

CONTRACTORS AND CONTRACTORSHIP:
AN ANALYSIS OF PUBLIC BUILDING CONSTRUCTIONS
IN EARLY REPUBLICAN TURKEY

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ABSTRACT

CONTRACTORS AND CONTRACTORSHIP: AN ANALYSIS OF PUBLIC BUILDING CONSTRUCTIONS IN EARLY REPUBLICAN TURKEY

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This thesis aims to analyse the development of construction contractorship in early Republican Turkey and investigates its role on the building construction of the period by focusing on the production processes of public buildings.

In the first chapter after introduction, the building construction of the period will be examined with all its sides. In this framework, the main actors of the processes and different construction production types will explained, and the legal framework, especially the tender laws defining the rules of construction works, will be investigated.

In the next chapter, the development process of contractorship in this period will be examined, contractorship in general and construction contractorship in special will be evaluated with all its sides. In this context, the definition of contractorship as a profession will firstly be made, then the developments related to contractorship in Ottoman period and the issues such as reciprocal relationships with economy, laws and rules determining the application of contractorship, and construction material

and techniques, will be emphasized. In the last part, the characteristics of contractors and contractorship services of the period will be asserted.

In the following two chapters, early Republican period public construction contractorship and the contractors of public buildings as the most frequently realized constructions, will be examined. In this framework, the types of construction contractorship will previously be investigated; then the role and function of state as the most efficient actor, will be discussed; and the construction contractors of the period will be classified according to their professional formations and asserted together with the public buildings they constructed. In the last part, the development of construction contractorship in 1950s will be reviewed so as to understand how construction contractorship progressed in the following period.

In the conclusion, a comprehensive analysis of the examined processes will be undertaken in order to evaluate the development and role of construction contractorship in early Republican period especially in relation to public building constructions.

Keywords: Contractorship, Construction Contractorship, Public Buildings, Tender Law, Early Republican Period Architecture.

ÖZ

MÜTEAHHİTLER VE MÜTEAHHİTLİK: ERKEN CUMHURİYET DÖNEMİNDE KAMU BİNALARI İNŞAALARININ ANALİZİ

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Bu tez, erken Cumhuriyet dönemi Türkiye'sinde yapı müteahhitliğinin gelişimini analiz etmeyi ve yapı müteahhitliğinin, dönemin yapı inşası üzerindeki rolünü kamu binalarının üretim süreçlerine odaklanarak incelemeyi amaçlamaktadır.

Çalışmanın giriş kısmından sonraki ilk bölümünde, dönemin yapı inşası tüm yönleriyle incelenecektir. Bu çerçevede, sürecin ana aktörleri ve yapı üretim biçimleri açıklanacak ve sürecin hukuki çerçevesi, özellikle de yapı işlerinin kurallarını tanımlayan ihale kanunları incelenecektir.

Sonraki bölümde, müteahhitliğin bu dönemdeki gelişim süreci incelenecek olup, genelde müteahhitlik özelde de yapı müteahhitliği tüm yönleriyle değerlendirilecektir. Bu doğrultuda, ilk kısımda müteahhitliğin meslek olarak tanımı yapılacak, sonrasında Osmanlı döneminde müteahhitliğe ilişkin gelişmeler ve erken Cumhuriyet döneminde müteahhitliğin ekonomi ile karşılıklı ilişkisi, uygulamasını belirleyen yasa ve kurallar ve yapı malzeme ve teknikleri hususları ele alınacaktır. Son kısımda ise bu dönem müteahhitleri ve müteahhitlik hizmetlerinin karakteristik özellikleri ele alınacaktır.

Sonraki iki bölümde, öncelikle dönemin kamu inşaatlarının müteahhitliği, ardından da dönemin en sık gerçekleştirilen inşaatları olan kamu yapılarının müteahhitleri incelenecektir. Bu çerçevede, öncelikle o dönem yapı müteahhitliği türleri ele alınacak, buna müteakiben bahse konu hususta en etkin aktör olan devletin rolü ve işlevi tartışılacak, takip eden son bölümde ise dönemin yapı müteahhitleri mesleki formasyonlarına göre sınıflandırılarak, inşa ettikleri kamu binaları ve mesleki kariyerleriyle birlikte ele alınacaktır. Son kısımda ise yapı müteahhitliğinin devam eden süreçte nasıl bir yol izlediğini anlamak adına 1950’li yıllarda yapı müteahhitliğinin gelişimi üzerinde de durulacaktır.

Sonuç kısmında ise, bu bölüme kadar yapılan tüm incelemeler çerçevesinde kapsamlı bir analiz yapılarak, yapı müteahhitliğinin erken Cumhuriyet dönemindeki gelişimi ve özellikle kamu binalarının inşasındaki rolü değerlendirilecektir.

Anahtar Kelimeler: Müteahhitlik, Yapı Müteahhitliği, Kamu Yapıları, İhale Kanunu, Erken Cumhuriyet Dönemi Mimarlığı.

To My Family

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CHAPTER 1

INTRODUCTION

Beginning from its project stage until the end product, building construction work has a very complex process in which the role of different actors are observed collaboratively. The rate of this complexity shows discrepancies depending on the quality and size of the built work. But anyway, the basic *sine qua non* element of this work is the capital necessary for financing and organizing the work. Directly or indirectly, it has a determinant position on the decisions and applications of the actors that orient the design and construction process. On the other hand, the existence, absence or way of the usage of the capital in this work is closely connected with the conditions of the medium that the building is produced inside. In other words, the capital, its owners and users have direct relations with the contextual framework of the building production process. The detailed analysis of these reciprocal relationships and the role of these factors is necessary for the truly historical and architectural evaluation of the building. Accordingly, the understanding of the role of the capital helps us to see in which ways and points do the socio-economic and political contexts affect or become visible in this production process of the building.

The inclusion, exploitation and organization of financial sources for the building construction work is generally made by professional people or institutions that undertake the task of financing and organizing the construction of the building. Called as contractors, they organize this process with all its aspects, come across each difficulty that could occur during the design and construction of the building and face the actual effects and reflections of the conditions directly. They fulfill the organization and finance of these constructions and base their works on their engineering knowledge while establishing incorporated relationships in their working procedures. Their positions in this work also have significant impacts on the definition of the role of the professionals of the construction field, i.e. architects and engineers, in the work and the determination of the final physical presence of the

building. Many architectural decisions were given *per se* by them occasionally without the contribution of architects. So, although different modes of contractorship have been observed in different times and places of history, the analysis of their roles in building production processes presents us additional clues and information for making an historical analysis of building construction, see the interfaces of this production process and the role of the various actors more clearly.

