

AN “AREA-BASED APPROACH” IN URBAN REGENERATION PROJECTS: KONYA SAMPLE

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ABSTRACT

For metropolitans, regeneration areas are actually the most expensive and time-consuming regions where local authorities have to exert the highest efficiency. Depending on the nature and prevalence of urban problems, the establishment of urban regeneration programs for different regions will assure the success of the projects. At this point, area-based regeneration programs are gradually becoming more of an issue in terms of creating attractive societies. Area-based approaches are integrated approaches generally emphasizing on extensive regeneration and including the physical and environmental regeneration of old places as well as economic and social regenerations. Site-specific approaches, compared to area-based approaches, generally foreground market-oriented projects that are involved with approaches, which consider economic results with a narrow-scope and limited environmental purposes in addition to given particular importance to short term effects.

*In this study, which is organized around a ‘process analysis’ and a ‘descriptive analysis’, the development of ‘urban regeneration’ concept is examined, firstly, in the planning process of an urban area in Konya, Turkey. Then, 23 regeneration projects which are located within the borders of the metropolitan municipality and three central provincial municipalities are going to be classified as **area-based or site-specific** projects. The classified projects are going to be examined in accordance with the criteria determined as “**their locations, size of area, current situation of the projects, decision mechanism - their legal basis, their actors**”. Determining the regeneration projects, their qualities and the policies adopted, putting forward the changes caused in the urban area of Konya and also the problems and benefits in the city constitute the basic output of the study. Classification of these area-based projects, which were chosen from the Konya city centre according to these basic approaches, is the primary method.*

Based on theoretical and practical inferences, urban regeneration is going to be evaluated, and advantages and contradictions it created in terms of urban development are to be examined.

INTRODUCTION

Our cities, especially our metropolitans have been subjected to social and economic pressures in the last few decades and many urban environments have been affected by this situation. Consequently, the number of people devoid of high quality of life in older urban districts has risen. As current positive

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approaches, regeneration projects were carried out in order to create sustainable societies and spaces by means of multi-partnered programs. Urban regeneration policies have changed in parallel with different focus implementations and different times; however, all of them have been united under one umbrella of the key approach of 'creating sustainable societies' (McDonald, Malys and Maliené, 2009).

The new and integrated policies formed in the early 21st century allowed for the establishment of the principles of design dominance, economic power, environmental responsibility, good management and social welfare in urban regeneration. The idea of sustainable societies accelerated urban regeneration and has become the main content of all of the regeneration schemes (Edger and Taylor 2000; McDonald, Malys and Maliené, 2009).

For our country which has a quite problematical urbanization history in terms of generating livable urban areas, restructure of urban areas via regeneration is a social and spatial necessity. The implementations to solve this necessity require to be discussed holistically with social, economic, cultural and physical aspects (TMMOB, 2009).

Depending on the nature and prevalence of urban problems, the establishment of urban regeneration programs for different regions will assure the success of the projects. Area-based regeneration program is a concept gradually gaining significance in terms of creating attractive communities (Dobbs and Moore, 2002).

Konya is one of the historical cities in the process of metropolitanization, with an approximate population of 1.000.000, and also the 7th biggest city in Turkey. *Regeneration and renewal projects at the city center have accelerated with the beginning the metropolitanization process.* Especially in the last decade, regeneration has become mandatory at and around historical city centre (borders of 1946 city plan) with the arise of problems such as lack of infrastructure, density expectations at the city centre, consolidation of buildings and transmission of the upper-income groups to the borders of the city. Several projects have started in this period.

Making a brief evaluation of the new area-based approaches on the regeneration areas of Konya and to organizing a perspective with regards to the future projects are the primary purposes of this study. In the first part of the study and within the framework of these purposes, differences between the site and area-based projects will be analyzed with reference to the concept of area-based urban regeneration. After this brief conceptual evaluation, the planning process of Konya city and its effects on the development of urban regeneration will be discussed within the case study in the second part. Information about area size, legal basis, and current situation and function changes related to Konya urban regeneration areas is given. A further evaluation is made in the framework of the general characteristics of area-based and site-specific approaches. In the scope of the findings obtained from case study, the study is concluded by determining regeneration projects, qualities and adopted policies, revealing the changes occurred in Konya urban areas.

