PROBLEMS IN MANAGEMENT OF URBAN SITE CONSERVATION IN TURKEY:
A CASE STUDY IN ANTAKYA

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ABSTRACT:
As a consequence of developing Physical Planning Process in Turkey, which covers research, analysis and design stages, several Urban Site Conservation Projects have been prepared since 1980’ies by using similar methods and available technologies. However, none of these projects have been properly implemented or sustained. The main reason behind this problem is the deficiencies in the current legal and administrative system in Turkey, which provides production of new development areas in urban settlements but does not meet necessary requirements for the Management of Historic Urban Site Conservation. Today, while using new technologies holds the prime position in the agenda of both conservation scientists and experts, solving management problems concerning urban site conservation becomes a necessity for proper use of these technologies in urban conservation activities. In the light of this argument, the aim of this study is to define and discuss the problems in Management of Urban Site Conservation in Turkey by using the outcome of a case study on Antakya, which has been carried out by a group in Graduate Program in Restoration, in METU. The first section of the study describes the general framework in Turkey via pointing out the critical aspects in the current legal and administrative system that forms the basis for the conservation activities. The second section introduces the case study carried out on a specific section of Antakya, which represents the general problems and potentials within whole Antakya historic urban site. The case study, in which a GIS (Geographical Information System) was used as a tool, is presented in three stages as research, evaluation and decision; including historic, architectural, social, economic, organisational, executional and managerial aspects of conservation for the case of Antakya. With specific reference to Antakya study, the third and the last section of the paper classifies the deficiencies and necessities for conservation of historic urban sites. To conclude, the problems, potentials and questions to be answered are pointed out to develop a proper and continuous Management Model in urban site conservation process.

1. LEGAL AND ADMINISTRATIVE FRAMEWORK IN TURKEY:
Since the 1980’s many “Urban Conservation Plans” are produced in Turkey, parallel to the development of the planning process. These studies which contain the research, evaluation and planning phases use a variety of tools from conventional methods to “information technologies-GIS”. Considering the content, methodology and the tools, physical planning in Turkey can be considered as international and the specialists who are capable of producing such projects exist in the country. However, it is not possible to talk about the same success in implementation phases. As the use of new technologies which provide the formation of wide and updateable databases is being discussed in the conservation field, this subject gains more importance. The efficiency of the new technologies is directly related with their availability of use within the system. Therefore, the definition of the problems of the produced conservation studies during the implementation process is a primary and important task.

The Actors in the Field of Conservation:
Three main actors can be mentioned in the field of conservation planning and implementation in Turkey: The Ministry of Culture (KB), Municipalities and Local Administration, the General Directorate of Pious Foundations, the Ministry of Culture as the main actor with its 24 Regional Conservation Councils (BKK), a staff of 509 members (2002) responsible for the cultural heritage and 5606 sites and 50792 registered buildings is trying to protect the cultural heritage. According to this data each member is defended against municipalities which do not even have the work of BKK this semicentral formation should be defended against development. Though some difficulties exist within the current structure and the quality of the personnel of the municipalities do not allow them to take the responsibility, either. Their structure is usually limited to opening up new development areas and providing services to those regions. Thus, they are not capable of developing necessary tools for the protection or renewal of the living urban quarters like historic tissues or squatters. Or in practice those who
have the administrative power do not need to initiate an organizational transformation in this subject.

In spite of all those negative aspects there are some municipalities like Safranbolu, Muğla, Amasya, Bergama, Bypress who have succeeded in protecting the cultural heritage. Departing from these examples, despite the counter ones since 1970’s, one can deduce that the municipalities are not against the protection of cultural characteristics which give the settlements their identity; at least theoretically.

3. In our country, there are no technical personnel like architects, city planners, geologists, civil engineers etc. within the body of municipalities except in a few big cities. Municipalities take technical decisions on a political basis rather than regarding scientific necessities. In recent years, this subject is again highly debated after the earthquakes and floods. Municipalities do not have a financial resource to use for conservation activities. Moreover, according to the current laws they do not have the right to create new sources or use the existing national / international ones for conservation purposes, either.