Architectural historiography on the early Republican period in Turkey is generally shaped with style or architect based analyses or contextual points of view giving priority to political and socio-economic conditions in their evaluation. Besides, the historiography on the architecture of this period assesses the architects as the only actors in the architectural production of the period and holds their ‘creative’ role well to the fore. But when the architects and the other actors of the period effective on the architectural production are evaluated together with reference to the concrete developments and dynamics of the period, multiple actors and contextual determinants effective on the production process become clear. Consequently, defining the role of all actors in the finance, organization and construction processes of built works by also discussing architects’ place in such a comparative frame, could be enlightening in evaluating the architectural history of the early Republican period from new perspectives.

Accordingly, making an analysis of architectural production via the processes, actors and concrete cases realized in the early Republican period in Turkey should draw on the general framework of the related studies. Seeing the stages and characteristics of the production of a construction concretely, determining the roles of the actors on this process and making discussions related to architecture and its contexts within this framework will be helpful to situate architectural history studies on more tangible and objective bases. At this point, contractorship may provide suitable working areas and possibilities for developing such an approach depending on its comprehensive and multi-faceted role in construction works as a profession. The necessity of such an historiographical approach and the role that the historical analysis of contractorship might play accordingly to realize such an aim is similarly expressed as follows:

The canonical architectural historiography of 20th century architecture has to be integrated with the analysis of the relationship among constructive processes, techniques and yards, meaning architecture as a temporal stratification of architectural technologies, of the hierarchies between investor and contractor, of the organisation of the functioning construction site, of the conflicts between professional skills and bureaucratic procedures. This kind of approach leads through study of the site to the various actors who intervened in the decision making phases of designing and building. It questions the social relations, the investors and the local administrative and financial bodies, which have a stake in the firm. It considers the role of the cultural figures, architects, engineers and also the technicians involved. It explores the world of the local building companies, who profit from the intermediation between the client the professional and the workforce, and who organize and negotiate the site times and methods with the works management. Finally, it looks at the physical components of the building, materials that have a story, provenances, skills handed down or invented in the adoption of a new use or technique.¹

For example, Tanyeli marks the contractors of the second half of the 19th century and the early 20th century as the important actors of building construction especially in İstanbul. He expresses the passage from timber to stone or masonry as the construction material for buildings after the big fires in İstanbul as a development realized by the enterprises of the contractors. Contrary to the general expression of historiography on 19th and 20th century İstanbul and related style analyses, he states that the architectural structure of the city was shaped with the actions of “designers, contractors, speculators”. He connects the changes of the period about construction materials on the role of contractors rather than the public authority as is widely mentioned in architectural history books. Tanyeli also mentions about the continuity of such an effect of contractors during the 1920s and 1930s on the stylistic and construction material choices applied on the buildings in districts like Fatih and Nişantaşı. He talks about the existence of another building construction agenda in İstanbul in the decades until the 1970s which does not suit to the general architectural historiographical framework.²

¹ Chiorino, Christiana. 2006 “Other Actors, Other Histories: The Role of Building Contractors in Historiography - The Case Study of Italia’61, Turin, Italy” Abstracts, The IXth International Docomomo Conference “Other Modernisms”, September 25-29, 2006, p.78.

² Tanyeli, Uğur. 2007. “Olağan Çoğulluğu Çerçevesinde Cumhuriyet’in Mimarlık Kültürü”, *80. Yılında Cumhuriyetin Türkiye Kültürü*, TMMOB Mimarlar Odası & SANART, Mart, p.88-90.

The reason why I mentioned about this analysis of Tanyeli at this point on the architectural developments of the 19th and 20th century İstanbul is to make a point of an important matter related to the architecture of Republican history. Turkey is a country where similar examples of city formations are frequently observed whose architectural character can not be easily identified and that do not have any planned or organized city structure. It was basically related with the historical development of the socio-economic and political conditions of the country and their reflections on the city structure. At this point, contractorship has a defining role in the shaping of these cities since it has many ways of practice, and accordingly it could have been adoptable to conditions of different times and places. In a country where architecture, engineering and city planning could not be properly applied due to the absence of the basis necessary for the proper application of these disciplines, contractorship can easily find chances to survive and dominate the construction medium by taking different forms since it is based on economic relationships and can reshape itself together with the existing conditions.

In this context, in the urban and architectural formation of many cities in the early Republican period, such a role of contractors, which was not realized out of certain professional requirements but was usually oriented towards the economic sides of construction works, strongly brings the finance of these works to the front of architectural and urban requirements. So, apart from the works of great contractors and a limited section of cities where large-scale public buildings and a planned structure could be observed, the largest portion of cities and their multi-faceted architectural formations have been determined with the decisions and applications of several contractorship mechanisms based on material gains. Actually, such an orientation of contractors based on economic concerns was also valid for architects and engineers. In this respect, the perspective of attributing very “noble” values to architects and evaluating contractors as solely “pragmatic” could be misleading, and it will not be the general approach of this study. On the contrary, the basic aim of the study is to investigate the roles and contributions of different professionals on the formation of the built environment of the country, a topic which has not been given enough place in the architectural historiography related to the period that has generally been discussed with reference to the roles of only the architects and the

state. On the other hand, contractors had important contributions on the shaping of the built environment, and without searching and clarifying their roles, the complete understanding of the building constructions of the period could not be properly achieved.

Architecture is a profession whose application fields requires a serious amount of financial sources; and contractors are the capital owners who coordinate the obtaining and usage of the capital in construction processes. Hence, they inevitably have definitive impacts on the cost of the construction, including the selection of construction materials, and deciding size and character of buildings, all directly related with their architectural characteristics. If an architect is also the contractor of his work, he arranges the architectural qualities of the work within the framework of his own economic strength. If he is part of a work financed or undertaken by another contractor, he produces within the framework of the possibilities presented to him. So, it is clear that, directly or indirectly, the contractor has an important role on the determination of the architecture of the construction. This relation was also valid in the early Republican period. Moreover, construction contractors sometimes had more powerful roles than usual in this period since the construction works did not sit on their required professional bases, the magnate position of contractors providing them of greater authority in these works and the already existing professional problems of architects.

In this framework, the development of construction contractorship in early Republican Turkey will be examined in this study while investigating its role on the building construction medium of the period with an emphasis on the public constructions executed by the contractors of the period. Since contractors played determinant roles in especially public constructions of the period and these constructions loomed large in the historical analysis of the architecture of the period, the inquiry of their roles in this process might be illuminative for identifying one important actor of the architectural medium whose role was not studied in detail previously and will introduce different points of view for the understanding of the architecture of the period. The large-scale public constructions (railways, roads, ports, etc.) and their contractors will also be reviewed in this study as well as public buildings with their contractors because they should collaboratively be examined for

the complete understanding of the building contractorship of the period and its role on building construction.