METHODS OF THE STUDY

Research methods included literature review, document search and observation. The study is a descriptive one containing qualitative analysis formed by literature research. In the first part, the concept of area-based regeneration will be investigated with reference to current literature. Konya city planning and urban regeneration operations will be evaluated following a process analysis. This study, which is a product of area work, is doubtlessly a study that is supposed to prepare the way for analytical evaluations. The evaluations intended for urban regeneration samples in question are unique examples that can pioneer the subject of urban regeneration approaches. The significance of this kind of experimental studies, which will enable political expansion regarding the capacity for adaptation of urban social and spatial developments, cannot be denied.

CONCEPT OF URBAN REGENERATION AND INTRODUCTION TO AREA-BASED REGENERATION

Urban Regeneration has been defined as: “A comprehensive and integrated vision and action which leads to the resolution of urban problems and which seeks to bring about a lasting improvement in the economic, physical, social and environmental condition of an area that has been subject to change” (Roberts, Sykes et al., 2000)

The term “Urban regeneration” evolved after the Second World War in Europe and Britain, mainly due to post-war decline of industries. Since then, government policies have been focusing on urban regeneration to achieve better society (McDonald, Malys and Malienè, 2009). Concept of area-based regeneration originated during the 1930s with the beginnings of regional policy.

Roberts (2000) categorized the main themes from 1950s to 1990s. Referring to categorization, in 1950s the main themes were reconstruction of older areas and towns and cities based on a master plan and suburban growth. In 1960s, 1950s theme continued and some attempts of rehabilitation were made. 1970s focused on in situ renewal and neighborhood schemes and suburban development continued. In 1980s, flagship projects, major schemes of development and redevelopment which aimed mostly at improving the economic competitiveness of cities were developed. In 1990s, a more sustainable approach, i.e. urban regeneration, was adopted. A more comprehensive form of policy and practice was enhanced and more emphasis on integrated action was given. Today, urban regeneration aims to address issues that are associated with change in the economy and employment, economic competitiveness, social exclusion, community issues, vacant and deteriorated sites in cities, new land and property requirements, environmental quality and sustainable development (Turk, 2004; Roberts, 2000; Goksin and Muderrisoğlu, 2005).

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In recent years it has been possible to identify a shift in political discourse as policy makers and practitioners have become concerned to facilitate the involvement of local people in the development of area-based regeneration initiatives, as they have recognized that renewal starts from a proper understanding of communities. Moreover, it is also clear that even when policy makers and practitioners attempted to adopt a more bottom-up, community centered approach to regeneration, the requirements on local authorities and other partners to involve local communities provided neither the time nor the resources to support this involvement (Taylor, 2000).

In relation to area-based regeneration it is useful to consider these forces within the context of national policy, partnership structures, levels of commitment to community empowerment, and community capacity (Dobbs and Moore, 2002). Shaw and Robinson (1998) comment that urban policy over the last twenty years has overlooked that “everything is inter-related”. Current area-based regeneration policies, then, are placed within a context of a growing “economic localism”. *“There remains a “closure of local politics” in which area-based strategies and funding continue to be defined by statutory bodies and are driven more by central government than the communities involved”*. Declare that, in common with other attempts at regeneration over the last twenty years, the current raft of area-based policy initiatives are unable to achieve integrated local regeneration because administrators pay insufficient attention to wider structural reasons for deprivation (Chatterton and Bradley, 2000).