4. Municipalities do not consider the implementation of KIP as a total social, economic, physical “process” and blame those as being insufficient. However, in urban sites as they are the living pieces of the city, social and economic planning comes before the physical planning. As long as the municipalities do not take this subject as a process and develop convenient tools none of the plans can be realized.

Local administrations (Governor, Local Administration Representatives), which have an important power to take decisions just like municipalities, do not have any experience on conservation through their education. Even when the whole potential of the settlement is dependent on cultural heritage, the local administrations avoid developing governmental or non governmental initiatives to protect this heritage. In the recent past there had been some attempts to take some precautions though none had been effective and continuous. But the support of local administrations is of utmost importance.

The General Directorate of Pious Foundations (VGM) which exist since 1935 is the third actor in the field of conservation in Turkey. In spite of its 70 years of experience VGM does not have the qualified staff and equipment to use proper methodology and technics. It could not form a school in itself thus; could not realize sustainable and correct projects.

In fact all of the ministries, especially The Ministry of Finance and Construction and Public Works, who possess public buildings in the name of the state are much more further to the concept of conservation both in terms of institutional consciousness and organization. The decision mechanisms are always misused and almost against conservation.

Legal Framework:

Compared to the actors in implementation, the laws of conservation in Turkey can be considered as a comprehensive legislative basis. Moreover, it may be said that this basis had developed in the 19th century parallel to the west and is sufficient in terms of its contents. However, serious problems exist in the Housing Laws for the built environment and administrative formation when the municipalities or KB is concerned.

It is very important to restructure those institutions in conservation according to contemporary necessities. KB who is the primary power to protect the unique cultural heritage of Turkey should be reinforced (Sahin Çiçihan, 2003). The situation presents similar problems for the municipalities as well. Recently, as the new legislation for the municipalities is discussed, the necessary aspects which should take place in the laws can be listed as such: Conservation should be within the job definition of the municipalities as well as KB and the responsibility should be shared. Municipalities should have conservation specialists and provide continuous education to those. They must be given more freedom to find financial sources and use international sources. While municipalities are provided with opportunities for the development of new housing, those opportunities should be used for the renewal and protection of the existing environment (historical houses, squatter areas, low quality dwellings), too.

Parallel to the restructuring of the institutions, laws about housing should be revised, too. As opposed to the most of the European countries, historical / traditional houses are not considered in the housing laws in Turkey. Looking at the number of sites, it is obvious that quite a number of historical houses exist within each settlement. While the resources of the state is used for the construction of new dwellings, the owners of the registered buildings are punished. The legislation should be revised in favor of registered dwellings and encouraging choices should be created for the owners of those buildings like in many western countries.

2. CASE STUDY ON ANTAKYA:

Departing from the organization and problems related to conservation, the technical aspects and necessities of conservation are defined below in the light of a case study on Antakya.

2.1. Survey:

The Zenginler Quarter of Antakya was studied by the Graduate Program of Restoration, Department of Architecture in Middle East Technical University in 2002-2003 Academic Year as a semester project*. After the pre-study survey, a survey was carried out between 13-23 October 2002 to define the physical, economic and social profile of the historical tissue. Within this process, 223 building lots including 91 traditional lots were investigated including 420 buildings. In the following three months the gathered data was classified, evaluated and decisions were defined to protect and develop the historical tissue.

Zenginler Quarter was chosen for a number of reasons: Its well preserved state as compared to the rest of the city, the inclusion of commercial, religious and public buildings within the tissue as well as the traditional houses, its closeness to the historical commercial center and the existence of common problems shared by the rest of the historical tissue.

Antakya had been inhabited since the antique period. Especially during the Roman period its population reached 600,000 people and it became the third metropolis of the Empire. The importance of Antakya increased with the spread of Christianity as it was the second pilgrimage center after Jerusalem. However between 500-600 A.D. the earthquakes hit the city and until the Memlukids it was deserted. After the Seljukid period, Antakya was ruled by the Ottomans until the 19th century. Following the First World War, Antakya remained under the rule of the French Government for 20 years. In 1939, Antakya joined the Republic of Turkey.