Besides, the other actors of building construction (the state, architects, engineers, masterbuilders, etc.) and their positions in the construction process of especially public buildings will also be examined for the aim of determining the comparative roles shared in building construction works of the period. In such a framework, the contractors and their relations with these important actors while executing construction works will comparatively be examined. Such an approach will help us to understand the processes of the production of public buildings in this period, discuss the roles in these processes of the multiple actors including contractors, and examine the interfaces of public building production processes comprehensively. By exposing the types and development of building construction equity ownership of early Republican Turkey, the characteristics and modes of contractorship in this period will be analyzed together with an analysis of the role of the dynamics of the period on the development of the profession. In this context, the role of economy and capital on construction works of the period will be discussed by examining the interfaces of some significant construction works of the contractors of the period.

Standing conceptually in the center of the discussion of this study, contractorship will be used as a general comprehensive term in addition to its evaluation as a profession. It will symbolically represent the financial, organizational and technical execution of any construction and be used as a tool for the analysis of the role of this work on the construction. Design and construction of a building necessitates contractors or the act of contractorships in different ways which have varying levels of determinant positions on the technical and architectural qualities of buildings. While the development of construction contractorship is examined as a profession and its effects on contemporary architectural medium of the period is scrutinized; it will also be a key word of this study that corresponds to the application of different construction and finance models for the buildings executed in this period. In this framework, the constructions apart from public buildings including traditional applications and several contractorships made for these constructions accordingly will also be initially examined since they also had great impacts on the development of contractorship and the shaping of architectural environment in this period. The

main focus of analysis, on the other hand, will be the public constructions and their contractorship.

Although it does not express a specific time interval for the development of especially building contractorship as a profession, the early Republican period construction contractorship will be examined in this study. This period is also chosen as the time frame of this study because the establishment of the Republic and the following early Republican era included the start of contractorship as a profession and its gaining of an autonomous character thanks to the enacted laws and related arrangements of the state. The 1950s following the early Republican decades witnessed serious changes especially in great construction contractorship in terms of the institutionalization and capital accumulation together with the changing politics of the state. On the other hand, the building contractorship did not radically transform from the early Republican decades to the 1950s and similar methods were generally followed in building construction works of contractors. In this context, this two-sided development of construction contractorship in the 1950s will also shortly be scrutinized in the concluding remarks part.

Building construction in early Republican Turkey will be examined in the first chapter of the study with an emphasis on the developments related to construction works. Firstly, the building construction in the Ottoman period will be examined including a comparative analysis of the last years of the Ottoman Empire and the early Republican Turkey in order to have general information about the development process of architecture and construction works in the country. The main components of building construction and modes of production in construction works will be examined in the following part. As the most important actors of the architectural medium, the Republican state, master builders and craftsmen, and engineers of the period will be evaluated together with an analysis of the conditions of architects and architecture as a discipline. The determinant factors on the building construction works of the period will substantially be examined afterwards within a contextual framework. The modes of building construction will be discussed under three main subject headings; traditional applications, public sector applications and private sector applications. The ways and processes of how a building is constructed in this period will shortly be investigated together with an analysis of the factors effective

on the production processes of different types of construction models. In the last part of this chapter, the development of the legal framework of building construction works will be examined so as to draw the general framework of the connection of contractorship with the building construction works. After a brief analysis of the general laws and regulations enacted in this period related to building construction, the procurement laws promulgated in the early Republican period will be examined in detail as the basic determinants of the legal framework of contract works and the development of construction contractorship in the country accordingly.

In the next chapter, the development of contractorship in early Republican Turkey will be expressed in order to draw the general framework of the issue. In the first part, contractorship will be analysed in terms of its conceptual and professional aspects. A general definition of contractorship as a profession will be made and its disciplinary qualities will be expressed. The development of contractorship in the Ottoman period will be examined in the following part so as to make the historical analysis of contractorship in Turkey while comparatively evaluating its effects on the early Republican period. Later, contractorship in early Republican Turkey will be expressed focusing on the birth and development of construction contractorship in this period. Being the basic component of the profession, the relation of contractorship with the capital and its role on the economy of the country will be scrutinized afterwards. The methods and processes followed in the execution of public constructions and the procurement laws defining the legal framework of both these methods and construction contractorship accordingly, will be evaluated in the following part. Construction materials and techniques will be examined later since they were the most important determinant on the development of the construction contractorship of the period together with the role of procurement laws. Characteristics of contractors and contractorship services will be examined with a contextual perspective in the last part of this chapter together with a reciprocal analysis of the dynamics of the country and the conditions of contractorship.

Contractorship of public constructions in the early Republican period will be examined in the next chapter after providing the necessary basis for the analysis of the development of construction contractorship in this period. In the first part of this chapter, two contractorship types of the period related to construction works, great

contractorship and building contractorship, will be explained. Great contractorship firms of the period and individual great and building contractors effective on public constructions will be the basic concern of this part. Since these two types were intermingled with each other in terms of their working fields and professional activities, their reciprocal development processes will simultaneously be discussed. The role of the state as the most significant determinant of the development of construction contractorship in this period will later be examined. Accordingly, the official correspondences showing the characteristics of the relations of the state with the construction contractors of the period will be evaluated in this part. Besides, Emlakbank Yapı Limited Şirketi will be examined as exemplary of construction firms established by the state and executed construction contractorship works.

Contractors of public building constructions in early Republican Turkey will be examined in the last chapter of this study, starting from foreign contractor firms who held a major place in the public constructions of the period. In this framework, the construction process of *Ziraat Bankası* Building executed by a foreign contractor firm will be evaluated in order to see the construction contractorship of a foreign firm of the period and its effects on the architecture of the building. Later, construction contractors of public buildings will be scrutinized depending on different professions they were coming from. The basic reason of such an analysis of professions is to see the role of the examined profession on the contractorship activity of the firm or the individual executing the public construction. Accordingly, architects as contractors will be the first to be investigated starting from an analysis of contractorship-architecture relationship with all its sides. Then, a significant contractor-architect of the period, Arif Hikmet Koyunoğlu, will be studied together with his public construction works, contractorship career and its reciprocal relation with his architecture. Lastly, *Hakkari Hükümet Konağı* construction, executed by a contractor-architect of the period -Aydın Boysan-, will be evaluated for the aim of analysing a public building constructed in the rural parts of Turkey. Engineers as contractors will be examined in the following part including an analysis of their general roles for the development of construction contractorship in this period. Accordingly, Mebus Ergüvenç will be examined as the important contractor engineer of the period together with an inquiry of the parliament building construction he

executed as a contractor. Later, the analysis of a contractor engineer, İrfan Tufan Karaoğlu, will be made so as to see the conditions of building construction contractorship in the last years of the early Republican period and in the 1950s. Other professionals as contractors will be the subject of the last part of this chapter. These people from other disciplines that the related fields of architecture and engineering constituted an important place in the construction of many public buildings of the period. After drawing the general framework of the issue and explaining the reasons of their making of contractorship, two important contractors coming from other disciplines, Vehbi Koç and Erzurumlu Nafiz Bey will be studied in this part with respect to their contractorship careers and public building construction works. Besides, İş Bank Building construction executed by the contractor Erzurumlu Nafiz Bey in this period will be evaluated in terms of its construction process and contractorship side accordingly. In the last part of this chapter, the development of public construction contractorship in the 1950s will be examined with an emphasis on public building constructions in order to see how construction contractorship evolved after the early Republican decades.

