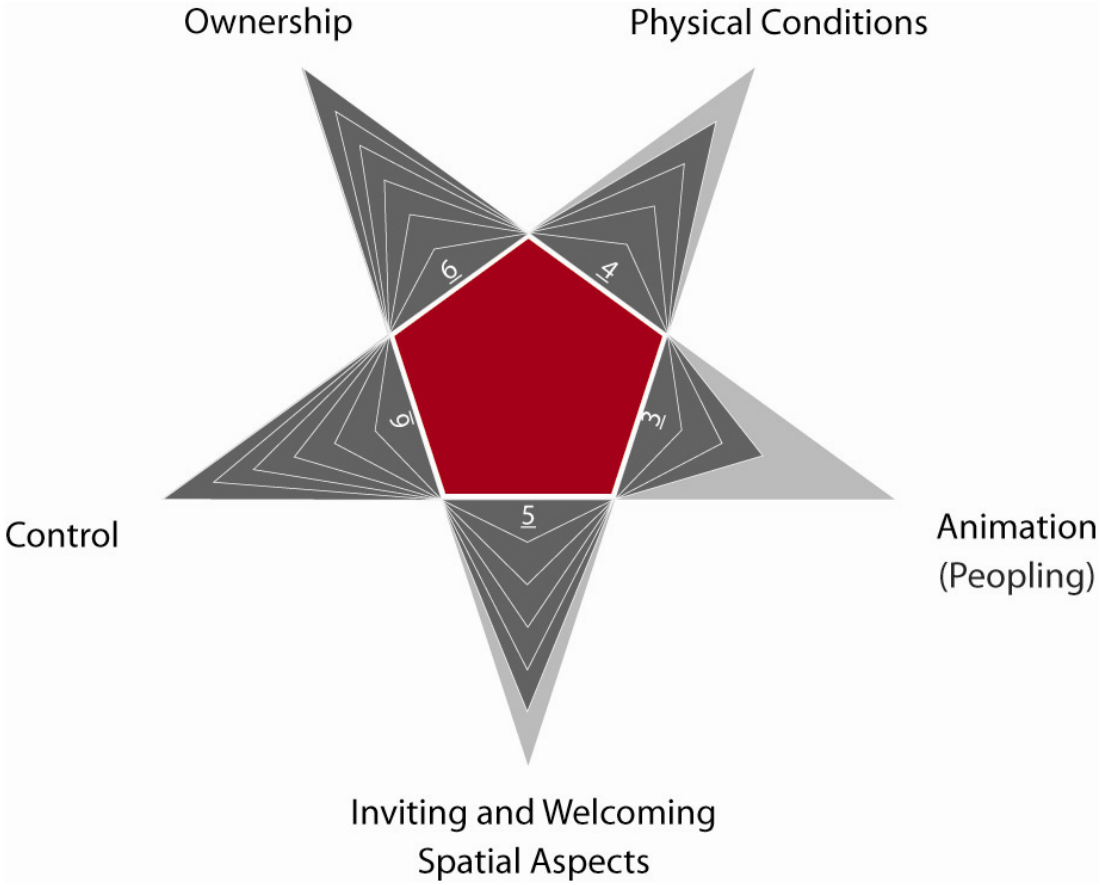

Figure 5-57 Star Model of Publicness for Canberra Customs and Borders Council, generated by Author

There were no control personnel or CCTV observed in the area however 2 meters of elevation between the street level and courtyard was creating a threshold, in addition landscape elements and stairs were used as soft control tools of design to achieve pedestrian orientation. Also the level of animation was not very high due to lack of spatial arrangements helping people in different socio-cultural activities etc.

5.3.2.2. Brasilia

5.3.2.2.1. Analysis of the Field

- **Landuse Analyses**

Figure 5-58 Landuse Analysis of Brasilia, generated by Author

The area was totally reserved for public institutions where 19 ministries and Archdiocese of Brasilia were defining a continuous green open space in the middle, ending at the Senate Building, which had two high towers.

- **Physical Quality of Built Environment Analyses**

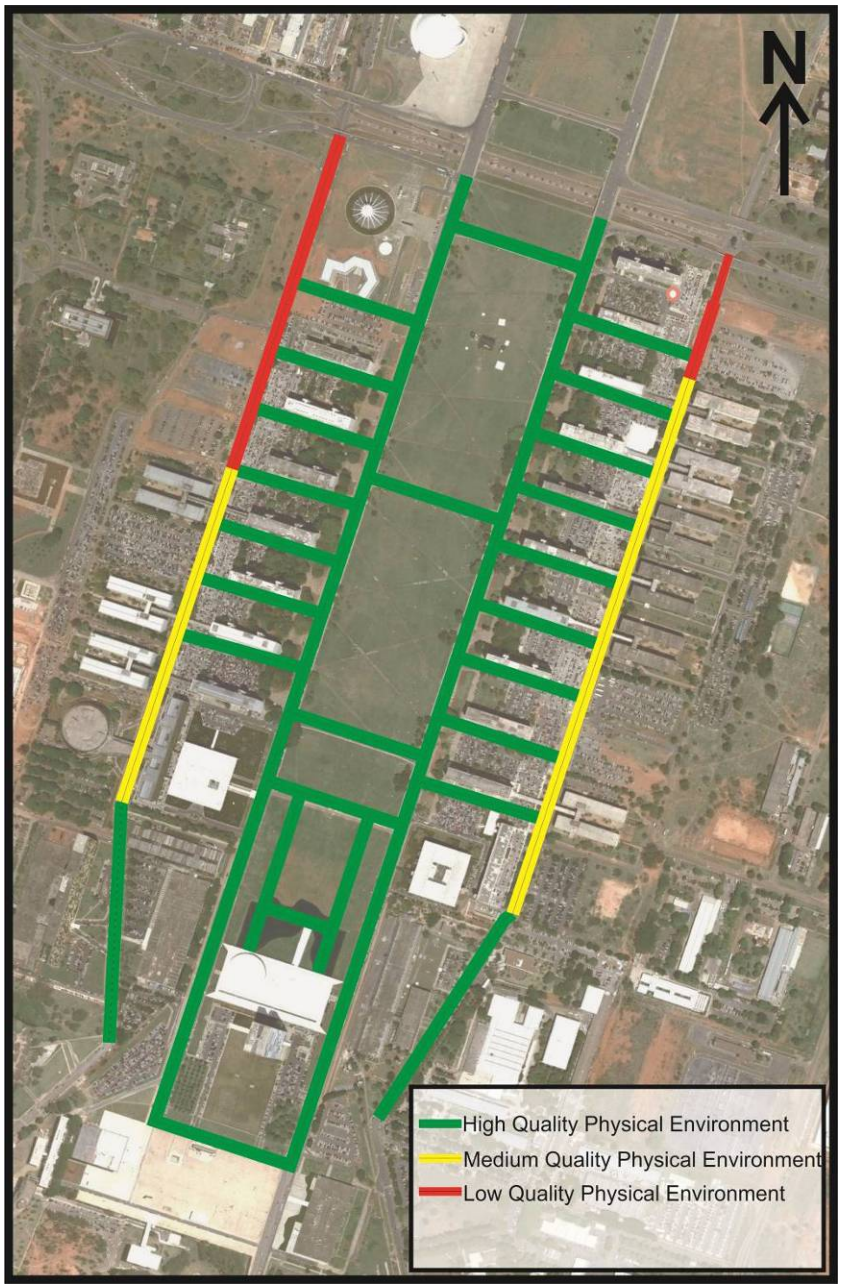

Figure 5-59 Physical Quality of Built Environment Analysis of Brasilia, generated by Author

The physical quality of built environment was high in the central areas, however the entrance and exit parts had lower levels because of the construction of the new buildings which might be temporary.

- **Control Points and Elements**

Figure 5-60 Control Points and Elements Analysis of Brasilia, generated by Author

The area had a few control personnel which were mainly located in the parking lot entrances. In addition to that, a few CCTV were observed in a linear formation all of which were passive recording systems.

- **Pedestrian Experience of Thresholds Analyses**

Figure 5-61 Pedestrian Experience of Thresholds Analysis of Brasilia, generated by Author

The area had a 3 meter of elevation difference between its surrounding and wall was separating the whole area from the rest of the city. However once this threshold was exceeded, the inner system was mostly open and designed in a homogenous style.

