ON THE MANAGEMENT OF HERITAGE CONSERVATION
IN TURKEY AND IN OTHER COUNTRIES

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SELECTED TOPICS IN CONSERVATION
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REPORT ON A CONSERVATION ISSUE (IN TURKEY)
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ON THE MANAGEMENT OF CONSERVATION PLANNING

Outline:

COMPONENTS OF MANAGEMENT   PLANNED ENVIRONMENT

DOCUMENTATION

↓

PLAN-MAKING

↓

IMPLEMENTATION

— LEGISLATIVE

— ADMINISTRATIVE

— PUBLIC RELATIONS

— FINANCIAL

— FISCAL

PHYSICAL ASPECTS
SOCIAL ASPECTS
CULTURAL ASPECTS
ECONOMIC ASPECTS
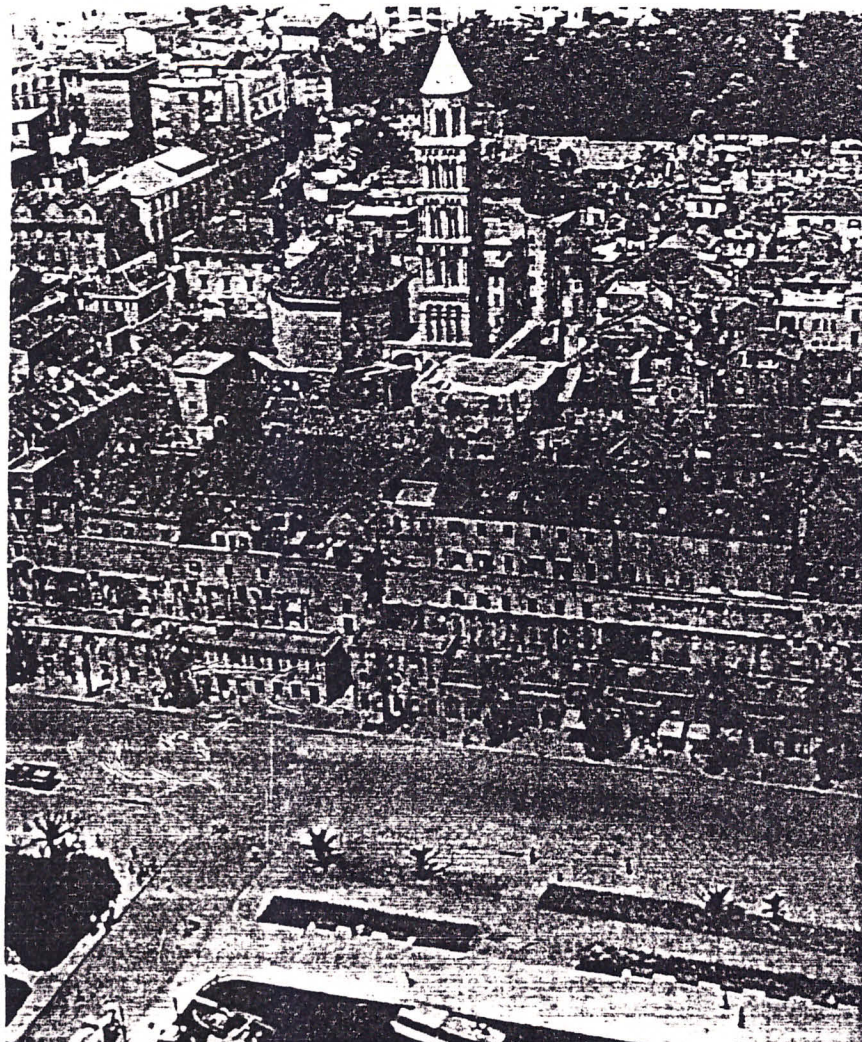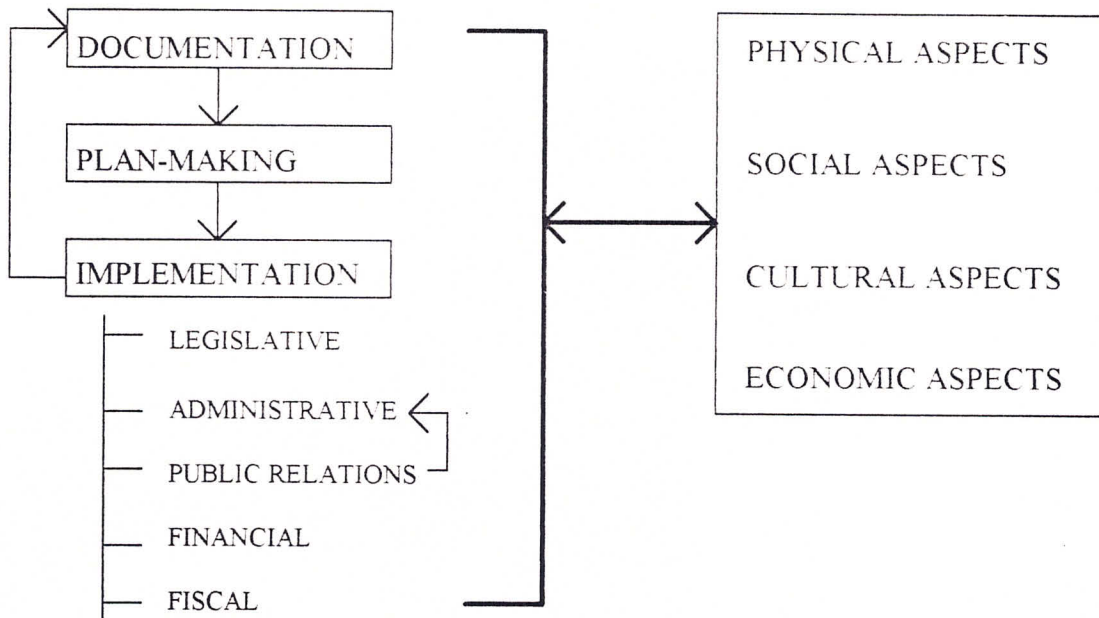
(Split)

I- Experiences and Guidelines in the Management of Conservation

Introduction and Overview

The practice of heritage conservation, much as it faces difficulties being accepted as a concept in itself by the planning framework of our country, also encounters many hardships when it comes to practical actualisation of aims. The management of a process with such complexity is naturally difficult, requiring a combination of **resources, good relations of cooperation** among different spheres, and **intelligent strategies** at every stage of the process.

With these ideas in mind, it is intended in this report to bring together some **principal guidelines formed from experiences on management of conservation in various countries** and projects **(part I)**, and relate the issues to their equivalent levels of application in Turkey, wherever it was possible. A separate section, on the conditions of **adaptability** of the practices examined in part I, **to Turkish conservation** has been allocated **(part II)**, in an attempt to highlight important points in summary.

The entire process has been attempted to be broken down into its **basic components** (see p. 2) to render it more "manageable", and look at points to note within their relevant subjects.

We have at times **broadened** the subject to include examples like a regular **neighborhood renewal assessment** project, which overlooks the conservation aspect, but we can still benefit from its account of how **planning forces** are dealt with on a town scale. Points where conservation practice comes to a deadlock due to a lack of understanding with the planning bodies can be handled with help from such examples.