Finally, the role that these contractors and contractorship firms played on the development of the building construction of especially the public buildings will be discussed in the conclusion part. Besides, the final statements about the birth and development of construction contractorship in this period and the main arguments of the study, will be stated.

CHAPTER 2

THE CONTEXT OF BUILDING CONSTRUCTION IN EARLY REPUBLICAN TURKEY

The basic focus of this chapter is to overview the context in which buildings were constructed in different regions or conditions, and to express concretely the stages of their construction in terms of their financement and organization processes. Hence, rather than examining the buildings themselves with reference to their aspects such as styles, materials, etc., or making subjective discussions about their production with reference to ideology, politics, etc., or defining the struggles and positions of architects and architecture against such existing situations; the aim is to simply express the processes in which the buildings were produced in that period; and the role of the actors in these processes. The analysis of concrete cases and construction processes of buildings, while implicating the powerful actors only whenever they were included in these processes, will help us to focus on the realized cases themselves and rescue us from the dominancy of our judgement values and related terminology such as the modernizing role of state and political break points (1929 economical crisis, the role of fascist Italy and Germenty on Republican state, etc.). Similar to Tanyeli's approach to this period, "understanding the change" itself by simply focusing on the concrete processes and seeing the role of 'actors' in these processes rather than evaluating them as 'converters' or imputing them 'holiness' but still without diminishing their importance, will help us to understand the actual characteristics of the period and the role of the actors.³ According to this perspective, the general characteristics of building construction in Turkey will be examined with reference to its actors and conditions.

2.1. The Background: Building Construction in the Ottoman Period

Although it was not based on strictly defined rules and a system, and was sustained mostly with local and traditional ways including several approaches and applications,

³ Tanyeli, Uğur. 2007. "Olağan Çoğulluğu Çerçevesinde Cumhuriyet'in Mimarlık Kültürü", *80. Yılında Cumhuriyetin Türkiye Kültürü*, TMMOB Mimarlar Odası & SANART, Mart, p.85-97.

there were basically two ways of building construction including the design and construction processes in the late Ottoman period until the establishment of the Republic. The first way was the state's financement and execution of the project and construction works with its related offices. The second one was sustaining of these works by the craftsmen and master builders together with the usage of traditional methods in design and construction processes. This structure was more widespread and comprehensive since it oriented almost all design and construction activities in rural areas and towns, while also dominating the construction sector in cities including public works of the state. There was also a system of building construction in some big cities, especially in İstanbul, in which free-working non-muslim or levanten architects dominated the sector of residence or apartment block constructions. But, this system did not hold a major place in country scale architectural developments when compared with the other two ways of construction considering the scope of the society they served.

The state-centered building construction works in the Ottoman period, including design and construction processes, was executed by the members of *Hassa Mimarlar Ocağı* (Hassa Architects Guild) until the abolition of the organization in 1831. It was organized in the *Birun* section of the palace and composed of both Muslim and non-muslim architects whose numbers were varying from 15 to 75.⁴ Architecture and construction works were organized as a part of the military system of the empire in this period. Young people coming from *Acemi Oğlanlar Ocağı* (Conscript Boys Guild) were being educated as architects in *Enderun-u Humayun* (Imperial School) and working in *Hassa Mimarlar Ocağı* mostly for the construction of state buildings. On the other hand, “the residences or the buildings of civil section were constructed by the master builders or craftsmen organized in guilds. The members of *Hassa Mimarlar Ocağı* were serving for both the functioning of guilds and the inspection of the construction of buildings”.⁵ There was an unsystematic structure in the building

⁴ For more detailed information about the characteristics of *Hassa Mimarlar Ocağı*, see Turan, Şerafettin. 1963. “Osmanlı Teşkilatı'nda Hassa Mimarlığı”, *Tarih Araştırmaları Dergisi*, Cilt I, Sayı I, Ankara

⁵ After the abolition of *Yeniçeri Ocağı* in 1826, the education of military class member as an architect ended. The end of *Hassa Mimarlar Ocağı* in 1831 and the coming of *Ebniye-i Hassa Müdürlüğü* started a change in the legitimation of architecture in the society. See for more detailed information

construction works of the empire sustained by the members of *Hassa Mimarlar Ocağı* and *Baş mimar* (Head Architect) as the officials of the state, executing the control and survey making works of construction; and the master builders, acting as free-working contractor architects by undertaking the provision of capital and labour, and the organization of whole work with all its aspects during this period.⁶ *Hassa Mimarlar Ocağı* was converted to *Ebniye-i Hassa Müdürlüğü* (Hassa Construction Directorate) in 1831 together with some regulations in its organizational structure, “survived by being dependent on different institutions of state in *Tanzimat* period and continued until the last days of the empire under different names.”⁷ The master builders and craftsmen were very influential in the building construction works of the empire considering the extent of the segments of the society they served. The “master builder” can be defined as a person who applied local practices, mostly composed of non-muslims, and an architect who raised from the ranks of practical applications. These applications strengthened and widened in early Republican period and that profession started to be called as “construction craftsman” instead of architect or master builder.⁸ Most of the design and construction activities executed in Anatolia and rural sections of the society were in the hands of these master builders and craftsmen.

There were some developments in this period effective on the organization and professionalization of building construction whose reflections were directly observed in early Republican period. The last quarter of the 19th century witnessed radical changes in the organization and execution of construction works together with the coming of foreign architects to the country, receiving of the non-muslim Ottomans training in European architecture schools and the establishment of *Sanayi-i Nefise Mektebi* (Academy of Fine Arts) in 1883 as the first and the only school educating licensed architects in the empire. It was actually related with the changing cultural

Tekeli, İlhan. 1996. *Türkiye’de Yaşamda ve Yazında Konut Sorununun Gelişimi*, TC Başbakanlık Toplu Konut İdaresi Başkanlığı, Konut Araştırmaları Dizisi 2, p.10.

⁶ Şenyurt, Oya. 2009. “Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler”, *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü ortak yayını, p. 72.

⁷ Yazıcı, Nurcan. “Sonuç”, *Osmanlılarda Mimarlık Kurumunun Evrimi ve Tanzimat Dönemi Mimarlık Ortamı*, Doktora Tezi, Mimar Sinan Güzel Sanatlar Üniversitesi, Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, İstanbul, Ocak.