5.3.2.2.2. Applying Star Model of Publicness to Sub-Zones for Brasilia

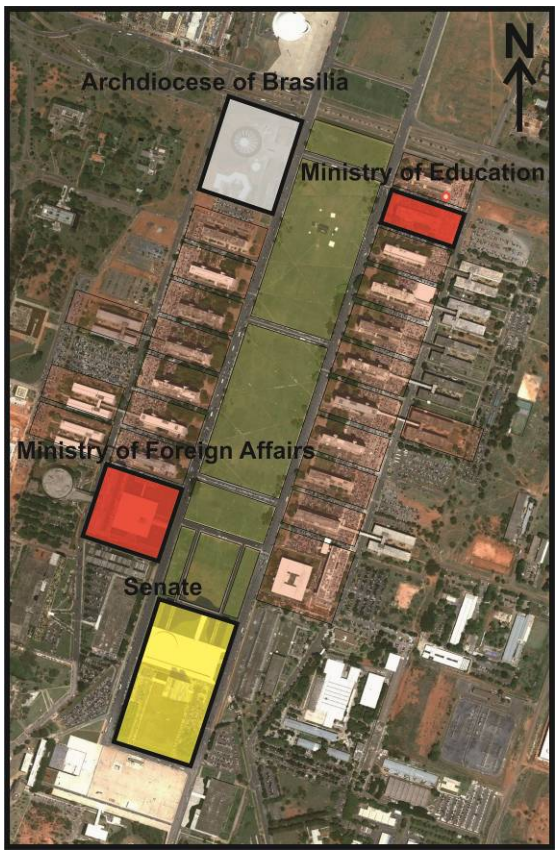

Figure 5-62 Locations of Sub-Zones for Brasilia, generated by Author

Four sub-zones are selected for applying star model and their locations can be seen in Figure 5-62. As most of the ministries have the same type of building, among them one sample is picked to represent them all. The North-East corner of the site, Ministry of Education is also one of the entry points to the zone. The second sample is Archdiocese of Brasilia which was built underground. Only the roof can be seen and also open to pedestrian circulation. Again among two same type of buildings, located near the Senate building, Ministry of Foreign Affairs was chosen for the third sample. And lastly Senate, which is defining the end of green open corridor in the middle, was chosen as the fourth sample.

- **Publicness of Brasilia Ministry of Education**

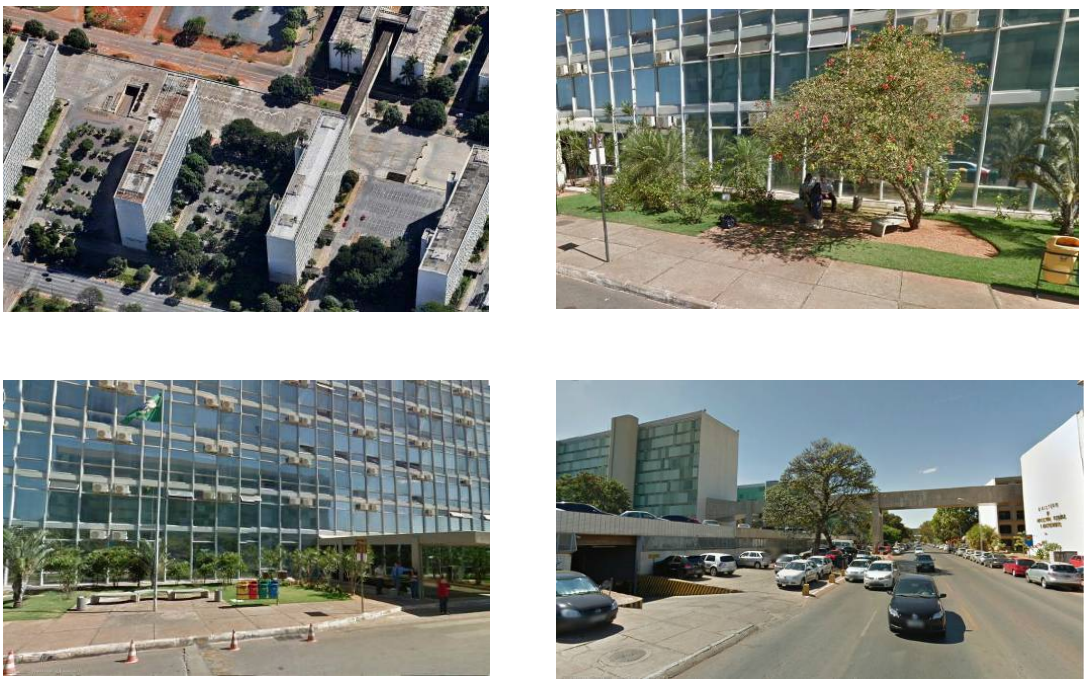

Figure 5-63 Brasilia Ministry of Education.
Source: http://www.panoramio.com, Retrieved in August, 2012

All the ministries in Brasilia had the same type of buildings, which were parallel blocks of 10 floors with two entrances. The places between the blocks were mostly used as parking lots where limited green area was reserved nearby the entrances of the blocks with some seating opportunity provided by low quality street furniture.

There was only one small control box with a space just enough for a single control person at the entrance of the parking lot of the Ministry of Education, and a passive CCTV installed at the park side corner of the block. So the level of control was not repressing the free use of individuals.

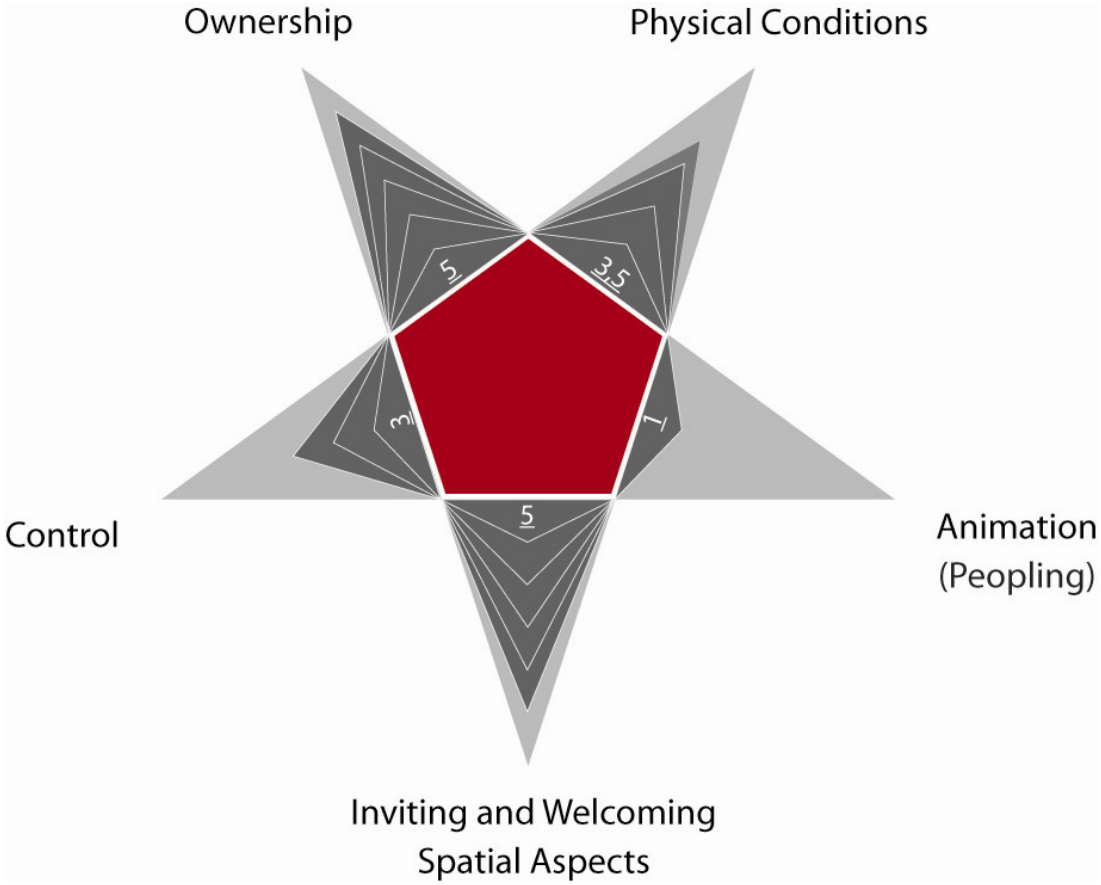

Figure 5-64 Star Model of Publicness for Brasilia Ministry of Education, generated by Author

There were neither visual obstacles, nor implicit or explicit thresholds for pedestrian access which was increasing the inviting and welcoming spatial aspects score. Despite all positive aspects of publicness of other core dimensions, animation level of the site was not high. This was due to the limited area reserved for pedestrian use, which were mostly the arranged with the leftover parts after the parking lots areas. Wide open system of parks in the middle, had a weak level of integration with the ministries as a whole, although it had a high potential of increase the animation of the area.