A process of neighborhood renewal assessment:
1. Deciding on the area approach.
2. Identifying the area.
3. Adjusting working arrangements.
4. Setting aim. Clear picture.
5. Defining objectives.
6. Drawing boundaries.
7. Generating options.
8. Gathering information.
9. Selecting options.
10. Developing detailed option packages.
11. Appraising options.
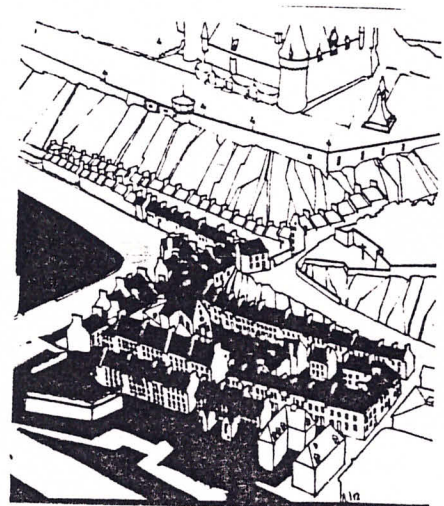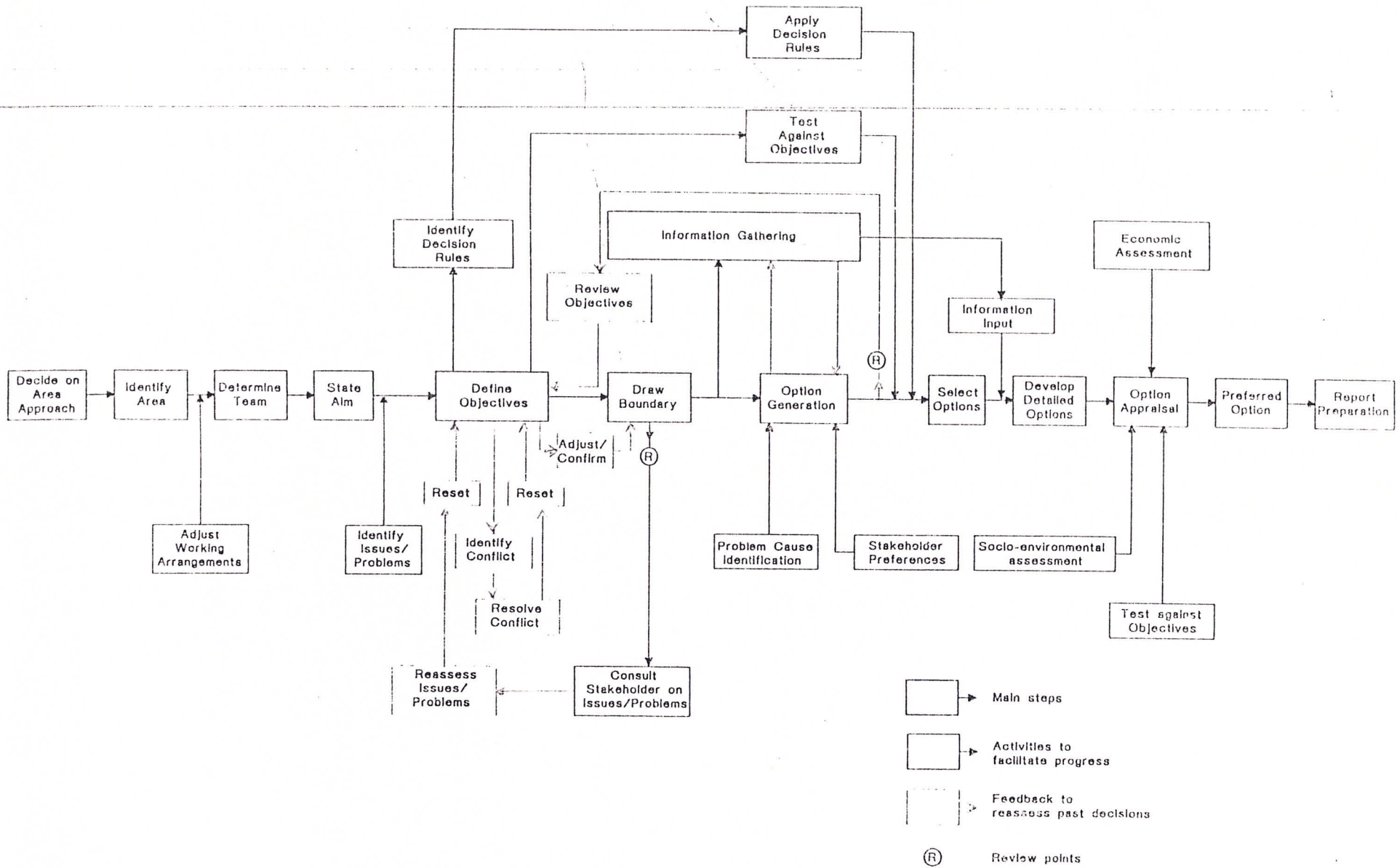12. Selecting option package.
13. Reporting.

NRA Process

Figure WN1.1 NRA Process

A- The Management of Documentation

The ultimate purpose of documentation is communication between decision-makers, actors and users. (Reference A-9, p.31) With the changing **use of media**, there is an increasing diversity of ways to do this; beside library information, now also frequently used are visual forms like graphs and slides, **audio-visual** aids, and most importantly, computerised tools like **GIS**.

Special Tools of Documentation:

The **OECD conference** on documentation for urban planning, of 1977, has brought together international experts who have related the latest techniques their institutions were using at the time. Among the major documentation tools described, use of the **thesaurus** in many documentation centers is stressed, for the indexing of vocabulary and terminology, with bilingual editions put out for international users. Two kinds of thesaurus are usually prepared. The **geographic thesaurus** has all place names in the region under study automatically converted into categories of information, such as character codes or city size. Adapting information classification to the **Standard Metropolitan Statistical Data** (see the case of URBANDOC, below) is helpful in making exchange of information between institutions easier. In document analysis, the **subject thesaurus** is used to undesrtand a document's relationship with other materials, what it adds to already present information, and most importantly, its **uniqueness**. The **microfiche** is also becoming a widespread application, enabling hard-to-find documents to be circulated by way of a shorter, condensed form. **Manuals** for some centers' documentation systems are very useful in document analysis, as are **bibliographic** references. **Local sub-systems** of documentation centers are convenient in reaching the user base.

Co-operation:

There is a broad range of issues, directly or indirectly affecting urban policies. Thus the emphasis on **co-operative, multi-disciplinary research** in local government becomes important. **Communication** between managers and citizens, or between the press and the public must be promoted. The necessity for experts of each field to work together for the unification of urban information is also an undeniable fact. In our case, this means the **unification of information on heritage conservation with the rest of urban informat-ion**. Areas of intersection between conservation and other planning issues **include real estate and rental values**, policies on the **housing stock**, and approaches to urban districts where both development and preservation are high priorities.

The relationship of documentalists and urbanists sometimes suffers from misunderstandings. Mutual recognition of special skills and tolerance of differences in operation needs to be promoted. Documentation material like thesauri and manuals can be produced with the collaboration of urbanists and documentalists

The administrative, technical, even political settings in which research organisations have to operate have started to be redefined in many countries, as a result of technicians having difficulty accessing information. Many primary documents are not circulated among institutions due to limited numbers of copies. The reforms intended to be made are for **overcoming problems of redundancy, the waste of resources** and the utilization of **inadequate data** resulting in disastrous social and financial consequences. For **maximum coverage of areas and subjects**, the **pooling** information and the **harmonising** of different languages and coding systems are activities undertaken.

There is a need for a more **direct method of contact** between documentation centers in different countries. The **sharing of experiences** of cities with **other cities** becomes important, as many situations encountered in conservation cases throughout certain regions of the world are similar. Documentation **experts** should be able to contact each other directly in this interchange, **rather than their institutions**, which would bring along cumbersome bureaucratic procedures.

Effective **local services** should be developed, since they are better **in tune with user needs.** It may be better to **link local centers** to each other, like a "league" of smaller documentation centers, and not so much a national hierarchy, which would be far removed from actual users of urban information. On the other hand, the ideal documentation service should have a **single point of reference for all information** sought.

Documentation work mostly involves **human costs.** The differentiation of **intellectual and non-intellectual work** is important for more accurate and efficient assessment resource allocation. Data should also be differentiated into a classification of **irreplaceable, replaceable and reproduceable** documents. The importance of handling **basic data** efficiently should not be underestimated, as is seen in polls and censuses.

French example #1:
In France, contact among documentation centers is made through **one central body, to which various public and private organisations belong to,** including university services, urban management directorates and government planning agencies. Specialist centers can also be set up **attached to existing institutions. Support from already established centers,** for instance in France (Secrétariat des Missions d'Urbanisme et d'Habitat), or England, to developing countries can be given, in areas like programme preparation, launching centers and staff training. **A common data file** for all countries is a goal to be attained from international support.

French example #2:
The representative of IAURP (Institut d'Aménagement et d'Urbanisme de la Région Parisienne) for the OECD conference related a feature of this French institution, a good model of **communication flows** within an organisation (fig. 1.0). There are three flows of data, (upon requests in the opposite direction) : **1-Within the organisation**