⁸ Tanyeli, Uğur. 2009. “Mimar Müellifin İcadı, Mesleğin Fethi, Ulusun İnşası”, *Türkiye’de Ulusalçılık ve Mimarlık*, Elvan Altan Ergut (Dosya ed.), Toplumsal Tarih, Tarih Vakfı Yayını, Eylül, p.72.

and socio-economic structure of the Ottoman empire together with the developments following the *Tanzimat* period. New sectors, economic relationships and patronages started to occur for the members of building medium including architects. The public offices also started to be a working alternative for the architects of the period. But this new structure in architectural medium was more dominant in free working sector and it was mostly oriented by the non-muslim Ottoman citizens or foreigners working or living in the country. Nalbantoğlu's statements are enlightening to understand these developments in the end of the 19th and early 20th century:

Until the turn of the century, the Ottoman architect remained an anonymous figure practicing in the ranks of numerous newly formed ministries and municipal offices. Paradoxically, the building market expanded to an unprecedented degree in 19th century İstanbul. The sultans were still influential patrons of architecture though, since the symbolic need for palaces and mosques did not cease, and some new building types, like barracks, schools and ministries were direct outcomes of institutional reforms

Besides the royal patrons, however, a group of cultured middle class patrons formed a totally new source of architectural patronage in the Ottoman capital. These were predominantly European and non-muslim Ottoman subjects. Benefiting from new land ownership rights in the empire, and economic advantages provided by trade treaties, a group of Europeans; mostly french, english and germans, settled in İstanbul. They were employees of foreign firms, bankers, merchants or professionals like teachers and architects.

Within this context, a relatively autonomous building market developed in 19th century, involving foreign and non-muslim patrons and architects. These architects pioneered the foundation of private offices – phenomenon that was foreign to the traditional structure of the profession in the empire. Ottoman muslim architects, on the other hand, had to wait until the early years of the Republic to gain recognition as individual experts through practice.⁹

Despite the addressing of limited social segments in cities, architecture was started to be accepted as a marketable profession and a specialty in the society. New architectural styles started to come to the country and free working architecture-contractorship offices were opened by non-muslim architects, and they started to give design and construction services to wealthy sections of the society in cities. The market dominated by government capital works until the *Tanzimat* period was started

⁹ Nalbantoğlu, Baydar Gülsüm. 1989. "Architects in Practice", *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.161-162.

to be shared by this new free sector movement based on capitalist principles.¹⁰ Foreign architects and local master builders working under the structure of the palace were still the mostly preferred segment commissioned for the construction of the important buildings of the state.¹¹ Nevertheless, a generation of architects and engineers, composed mostly of non-muslims, started to come to existence that made the leadership of many issues related to these professions such as the establishment of the first professional organization of engineers and architects, *Osmanlı Mühendisler ve Mimarlar Cemiyeti* (Chamber of Ottoman Engineers and Architects), in 18 September 1908.¹² Almost all of the architects were educated in *Sanayi-i Nefise Mektebi* and the engineers were educated in *Hendese-i Mülkiye Mektebi* (Civil Engineering School). Most of these people started their careers in İstanbul as the capital of the empire. “Depending on *Annuaire Oriental*, there were 589 architects in İstanbul in years between 1869-1929 and only 28 of them were carrying a Turkish-muslim name.”¹³

The late Ottoman period architects had an integrated professional life composed of the combination of architecture and contractorship. As stated before, the design had no economical response in those years both for the private and public sector, namely the state. Accordingly, the architects had to deal with building construction and contract works; and the project making work was staying in the second plan in order to survive their free architectural offices. In an economy where both architects and clients had little capital accumulation, combining architectural service with construction service was cheaper and attractive as it was close to building construction service of the traditional system.¹⁴ In this context, architects were not much different from master builders and contractors considering the scope of the work they executed. There were intermingled and undetermined borders among the

¹⁰ Ibid, p. 77.

¹¹ “In 19th century, the local master builders such as *Yorgi Kalfa*, *Serkis Kalfa*, *Karabet Kalfa*, *Pavlo Kalfa* and *Piruz Kalfa*; and foreign architects such as *Fossati*, *Vallaury*, *Jahmund* and *D’aronco* executed the important buildings of the empire.” Tekeli, İlhan. 2009. “Mimar Kemalettin ve Eseri Hangi Ortamda Gelişti”, *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü Ortak Yayını, p.34-35.

¹² For having more detailed information about the organizations of architects and engineers in Ottoman Period see Okay, Cüney (derl.). 2008. *Osmanlı Mühendis ve Mimar Cemiyeti – Belgeleriyle* TMMOB Mimarlar Odası Ankara Şubesi, Ankara

¹³ Ibid, p.34-35.

¹⁴ Tanyeli, Uğur. 2007. “Mimar Bireyin Doğuşu ve Türkiye”, *Mimarlığın Aktörleri Türkiye 1900-2000*, Garanti Galeri, p.20.

professions of master builders, contractors and architects. So, the separate formation, organization and institutionalization of these professions were not valid for this period.¹⁵

In addition to these developments, some legislative regulations and arrangements were also made especially in the organizational aspects of building construction in the 19th century. The changes in architectural organization and construction works fastened with the arrangements realized in the *Tanzimat* era and focused on the public works in cities, among which İstanbul held the first place. In this period, “the construction works increased; and while the reciprocal relationships were coordinated and controlled with emperor edicts; a passage to regular rules were started to be realized step by step in the second half of the 19th century together with the embracement of series of laws and “Building Code of Practice, Municipality Code of Practice”, statements including expropriation, floor and road widths and regulations related to non-muslim citizens and ownerships.¹⁶ Many of these arrangements also contributed to the passage from the traditional structure of public works in the country that were widely oriented by craftsmen-master builders to the sitting of building construction services on disciplinary and modernist bases. According to Denel, the basic reason of the progression in the construction works and urbanizational changes of the second half of the 19th century was because of the changes in the organization of both these works and professions such as the seperation of *Şehreminiği* (Municipality) and the head architect in *Hassa Mimarlar Ocağı*, the structuring of the Municipal organization and the establishment of 6. *Daire* (*Galata ve Beyoğlu Numune Dairesi*).¹⁷

¹⁵ Şenyurt, Oya. 2009. “Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler”, *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü Ortak Yayını, p. 79.

¹⁶ An organization of the staff necessary for the application of the related arrangements, the establishment and working of municipal police organization, determination of each type of measurement and adjustment for making standart construction, determination of construction material qualifications and prices, the arrangement of tax, charge, and necessary debtness required for the economically execution of these works were all realized in Tanzimat era. See for more detailed information Denel, Serim. 1982. *Batılılaşma Sürecinde İstanbul’da Tasarım ve Dış Mekânlarda Değişim ve Nedenleri*, Orta Doğu Teknik Üniversitesi, Ankara, p.13. The regulation *Mecelle-i Umur-ı Belediye* enacted in 1877 was also very important for the organization and execution of construction works in this period.

¹⁷ See for more detailed information Ibid, p.13-18.