Physical Characteristics of Zenginler Quarter

Zenginler Quarter is located on a rather flat portion of the historical center, between the Asi River and Habib Neccar Mountain. The quarter is composed of traditional houses with courtyards which constitute the only open areas in this tissue. The open areas to the other side of the river are the gardens of the public buildings and the municipality park. The most important part of the dwellings: the high courtyard walls define the streets together with the buildings.
A heavy traffic exists in the streets to the west of the river as well as in Harbiye, Hürriyet and Kurtuluş Streets around the historical tissue. This density decreases in smaller streets and dead-ends. Parking problems can be observed on the intersections of wide streets. The pedestrian traffic density shows parallelism to the vehicular traffic density. 

**Building Functions:**

Most of the buildings within the study area were constructed as a dwelling. However, along the edges of wide streets buildings have commercial activities on ground floors and residential functions on upper floors. The monuments within the tissue are: 5 churches (2 of them being traditional), 3 mosques (all traditional), 1 sinagog, 1 hamam (traditional), 19 public buildings (7 of them having neoclassical features). Orthodox and Catholic Churches have service buildings nearby. The administrative center of the city is located to the west of the study area and the river, namely around Cumhuriyet Square. Many public and cultural buildings exist here. 70% of the buildings in the study area are still used with their original function.

The traditional houses in the study area are one or two storeys. Eight buildings have basements, too. The buildings on Kurtuluş Street with neoclassical features can also be seen in the study area and they are usually higher than two storeys. The multi storey apartments to the east of the river cut the relationship of the historical tissue with the rest of the city. This creates both visual and climatic problems as those high buildings do not let the wind go to the inner parts.

**Ownership Pattern**

90% of the building lots in the area are owned privately. 5 lots are owned by the Orthodox Church Foundation, 11 lots by the Treasury, 1 lot by the Municipality of Antakya, 1 lot by the Sarmiye Mosque Foundation, 1 lot owned by the Treasury is currently used by the Turkish Association of Veterans. 49% of the users are landlords whereas the rest pay a rent.

**Construction Technique and Material:**

The widespread construction technique in the area are stone masonry with timber skeleton roof and stone masonry at ground floor with timber skeleton at upper floors and timber skeleton roof. Most of the upper floors have been altered into reinforced concrete whereas in some examples both storeys have been altered. Timber is the most common material used in the construction of floors. However, there are examples in which I beams were added to reinforce and support the timber floor structure. Moreover, in many examples screed is used as the finishing material of the floors. Roofs are made of timber and pitched. Some examples were altered into reinforced concrete flat roofs.

Although none of the traditional buildings are plastered originally, except the timber frame parts, today almost all of the buildings are plastered even painted by the inhabitants. In the south-western part of the area, the traditional buildings are lime plastered and painted on the ground floors and upper floors. In the north-eastern part buildings are only painted. All the new buildings are cement plastered.

**Structural Condition:**

Most of the buildings in the study area are structurally sound and the damaged ones do not form a subarea in the general tissue. Yet, the buildings to the northwest of the quarter, which are perpendicular to the slope, present dampness problems. There is no material problem in the area. On the other hand, the buildings can be grouped under four categories from lighter damaged to heavier one according to their structural deterioration. The least important and more common deterioration type is plaster deterioration. In the second group, there are buildings which have problems in finishing material and floor materials whereas in third group there are buildings which have deteriorations in structural materials and roof materials. In the area, 35% of the buildings are in good condition, 25% of the buildings have slight damage, 15% of the buildings have moderate damage and 25% of the buildings have severe damage. 3 of the buildings are ruined.

**Current Spatial Uses:**

When spaces are examined, it is observed that basements are used as a depot and storage. Service spaces and living rooms which are also used as a bedroom are placed at ground floors. Moreover this situation is very common at upper floors, too. There are few examples where service spaces are placed at upper floors. In two examples which were rent by the Catholic Church basements are used as a music room and guest room.

**Architectural Characteristics:**

In traditional Antakya houses that are rich in terms of architectural elements, the merits of the whole quarter can be seen. In the courtyard and cupboards were examined and the typologies were produced. According to these typologies, there are different combinations of use in Antakya Houses. The interventions done in time were determined with the originality of the architectural elements and the characteristics of the periods were tried to be clarified. With the richness and the order of the architectural elements and the information collected from the inhabitants, original plan schemes and original space functions were determined. Building plan and facade typologies were produced according to this survey. In these typologies, the relations of building lot-building-courtyard were examined and courtyard was taken as the primary element. Plan schemes that were developed according to the courtyard, were analyzed with different building lot shapes and locations. Therefore a building lot typology was produced.