Fig. 1.0: Communication flows of a documentation organisation, IAURP, France.
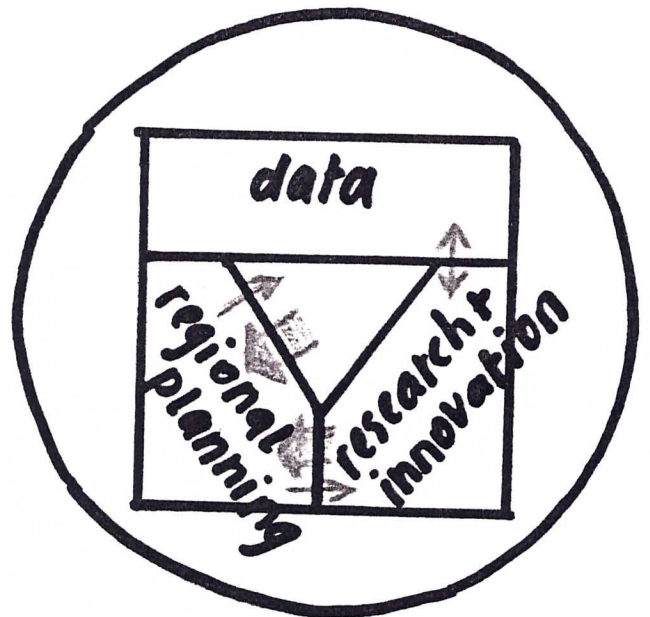
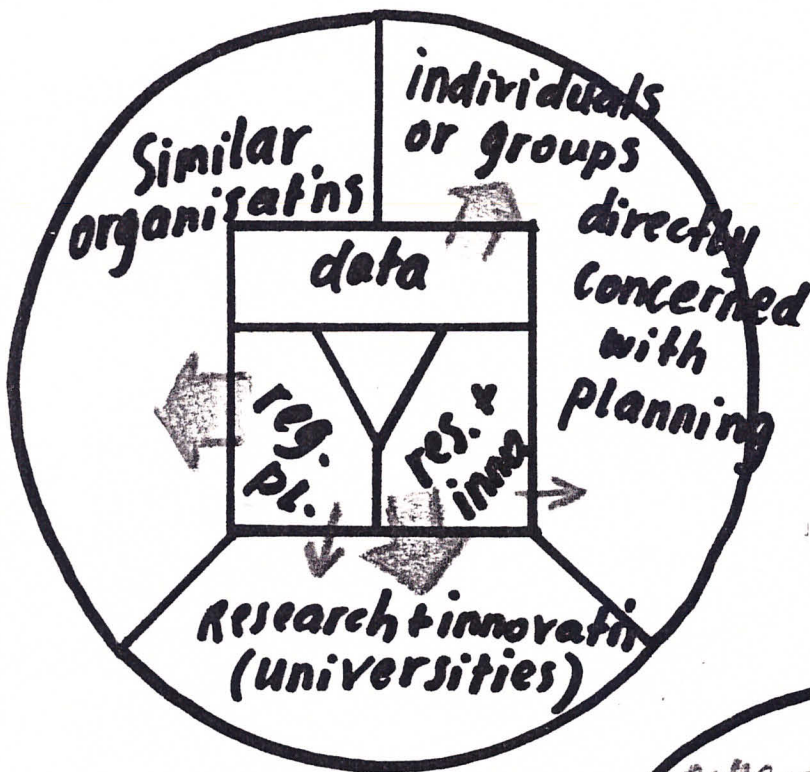**Fig. 1.1:** Data flows within organisation (opposite direction of request flows)

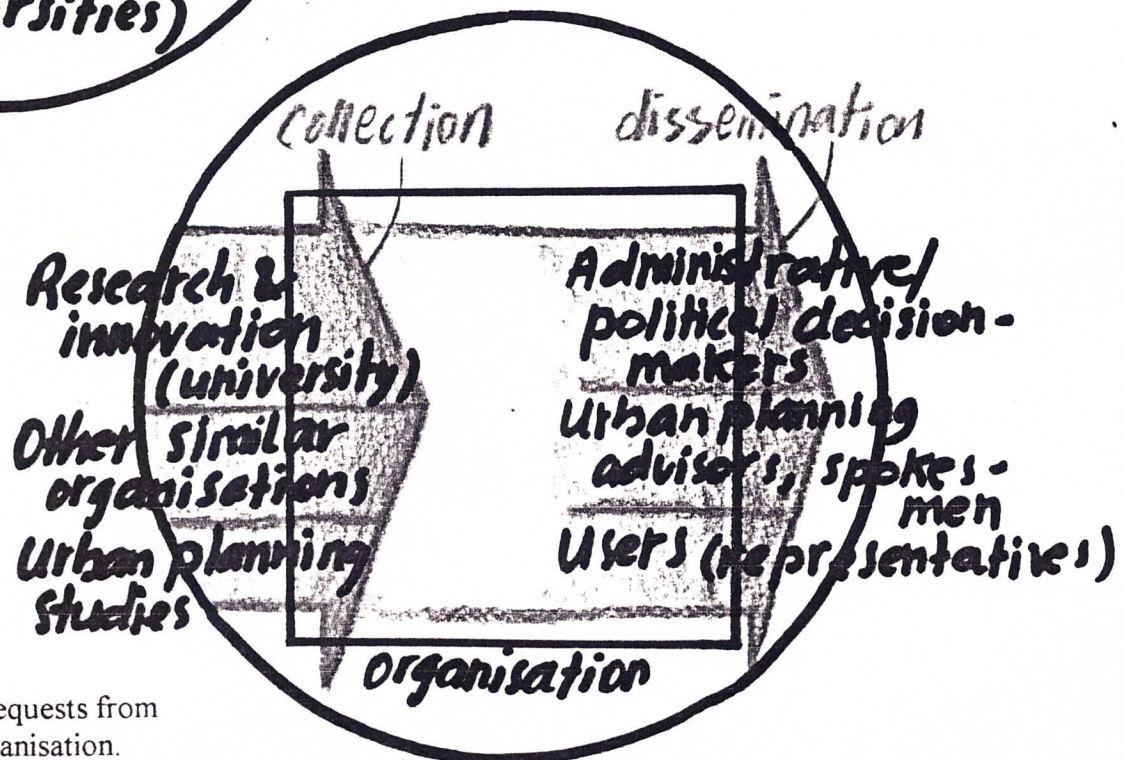**Fig. 1.2:** Data flows upon requests from the organisation to the outside world

Fig. 1.3: Data flows upon requests from the outside world to the organisation.

itself, among interior departments of **data, research and innovation, and planning** (fig. 1.1). Data flow goes on by means of technicians' meetings, circulation of study programmes, seminars, press reports and a document retrieval system connected to a network. **2-From the organisation to the outside world** (fig. 1.2). Meetings are held with summary maps and displays for decision-makers, information bulletins for metropolitan or urban regions and comprehensive reports for planning advisors, exhibitions, visual material and TV programmes for users or representatives. **3-From the outside world to the organisation**. (fig. 1.3) There are extreme variations in the level and range of requests, from Q&A to summaries of the whole existing literature. It is advised that **information facilities should be directly connected with study production processes** to avoid time lag, inform users on time to promote exchanges, keep data up-to-date, and adapt to demand. For faster and better flow of data, local authorities should be encouraged to publish research and statistical work more systematically and quickly. Beside the corporate sources of urban documentation such as the local authority, central government, pressure groups and professional associations, a large part of the literature comes from ordinary **commercial publishers** with interest in the local government. This should also be remembered in collecting data sources together for unification.

There are two important choices to make: the **orientation and extent of the documentation** action. Limiting coverage avoids competition with other documentary bodies and enables easy location of requested information and integration within a network.

The provision of data is **not conducted as a separate activity but as part of planning** in IAURP. It form parts of relevant departments, with research-**oriented staff assigned to specific studies**; this promotes the internal flow of planning data. (Following this example, we can set up a system of separate documentation projects for specific KAIP's, all of them connected to a central body concerned with documentation.)

US example:
URBANDOC is a project funded by the Department of Housing and Urban Development **(HUD)** and undertaken by the Center for the Advancement of Library-Information Science at the **City University** of New York. Its mechanism was based on the **land-use data bank system** which was hailed by many American planners at the time of its start, causing **IBM to support** to give technical assistance for an innovative idea. A further support came from the Taconic Foundation as **grants for staff and computer assistance**. Legally an urban renewal project, URBANDOC was a **demonstration of urban renewal technology**. Two-thirds of total costs were covered by the federal government as an Urban Renewal Demonstration Grant, and one-third by local contribution; this arrangement was based on a **federal formula** requiring a certain portion of the money to be raised by the receiving agency itself. This seems like a very smart thing to do on the part of the State, as it fosters the achievement of smaller organisations like this, but at the same time forces them to show effort in taking care of their own subsistence. Total costs were $500,000 in 1975; this figure was low compared to those of other similar projects, because it was all that was available, so extra efforts were made to make ends

meet, and because there were **no administrative layers between the project director and the rest of staff** (which shows once more how things become easier without bureaucracy...) **The project had an advisory council** including library-related, housing, planning and renewal-related professionals, meeting three times a year and extra visits.

Recommendations by OECD convention on Documentation for Urban Management:
-**Simplifying the processes** of obtaining and supplying information.
-Use of the **microfiche**. (As in the French Micro-Urba system.)
-Voluntary **international directory of practitioneers** in their field. Direct personal links rather than highly stryctured institutions.
-**Pilot experiments** promoted in developing countries, which would form the basis of permanent services in the future.
-**Exchange** of personnel.
-**Technical and design compatibility** with other countries' systems for international exchange.