The spatial scale of urban regeneration programs and projects vary from local area-based approaches to broad national policies. Different kinds of problems need to be dealt in different spatial levels (Roberts and Sykes, 2000). Creating urban regeneration programs for different areas depending on the nature and the prevalence of urban problems may enable projects to be successful. An area-based strategy is the general concept which focuses on a spatial unit for urban regeneration (Gabrielsen, 2008). In area-based strategies, the investments which will allow for improving the conditions of life take place on the top. Area-based regeneration strategies are developed addressing to the problems in specific areas and they include subjects which aim at examining the area studies based on specific problems such as brownfield areas and squatter houses. In addition, they may aim at the opportunity areas like central business areas (url, 1; Dobbs and Moore, 2002). These areas are the places which require special care in a city and they are the potential attraction points which may enable a city to become more competent (Gabrielsen, 2008).

AREA-BASED AND SITE-SPECIFIC REGENERATION APPROACHES

Urban regeneration programs and efforts that combined economic and environmental concerns, combined with more systemic comparisons of programs in different countries, suggest the possibility of distinguishing the methods and evaluative criteria of site-specific and area-based approaches. These differences are summarized in table 1.

When the objective functions are divided into three main dimensions as environmental, economic, and community, the differences become clearer;

- ✓ “**environmental objectives** are limited to those with immediate economic consequences in a site-specific program, while ecological concerns can enter into an area-based approach,
- ✓ **economic objectives** parallel the spatial focus, so off-site economic consequences- spillovers and externalities, and their associated opportunity costs- are of little concern in a site-specific focus, but relevant to the area-based efforts,
- ✓ **community objectives**, clearly are far narrower for the site-specific approach. Although the aggregate effects of successful redevelopment using this approach for a large number of sites in a neighborhood would tend to arrive at the objectives of the area-based regeneration in a community” (Meyer, 1998).

Table 1. Objectives, methods and evaluative criteria for site-specific and area-based development efforts (Meyer, 1998).

<i>Objectives, methods and evaluative criteria for site-specific and area-based development efforts</i>		
<i>objectives</i>	<i>Site-specific redevelopment</i>	<i>Area-based regeneration</i>
<i>Environmental objectives</i>	<i>Reduced human health risks, liabilities</i>	<i>Beter regional environmental conditions</i>
<i>Economic objectives</i>	<i>Tax base increase; job creation on-site</i>	<i>Improved area-wide attractiveness to capital</i>
<i>Community objectives</i>	<i>Removal of eyesores and abandonment; possibly local-and home ownership</i>	<i>Reduced community disamenities and specific economic improvements</i>
<i>Actual consultation on local community objectives</i>	<i>Minimal; as required by law wiith respect to community notice and consultation</i>	<i>Potentially extensive; (although development agency may listen but not act on local concerns)</i>
<i>methods</i>		
<i>Leads actor</i>	<i>Private developers</i>	<i>Public agencies and Quasi-public authorities</i>
<i>Public site assembly, preparation</i>	<i>Minimum necessary</i>	<i>Potentially extensive- to achieve area change</i>
<i>Public support mechanism</i>	<i>Direct subsidies, site rezoning</i>	<i>Complementary investments, planning changes</i>
<i>Evaluative criteria</i>		
<i>Time horizon</i>	<i>Short – completion of onsite development</i>	<i>Long- allowing time for expected spillover effects</i>
<i>Policy efficiency</i>	<i>Sales for cleanup and reuse generated, impact on site values and tax revenues</i>	<i>New capital flows into area; increase in area economic activity, ,ncomes, and property values</i>
<i>Public efficiency</i>	<i>Minimum public sector expenditure</i>	<i>Maximum leverage on public funds</i>
<i>Public effectiveness</i>	<i>Rate at which private landowners market contiminated sites for reuse successfully</i>	<i>Increase in aera economic activity, household incomes; reduction in area disamenities</i>

Site-specific approaches show confidence and trends in the market whereas area-based approaches provide public-private participations and public investment extended infrastructure services (Meyer, 1998). Site-specific approaches regard development problem as private, not public. Enabling public participation is not a primary aim.

New area-based strategies have some important goals;

Improving the expected employment rates

- Stimulating local economic growth
- Tackling or reducing crime and vandalism
- Improving the quality in the outdoor and physical environment
- Promoting social integration and increasing the social capital in the area
- Activating the population by cultural and sports activities
- Attaching the area to the rest of the city (Gabrielsen, 2008).