As a result of these analyses, 6 plan types were determined in the houses of the area. These are; Group A in which service spaces and living spaces are located in a single building mass situated in the courtyard, Group B in which service and living spaces are located with different combinations in two building masses situated in the courtyard, Group C in which service and living spaces are located in three building masses situated in the courtyard, Group D in which two building masses were located an L shape in the courtyard and finally Group E in which a single block is located in a building lot without a courtyard. These are late period traditional dwellings.

In the first floor plan typology, the location of staircase reaching the upper floor – from courtyard or in building – and the passages between the rooms were determined. According to this survey, Group A is composed of the plan schemes in which the access to the upper floor is in the courtyard and Group B is composed of the plan in which the stair is located in the building, in mabeyn, a local type of cupboard. These two groups are divided into two due to the existence of the semi open space at upper floor.

When the original space use is examined, it can be seen that ground floors are composed of service and living spaces together with the courtyard.

The importance of the courtyard is reflected to the courtyard facade. Although the early period dwellings are close to each other and face the courtyards, in later periods windows looking towards the street can be observed in street facades. These types of elements show the interventions and alterations done in later periods. Therefore facade typology is limited to the courtyard facades. On the other hand all of the...
architectural elements of the street facades were recorded and evaluated.

In courtyard facade typology three groups were determined according to the spaces reflected towards the courtyard. In addition to that storey height, location of the stair, the quality and the number of windows and the existence of fanis takası (a niche containing a small statue on the exterior facade), küy takası (a top window), decorated stone blocks were taken into consideration.

**User’s Profile:**

Social questionnaires were applied to the half of the dwellings in the traditional houses. According to those questionnaires 57 % of the inhabitants come from the center of Antakya, 36 % from nearby villages or suburbs and 6 % migrate from other cities. 53 % of the inhabitants are Sünni Muslim, 13 % Hanefi Muslim, 7 % Aleuid Muslim, 5 % Şafi Muslim, 10 % Orthodox Christian and 1 % Catholic Christian.

In order to define the use density of the houses space/2-users were evaluated as optimum density. Accordingly it is defined that most of the buildings in the area are used under their capacity whereas 7 buildings are used over their capacity.

The monthly income is 0-100 million for 13 % of the inhabitants. The inhabitants with a monthly income of 100-250 million form 40 % of the area. In 9 dwellings the monthly income is between 500-750 million turkish liras and in 2 buildings over 750 million. 60 % of the inhabitants in the area are satisfied with their houses. The rest mentions that they want to move to a completely new house or another house in the same quarter.

51 % of the inhabitants are land owners. 10 % of the rest use the houses without paying a rent. The rent prices in the area range between 0-100 million. 2 dwellings pay more than 100 million turkish liras.

The most common interventions done by the users are renewal of plaster and paint, renewal / repair of roofs and addition of new masses for services in the building courtyards. The buildings on Kahraman Street are structurally reinforced after the 1998 earthquake.

### 2.2. Evaluation:

In this phase the data which had been gathered in the survey were evaluated for the definition of the characteristics of the area and the buildings.

After the building lots were evaluated it was seen that 40 % of the buildings in the area were constructed after 1929 or built exactly in the same place of the buildings that existed in 1929 but demolished after that year. 60 % of the buildings have survived without being modified since 1929.

30 % of the building lots were divided (24) or combined (11) legally and 5 of these combined ones were expropriated for the road afterwards. 13 building lots were divided whereas 2 were combined in use.

Renewals are the most common interventions on interiors. Addition of masses to courtyards is also widely seen. In 16 houses rooms are converted to service spaces. Sometimes the rooms are divided to gain additional rooms or new service spaces. Another modification is the conversion of semi open spaces into closed spaces. 2 livans (a semi open space in front of the house, in the courtyard containing built-in benches) are closed as such.

As the finishing materials are evaluated more than one modification is observed in the spaces. In most examples it is seen that the wall, floor and ceiling finishing materials are changed whereas in less cases exist the alterations of ceiling and floor or wall and floor.