In Turkey, documentation cannot be considered very advanced, as many sites, monuments and historic quarters have not yet been registered. The analysis and documentation of designated conservation areas are made by private planning firms who have taken on the job by tendering, and so documentation depends on the designation of plan-making via **tendering** by the Ministry of Culture. Maybe a thing that can be done is setting up a **second, parallel designation programme** by central or local authorities for the exclusive documentation of sites.
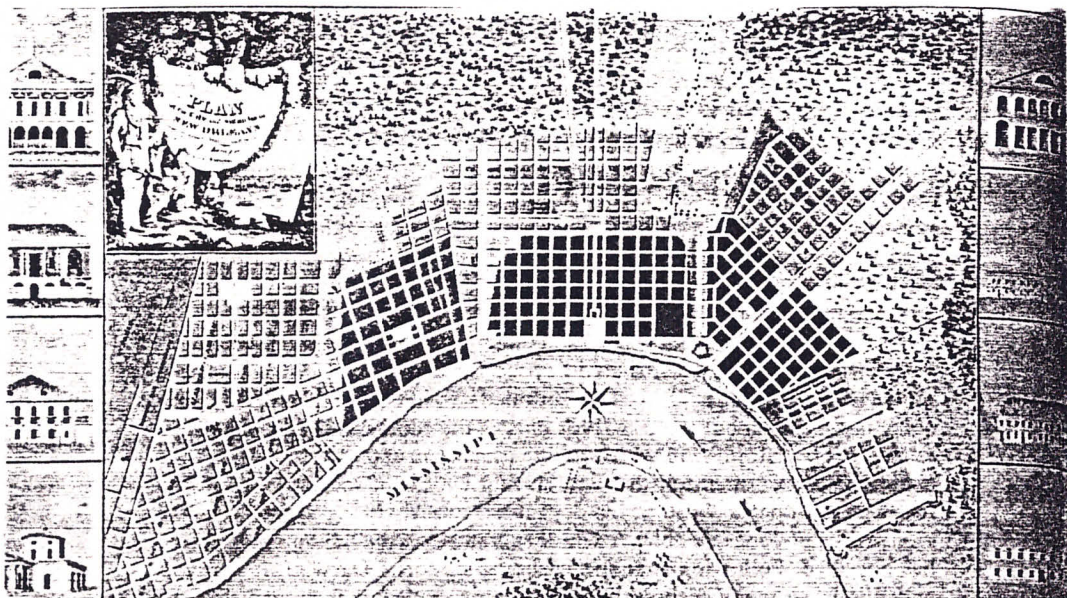
(New Orleans)

B- The Management of the Plan-Making Process

The plan-making process is fairly straightforward, since it is more the job of a **specialized, technical group**, with their own internal professional procedures, than other stages of the conservation process. The organization of a team of plan-makers is a separate subject, which doesn't rely too heavily on outside forces like administrative authorities or stakeholders. What they do have to do with other parts of the process may be the effective **coordination of information gathering, documentation, and retrieval**, in order to use information to the full benefit of the prepared plan. In Turkey, the information gathering work is also allocated to the plan-makers, but in many examples mentioned in this report, there are specialized organs for it outside the plan-makers, which necessitates good communication between the providers, contributors and users of information.

According to the NRA guidelines, stages having to do with plan preparation are:
1. Deciding on an area approach.:In the **context of overall private sector housing strategy** of the authority, assess the implications for the rest of the private sector stock in the city.
2. Identifying the area: Drawing no boundary yet, only determine in which **divisions of authority** the renewal will take place. Decide on priority areas in case of more than one candidate for renewal.
After stages of adjusting working arrangements (in part C);
6. Draw boundaries. Not severely fixed but open to widening eventually, even taking whole town as a basis for boundary selection in more final stages. The real aim of setting this initial boundary is to **translate objectives into a strategy**.
7. Generate options. Options shouldn't have a narrow focus and **can go beyond constraints of existing practice.** An option should always be to do nothing. Also in the Management Guidelines for World Cultural Heritage Sites (reference A-1), it is stressed that the **minimum level of intervention and maintenance should be defined**. This may have the importance of putting a point of reference to measure how much and how good the work done is, and preventing getting lost in the complexity of the work.
After the first option appraisal and selection (in part C);
10. Develop detailed option packages. Present different strategies, but not too numerous. Use the output of information gathered. Plans for alternative use, feasibility and cost should also be made (World Heritage guidelines).

In conservation plans, the designation of **use zones**, zones for compatible activities and specialized conservation areas (probably equivalent to the **ÖPA** of Turkish plans) if necessary shold be made used of. The British plans with Modernist ideals of the 1970's had the tendency for exclusive land-use zoning and turning town centers completely commercial. They are reversing these policies now, and encouraging residential uses in the center again, although in Britain, this is mostly gentrified and high-value housing.

As the plan-preparation proceeds, regular progress reports, with technical and popular versions, should be made to the relevant authority, for discussion and review.

C- The Management of Implementation

Managers like efficient systems, but urban conservation is generally a "messy"business, requiring many negotiations. **Comprehensive management programs,** taking into account the many diverse aspects of conservation, in other words **integrated conservation,** should be **tailored to fit local** conditions.

In the management of practical implementation, **the importance of pilot projects** must be acknowledged, for their **persuasion power** on disinterested potential actors in the process like local authorities and private corporations who cold be sponsors. Successful applications in distinct sites are capable of setting a role model for future practice.

Italian example: Bologna:
The municipal government, Communist-controlled since World War II, took strategy that both historic center and inhabitants- **the container and the contained-** were first-degree resources. **Overall, long-range program.** Objectives were : **1)** Stopping speculation in the periphery, limiting growth (quite an extreme case...) implemented through city' s new master plan. **2)** Improving services and recreation. **3)** Financing housing rehabilitation. **4)** Restricting growth of tertiary activities, decentralizing commercial and administative functions. **5)** Transport links between center and other parts **6)** Stable, socially mixed population. This plan is **unique** in Western Europe. The decision that the city had no justification for continued expansion if it threatened the quality of urban life. A **moratorium.** Went into full effect in 1975, six years after adoption.

Stages of the NRA process having to do with implementation are:
4. Setting aim. Have a very **clear picture** about what aim is to be achieved. Provide the context for the process. Know the **reason** for intervention.
5. Defining objectives. The general aim needs to be supported by objectives for specific ends. Put **criteria** to test options against and as benchmarks to **monitor progress.**
After preparation of options (in part B),
9. Select Options. Successful options proceed to have detailed option packages prepared.
After preparation of detailed options (in part B),)
11. Appraise options. Comparison through economic and socio-environmental assessment and tested against original objectives. This **should produce relative current and future costs.**
12. Select option package. This is the result of **reconciliation between the three sets of information** (soc-environmental criteria, economic criteria and objectives). **Officers and members of the assessment organization should be made fully aware of the implications of their decisions.** The ultimate boundary of renewal area should now be considered.
13. Report. A brief account of the findings of the process, a description of appraised options, justification of decisions and a costed implementation plan should be included in the report.

1- Legislation

The **Venice Charter** is the foundation of all norms and criteria on which conservation is based and the most binding legal document. Other international documents have also been signed throughout the decades, but much as they are ratified by many states, the reflection of their principles on actual practice is not always guaranteed. The Venice Charter may be so effective because of being the oldest and most basic (here, the power of simplicity can be recognized, as dealt with later on, part C-4) document on the subject.

All countries naturally have their **constitutional laws** dealing with cultural heritage. The **applicability** of each one must vary with the amount of **bureaucracy and the political structure of the governments**. However practical and applicable the laws are, they may need to be **supported** all the way down to the most concrete action, with (the Habitat term of) "**enabling" minor legislative arrangements**, equipped with a flexibility and wide range of variation to respond to the complexities of conservation in different cases.

There could, for instance, be a **law for** such private bodies as **management project organizations**. Such bodies can also be set up under the umbrella of existing and already well-established institutions like the Chamber of Commerce, taking on their legal establishments and adapting it to special circumstances.

Zoning laws are another legal instrument that can be put to use widely. These zones can be a setting to legal regulations, also referred to while preparing the plans (the Turkish "plan notes"), which can help implementation with their force of law. It should be taken care, however, that they are **not too rigidly standardized** so that their legal force is wasted away when not relevant to the local requirements of a certain conserved area.

Staff regulations and conditions of employment are another aspect of legal implement-ation. The World Heritage guidelines suggest the empowerment of the Site Commission to award contracts for activities within its jurisdiction, as well as setting up a certain hierarchy in matters of expenditure and resource allocation.

2- Administrative Management and Coordination

The neighborhood renewal assessment process has a stage related to administrative coordinaton:
3. Adjust working arrangements. Relevant departments and those which are adapted to work on neighborhood level should be employed to take part. **The team leader is a key role.** Sufficient authority placed in his hands is helpful in securing the available resources' devotion to the project's cause.

Running the neighborhood renewal assessment team:

Preparatory work for team leader: Ensuring a **clear brief** is made for **senior oficers** and that they are **fully committed**. Studying existing guidelines; clarifying with the steering group the **aims and context** of the NRA. Producing a basic action plan for tasks to be done, with the timetable, staffing and resources required for implementation. Agreement for guaranteed availability of staff and resources for whole of process.

Organisation of the NRA team: **Clear organisational structure** with all participants **understanding their roles** are needed, as well as **good communications.**
Important points: Stucture of organisation: **Clear authority of leader.** Provision of working materials with relevant departmental heads. Reporting relationships. **Clarification of roles**: Awareness of contributions. Action plan outlining tasks, responsibilities, targets. Team member **involvement** must be ensured with motivation, and a focus on the expected results. For **effective communications**, the identification of all interested parties, use of appropriate channels of communication for each of the parties, and regular meetings are requirements.