Publicness of Brasilia Senate

Figure 5-65 Brasilia Senato. Source: http://www.panoramio.com, Retrieved in August, 2012

The Senate building of Brasilia was located at the end of the green system which was defining the middle area with the other ministries. It was made of two high rise blocks and a third low rise wide structure. It was made of an open system for pedestrians where the circulation was and visual access was not interrupted. However water element was used aesthetically to control and orient the pedestrian movement.

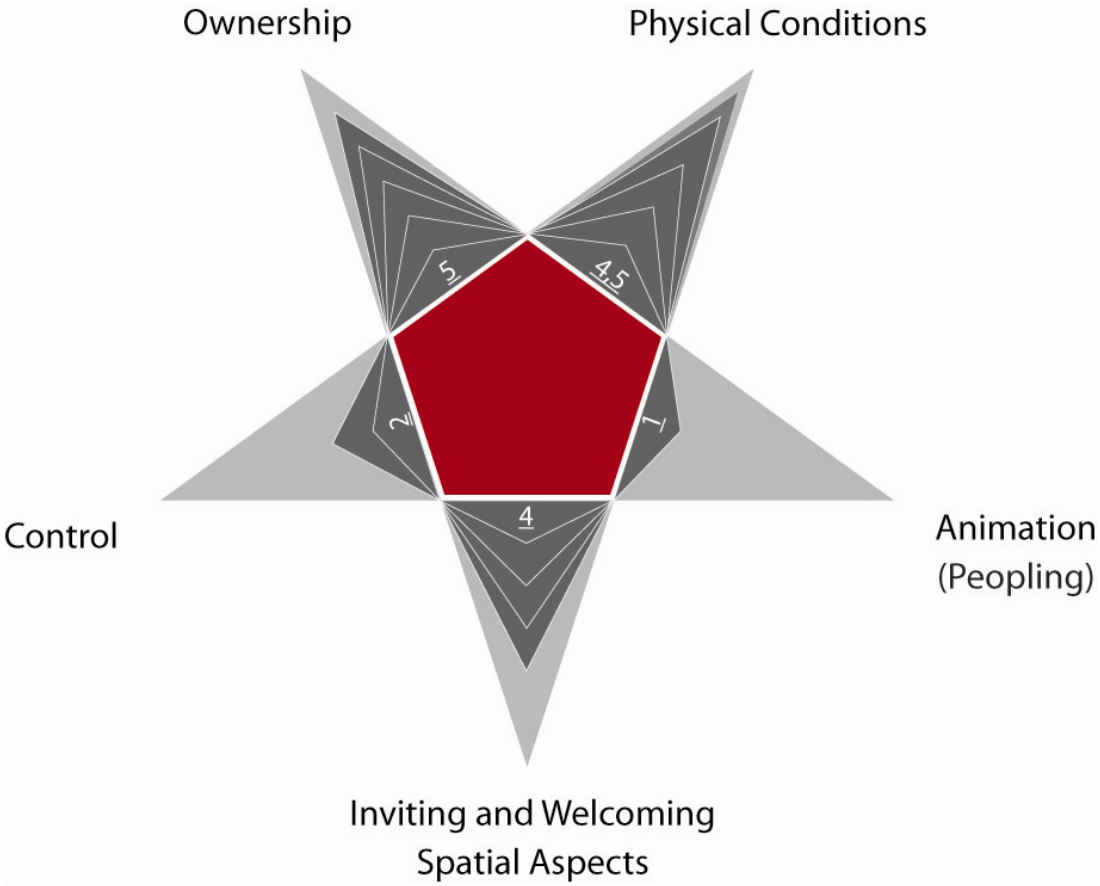

Figure 5-66 Star Model of Publicness for Senato Building, Brasilia, generated by Author

Physical conditions were at high level because of the prestigious concerns. The site was the second tourist attraction point with the Archdiocese located at the opposite corner. High quality of night time lighting of the towers was visible through the whole city.

Despite the high level of inviting and welcoming spatial aspects and physical conditions, lack of active or passive engagement opportunities for people decreased the animation level of Senate of Brasilia.

- **Publicness of Archdiocese of Brasilia**

Figure 5-67 Archdiocese of Brasilia.
Source http://en.wikipedia.org/wiki/Cathedral_of_Brasilia, Retrieved in August, 2012

The structure of Archdiocese of Brasilia was built underground, enabling the people to walk on the rooftop. The Archdiocese was an attraction point for tourists as having a religious function as well as administration.

The area had a low level of explicit control which automatically affected the rest of the dimensions of publicness. However the touristic flow of pedestrians and cars were oriented with the help of the implicit thresholds used as managerial approach to dominate public space without lowering the publicness or excluding the “unwanted”.

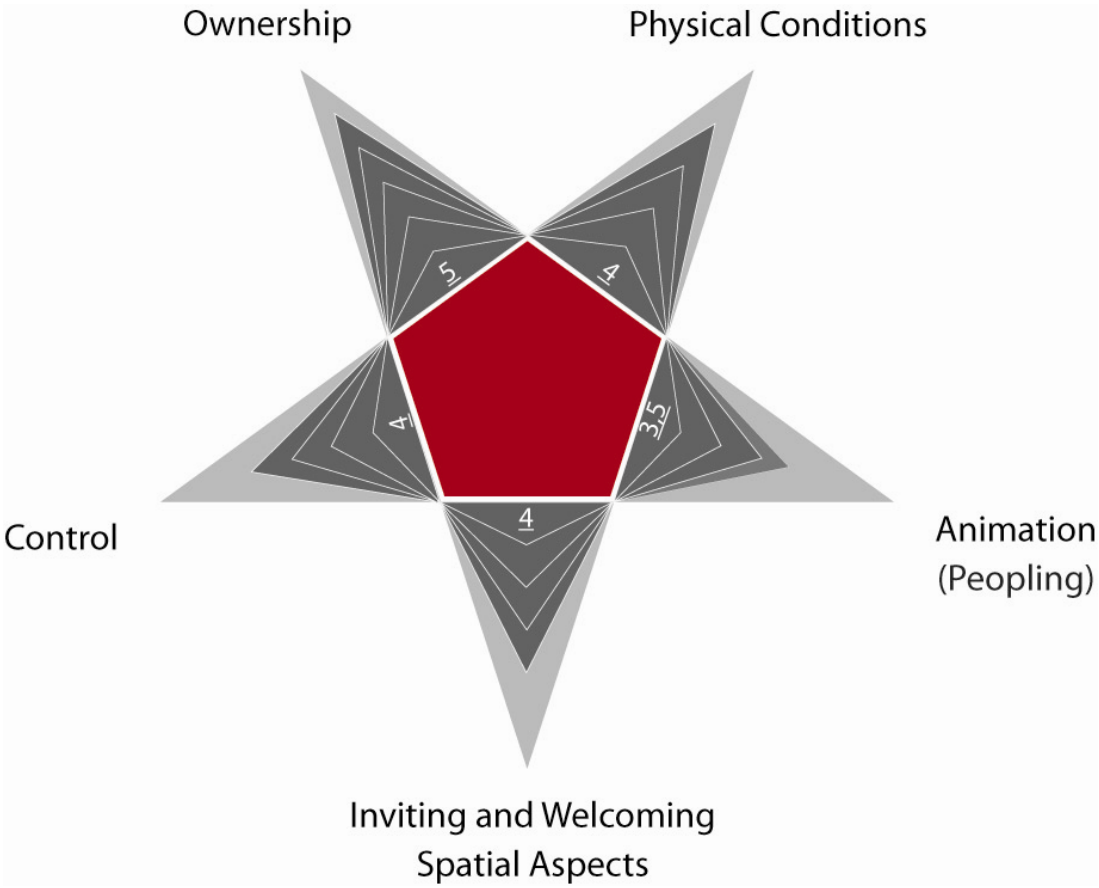

Figure 5-68 Star Model of Publicness for Archdiocese of Brasilia, generated by Author

Physical conditions were in a satisfactory level and invitingness of the place was high. The only aspect lowering the animation level of the area was lack of the opportunity for different socio cultural activities which was not surprising for a religious facility. However to search for a balance between the control, invitingness and animation aspects of publicness, Archdiocese of Brasilia was a good example of controlling a public space without diminishing its inviting and welcoming spatial aspects and animation level.