In the mass scale, the addition and renewal of new storeys and masses are the most common interventions. Usually the additional masses attached to the buildings contain living spaces whereas the independent ones are reserved for service spaces. In many examples the buildings are completely renewed, in other words the old buildings had been demolished and the new ones are constructed exactly in the same location.

The comfort conditions of the service spaces are evaluated after the interviews with the inhabitants and the collection of the physical data on site. The evaluation is based on different criterias like lighting, ventilation, water drainage, location and finishing material. When the kitchens, bathrooms and toilets are investigated as a whole it is seen that improvement is necessary in most cases. Five houses do not contain any service spaces. For the improvement of the houses the improvement of the service spaces is very important.

To define the values and problems of the buildings, the plan, façade and courtyard typologies were evaluated as well as the traditional / original construction technique and the rate of preserved material. Neoclassical buildings are evaluated separately as they present different characteristics from traditional houses. Houses which possess unique architectural elements and are among the typologies constitute the 1st group whereas the houses which are among the typologies but do not possess their architectural elements constitute the 2nd group. The 3rd group is composed of the examples which only retain their original mass characteristics and construction techniques.

Antakya contains people from different religions and this characteristic is also reflected in the physical urban structure. The city, which is the second pilgrimage place after Jerusalem, presents important possibilities for religious tourism. Zenginler Quarter that has been investigated in this study also possesses similar potentials. The roads which are crucial for the religious tourism pass through this quarter, they connect the religious buildings to each other and to the city center. Moreover, since Zenginler Quarter is situated in the historical city center it attracts the attention of both national and international tourists. This fact creates a potential for the enlivenment of the commercial activities in the area, too. The dead ends which contain nice vistas for the reading of the multi-layered nature of the city are used as semi public and semi private spaces.

In addition to those potentials, the buildings which are used under their capacity also present a potential for taking in new functions. The empty buildings and empty lots in the area should be evaluated as a whole.

The dead ends or narrow streets have low accessibility and this creates serious problems in a case of fire. To overcome this problem, fire hoses are placed in the streets by the municipality but these are insufficient. The location of the electric and telephone posts also increase this risk. The lacking sewage covers, the insufficiency of the street lamps constitute the problems related to the infrastructure in the area.

Another important problem is the alteration or covering of the street pavement with asphalt or cement. This intervention destroys the original character of the streets and physically creates problems for the drainage of rain water or flood.

Narrow streets which do not allow the passage of vehicles create a dense traffic. The entrance of the vehicles to those streets and parking problems also affect the pedestrian traffic.

### 2.3. Decisions:
After the evaluations stated above, the buildings are classified according to the values they possess and in the first step 29 buildings are proposed for registration. In the second step 24 buildings are proposed for registration whereas in the third 11 buildings are proposed. Apart from the traditional buildings 11 neo-classical buildings are to be registered.

The new buildings in the area have been evaluated according to their heights, facade characteristics and building lot uses. Those which are higher than two storeys, those which use more than 67% of their building lot and those which have a façade organization other than the common typology are considered as a problem. The decision for the ones which have a problem in height or lot usage is demolishing whereas for the others façade revision is proposed.

Three different types of interventions are proposed for the improvement of the material and structural condition of the buildings. A) the buildings which will be repaired structurally and their materials will be renewed B) the buildings whose problems will be solved C) buildings which only have problems related to their finishing materials. 39 buildings exist in type A, 49 buildings exist in type B and 62 buildings exist in type C. The rest are in good condition and only need monitoring.

4 zones are defined for the urban conservation project. In the 1st project area, in addition to the dwelling functions, pensions, restaurants, cafes are proposed. 2nd project area contains dwelling and commercial functions whereas the 3rd project area contains social functions such as cooking school and pension departing from the existing closed – open space relationship. In the 4th project area, the demolishing of the 6 storey tax office which destroys the historical tissue is decided and an open area with a public square and a parking area is proposed.

To take new decisions about the area and the implementation, a new organization model is proposed regarding the existing legal and administrative structure as well as the different kinds of NGOs. This model contains a foundation which combines the existing local public and civil organizations within its body. In general for Antakya and in particular for the Zenginler Quarter, these organizations are the Municipality, the Governesship, the Association of Architects, the Catholic Church Foundation and the Orthodox Church Foundation. This proposed foundation should supervise interventions related to the physical structure and find financial support. It should also be responsible of creating a conciousness for the public and encouraging interactive support.