In the final years of the empire, apart from a few Muslim people composed of architects, engineers and craftsmen and master builders living in one or two big cities (especially İstanbul), Muslims and Turks were not generally involved in building works. In both cities and rural areas, the construction works and its organization were mostly sustained by non-muslims in the late Ottoman period. Mostly composed of Greek and Armenian citizens, these people were qualified in stone and brick construction systems. After educating themselves as *neccar* (carpenter) and/or carpenter master buildership and becoming a “building master builder”, they served like an architect/contractor in construction works. “Beginning from the last years of the 19th century, this non-muslim generation started to take architect-engineer diplomas and worked for both the works of state and wealthy people until the declaration of the Republic by establishing free architecture-contractorship offices.”¹⁸

2.2. Components of Building Construction

The construction works did not witness serious changes in terms of organizational and technical aspects after the establishment of the Republic. Moreover, the early Republican period included continuities in many respects in terms of the characteristics of construction works when evaluated together with the last period of the Ottoman empire. Similar to the last years of the empire, the Turkish Republic remained dependent on foreign countries and specialists for both construction materials and workmanship in early years. We could still see many houses from that period made with Marseille tiles and bricks whose construction materials had totally come from foreign countries.¹⁹ There were neither tools for construction, nor any construction methodology in the country. In the first half of the 20th century, there was not any machine used for construction apart from few construction sites in big cities. All the tools were hand-use type. Some of the tools used in this period were hammer, pickaxe, sledge hammer, mallet, hoe, rake, stone hammer, etc..²⁰ Not only

¹⁸ Şenyurt, Oya. 2007. Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler, *Mimar Kemalettin ve Çağı Sempozyum’u*, 7–8 Aralık.

¹⁹ Bektaş, Cengiz. 2000. “75 Yılda Yapı Teknolojisinde Değişmeler ve Mimariye Etkileri”, *Mimarlığımızın Cumhuriyeti*, Mimarlar Odası İzmir şubesi, Nisan, p.5.

²⁰ Ibid, p.12.

architects or technical staff, but also workers and craftsmen were brought from foreign countries due to the absence of related staff in the country.

“In the rural sections and towns of Anatolia, no change can be affirmed from the establishment of the Republic until the 1950s. The building tradition continued as is in the Ottoman period and the citizens tried to solve their problems with the methods they knew.”²¹ The building construction was still dependent on stone, soil and timber. Apart from some public buildings, everything was the same including the mud-brick workmanship, and % 50 of houses were made of mud-brick for being economical.²² The insufficiency of transportation roads for the bringing of construction materials were also effecting the continuity of problems and tradition coming from the Ottoman period. After the establishment of the Republic, most of the construction works started to be realized by the craftsmen coming mostly from the Balkans who worked as constructors in the places they immigrated from. Besides, the Turkish craftsmen educated working with these people or the Greek craftsmen before the Republic, were also sustaining these works. By the way, the coming of licensed architects partially affected the process and the concept of building construction especially in big cities. They tried to get rid of these traditional ways of constructing and searched for ways of adopting modern design and construction techniques. They usually built for the wealthy section of cities and their numbers were very low. In this respect, we can not talk about a radical change to have occurred in the structuring of the country in this period with the inclusion of architects and other technical staff to this process.

In this general framework of the situation of building construction in early Republican period, the main actors of this construction will initially be examined in this part for comprehending the design and construction processes in the country. Since the sole analysis of these actors will not provide us the required data for the analysis of the issue with all its aspects, the determinant factors effective on the building construction processes related mostly with construction works will also be expressed. The basic aim of this part is to have the required information for the

²¹ Bektaş, Cengiz. 2000. “Mimarlığımızın Cumhuriyeti”, *Mimarlığımızın Cumhuriyeti*, Mimarlar Odası İzmir şubesi, Nisan, p.9 and p.28.

²² Ibid, p.9.

understanding of the general situation of building construction, its main components - namely the main actors and determinant factors - and their roles on the the shaping of construction works in this period.

2.2.1. Main Actors

The most important actors of the construction works of the country were the craftsmen and master builders (comprising apprentices and workers), the Republican state with its related offices, architects (including official and free-working architects) and (civil) engineers in early Republican period. Since they constructed the biggest portion of the country especially in Anatolia and its rural regions without showing any change from the Ottoman period until the middle of the 1950s, craftsmen and master builders were the most determinant elements of the structuring process of the country among these actors.

“Craftsmen and master builders were being educated in a social order in the Ottoman society related to working relationships that came into existence in the final years of the 17th century and continued until the 19th century. Its name was “Corporation order” and it was arranging the hierarchy among the craftsman, master builder, apprentice and helper.”²³ This system also continued throughout the early Republican period and it was defining financial relationships and division of labor among the construction staff. Craftsmen and master builders were very efficient in the construction works of the country during this period. Both in rural areas and big cities, they were the owners of this sector especially in individual residence constructions; and without any specific project, legal arrangement and support of technical staff, they were constructing buildings and shaping the biggest portion of the built environment of the country. In this process, the construction of individual residences and houses especially in Anatolia were in their hands and they were officially permitted to make projects and construct buildings.

The absence or insufficiency in the number and quality of master builders was a very important problem for the execution of construction works in the early Republican period. It was even hard to find ordinary construction or manual workers who had the

²³ *İş Ve Sosyal Güvenlik Hukuku* <http://www.revengeteam.com/siyasal-bilgiler-hukuk/is-ve-sosyal-guvenlik-hukuku-t5129.0.html>

background or experience in these works. Turkish citizens were not capable of making delicate workmanship in these works because these works were executed by non-muslim or foreign master builders and craftsman in the Ottoman period. This tradition also partially continued during the early Republican period in order to answer the demands of the fast continuing construction process of the Republic especially in big cities. For example, many Hungarian construction craftsmen worked in Ankara in the establishment years of the Republic. In this context, the professional and technical education that had started in the Ottoman period in the second half of 19th century, and continued systematically in the Republican period considering the requirements of Turkey.²⁴ New schools and institutions were established in this period under the directory of related ministries. It was not only limited in building construction sector, but also included many other fields for filling the gap of educated technical staff in the country.²⁵ The basic aim was to educate qualified technical staff for the country competent in the execution of construction works:

Several technical schools were opened in the second half of the 19th century that aimed to organize the education and professionalization of craftsmen and master builders with a different system. The first technical schools were opened as Boys Technical Education Schools starting from the second half of the 19th century. These schools continued their activities until the Republican period. In these schools, the education of shoemaking, tailoring, lithography, etc. was given. In some of the schools, arts such as ironworking, carpentry, etc. education was added to profession offices of these schools. Until 1927, nine of these schools continued their activities. These schools and their opening dates are: Bursa Erkek Sanat Okulu-1864, İstanbul Erkek Sanat Okulu-1867, İzmir Erkek Sanat Okulu-1868, Kastamonu Erkek Sanat Okulu-1869, Diyarbakır Erkek Sanat Okulu-1870, Edirne Erkek Sanat Okulu-1877,

²⁴ A craft-artisan organization established in Seljukid period with a name *Ahilik*, continued with the names *Lonca* and *Gedik* in the Ottoman period. These institutions provided the introduction to the profession, control of professional capability, the principles of craftsmanship and master builder with a system integrity by disciplinizing crafts and artisans and provided the education and employment of craftsmen. F:\Tez Arastırma \ Yapı Usta Okulu. mht (MEB Erkek Teknik Öğretim Genel Müd.)