- **Publicness of Brasilia Foreign Affairs**

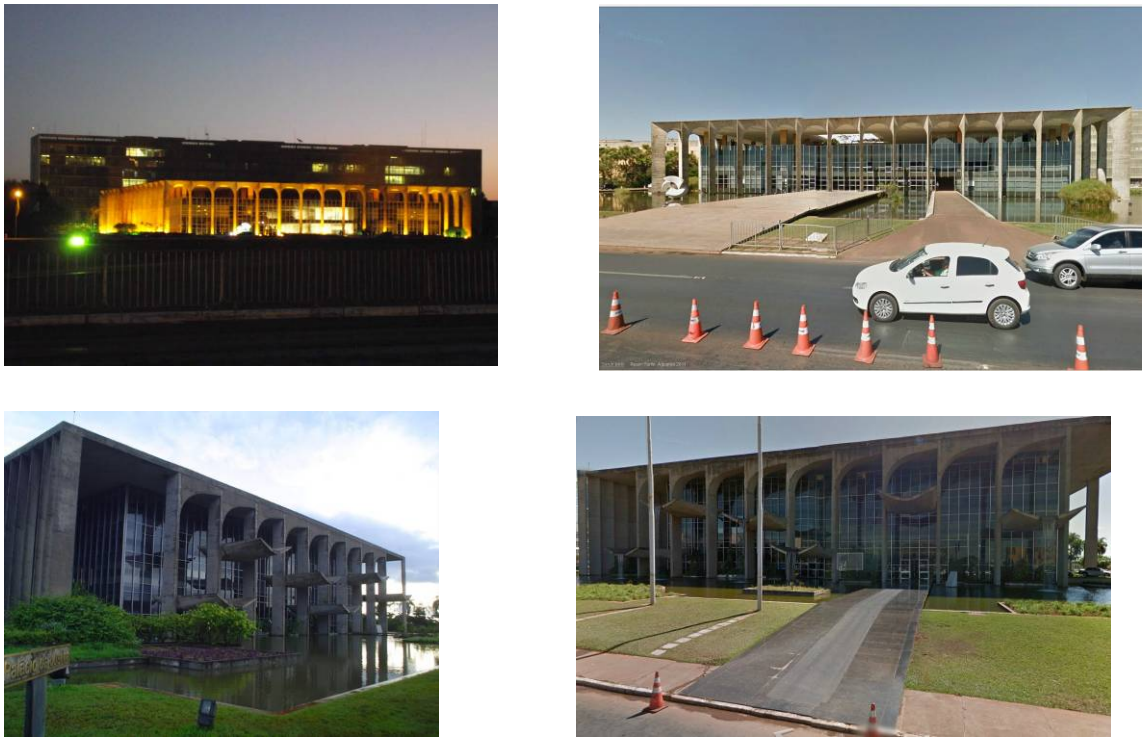

Figure 5-69 Brasilia Foreign Affairs. Source: http://www.panoramio.com, Retrieved in August, 2012

Ministry of Foreign Affairs had a different architectural pattern than the rest of the ministries of Brasilia, which was a low rise structure. The area had an open plan which enabled panoptic visual access thus increased the inviting and welcoming spatial aspects dimension.

The physical quality of the built environment was high with well cared green elements however there were not any kind of street furniture which was also one of the main item lacking in the all sub-zones of Brasilia.

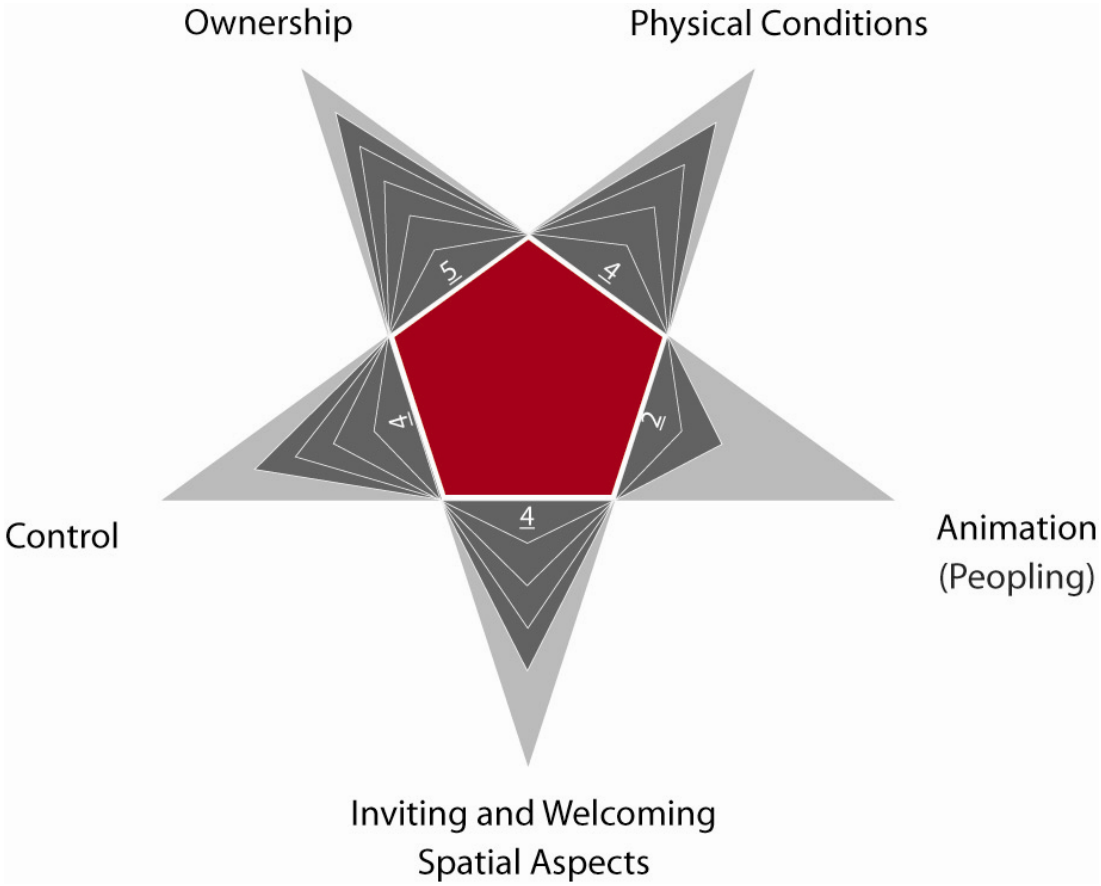

Figure 5-70 Star Model of Publicness for Brasilia Foreign Affairs, generated by Author

As in the Senate building, again water element was used to control and orient pedestrians. Although there were not any explicit borders and gates, restrictive use of water element resulted in the decrease in the animation level of the area, since a massive water element did not allow any other activity at all. Night time lighting of the area had a high quality which, again as in the case of Senate building, was design for not to encourage night time use of the area but for prestigious concerns, to represent the glory of the state.

5.3.2.3. Islamabad

5.3.2.3.1. Analysis of the Field

- **Landuse Analyses**

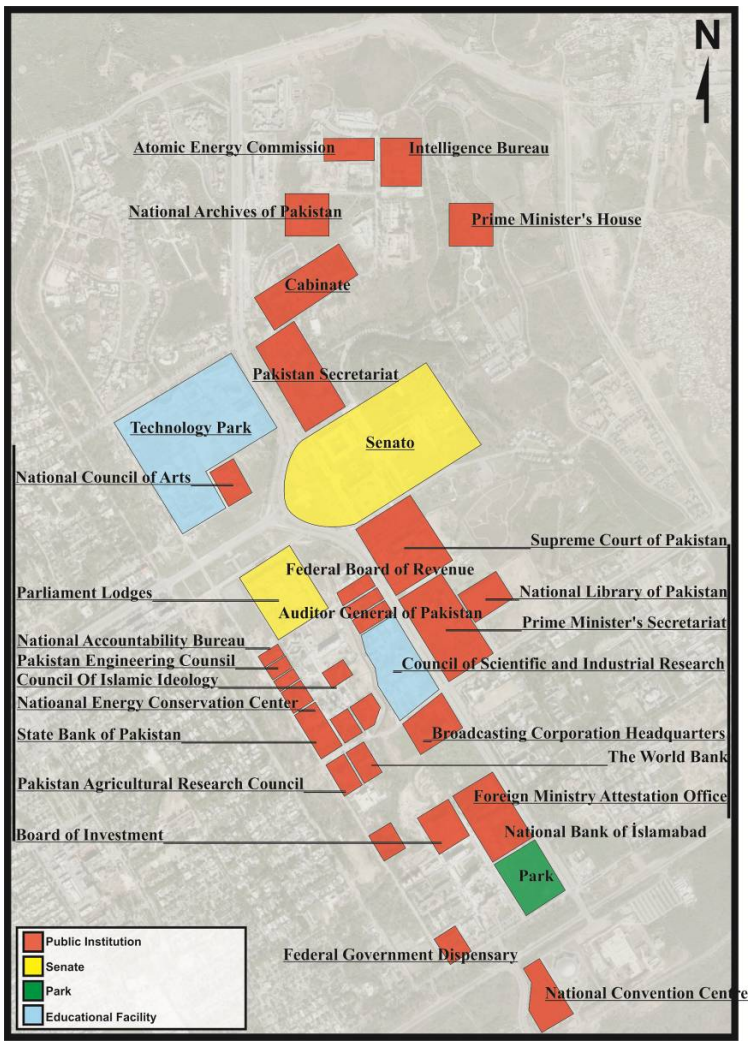

Figure 5-71 Landuse Analysis of İslamabad, generated by Author

İslamabad's administrative center could be divided into two parts. First was (north-east part) enclosed with a continuous wall system including Senate, its secretariats, and courts. The second was spread in the pattern of city with separate buildings.