### 3. NECESSITIES FOR URBAN CONSERVATION:

As can be seen from the study above, the most common problem in the urban sites where a conservation plan had been developed is the change of users in those areas. This change transforms the historical tissues into deserted areas. As in the Antakya case even when a part of the users are the landowners those low-income people can not afford a repair or maintenance. Single attempts are incapable of providing the functioning of these areas which continuously lose prestige. Thus; even when the produced conservation plans have the potential to solve the physical problems of the region they can not be executed.

So; the produced plans can not be implemented before the legal and organisational problems that had been defined previously are solved. Therefore, it is obligatory to restructure KB and local administrations as the primary step to the conservation of cultural heritage and especially urban sites. Parallel to this, the responsibility of carrying out conservation projects should be shared by the municipalities and local administrations as much as KB. Conservation should be within the job definition of municipalities and local administrations. As the restructuring of the state is recently being discussed, the definition of the terms and necessities related to conservation is not only the problem of the academic media but also of everybody who is involved in implementation. The necessities related to the restructuring of KB have been mentioned in another article and here only the facts related to municipalities and local administrations are focused on (Sahin, Güçhan N., 2003; Sahin, Güçhan et. al. 2001).

It is not possible to execute KIPs within the existing structure of the municipalities, which is in favour of opening new development areas. KIP is a total with its social, economic and physical aspects. The implementation of KIP should be seen as a dynamic process and defined accordingly. This means changing the construction logic of the municipalities.

An interactive, adaptable “Planning / Implementation Process” should be defined for the local administration and municipalities. The parameters, which will provide such a process, can be listed as:

- **Conservation – Planning Units:** Planning and conservation need specialization thus the municipalities should form active units with definite responsibilities and capabilities. Those units should be able to see the whole process including the characteristics of the historical buildings and tissue, the problems and the production of conservation plans and their implementation beyond their current technical service.

- **Definition of a Conservation Policy / Principle:** Municipalities should define the natural and cultural heritage within their administrative boundaries and form their “Conservation Policies and Principles”. The policy of an elected administration who tries to protect the local characteristics of a settlement should be interactive and sustainable.

- **Documentation – Production / Management of Information:** Municipalities should have an archive which includes documents and information of all types. Municipalities should document everything which is important for their settlement and each local value.

- **KIP / The Production of Conservation – Restoration Projects:** Both in an environmental scale and architectural scale, the production of conservation / restoration projects need specialization. Municipalities should create financial sources for such studies. The municipalities who have powerful Conservation – Planning Units can produce some of these projects on their own.

- **Organisational / Administrative Model:** Departing from the fact that KIP needs social and economic planning, it is necessary to form an organizational and administrative model which will produce projects and implement those as well as monitoring (Fielden, B., Jokilehto, J., 1993). Each phase can be solved with different models; however those processes are continuous and they should be concieved as a whole. Sustainability is also very important.

- **Production / Management of Financial Resources:** The legal framework which will provide the municipalities the opportunity to find national / international financial resources and use them for conservation purposes should be formed. The tools which enable the municipalities to create new / social housing should be used for historical houses, too.

- **Preventive Maintenance / Repair:** Continuous monitoring and preventive repair and maintenance are
overlooked in the conservation studies in Turkey. Those actions which should be carried out by the municipalities can create a source economy in the long term; thus the cultural heritage can be protected. This task should be handled by the Conservation – Planning Department of the municipalities, planning and monitoring should be carried out and the Conservation Councils should be informed about those activities.

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1 REST 507 Studio was carried out by Assoc. Prof. Neriman Ş. Güçhan, Assoc. Prof. Emre Madran, Inst. Dr. Güzül Bilgin Altınöz, Rest. Asst. Gökçe Kınay and Meltem Uçar. The participants were Özge Başağaç, Çağdaş Halit Bora, Emrah Köşgeroğlu, Ali Kemal İnce, Nida Naycı, Arzu Temizsoy, Yavuz Salim Yılmaz.