Managing the team: A **firm high-level action plan**, with specific outputs at key points, should be accompanied by a more **detailed action plan** covering tasks and timetable. Regular (ie weekly) monitoring should be done with task reports, which include the number of days allocated to and spent on the task, the budget and expenditure, the work carried out, completed and still to be completed, and early warnings of obstacles.
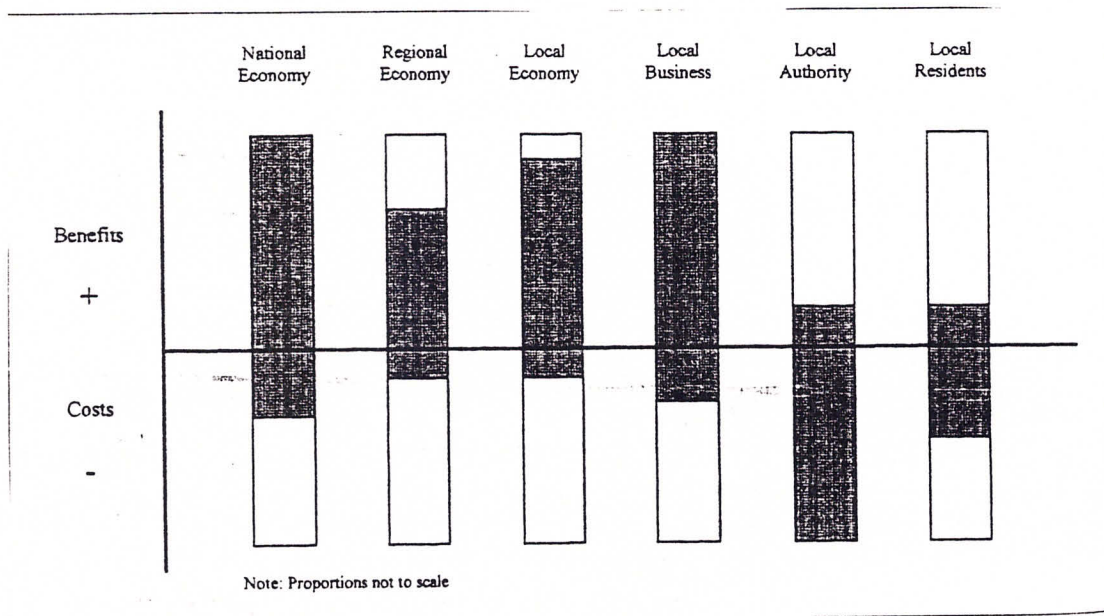
Notional Distribution of Benefit and Cost from Conservation.

<u>Stakeholder involvement:</u> All **members** of the NRA have a formal involvement; but relevant committees may receive more frequent and detailed reports.

All **residents** within the NRA boundaries should have some chance of involvement, but the level of involvement cannot be the same for all, so **representatives** are needed, to cover the community as a whole. Already existant community groups are basic bodies to be represented, but sections of the community who do not have organised groups should be encouraged to form them. So in a way, the renewal team has to act as a chaperone and role model to organise stakeholders without professional organisation skills.

Commercial organisations of different types and concerns, loacted both within and on the periphery of the renewal area should be considered. Local businesses will be concerned with their property values and rents, and with potential impacts on their business and on their employees who live in the area. Retail businesses will also be anxious about their customer base, and those who benefit from low rents and serve customers from outside the area will be concerned with access and entrances to the area, traffic and parking facilities. Though it does not have to be very active, still a dialogue based on conveying opinions is needed.

Private landlords are an essential party involved. They are usually hard to identify and contact, but this can be done through tenants and/or intermediaries. It may be impractical to involve them like residents; so one can confine it to keeping them informed and seeking their views, though more vigorously than commercial stakeholders, because of landlords' crucial influence on the housing market.

Developers, financial organizations, housing associations (cooperatives in Turkey) have the potential roles as stakeholders interested in the area, similar to that of the landlords. As providers of a commercial perspective to the renewal process, their participation as the private sector enables better understanding of successful development and generation of options. They could also be joint venture partners in funding new refurbishment schemes, although this level of involvement would come only after detailed option packeages are created and a firm strategy is set. <u>Developers:</u> The greatest benefit comes from those with experience in urban renewal and an understanding of the way local authorities operate. Their participation may also depend on belief in the authority to turn strategies into actions. **In other words, the renewal authority must prove their efficicency to private bodies in order to win their support.** Their consultancy may also be sought; their services may be paid for via tendering, or by their own involvement, if it is the kind that generates business income. <u>Financial organizations:</u> Local and central offices of all banks and building societies in the area fall into this type. They are helpful in setting up lending arrangements and savings schemes, and in giving awareness of the types of loans available, of possible difficulties in valuations and of loan security. A group can be set up to provide the developers' perspective; information through seminars can give them equal undrstanding of the process in case of future partnership. <u>Housing associations:</u> They may already have a forum, which would be the ideal contact point. In Turkey, we might have cooperative unions for this, for example the Habitat participants, TÜRKKENT, TÜRKKONUT. BATIBİRLİK, as well as TOKİ. Representatives should have a background in housing development and financial appraisal of development. Regional or national offices can be contacted. Housing association activity could be the

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rehabilitation schemes, re-improvement and repair of existing stock, and taking over the landlords' role instead of the local authority. For these schemes, inviting competition to design the most appropriate is a possibility. Scheme development should be considered separately from scheme management, because different associations may have different specialisations in one of the two. The priority of the scheme in the association's funding should also be established.

Other public sector organisations like County Councils (like the regional Marmara Belediyeler Birliği, or GAP idaresi in Turkey) for social services, education, roads, health and police authorities can be involved. Seeking commitment to actions and ensuring their awareness of their role and of the aims of the NRA is important. This is easier in metropolitan regions. Dialogue should be made with appropriate departments. (The Ministries for Public Works and the Environment are being kept distant from this process according to these guidelines. The central gonvernment is confined to be treated as just another of the many actors in the process.)

The practice in some poorer European countries goes so that the **community pays for the urban conservation manager directly**. In **Portugal**, the central government pays for a conservation architect to develop a framework policy for two years, and then the local community will take over the employment costs. Here we can observe that **the central and local administrations can cooperate in the fiscal distribution of the same responsibilities**, which is an interesting approach.

In the US, **downtown organizations** encourage **private groups to recognize themselves as a community** with common goals and problems (see the US example of Chicago). A wide range of programs, for example improving maintenance, security, transportation, and so on, can be launched. These organizations have budgets of over $ 1 million, and benefit from voluntary contributions and special tax assessments on properties.

Understanding existing services, consensus building in the public and private sectors via playing well in local politics, bringing in representatives from other cities to describe experiences, developing institutional and financing plans -where institutions can be new, an expansion of an existing one, or a coalition of several- and devising funding means (see part C-3.) are also advised by downtown organizations (source A-7).

Advantages of participation:
For local authorities: Less uncertainty about **community support**, less opposition. **Information** on community aspirations. Broader base for informed support. For other stakeholders: Locals know the area best. **Less uncertainty** about imposed change, information on proposed improvements. **Unification and self-esteem of community**.

Disadvantages of participation:
For local authorities: Possibility of their viewing the process as an **electoral device**. Worry by members of the process taking over their role. Time consumption and **delay** in decisions and results. **Compromise** of professional causes. Community **opposition**. For other stakeholders: **Unrepresentative views** caused by some voices being heard more

loudly. Their participation used by local authority for delaying work. Compromise of individuals or groups. **Divisions** in community.

Aspects of administration touched on in the World Heritage guidelines:
Decentralised individual staff members should be able to make their own decisions for increased **efficiency and job satisfaction.**

Management is simplified when **ownership is gathered by a single landlord**, i.e. the management authority, but this may cause disruption of community life and use patterns. Instead, **strong planning controls and public education** may be better. **In Turkey**, we have neither of the two policies for the second approach are very firmly established; therefore in many cases, the **collection** of ownership by a single head may solve some problems more quickly. An example of such collection has been the successful revitalisation of Soğukçeşme Sokak by TTOK (source A-11).

French example: Le Marais, Paris:
The national government, municipality and private landlords have cooperated in a comprehensive, long-range restoration-preservation program, where rents are subsidized if necessary to hold the present population of this old quarter of Paris, which owes its specialty to its demographic mix of craftsmen, artists, working class and "haute bourgeoisie".