- **Physical Quality of Built Environment Analyses**

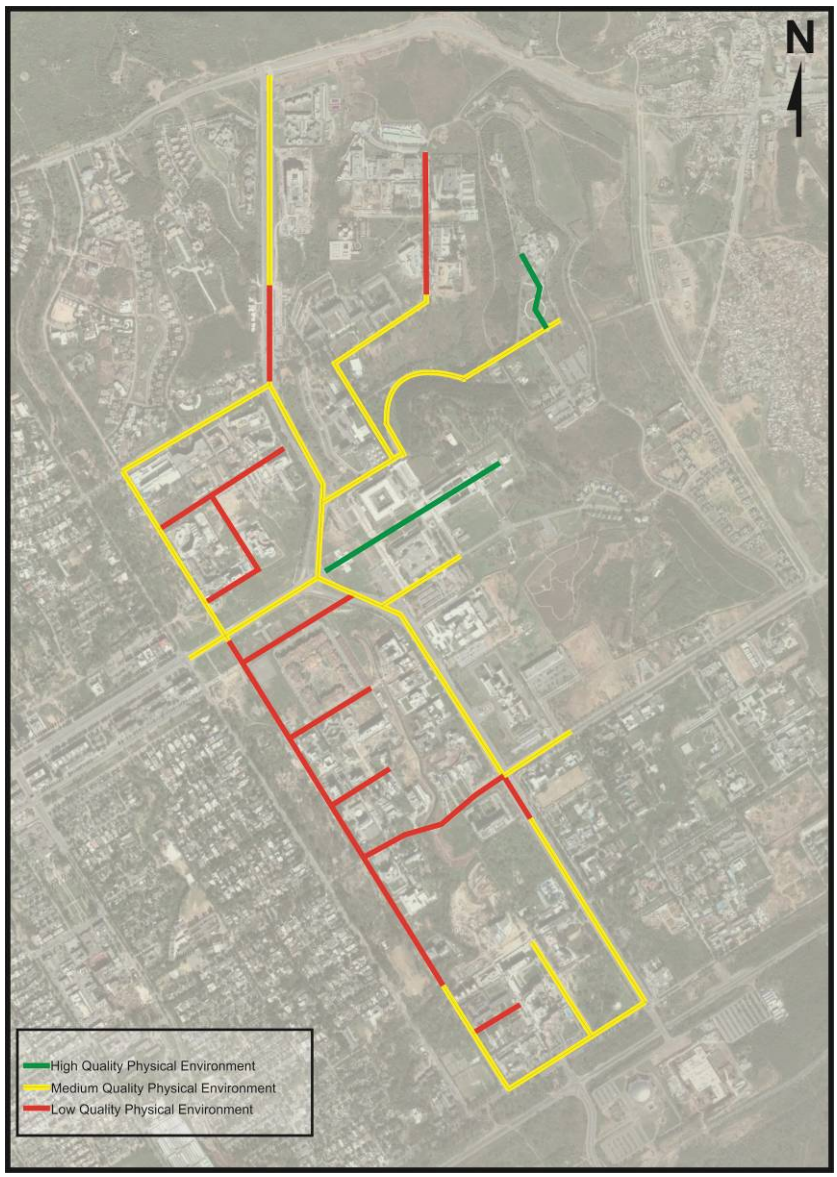

Figure 5-72 Physical Quality of Built Environment Analysis of İslamabad, generated by Author

The data in the web sources was not in a detailed level for İslamabad, so for the enclosed part only few places were able to be observed. Senate and its environment had a high quality of built environment with prestigious concerns; however for the rest of the area the average level was low especially for the "outside" of the enclosed part, which had a higher density of urban use.

- **Control Points and Elements**

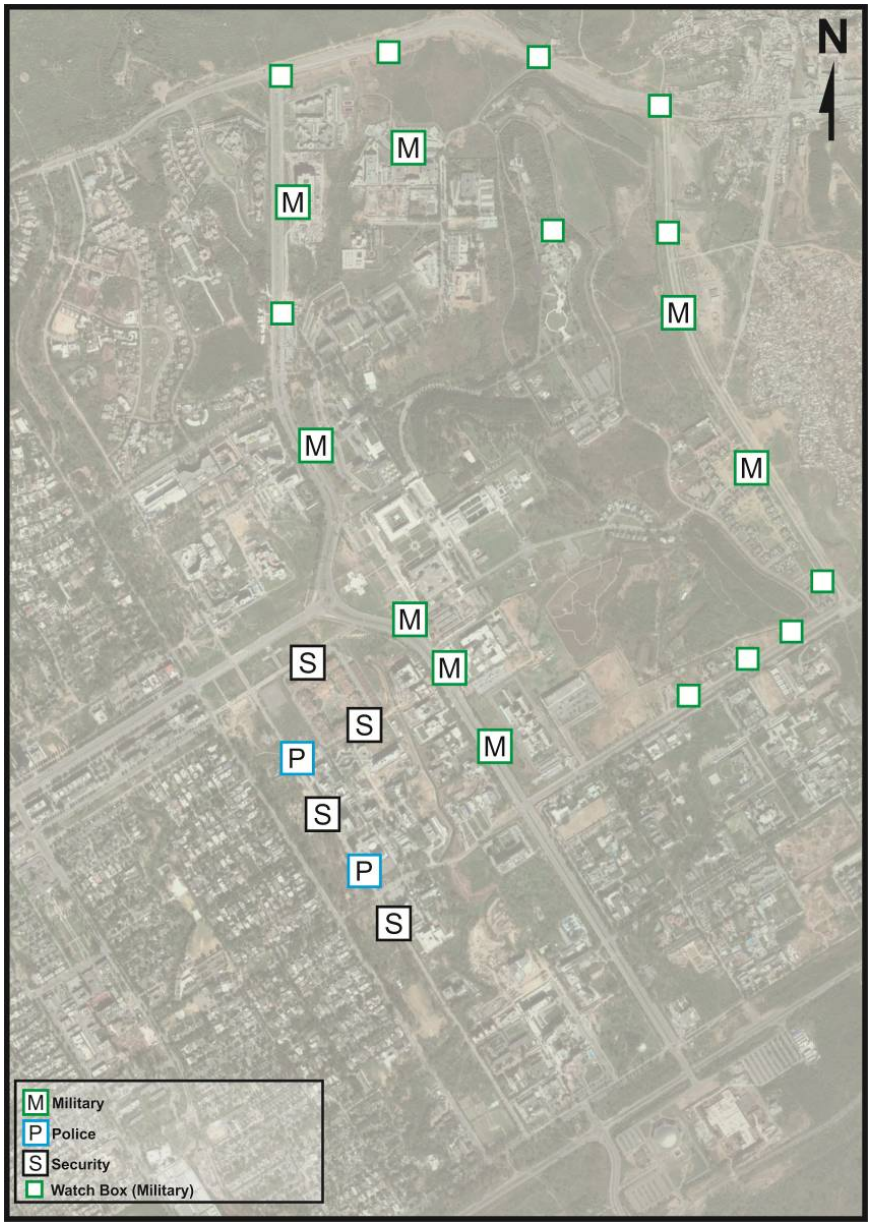

Figure 5-73 Control Points and Elements Analysis of İslamabad, generated by Author

The enclosed part was densely controlled with military personnel, and the north-east part of the administrative area was transformed into a character of military security zone. The rest of the area also had several types of control personnel where the control boxes could easily be noticed almost at every corner of the city. CCTV installation could not be observed due to lack of detailed web based sources.