Positive experience from area-based strategies

- Cross-sectoral organizing has proven an important effort
- Certain problems can be reduced
- Stigmatization have, in some places, been reduced
- The inhabitants have often gained a stronger identity connected to the area (Tyler, 2008). This investigation showed that it is possible to achieve sustainable development projects with area-based approaches in urban regeneration.

CASE STUDY

In this section, urban regeneration projects of Konya metropolitan area are examined in the light of the data obtained from conceptual background.

Urban Planning Process of Konya Metropolitan Area

While Konya City had a compact structure at the beginning in terms of urban settlement area development, it followed an intense and linear development as of 1960s and a radial development via generating sub-centers after 1980. There are substantial evaluations related to Konya city planning process. (see in table 2, figure 1 and 2).

Table 2. Urban Planning Process of Konya Metropolitan Area

Plans	Authorized Planner	Direction of Proposed Development Plan	The Effect of The Plan on City Development	The Effect of The Plan on Urban Regeneration Process
1946 Structure plan	Asım Kömürcüoğlu	Settlement areas, spread to the east and south side of hill Alaeddin, New settlements are created in the west side of the city	New grid pattern has taken the place of Organic urban fabric in the traditional settlement area	To embrace western values, a modernization project meaning was applied to space regeneration
1954 Revision of Structure Plan	Ferzan Baydar Lale Baydar	City extended toward the northwest and southwest,	It's seen that historic buildings are demolished to build new apartments	New urban zoning movements" and 'urban renewal' applications came into the agenda
1966 structure plan	Yavuz Taşçı Haluk Berksan	Decision taken for development to North and South side of the city	Creation of new development areas	Prevention of slum areas occurred due to migration
1983 Land use plan	Yavuz Taşçı	A linear development to the north side of the city	The emergence of residential areas in the agricultural area, agricultural areas were put in danger	Comprehensive planning and zoning movement started.
1999 Structure plan	Yavuz Taşçı	Decision taken for Development to North-northeast and South-southeast.	Uncomplimentary implementations in plans	Market oriented strategies has expanded

In this process, Konya entered a planned period with Kömürcüoğlu's plan in 1946. While the implementations that are affected from the 'Beautiful City' trend were dominant in the areas opened for development in that plan, with the plan of Ferzan Baydar-Lale Baydar in 1954, urban renewal implementations were started and by demolishing the old fabric of the city, apartments were placed. Included in 1966 plan, attempts to determine the slum-prevention areas, which are the basis of carrying the social structure in regeneration of slum areas in 1980s, are remarkable. Heading towards 1980s, as a result of the authority of local administrations in planning, substantial reconstruction actions started and urban regeneration projects were put on agenda. In 1990s, partitive plan modifications emphasizing quantity rather quality in practice came to the fore and Konya city was also influenced deeply by this process. Along with the effect of strategic planning approach, urban regeneration projects have become a current issue. The fact that the urban regeneration areas turned into districts in 1960 while they were not even open for accommodation in 1946, shows that Konya confronted an urban growth pressure owing to rapid population increase.

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1946 Structure Plan



1966 Development Plan



1983 Land Use Project



1999 Structure Plan

Figure 1. Urban planning study in Konya metropoliten area (archive of Konya Municipalities, 2009)

FINDINGS AND CONTROVERSIES

23 areas, which are to be subjects of a regeneration project, have been determined in the light of the information gained from Metropolitan, Selcuklu, Meram and Karatay Municipalities (figure 2).

When examined in terms of time; the first regeneration in Konya took place in the vicinity of today's Municipality and Afra Shopping Center, which was implemented in 1985 after a few modifications in the 1966 planning. According to the examinations, the formation ideas of the areas in Konya city, which were

already transformed or whose regeneration decisions were taken, are mostly based upon 1966 and 1983 plan decisions. The reason for this situation is the argument that regeneration was necessary in order to meet the demands in the areas near city center.