(Le Marais)
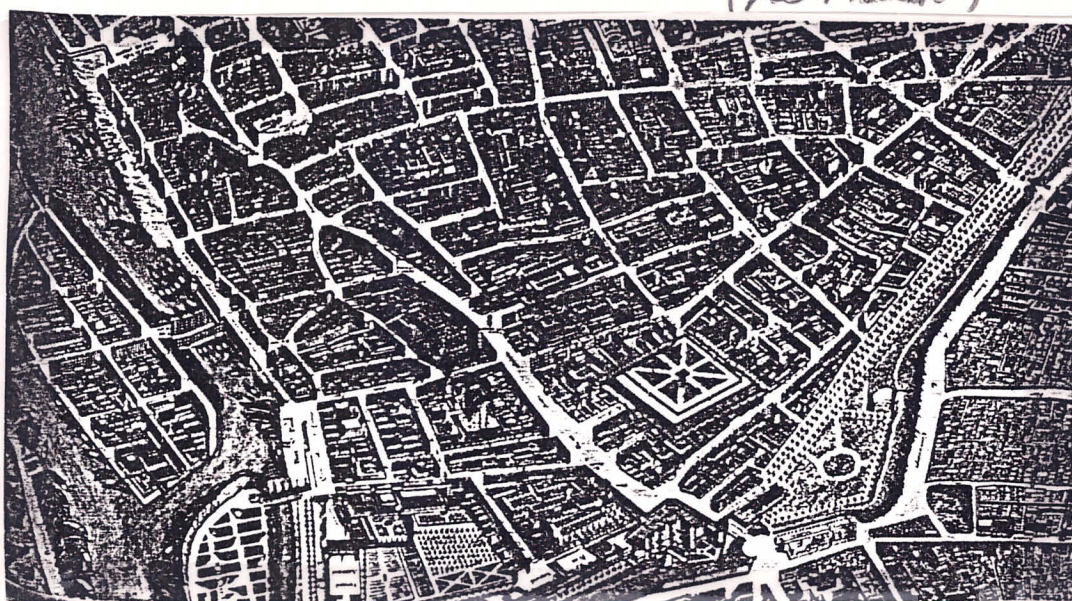
US example: The Woodlawn Organization (TWO), Chicago (1960):
Bringing together 100 block groups, **civic groups, tenant associations, welfare unions and church associations**, it was formed **against plans of the City and University** of Chicago to develop the Woodlawn **community**, at a time of major federal grants for local redevelopment projects. TWO wanted to show that with resident participation and good

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leadership, an **urban low-income area** could make a difference and **maintain its integrity**. Work in areas like schools, social services, and landlord-tenant relations led to the awareness of the need for more direct involvement. Three key community organizations were set up: 1)**The Woodland Community Development Corporation**: For redevelopment efforts. Most blighted structures and conditions were eliminated. Overcrowded buildings were reduced. New construction was staged to minimize families' displacement. 2)**The Woodlawn Preservation and Investment Corporation**: It was formed when HUD took over an apartment complex, over concern that an investment company would develop and exploit the complex. WPIC bid for the property, paying with borrowed money, and rehabilitated the property for low-income residents. 3)**The Fund for Community Revitalization and Rehabilitation**. This fund has developed a mixed-income neighborhood model, its members including representatives of Woodlawn, the University of Chicago, and the Chicago Urban League; and administers a three-year grant from a foundation. It functions as a filter of development proposals, provider of technical assistance to non-profit organizations and residents, an intermediary role with the City and public bodies, and assistant to community organizations in getting specific project grants. A mechanism for self-sufficiency, i.e. a revolving fund, is now being worked on. It believes that the **mixed-income model is important in that no community can survive for long if all inhabitants need public assistance.** Two-income married couples who can afford the neighborhood are attracted here. (The same mixed-income, young-couple strategy can be seen in Le Marais, Paris.) Schools and public safety also have to be taken care of, to overcome the unsafe image of the community. **The City of Chicago is now targeting a capital improvement program to upgrade infrastructure.** This is a **sure sign of the achievements** of the Woodlawn community's organization. Some last advices from the community's experience are: consensus among community leaders, and a balanced mix of targeted projects and broader programs to support each other.
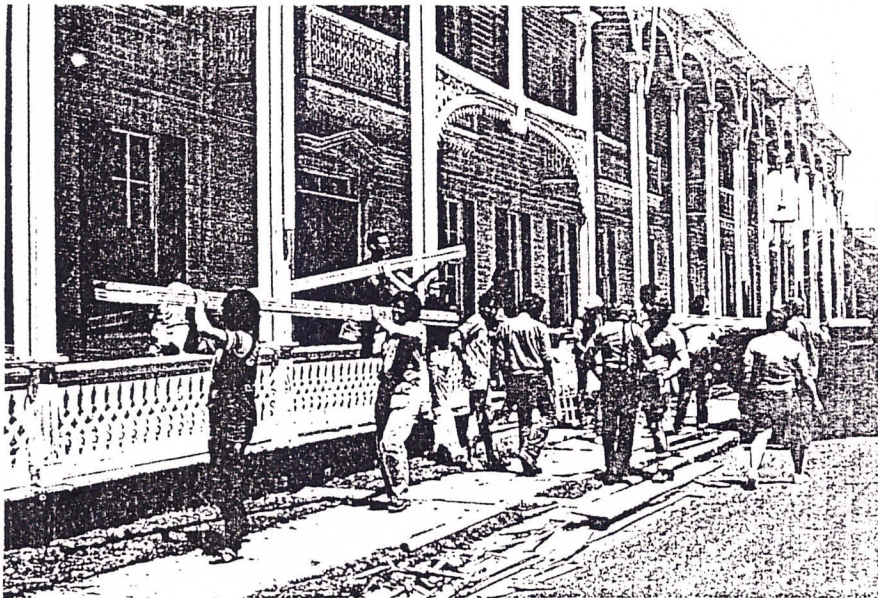
(Washington)

3- Public Relations: Marketing, Presentation

Public relations in conservation are a fundamental part of the administration process, but specializes in its dealing more with the public, i.e. the **citizens of the city or community**, rather than other actors, who are usually organized in some way to have acquired a degree of power in urban or financial affairs. The specialization of public relatios has two main components: **1) Raising awareness** among the public in conservation issues. **2)** Conductiong **relations between administrators and users** of the areas subject to conservation.

For raising awareness, the **public education system** has a large responsibility. But actions taken during **actual conservation projects**, on the part of other actors (mentioned above) who are involved in direct communications with citizens can also have an influence in spreading a base of awareness for how conservation affairs are run. **The sharing of experiences and networking** similar to that mentioned in the documentation part (1-A) are also applicable to these educational activities.

As for the second issue, we may note that urban managers in all systems are ultimately **answerable to politicians**, so can easily hurl the responsibility at them. But the key point is representation: **Who are we doing it for?** The answer can be given as: For the people of now; the **society** which has invested the cultural and social values into the heritage. (This may be a statement of **questionable validity in Turkey**, however, because the social make-up of populations in this county today do not exhibit a very widespread and explicit attachment to their heritage, owing to social, political and historical factors which lead well beyond conservation issues. The small portion of the population with conscious concern may have key potentials to spread the awareness to less educated groups.) These values and concepts are subject to constant re-**negotiation and re-evaluation** which run parallel to **society's tastes and trends** over time.

In the Neighborhood Renewal Assesment guidelines, the relations with the public are touched upon in the following ways:
Facilitating effective stakeholder participation calls for **full explanation** of what the process is about, and giving a **clear idea of their expected role.** Different forms work better for different groups; **non-professionals**, in other words, the common person on the street who happens to be residing and identifying himself with the conserved area, need **sufficient introduction** to specialized concepts and procedures.

The relevant stage of the NRA process:
8. Gathering information. To be gathered: **Condition** of the housing **stock**. Characteristics and views of **residents** and of **land owners**. Conditions of the **environment, transport** and traffic, **commercial activity**, the views of employers and employees, and **costs** for works.

<u>Obtaining information from stakeholders</u>: **Public meetings**: Several meetings are needed; each type of stakeholder needs its own meetings, further subdivisions for community groups depending on the social structure. Communication is made of what is happening in the NR process, and a chance is given to question the local authority on the process. Obtaining basic info from stakeholders is also possible in these meetings. Full representations of all sections of community is needed (see part II, Comparison). Priorities for problems and preferences cannot be set in public meetings, because they need systematic assessment. **Stakeholder views must not be influenced or distorted by local authorities' intervention**, so it is better to have someone not from the authority **to run meetings**. Organizations exist which provide this as a **special service**. (In Turkey, this level of service may be available only in Istanbul, and could be contacted regionally by customers ffrom different projects in the country.)

Group discussions: Each meeting needs homogeneous groups, so numerous group discussions, each with small number of participants are necessary. Provision of a relaxed atmosphere to **encourage sincere expression**, and **topic guidance** to keep discussion focused are useful. **Consensus** should be reached about the worst problems and the most desired actions. It is a skilled job to run and analyse these sessions.

Interview and questionnaire surveys: They may be **structured**, with specific questions, or **semi-structured**, with flexible areas of inquiry. It is useful to **learn tendencies** of moving, of commercial and residential stakeholders away from the neighborhood after the renewal's completion. **Commercial** firms can be inquired about immediate and long-term plans, and the **importance of location**. **Views** about employees, transport, parking, general environment, and proposals should be taken. (Residential stakeholders are usually of more central concern in Turkish historical quarters. Han, arasta and bedesten areas like Kapalıçarşı could be areas where this is more applicable.) It should be clear, what questions are being asked for what reasons, and how they will be analysed. Analysis should be kept **clear, simple** and **descriptive, relating different formats**, i.e. households and dwellings **together**.

(Lübeck)

4- Financial Management

Financial management of a cultural property is an important issue in **the cost-conscious environment of the 21**st **century**. In the private sector, **profitability** is the most important issue. Whether private or not, every business needs a **clear strategy**, a statement which points out the way forward for the foreseeable future. In financial terms this means not only a strategy that anticipates development and spending requirements, but also a plan for providing the monies necessary to fund the development. This strategy would affect the growth, consolidation and even the survival of the cultural heritage.