- **Pedestrian Experience of Thresholds Analyses**

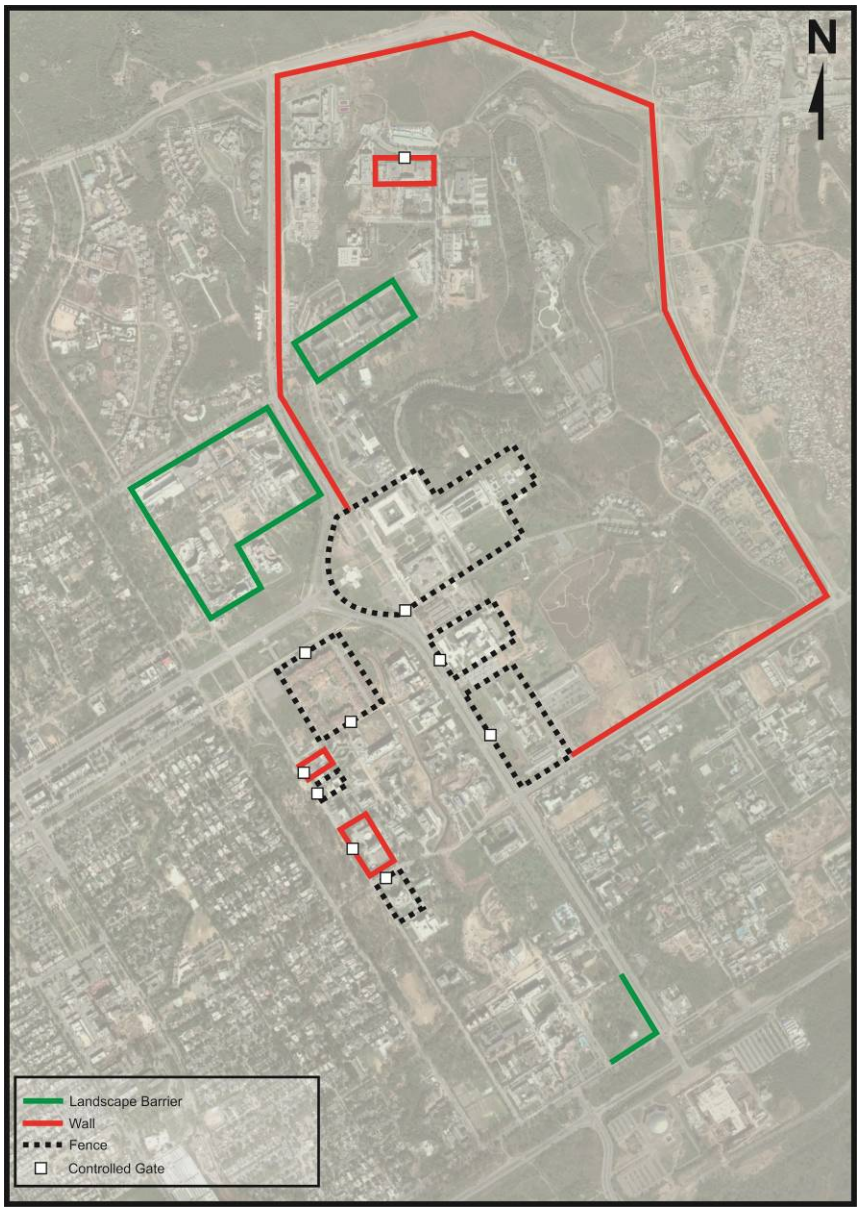

Figure 5-74 Pedestrian Experience of Thresholds Analysis of İslamabad, generated by Author

Access to the area was limited with a few, strictly controlled gates. A high leveled wall system was surrounding the whole senate building, courts and secretariats site as a whole. Other public institutions outside that site, were also surrounded with walls or fences within their plots and had few controlled gates where visual access was also obstructed.

5.3.2.3.2. Applying Star Model of Publicness to Sub-Zones

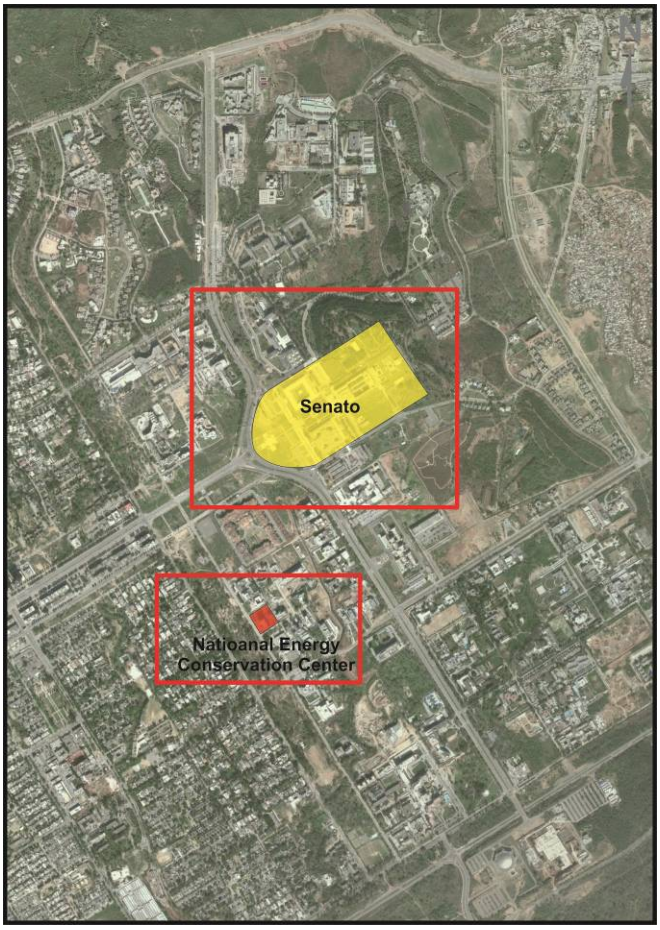

Figure 5-75 Locations of Sub-Zones for İslamabad, generated by Author

Due to lack of detailed photography on the Senate building and its surrounding institutions, as secretariats and courts, the north-east part of the administrative site considered as the first area to represent the whole enclosed zone. And as being relatively integrated with the rest of the city and having a different urban pattern, one of the public institutions was chosen to represent the characteristic of the rest of the administrative part. İslamabad National Energy and Conservation Center was chosen as the second sub-zone at that part to apply star model due to the availability of a few clear photos.

- **Publicness of Parliament of Islamabad**



Figure 5-76 Different Buildings of Parliament in İslamabad. Source: http://www.panoramio.com, Retrieved in August, 2012

There were many buildings functioning as the parts of the Senate and Secreteriats of İslamabad all of which had two main controlled gates at the edges of the roundabout. The level of control was the highest among the all cases. Probably taking photograph was restricted at the inner parts.

The area was physically in good condition and wide between the building wide green parks were well taken care of. Night time lighting was adequate however the purpose of lighting was not to courage the use of the area but for the protection of it.

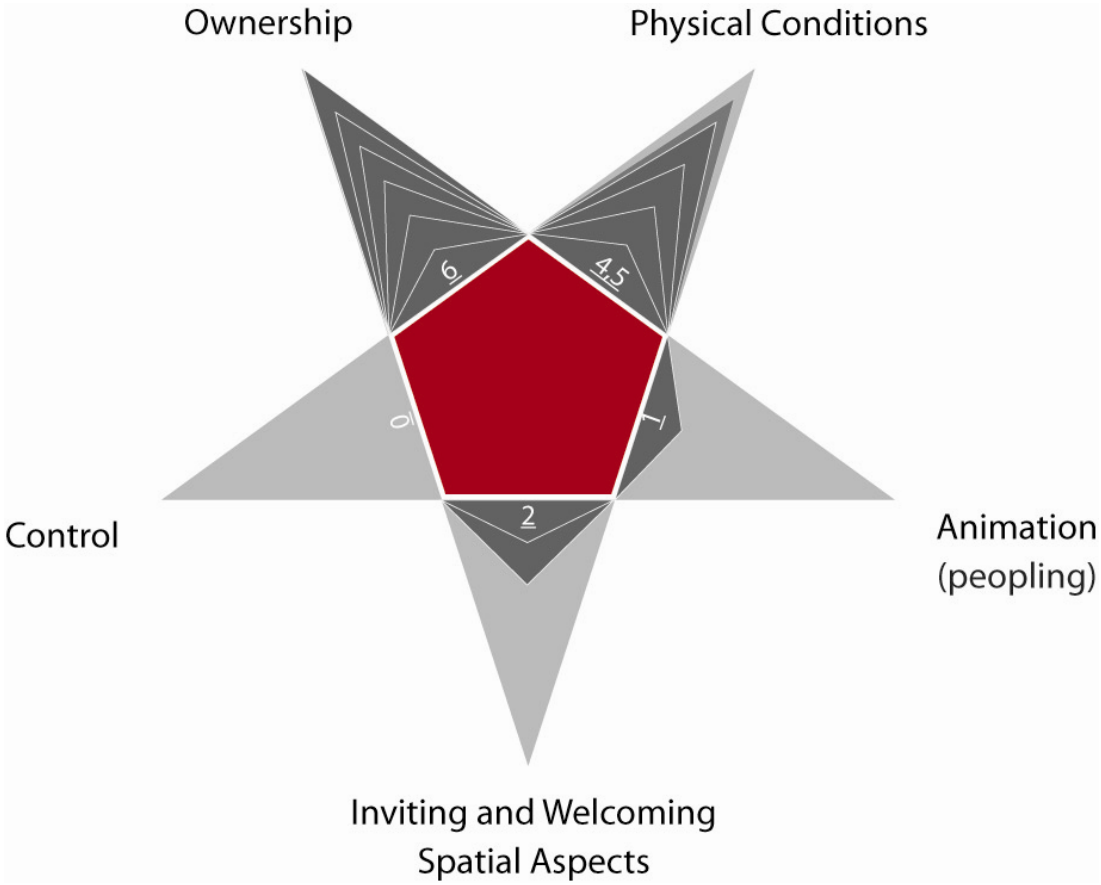

Figure 5-77 Star Model of Publicness for Parliament of Islamabad, generated by Author

The level of inviting and welcoming spatial aspects were low because not only physical access was limited to the area, but also visual access was obstructed with walls, fences and landscape elements.