When examined in terms of location (figure 2); it is seen that all of these areas are located in regions which are already blighted areas or have started to lose their function at the city center, or whose density should intensify due to urban development pressures. At this point, it is possible to claim that the determination of regeneration areas in Konya is positive.

When examined in terms of the size (figure 3) of regeneration areas; it is observed that regenerations were put into practice in distinct small areas (each of the thirteen out of twenty three regeneration projects in Konya covered approximately 1-5 ha) in general, and as I have mentioned above, this led to partial solutions without integrated relations. Besides, it was determined that the areas that are close to city center are smaller than those around the city borders.

It is seen that Konya regeneration areas are declared as so according to different legal grounds (Figure 4). Only seven of these areas were declared as city regeneration areas in accordance with the Metropolitan Municipality Law No. 5216 (2004) and the Municipal Act, 5393 No. 69-73 (03.07.2005). In the other areas implementations were carried out in line with the Urban Improvement Law No. 3194 by means of modifications in the plan. This obviously shows us that several partitive changes were applied for short-term goals in Konya during the 2000s, and that the integrity of the plan could be damaged. Since these areas have different locations and qualifications, the authorities defined in these laws are adapted to the specific qualities of the areas.

Regeneration areas differ in terms of the current processes and situations (figure 5). In nearly all of them, development changes have been made because development rights which are not included in the current development plans are considered necessary. In this respect, regeneration projects in industry zones and technical infrastructure areas have been completed, planning for blighted areas is finished and the implementations are still continuing. At the city center and around the city borders, rapid changes are seen after the initiation of the implementations. It is seen that the concept of urban regeneration came to the fore mostly after 1983 when the tendency to grow accelerated.

When the functional (figure 7) changes of regeneration areas are examined; In Konya, regeneration is generally needed in industry zones and these areas are transformed into housing and commercial places, and public institution areas are also turned into housing or commercial places, too. Regeneration from housing to housing generally aims renovation of the dilapidated and worn-out places; however regeneration in industry zones or public institution areas is predominantly rent-oriented (unearned income).