Budgeting:
When the strategy of a budget is being built, first a **business plan** is made. The purpose of this plan is to state the reasons for the existence of the business, the role it's filling, the **evaluation of competition which vitalizes** it, the marketing strategy and the justification of its proposals. Thus a SWOT analysis is made, that infers the **strengths** -reputation, locality, customer care, quality of service-, **weaknesses** -poor décore, lack of staff training-, **opportunities** -expansion, diversification-, **threats** -competition, lack of finance- that should be taken into consideration. In an evaluation of the financial scheme, the **flow of money in and out** of the business, the expenditures and the income would be calculated for a certain range of some time.

Financial management, according to the World Heritage Guidelines, is **labor intensive** and demands **special knowledge and dedication**. Plans should be made with **five years** in confidence. Annual budgets should be contained within **longer-term** financial plans, making **task allocations**. An efficient **accounting system** is a must, and **reporting** should be directly to the Director, although department heads may manage delegated funds independently.

About the **cost control policy**, after the policy is decided by a **multidisciplinary** expert team, the control must be delegated to one competent person. In a financial system, to watch and to control the expenditure is important for the achievement of efficiency in any business. Defining the goals of the organization, calculating the costs and estimating the forthcomings are the main parts of creating a financial budget scheme.

Another process is that of the **pricing policy**. A successful business should **examine prices carefully and ensure maximum income** to maintain its market share. This is mainly a harder task for the non-profit organisations. The 'use of history' can be arranged for particular facilities when its entrance to the system can be arranged from the beginning.

Funding sources for a neighborhood renewal process:
Available resources should be balanced with problems in a realistic, manageable way:
Membership dues. Only property owners, only business operators, or both may be involved. Dues may be set according to store size or actual sales. This is an unstable form

of funding, but is easy to set up and does not force members. **Contributions**: Banks, corporations (who can make tax deductable donations while protecting their own investments in the area), foundations, philanthropic agencies are potential contributors. **Specific Program Funds**: The municipality, or the contributors above can provide this. Such funds enable staff expansion and develop specific programs. They are also a **demonstration to potential long-term supporters. Fund-raising activities**: Traditional ways like Chamber of Commerce dinners, for example, or more creative events can be organized. **In-kind and donated services**: This may be secretarial help, free photocopy/xeroxing, loaned executive programs to expand staff and the like. **Public-private partnerships**: One of the two can raise some funds, then lobby the other for funds as well. It depends on a good working relationship and commitment on both sides. **Revenue-producing operations**: A parking lot, for example. **Special tax assessment districts**: They are constant and consistent. It implies **organizations "taxing themselves" for capital improvements or supplemental services**. For example, a mall pays taxes to the city then conracts for mall management services like security or maintenance. It is important here to develop a **cohesive communications strategy relating to local politics**. Numerous meetings would be held with property owners, with a varied daily schedule for wider convenience, detailed enough to be correctly understood. Contracting with city rather than private firms would make the city have a direct self-interest, so be more involved.

The **local economic basis** of a region where conservation is in question, i.e. how the majority of the citizens of a town earn their living, can be used as a resource for financing, or as a guide to drawing the best kinds of resources from a locality.

Revolving funds:
Revolving funds can obtain their primary source **from grants, donations and earned income from parent foundations** (if they exist). By establishing a revolving fund, preservation organizations can **influence the outcome of projects simply with their ability to be a financial player**. In many places in the US, these organizations have used preservation as an **organizing tool for neighborhood revitalization**, and their revolving funds have worked well, due to funds' long-term commitment, ability to **tailor** financing to **local** circumstances, and readiness to offer detailed technical assistance.

US example: New York Landmarks Conservancy (1973):
This body offers financial and technical assistance programs, plus advocacy work. Their major program is the **New York City Historic Properties Fund**, a revolving loan for historic preservation (1982) which is a separate corporate entity managed by the Conservancy. Annual payments are made by the developer of another landmark project of the Conservancy. The fund has made more than 80 loans to date. **Interest rates are 3-7%, for 5-10 years**. Three-stage **mortgages** are used. The bulk of the income is from **exterior restorations** of owner-occupied, low-to-middle income historic districts. The two main policies are: **1)** Lending in areas **where borrowers cannot afford bank loans. 2)** Lending to **owners who need technical assistance for restoration** work, to avoid the critical danger of faulty restorations. Borrowers have the following features: They feel the

need for works, but don't have a **professional idea** of the scope; they agree to take on debts but **underestimate the actual costs**; and they have a general distrust of contractors. So the approach must be: **Keeping track** of the whole duration of the process; tackling borrower-lender diasagreemnts with **empathy and patience**; **adapting loan structure** to borrower's means; having **one staff member be in charge** for all of the loan project, for good coordination; ensuring that the scope of the work and the contractor's price are **acceptable to borrowers**; and **pursuing the repayment seriously**.

Successful restoration projects, executed by private non-profit organisations in the US, have unfortunately not been accompanied by complementary public programs for rehousing evicted poor, resulting in serious social antagonism. To **prevent gentrification**, which has only recently started to be recognised as an international phenomenon, management of rehousing inhabitants or providing measures against changes in rent values is necessary. **Different cases arise**, where, for instance, **migrants who do not wish to remain permanently** in the neighborhoods have no real reason to continue being housed there, or the **mixed neighborhood** character of cheap accommodation gives the area a cosmopolitan feature and a contemporary value to be preserved.

Looking at preservation as an enterprise:
Preservation (and conservation) projects have many of the **same challenges as businesses and governments**. Too much time and energy spent on obstacles of **bureaucracy**, and the **focus on the enterprise** of preservation can be forgotten. This focus can be regained, with the approach of an entrepreneur running a business. Here, points to watch for are learning a lesson form the failure of big businesses and **keeping the size of the organization small**; beating the **life-cycle** typical of all organizations (see fig. 2); keeping alive a **sense of mission**, by believing in the value one is creating for the community; having a **customer/product vision** which works toward as direct a link as possible between the work done and who it is done to satisfy; a constantly **high speed of work which urges innovation**, based on the fact that more gets done in a state of emergency than in satisfied relaxation (here we may think of an observation that a planner, Mr. Turan Barlas, had made to us, on the **great innovative performance of planners and architects in Turkey** to get things done through all bureaucratic, political and financial obstacles; there was a similar situation with the URBANDOC case, see part I-A); and promoting a **self-inspired behavior**, meaning the motivation produced from doing things for the personal benefits or **interests of each individual involved**.
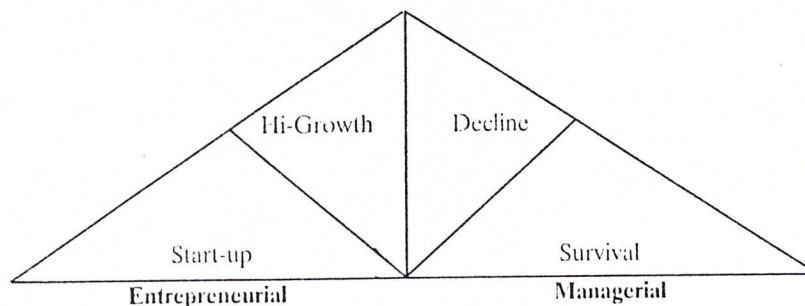
(Fig 2) The Life Cycle of All Organizations

In transforming a "bureaucracy" into an "enterprise", it must be remembered **that no new strategies, techniques or committees** are actually needed, but tossing much of this out, toward a small, **simple, manageable, personal and basic foundation** to run an enterprise on.

5- *Fiscal Management*

As stated in the World Heritage guidelines, planning, programming and budgeting is a **continuous process** and must be regularly reviewed and updated. Mistakes can be **corrected** and concepts can be **refined** in this process. **Long-term** plans integrating all information, up to 30 years; **medium-term** plans, for example for five years; and **short-term** annual project plans form the structure of a comprehensive fiscal plan for site management.

Programming of maintenance in World Heritage Sites:
1. Immediate problems. A space should be provided by the fiscal plan to deal with these as soon as they are reported.
2. **Urgent** problems. These may cause further damage if not addressed promptly.
3. **Necessary** problems. They make up the majority of the works to be carried out.
4. **Desirable** items.
5. **Keep Watch** Items. These should be monitored once so often to see if they are serious.
6. **Future** Liabilities.

Projects for World Heritage Sites are brought forward for approval in the following stages:
1. **Approval** of the concept.
2. **Feasibility** studies and approximate costs of alternatives.
3. **Design** studies and approval of selected **schemes**.
4. Detailed design and costing.
5. **Fiscal approval** and programming.
6. Start and **execution**.
7. **Documentation** of project.