The grading of animation level was mostly estimated. However with all the other aspects were indicating to a low level of animation due to the uninviting design tools and high control level.

- **Publicness of Islamabad National Energy and Conservation Center**

Figure 5-78 Different buildings of İslamabad National Energy and Conservation Center. Source: http://www.panoramio.com, Retrieved in August, 2012

Even being in a central location within the urban context of the İslamabad City, National Energy and Conservation Center was isolated from its periphery, as the most of the public institutions. The result was again low level of inviting and welcoming spatial aspects and animation of people and high level of control.

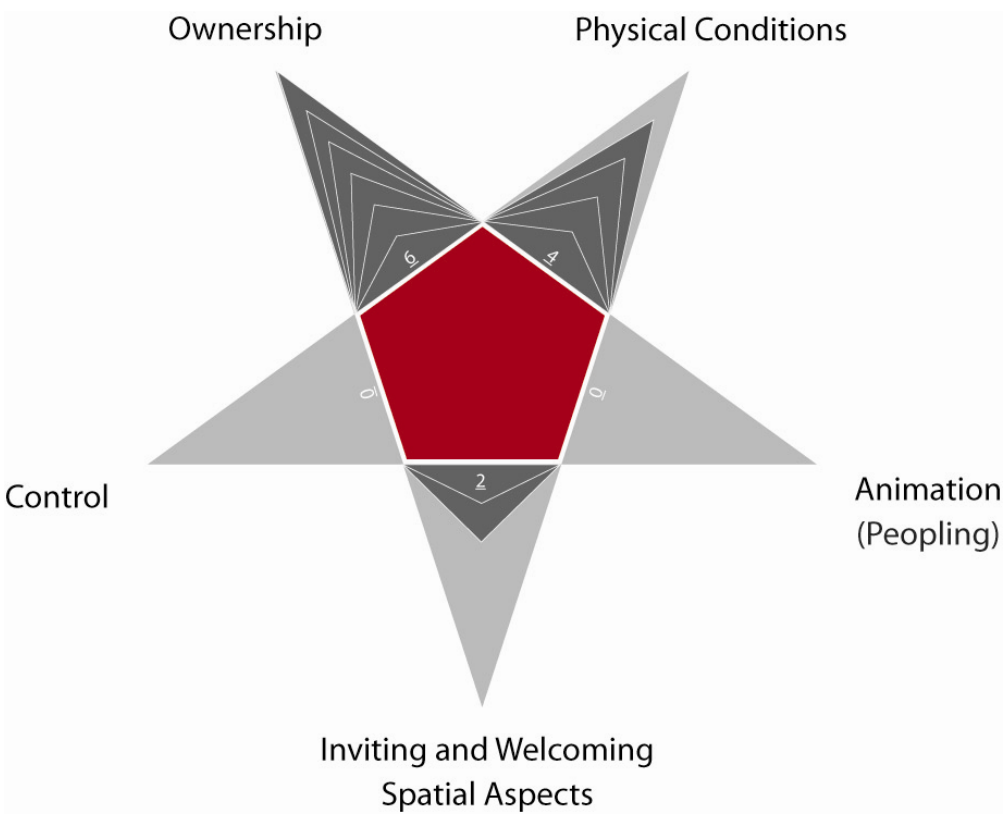

Figure 5-79 Star Model of Publicness for Islamabad National Energy and Conservation Center, generated by Author

CHAPTER 6

CONCLUSION

The main tension, which shapes the urban environment, is in the relation of public and private spaces of a city and urban design finds its implementation mostly on the formation of public spaces. So, it is important to have a comprehensive understanding of "public" and "public space" for the professionals of this field.

Public, in its dictionary meaning refers to people all. But, in case of public space, which is also an important subject of many disciplines such as political sciences, it never denotes everybody. In Ancient Greek culture, free men citizens have the right to use the public space of agora. In Roman Empire, as an important urban element, baths were used freely and evenly by both slaves and master with the condition of being men. So, in an Ancient Greek city, where the citizen means dweller of that city, "public" was defined by being a citizen. By its nature, this is one of the widest definitions of public, but it still has outsiders, as merchants travelling or visitors etc. In Roman case definition of public with reference to use the baths devoted to males only. So, as half of the population, women were automatically becoming "the other" for the defined public.

As every human activity needs a space dedicated to it, democracy needs and finds its implementation space in public spaces and mostly in urban plazas, squares, streets, parks as well as agoras, parliaments, city halls etc. The first group of open spaces can be referred as informal public spaces, whereas the second group of institutionalized public spaces can be referred as formal public spaces. And the relationship between

these formal and informal public spaces gives us the clues of the participation and involvement of each one, over the other.

In urban scale, throughout history, administration takes place in city centers. It is also possible to reverse the statement as city center is where the administration takes place. However, this centrality does not always mean integrity or connectivity with the city. So, design of administrative places and their relation with the environment is a key question.

How a public space should be designed? What are the tools of supporting the involvement of people in public space? Is it possible to increase the publicness of public space? In order to answer these questions, core dimension of publicness must be examined. In this thesis, Varna and Tiesdell's (2010) "Star Model of Publicness" tool was used with some arrangements for administrative public spaces. Thus, a graphic representation of quantitative analyses achieved, which is useful for comparing and benchmarking the similar landuses of the different cases.

Starting from the decision of being chosen as the capital city for the Turkish Republic, Ankara has symbolic, cultural and historical meanings, that each of them has reflections on the planning history of it. Among them, probably Bakanlıklar District is one of the most manipulated places. Starting from the Lörcher plans period, as it is chosen for the collection site of the administrative buildings, each planner considered the problem with different concerns and attributes referring to the meaning, character and even the metaphor of the place differed. These altitude differentiations had an impact on the built environment and most of the time these changes diminished the symbolic meaning of Bakanlıklar District.

In case of Bakanlıklar District of Ankara general design principles of the built environment and their reflections on the publicness of public space has been analyzed as follows:

If the public institution is well integrated with the road passing in front of it, it dominates that space and strongly controls, not only the people who use that space but also the activities and even the physical environment. The result is physically high quality urban space without people actively using it. Low level of invitation and welcoming aspects diminish the animation of people in most cases. Protocol Road, Vekaletler Street and, to some extent, Ministry of Interior were the examples of that.

Ministry of Interior changed character with the 1957 Yücel and Uybadin plan. As main arterial, Eskişehir road cut the continuity of the Bakanlıklar District with the Parliament building site. Another step was the construction of Akay junction as a underpass road totally blocked the pedestrian flow to the Parliament except the southeast corner. By being stressed with the traffic of Eskişehir road, the relation of the Ministry of Interior has similarities with Protocol Road and Vekaletler Street with the inner road in front of the plot which is highly controlled and with low level of animation of people.

Another extreme end is, if the public institution decides not to integrate and turn its back to the road in its surrounding, it builds high walls, barriers, fences to diminish the interaction. With gateways, access is limited and even visual access is not proper. This time the result is low quality of physical urban space because of ignorance and low maintenance. Again animation level of public space decreases except the load of transit traffic of people passing through. Atatürk Boulevard and Milli Müdafa Street were the examples of such cases. Because of the central location and with the effect of public transportation stations these two streets have been densely used by people, but most of the time this is transit traffic of vehicle and pedestrian flow.

Güvenpark and Emniyet Parkı were the peaks of publicness in this case study area. However, their integration with the Bakanlıklar District was limited with few, highly controlled and uninviting spaces as “gates” or neglected “sideways”.