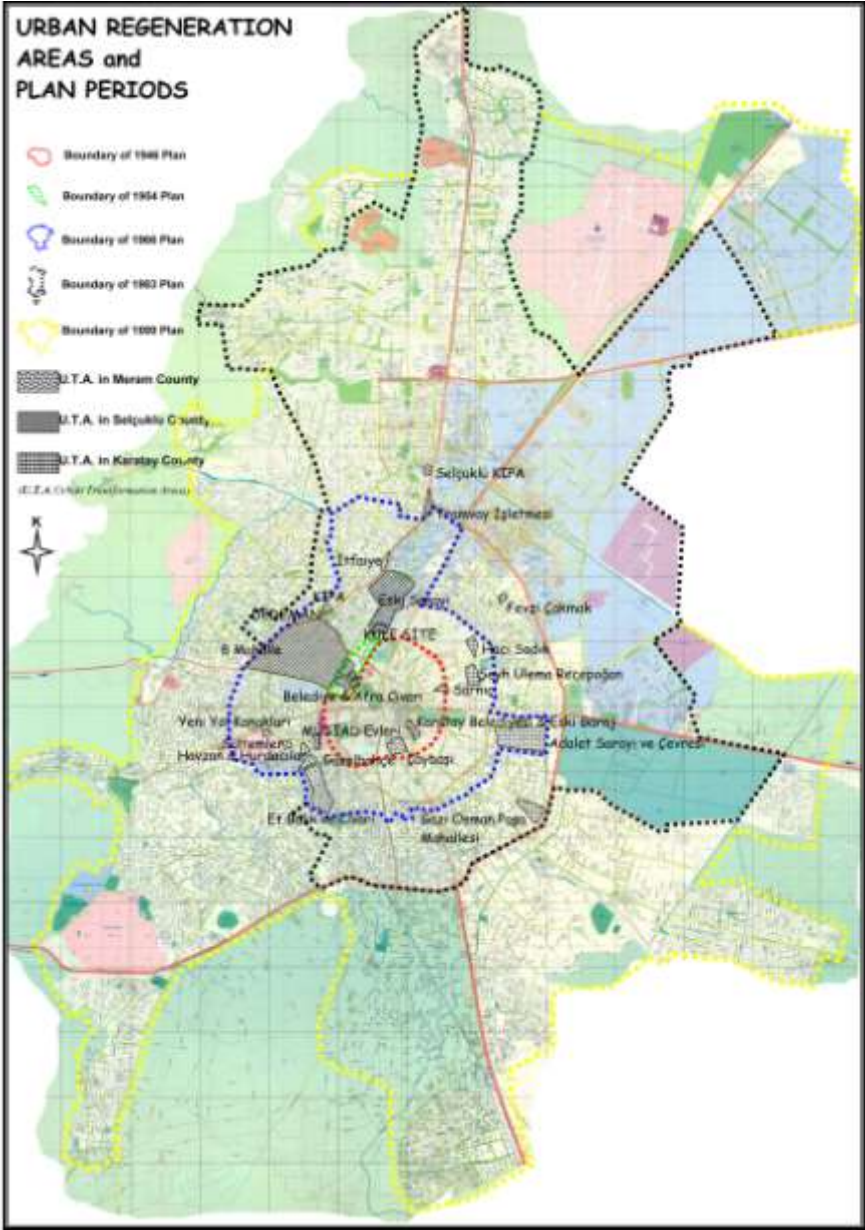


Figure 2: Urban regeneration areas and planning periods

In addition to the social costs which may be caused by urban regeneration projects, there is the danger of the extinction of public assets through the privatization of public areas.