Yugoslavian example: Split, historic core including Diocletian's Palace:
A complex regeneration project, and a **long-range** development plan was prepared for this area. Commitment was made to **maintaining the current population and consolidating the functions of being the commercial and social nucleus** of the modern town. The **sequence of activities** done was: **a)** Definitive archeological investigation. **b)** The restoration and interpretation of touristic remains **c)** The rehabilitation for alternate use of Romanesque and Venetian structures (that would be Ottoman and Republican structures

for us) **d)** The upgrading of all housing, retrofitting or new infill insertion. This was all done **without "closing city down". Careful phasing of time and space helped to minimize intervention in daily life.**
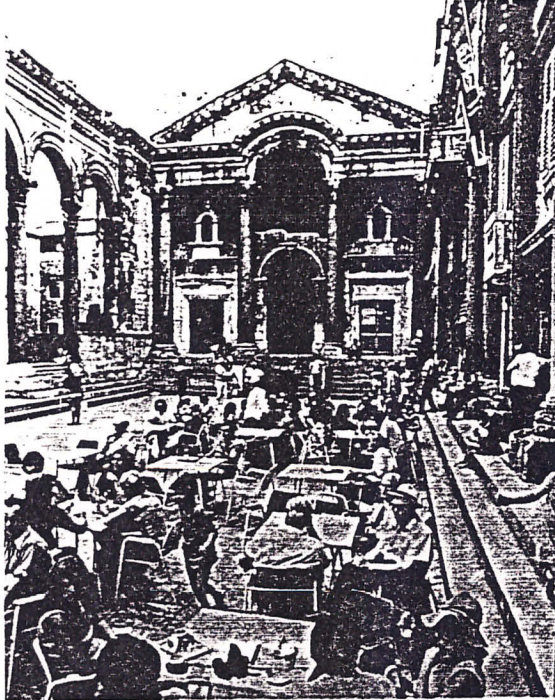
(Diocletian's Palace, Split)   (traffic in historic Split)

II- Comparison and Adaptability to Turkey

The interest towards the cultural heritage in Turkey have arised parallel to **the civilization movements** that had arised in the **mid-19th century**. First, there was the 'Asâr-ı Atika Nizamnamesi'-regulations to prevent the damages on the historical properties, that an artisan Osman Hamdi had possessed and legalized in 1906. The works of the 'Muhafaza-ı Asâr-ı Atika Encümeni'-a group that deals with the problems on the conservation of the historical properties, were further steps in the conservation era in Turkey. The Foundation for the Research of Turkish History was established by Atatürk, 3,500 cultural properties were recorded and restoration programs were prepared. In the meantime, the Vakıf Organization was revised and in 1935 the valuable properties were left to the control of The Headquarter of Vakıfs. In 1951, the Higher Institution of Historical Landed Properties was established. The Venice Charter was approved by this institution, which was put in charge of applications. The basis of today's restoration perspective was formed in 1973 with the Law of Historical Properties -law number 1710-. The main principles of the documentation, intervention, usage, publitization and construction processes of the cultural and natural properties and sites were set up by the Law of Conservation and Protection of Cultural and Natural Properties, number 2866, in 1983. For the implementation processes, the Higher Institution of Landed Cultural and Natural Properties and its Regional Commissions were established. In 1987, some revisions were made on the principles by the law numbered 3386. One of the most important developments was the establishment of Restoration Department of M.E.T.U.

With the legal scheme that is summarized above, **Turkey does not have the necessary concern** about the historical and cultural heritage. Conservation in principle goes hand in hand with development and revitalisation. This needs the **unification of local and central governments and also the maximization of public 'utility'. Central governments should orient and the local governments should implement functions to achieve maximum efficiency and effectiveness.** The management tools of the central government are the basic plans, main land-use principles and some funding sources, whereas the **municipalities have only the implementing regulations** with power over the public. They can maximize their utility within shorter periods of time with the optimum **combination of land, residence and usage principles with the participation of the public** in the system.

The city has a meaning with the history and the environment that it is located in. Thus, their presence should be transferred to the future within the concept of **sustainability** of both history and nature. The management of this concept is very important. How will the implementation be, with which **types of supporting funds and sources** will the implementations be carried on, the **definition of subsidies, credits and the urban technical infrastructure**, and so on are **not defined clearly and in fact should not** be defined so. Instead, **local governments** should have **effective responsibilities** on the

management of the conservation plans. The **opportunities can best be defined by them** and be encouraged by the central governments with certain funds and subsidies.

There is **no clear financial management scheme in Turkey for model calibration**. In fact there are a combination of possibilities with the existing financial schemes that mostly depend on the non-profit organisations' implementations and also depend on political preferences. The financial funds are mainly provided by the **ministries**. The Ministry of Cultural Affairs, Ministry of Tourism as well as the Ministry of Forests are some of the main institutions that deal with financial aids. **Local governments** also have the responsibility of financing. They mainly provide the financial aids or modelling to the project makers so that the plan can be implemented. They also put their limitations on the development schemes and their potential development schemes so that the project owners have a clear definition of the scheme that they will follow. **As all the cultural, historical and natural properties are owned by the government, the financial scheme is also determined by them, thus, support is given by the different branches of the government and the local governments are the sole providers for model calibration in a conservation project.**

The management development scheme is very important in the control of the loss of the cultural properties. The **institutions for development, conservation and revitalisation of a project should be defined clearly** to have the **steps of the model linked to each other**. The **implementation plan cannot be separated from the conservation plan.** They both run parallel to each other and implementation should be made by the **participation of the public rather than the institutions. In Turkey this concept is lacking because the public is not conscious about either the cultural heritage or the power of the public in urban affairs.**

In Turkey, the **management models** are irrespectable to the cultural heritage and they are made without considering the existing situation and potential trends in the city and the public needs. Thus they are **separated from their meaning to the public and to the heritage**. The main management problems arises from here. The **people become estranged** to the neighborhoods they live in and this trend can not be stopped unless **encouraging policies for the inhabitants** are proposed.

Turkey has **many laws and regulations** on cultural property but these are **so many** in number that their areas of concern sometimes **overlap** and even **contradict** each other. The **cross-sectional problems** cannot be solved if the institutions do not decide on their **distributed roles** and responsibilities. The regulations are good for the sake of sole protection but sometimes limiting, in viewing the problem and bringing a variety of solutions. The **beaucracy slows down the applications** and leaves the properties into a period of deterioration. There is no consistency in terms of timing between the regulations and the development and construction speed. As a result the region is torn down.

In Mübeccel Kıray's article, "On Certain Aspects of the Social Planning of the First 5-Year Plan", obstacles to overcome are:

The **inertia of the system**. Making decisions without due attention to whether they are applicable or effective.

Ignoring the resistance of vested interest groups. There is a powerful class of large landowners, and frequent **land disputes in Turkey. These are coercive forces of the social structure and the power** equilibrium. Action is concentrated in areas where no resistance from the power mechansim will be met. Great efforts will have to be made to overcome this, and more will have to be known about the administrative body, and the social structure at large, and a **methodology permitting the observation of interdependencies** will have to be evolved.

About the social services, also applicable to society's approach to conservation:

The history of **social services in the West** shows, they originally evolved at random, through efforts of individuals and private organisations, to **combat effects of industrialisation and urbanisation**. Systematic government participation came much later. The **social services in Turkey**, on the other hand, have been **slow to develop**, due to the fact that when **family and neighbors' face-to-face relations and duties take care of cases**, sometimes to the extent that they **insist on not leaving them to other agencies, external services remain dysfunctional**. One must keep track of group interrelations. This social tendency would also have a negative effect on the formation of civil community organisations, which are now seen around the world as the future of urban organization, and so of the organization od conservation.

Though in many aspects of conservation, Turkey is far from sufficient and there is a long way to go before many proposals mentioned here can be realized, there are nevertheless **many possibilities of improving already existing tools and** structures. In recent years, some initiatives for new projects have started to be taken in Turkey; for example, the NGO formations of **İZEYAP** in İzmit, and **YEBAP** in Amasya, **the City Council of Antalya** which was jointly organized by the Antalya Metropolitan Mayor and the Union of Mediterranean Municipalities (Akdeniz Belediyeler Birliği), the Wooden Sculpture **Festivals** in Değirmendere, the **Institute of Mediterranean Civilizations**, activities of the **TTOK** (Touring and Automobile Foundation of Turkey) in **Soğukçeşme Sokak** and Büyükada, **summer schools for conservation planning** of METU in Cumalıkızık, the Isparta Group in Akseki and of the Galata Group in Milas, and the joint project of the **Fatih Municipality and UNESCO** for Fener, Balat and Ayvansaray in Istanbul. Such developments are **important to support for their further increase and improvement**.
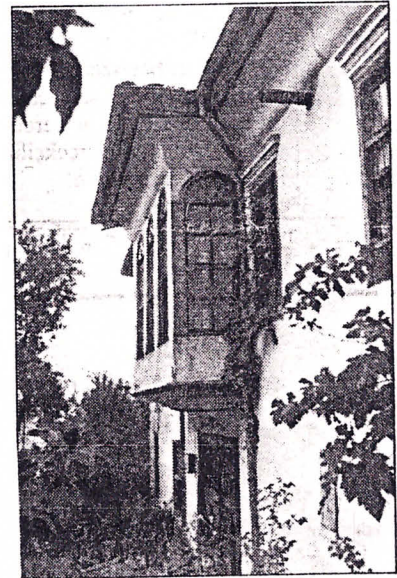
(Akseki)

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