Parking lot of Prime Ministry was the most interesting space in Bakanlıklar District. In sketches and plans of Lörcher and Jansen, it was proposed and planned as the Plaza of Provinces. In Lörcher's attitude it was the opening of the Bakanlıklar District to the Parliament, in Jansen's design it was the balancing element of open space of Bakanlıklar District with Güvenpark at the opposite end. However, between the years of 1991 and 1999 (it is understood from the sequence of aerial photo history) it became a parking lot for the Prime Ministry. This is an example of privatization of public space in functional means of use where the ownership still remains public.

When we compared Ankara case with other cities with a cumulated administrative center, the city itself had a higher population growth rate then Canberra, Brasilia and Islamabad. However, when we compared the administrative core of them, the publicness criteria showed similarities and differences at the same time.

In district level analyses, Brasilia and İslamabad's administrative centers were physically separated from the rest of the city. In Brasilia case, it was achieved professionally with the help of elevation of ground levels of attached structures, thus without generating the individual's perception of a threshold but still making a separation. However, in İslamabad case, tool of control was a simple and high leveled wall detaching almost one quarter of the city from the rest.

Canberra and Ankara were the cities with an integrated administrative district and among them Canberra was the one with a more dispersed urban sprawl with low rise and low density. This brings the car depended designs in the lower scales which did not make the pedestrian priority disturbed in case of Canberra.

In the analyses of the selected sub-zones, the most notable similarity was the high level of physical quality of built environment. Not surprisingly, with prestigious concerns of the representation of state, in each case levels of care taking and maintenance were high.

In case of İslamabad, there were not many photographs of the sub-zones in online sources, probably because of the restriction on taking photographs in the administrative places, where the case was similar in Ankara too. This attitude towards taking photographs is wide spread in military security zones in Turkey, which itself giving the clues of the level of control in public spaces, where Ankara and İslamabad have in common.

In case of Brasilia, in sub-zones level, the thresholds were defined with aesthetical design tools and mostly with water elements orienting the pedestrian flow instead of walls, barriers or fences. With so few control personnel and cameras the feeling of being controlled has become implicit. In case of Canberra, control was in lowest level leading the animation and publicness of the spaces higher.

When compared all the generated star models and the main relationship between the five core dimensions of publicness, in most cases the reverse effect of control over animation can be concluded which has some exceptions. In all cases, the landuses were governmental institutions making the ownership dimension similar and, as mentioned before, the physical conditions were in high levels due to well care taking and maintenance. In addition, inviting and welcoming aspects have a slight effect on publicness of these spaces because of the central location of all, although the integrity levels differed in minor scales. So, the main core dimension of publicness became the control element which differs in various scales in each case. It may be claimed that increased level of control on public space result in decreased level of animation, thus leading to diminish the publicness of public space.

To sum up all the “public”, “public space” and “publicness of public space” discussions, as solid and inflexible as public was described, the separative borders were built -coming from its definition- in public space, between who is considered public and who else is defined as “the others”. And as planners, designing the public space with strict control tools for the “defined public” makes it more unreachable to

people who did not consider as the members of that public. In order to produce "people" friendly designs, the aim must be blurring the boundaries instead of sharpening them.

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APPENDIX A

Table A1 Varna and Tiesdell's (2010) Assessment of Publicness Criteria

	MOREPUBLIC 5	4	3	2	LESS PUBLIC 1
(i) OWNERSHIP					
Ownership	Public	–	Public-private partnership	–	Private
'Headline' function	Public (e.g. street/access or route)	–	Transit interchange; retail premise	–	Private (e.g. residence)
(ii) CONTROL					
Purpose of control	'Big Father' (policed state), protecting the freedoms and liberties of citizens	–	–	–	'Big Brother' (police state), protecting the interests of the powerful
Control ordinance	Any additional site-specific rules and regulations that exist are enacted in the wider public / collective / community interest (i.e. protecting people, rather than property, from harm)	–	–	–	Additional site-specific rules and regulations enacted in a narrower private interest (e.g. rules enacted to prohibit certain behaviours objectionable to certain (dominant) groups for reasons of profitability or marketability)
Control presence	No visible/overt control presence No visible/overt security guards	–	Subtle/non-visible expression of control presence. Ambient – seductive	–	Highly visible / overt expressions of control presence-public and private policing (especially security guards)
Control technology	No CCTV cameras evident	–	Some CCTV cameras evident. Ambient – seductive	–	Many CCTV cameras evident. Electronic surveillance – covert and overt
(iii) CIVILITY					
Physical maintenance and cleansing regime	Cared-for; well kempt; proactive maintenance practices (e.g. emptying of bins; cleaning of graffiti; repairs; well maintained green spaces; etc)	–	Caretaking staff; proprietary staff (wardens, bus conductors)	–	–
Physical provision of facilities	Provision of facilities for basic needs toilets; shelter, food vendors; seats; lighting	–	–	–	Lacking basic amenities and facilities

Table A1 (cont'd)

	MORE PUBLIC 5	4	3	2	LESS PUBLIC 1
(iv) PHYSICAL CONFIGURATION					
Centrality and connectedness	Centrality (well located) within the overall movement network, facilitating both more movement-to and movement-through the space; desire lines within surrounding area continue into and through the space.[1]	–	–	–	Centrality (poorly located) within the overall movement network, facilitating little movement-through the space; desire lines within surrounding area do not continue into and through the space.
Visual permeability	Space has strong visual connection with external (surrounding) public realm.	–	–	–	Space has weak or non-existent connections with external (surrounding) public realm.
Thresholds and gateways	Implicit/invisible thresholds and entry points –space is not distinguished from surrounding public realm (e.g. one does not know precisely when the space is entered – i.e. the threshold is crossed).	–	Thresholds and entry points to space signified by, for example, changes of materials but otherwise no active constraints on access.	–	Explicit thresholds and entrances, with active constraints on access (e.g. manmade check points and gates that can be closed to prevent access).

Table A1 (cont'd)

	MORE PUBLIC 5	4	3	2	LESS PUBLIC 1
(v) ANIMATION					
Opportunities/potential for passive engagement	Multiple opportunities (and reasons) for peoplewatching; multiple and varied formal and informal seating opportunities (perhaps including moveable as well as fixed seating), well located to observe activity within the space (i.e. the life of the space) and/or views from the space.	–	–	–	Few reasons for people-watching; few seating opportunities.
Opportunities/potential for active engagement	High density / proportion of active frontages (active edge); seating well located (or moveable) to facilitate social interaction; diversity of events and activities (e.g. life in the space) occurring spontaneously or through programming.	–	–	–	High density / proportion of blank, inanimate frontages ('dead edge'/ blank frontages). Few events and activities occurring either spontaneously or programmed
Opportunities for discovery and display	'Loose' space—adaptable, un-restricted spaces,used for a variety of functions, ad hoc as well as planned.	–	–	–	'Tight' space-fixed, physically constrained or controlled in terms of the types of activities that can occur there

[1]Space syntax (or similar) measures of connectedness and centrality could be used here, but, since access to these techniques is limited, their use would limit the model's use. Source: Varna & Tiesdell (2010)

APPENDIX B

Table B1 Benchmark of All Sub-Zones

	POV	Ankara Güvenpark	Ankara Protokol Road	Ankara Milli Müdafa Street	Ankara Atatürk Boulevard	Ankara Türk Telekom	Ankara Vekaletler Street	Ankara Parking Lot	Ankara Ministry of Interior	Ankara Güvenlik Park
1-) Ownership	1-6	6	6	6	6	2	6	4	5	6
2-) Control	0-6	2	6	4	3	1	3	5	5	3
3-)Physical Conditions	0-5	4,5	3,5	2	3,5	1,5	4	3	4	5
4-) Inviting and Welcoming Spatial Aspects	0-6	5	2	3	3	3	4	1	4	5
5-)Animation (Peopling)	0-6	6	2	1	3,5	1	1	0	1	5

	POV	Brasilia Ministry of Education	Brasilia Senato	Brasilia Archdiocese of Brasilia	Brasilia Foreign Ministry	İslamabad Parliment	İslamabad National Energy and Conservation Center	Canberra Family and Children Court	Canberra Reserve Bank and Magistrate Court	Canberra Customs and Border Counsil
1-) Ownership	1-6	5	5	5	5	6	6	6	6	6
2-) Control	0-6	3	4	2	2	6	6	1	4	0
3-)Physical Conditions	0-5	3,5*	3,5*	4	4	4,5	4	4,5	4,5	4
4-) Inviting and Welcoming Spatial Aspects	0-6	5	4	4	4	2	2	6	6	5
5-)Animation (Peopling)	0-6	1	1	3,5	2	1	0	6	5	3

"POV" prefix represents the possible outcome value

* represents estimated value.