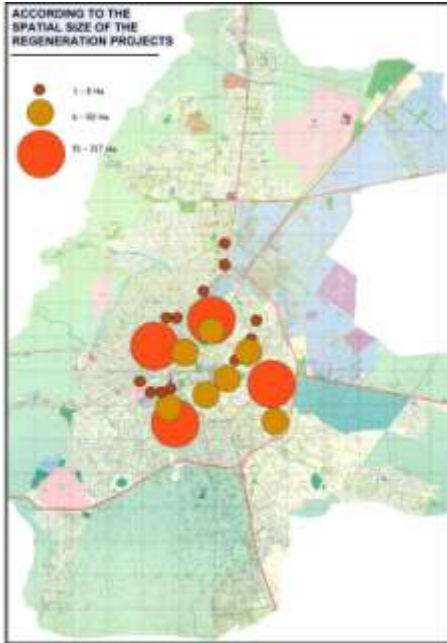


Figure 3: According to the spatial size of the regeneration projects

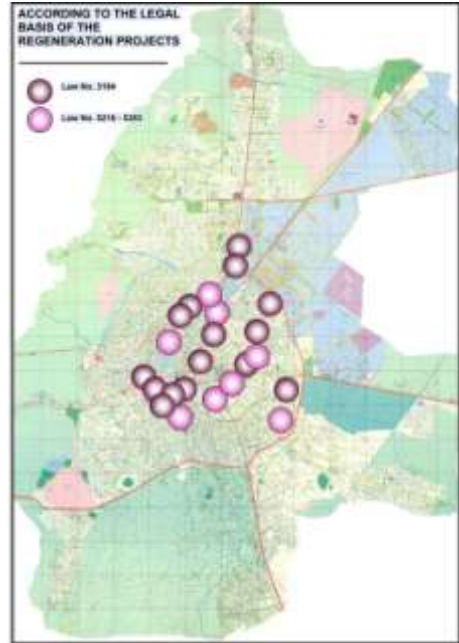


Figure 4: According to the legal basis of the regeneration projects



Figure 5: According to the current status of the regeneration projects

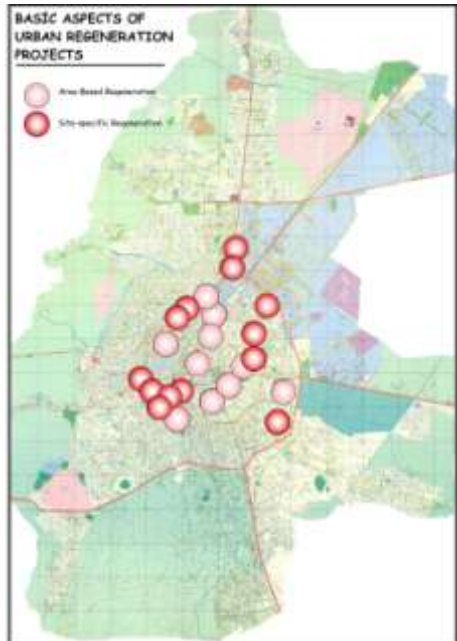


Figure 6: Basic Aspects of Urban Regeneration Projects

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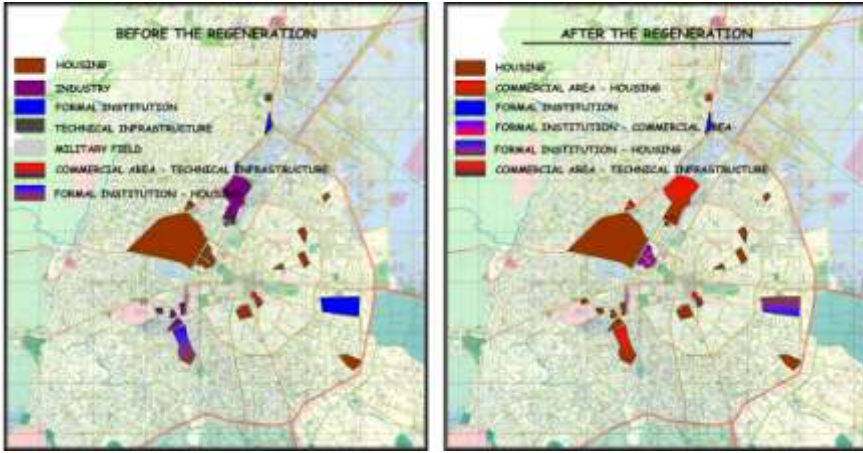


Figure 7: According to the modifications of the function of the regeneration projects

As it is known, public areas are important resources for planning and privatization of one of these areas can cause long-term damages to the structure of public utility services (Şahin, 2006). The most recent regeneration area is Karatay, being the oldest one in Meram; also, both new and old implementations are seen in Selçuklu.

Finally, when the participant actors are considered; it is seen that almost all the 23 participants use private (19 cooperative) initiative models, and the rest is municipality-private partnership. This proves that public-private partnership in Konya has not received enough attention as it has in foreign countries.

Table 3. Basic aspects of urban regeneration projects

Regeneration areas	Actors	Economic objectives	Environmental objectives	Community objectives	Public support mechanism and efficiency	Time horizon
Around of Municipality and Afra	Public and private developers	Improved area wide attractiveness to capital	Reduced liabilities	Required by law, and minimum public participation	Complementary investments, planning changes max. Leverage on public funds	long
Kule Site	Public and private developers	Improved area wide attractiveness to capital	Reduced liabilities	Required by law, and minimum public participation	Sales for cleanup and reuse generated, impact on site values, min. Public sector expenditure	long
Kipa	Private developers	Improved area wide attractiveness to capital	-	-	Complementary investments, planning changes, min. Public sector expenditure	long
8 Mahalle	Public and private	Tax base increase, job creation on-	Better design condition	Public agencies and extensive	Complementary investments, planning changes	long

	developers	site	s	local on community objective	max. Leverage on public funds	
Dedeman	Private developers	job creation on-site	-	-	Direct subsidies, Sales for cleanup and reuse generated, impact on site values, min. Public sector expenditure	long
Selçuklu Kipa	Private developers	Improved area wide attractiveness to capital	-	-	Direct subsidies, Sales for cleanup and reuse generated, impact on site values, min. Public sector expenditure	short
Sültemler, Karacıhan, Güzelbahçe, Havzan Hurdacılar, Beyzade Evleri, Müsiad Evleri, Yeni Yol Konakları, Hacısadık, İtfaiye Alanı,	Private developers	-	Reduced liabilities	Required by law, and minimum public participation	Direct subsidies, Sales for cleanup and reuse generated, impact on site values, min. Public sector expenditure	short
Çaybaş, Etbalık and around, Karatay Municipality-Eski Garaj, Adliye ve çevresi, İstiklal Harbi Şehitliği, Sanayi Alanı,	Public and private developers	Improved area wide attractiveness to capital	Better design conditions	Public agencies and extensive local on community objective	Complementary investments, planning changes max. Leverage on public funds	long
Şeyh Ulema R. Fevzi Çakmak, Gazi Osman Paşa Mahallesi	Public and private developers	-	-	Required by law, and minimum public participation	Direct subsidies, Sales for cleanup and reuse generated, impact on site values, min. Public sector expenditure	short

Konya city is going through a period when urban projects are changing the urban space. However the researches show that the number of holistic projects taken in terms of economic, social, and physical objectives is limited.

If we are to evaluate the regeneration projects in Konya, it can be concluded that most of the projects are carried out for economic gain and to stop physical decline. It is not possible to propound that a positive process is experienced in order to improve the quality of life and to activate and ensure the participation of the culture-based dynamics. While participation of regeneration models and all the actors in the process is, some decisions are still sudden and unexpected, and controlled in practice by the economically and politically powerful people. Konya city is going through a period when urban projects are changing the

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urban space. However the researches show that the number of holistic projects taken in terms of economic, social, and physical objectives is limited.

When Konya is investigated with respect to basic characteristics of urban regeneration areas (table 3) and categorized as area-based and site-specific projects (table 4 and figure 6), it is seen that site-specific projects are in the foreground.

This situation is important in that it illustrates the fact that regeneration areas are considered only in terms of their economic or physical conditions and their integrity with the surrounding texture is disregarded. Area-based projects, as they are defined in a conceptual framework, may result in more favorable outcomes in urban regeneration projects; however those carried out in Konya should be re-evaluated within the framework of new area-based approaches.

Table 4. Area or site-specific regeneration projects of Konya

Site Specific Regeneration Projects	Area Based Regeneration Projects
<i>Kipa, Dedeman, Selçuklu Kipa, İtfaiye Alanı, Sültemler, Karacıgan Topraksarnı, Güzelbahçe, Havzan Hurdacılar, Müsiad Evleri, Yeni Yol Konakları, Hacı Sadık, Sarnıç, Şeyh Ulema Recepoğan, Gazi Osman Paşa Mahallesi</i>	<i>Around Municipality and Afra, Kule-Site, 8 Mahalle, Sanayi Alanı, Çaybaşı, Et Balık and around, Karatay Municipality-Eski Garaj, Devlet Üretme Çiftliği, İstiklal Harbi Şehitliği, Eski Adliye</i>

CONCLUSION

It is possible to claim that the regeneration projects in Konya are merely renovation-oriented and do not take much notice of the social structure. It is also observed that they are rigid urban projects targeting only at density and function regenerations in the name of regeneration projects. Various short-term projects have been designed which do not include an implementation concurrently involving the social, economic and physical conditions and which is income-centered. Moreover, these projects adopt a project-based approach targeting at the regeneration of physical environment, excluding area-based approaches.

As a result, implementation of plans, which are partitive in practice and disconnected with each other and with higher order plan decisions, started in Konya. These disconnected regeneration projects will inevitably yield negative results in terms of socio-spatial system, public interest and sustainable development. The content of the concept has been emptied in urban regeneration implementations; it has come to be perceived as a physical intervention.

Regeneration of cities calls for integrated approaches, rather than project-based ones. In urban regeneration projects, integral and strategic approaches along with participatory and sustainable planning principles must be adopted and regeneration projects must be focused on particular zones.

Note: This paper includes some parts of the PhD thesis Neslihan Serdaroğlu Sağ, which she is in the process of preparing at Selcuk University, Institute of Science and Technology. Thesis advisor is Prof. Dr. Aykut Karaman.

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