²⁵ Until 1927, the organization of the professional and technical instruction works was realized by Ministry of Education. Several Professional schools were opened such as Boys Technical Schools, Girls Technical Schools or Trade Education Schools. Together with the law no:4113 enacted in 1941, *Professional and Technical Education Undersecretariat* was established. It had many directorships under its institutional structure including the *Building Production Office*. Its program was proposing the opening of schools such as high level technical schools, technician schools, evening art schools, construction institutes, girls institutes, travelling village courses and new school of commerces. Tanrıku, Nurten. 1983. *Teknik Eğitim; Dünü Bugünü ve Geleceği*, 1983 Teknik Eğitim Ulusal Kongresi, Bildirileri, 24-25-26 Ekim 1983 - İstanbul, İTÜ, p.1-7.

Konya Erkek Sanat Okulu-1901, Ankara Erkek Sanat Okulu-1905, Aydın Erkek Sanat Okulu-1924. In the early Republican period, a consortium was provided in the educational system of these schools and their education periods were lengthened to 5 years. Besides, *Yapı Usta Okulu* was opened in Ankara and *Akşam Sanat Okulları* was opened in Ankara, Bursa and İstanbul. *Akşam Sanat Okulları* was considered to give required information to the ones who became craftsmen by making apprenticeship to another craftsman without following any school of profession.²⁶

According to this perspective, “a technical school was opened in Ankara for educating Turkish people for meeting a deficit of residence housing and education buildings. Starting as a separate part of *Ankara Sanat Okulu* (Ankara Art School) in 1929, *Yapı Usta Okulu* (Construction Craftsman School) became an independent school in 1931.”²⁷ *Yapı Usta Okulu* was established on the Çiftlik Site with the order of Atatürk; and “stonemasonry”, “carpentry” and “plastering” education was given in this school.²⁸ Indeed, from an essay written in *Arkitekt* in 1938, it is understood that *Yapı Usta Okulu* had sections of *masonry*, *carpentry*, *plastery* and *stonemasonry*. (Fig. 2. 1a, 1b, 1c, 1d). In the conditions of country where it was almost impossible to find sufficient and qualified master builders and craftsmen, the existence of such an institution and the students it would educate was thought to be the solution for the insufficiency in the number of master builders and craftsmen. For the architects of the period, the existing master builders and craftsman were not qualified enough to read and apply an architectural project and draw even simple drawings necessary for construction.²⁹ The school was expected to provide educated master builders and craftsmen:

The establishment of the school is stated as the solution of the problem of finding construction master builders who are competent on his profession. It was believed that they will help the construction of Ankara and answer the need of construction contractors and architects in finding master builders and craftsmen who are very less on these days.³⁰

²⁶ F:\Tez Arastırma \ Yapı Usta Okulu.mht (MEB Erkek Teknik Öğretim Genel Müd.)

²⁷ Arkitekt, 1938. p.19. Quoted from Sariaslan Ümit. *Cumhuriyet'in Mimarları Kuruluş Ankara'sında Üç Mimar Kemalettin-Erst Arnold Egli-Bruno Taut*, Otopsi Yayınları, p.266.

²⁸ Sezici, Halim. Yılmaz, Barış. Yılmaz, Tamer. *İnşaat Sektöründe İstihdam ve Ara Elemanlar*, 1. İnşaat Mühendisliği Eğitimi Sempozyumu, Antalya.

²⁹ Sariaslan Ümit. *Cumhuriyet'in Mimarları Kuruluş Ankara'sında Üç Mimar Kemalettin-Erst Arnold Egli-Bruno Taut*, Otopsi Yayınları, p.268-269.

³⁰ Arkitekt, 1938. p.19.

The positions of master builders and craftsman in this sector was not clearly defined in official terms depending on the conditions of the country such as the absence or fewness of related technical staff (architects, engineers) and legal arrangements. Despite “the first law related to architecture and engineering, numbered 1035, *Mühendis ve Mimarlık Hakkında Kanun*, was enacted in 1927 and its modification was realized in 28 June 1938 with the law numbered 3945, master builders were still permitted to sign the projects of up to three storeys and wrote their names on their buildings like a personal card.”³¹ Together with the law enacted in 1944, “the Ministry of Public Works was assigned with the task of educating licenced construction master builders” and until that time, “they were authorized to give certificate of authority to the ones who had the background to make master buildership”. In order to support this law, Construction Master Buildership Regulations were published in 1945 that provided construction master builders to be firstly educated in construction craftsman school.³²

Together with these regulations, master builders were also permitted to take a certificate for construction works like architects. But eventually, there was confusion in the commissioning system of building processes in varying degrees that continued throughout the early Republican period. It was the most important debate of the period and craftsmen and master builders were standing in the center of the discussion together with the reactions of architects and engineers against the authorities and efficiency of craftsmen and master builders.³³ For understanding their

³¹ Ünalın, Çetin. 2002. *Tekelleşmeye Karşı Mücadele*”, *Cumhuriyet Mimarlığının Kuruluşu ve Kurumlaşması Sürecinde Türk Mimarlar Cemiyeti’nden Mimarlar Derneği 1927’ye*, Mimarlar Derneği 1927, p.96.

³² Ibid, p.96-102.

³³ The analysis of the professionalization of architecture during the early Republican period reveals the fact that the basic concern of the architectural medium was the unsystematic and problematic structure of the commissioning of building works in the country. There were exact conflicts for the determination of the professional authority that would carry on the responsibility of construction works. A hierarchical scheme in the process of construction, arranged with laws and regulations, was needed to bring an order to the system of construction in every part of country. It had such a great impact on the formation of the architectural agenda that the attempts for making revisions and adjustments in the organization, publication, and even, the education of architecture were determined directly or indirectly in accordance with the developments related to the commissioning of works. Actually, in the restricted circle of architecture, together with the existence of a state and society which didn’t legitimize it as a discipline or a profession; all the struggles and developments in the architectural medium related to organization, publication, education, etc., were intertwined with each other and continuing side by side.

positions in the sector and situation of architecture and construction works in this period, an article from that period is enlightening:

Why do the majority of architects become civil servants? With his dreams and desires, the young man opens an office with the money he saved up since the university years. 2 months, 3 months, 5 months, 10 months, he waits until the end of his bearing capacity. There is no client because anyone who wants to construct a building does not look for an architect. Everything necessary for construction such as cement, stone, brick, water, wood comes to his mind. But an architect does not. ...The only master of the construction sector is the master builder. However, a master builder is only the helper of an architect and he is a person who will work under the control of an architect. The one who will have someone to make a building is generally acting as such: For example, he is going to a master builder with a paper in his hand, cut from a Scandinavian publication. He intends to have the same building in this paper. But does it suit to the style of the country or not? Does it become ugly or not? These are not considered. We also have a strange curiosity. Everyone wants to be the architect of his own building. ... The master builder makes a detailed investigation and finds [your plan] suitable. Only then do people apply to an architect only to have the plan authorized, namely for realizing a routines. That's all... The role of the architect is now totally over.³⁴

The struggle of architects against master builders and craftsmen for holding the control and authority of construction works in the country had an important place in the agenda of architectural medium. The existing organizations of architects concretely dealt with the issue by applying related official authorities and making necessary enterprises for the arrangement of the field. We can follow many examples from the issues of *Arkitekt*, the only professional magazine of the period, related to the authority conflict between architects and master builders.³⁵ Actually, the inclusion of people apart from architects, engineers or related disciplines in construction sector was not only composed of master builders or craftsmen. Many people coming from unrelated disciplines could also be able to work in this sector depending on the disorganized structure of the system in these works.

³⁴ Anon. 1942ff. "Polemik-Kronik: Memleket mimarlığına Dair Anket", *Yapı*, no:15. p.18.

³⁵ "Kalfalar ve İnşaat Müsaadesi", 1936, *Arkitekt*, p.32. See for more detailed information Ünalın, Çetin. 2002. "İhtisas Ayrımı Mücadelesi", *Cumhuriyet Mimarlığının Kuruluşu ve Kurumlaşması Sürecinde Türk Mimarlar Cemiyeti'nden Mimarlar Derneği 1927'ye*, Mimarlar Derneği 1927, sf 96-104.

As the other important actor of the period, the most powerful employer of design and construction works of the country was the Republican state in a period when there was almost no construction activity or financment entrepreneurship coming from the private sector. In this part, I will briefly mention the role of the state on building constructions. Due to the absence of the private sector and finance, nearly whole building construction, apart from residence constructions and applications in towns and rural areas of Anatolia, was realized by official or public finance. It was using its authority and sustaining these works with its sub-units; i.e. the Ministry of Public Works and related offices. We should open a different paranthesis to the Ministry of Public Works while evaluating the building construction works of the period since it was the most significant agent of the state for the organization, management and financment of any kind of public work (inrastructure, transportation, railroad, building construction).

During the 1920s and 1930s, the Ministry of Public Works was almost the single operative actor of the *bayındır ülke*, the “developed” country. The Ministry was assigned with the task of determining the style of Turkish architecture for each kind of building or construction belonging to state offices or establishments.³⁶ Despite the establishment of different ministries’ own expert committees, the Ministry of Public Works was the most powerful state institution leading all public construction and renovation works. Besides, it was the only society for engineers and architects who want to involve big scale projects rather than construction of single-family houses or apartments. The law no: 3467 had already obliged a public service on the graduates of *Mühendishane*. The situation was more problematic for architects when compared with engineers. They could rather be engineer-cum bureacurats or subcontractors for the Ministry. Besides, in the Ministry, the engineers had the chance to work actively in every level of construction from planning to building, financing to controlling. The Ministry was like a school for engineers, which gave them not only the chance to work in big scale projects but also to work with foreign experts and to be trained in foreign countries. These young and idealist graduates, who could not get a chance to collaborate with a capital owner, would prefer to employ their professional

³⁶ “2443 Sayılı Bayındırlık Bakanlığı Teşkilat ve Görev Kanunu”, <http://www.bayindirlik.gov.tr/turkce/tarihce.php>

experiences under public service as a capacity to start a building construction business.

In the early Republican period, several legal arrangements were made and new offices focusing on different aspects of public works were established in order to organize these works in country scale.³⁷ The basic aim was to specialize under different offices with respect to their disciplines in the Ministry and increase the quality and the organization of public works. In this respect, *Binalar Fen Heyeti* (Buildings Expert Committee) was established in 1934, *Yapı İşleri Genel Müdürlüğü* (Construction Works General Directorate) was established in 1935 and *Yapı İşleri İmar Reisliği* (Constructive Works Development Chairmanship) was established in 1939 under the structure of the Ministry for the organization and execution of construction works. Especially after *Bayındırlık Teşkilatı Kanunu* enacted in 1939, the Ministry assumed the power of all the control and construction authorities of the state on himself.³⁸ On the other hand, this sovereignty of the Ministry on the architectural medium and construction works was seriously criticised especially by the free working architects of the period. The Ministry was blamed for preventing the development of free working sector and creating monopoly and arbitrariness in the decisions and organization of public construction works. The core of the problem was believed to be coming from the relations of state organization and professionals that we can follow in articles of Arkitekt:

The construction works of the country have completely been sustained by the hands of state offices for the last 25 years. Free working architects and engineers were not given any role in this process. The Ministry of Public Works took the control of all state buildings in his hands together with the organization law accepted many years before. Unfortunately, it could not succeed in this work. Buildings Expert Committee (*Yüksek Fen Heyeti*) was

³⁷ Some revisions were made in the missions and organization of *Ministry of Public Works* together with the laws enacted in 1934, 1939, 1950 and 1972. One of the most important changes were the establishment of Constructive Works Development Chairmanship (*Yapı İşleri İmar Reisliği*) in 1939 that was charged with the preliminary study, project, survey, construction, renovation and maintenance works of all the buildings related to state. See Alsaç, Üstün. 1976. *Türkiye'deki Mimarlık Düşüncesinin Cumhuriyet Dönemindeki Evrimi*, Yayınlanmamış Doktora Tezi, K.T.Ü. İnşaat ve Mimarlık Fakültesi, p.61.

³⁸ None of the state offices could make a construction without the approval of the Ministry of Public Works for the project of the great construction more than 50 bin liras. The construction of buildings such as TBMM or Ministry of Economy buildings were directly controlled by the Ministry, and the projects and surveys of the others were approved by the same ministry. Arkitekt, 1948, p.4.

established under the structure of the Ministry for the determination of the construction politics of the state, but it did not do anything to realize this.³⁹

The state was also sustaining the design and construction works of public buildings together with the related offices established under its structure. Even the state centered building construction especially in design works of public buildings was more widespread and effective on the building construction works of the country than the project services taken from private sector, free working architects or academicians. As an important example of technical office inside the Ministry, the *Evkaf Nezareti İnşaat ve Tamirat Müdüriyeti* (Ministry of Foundations Construction and Renovation Directorate), about the works and staff of which we have very limited information, realized very important public building projects with its own possibilities. Especially after the commissioning of Mimar Kemalettin as the head of *Evkaf Nezareti İnşaat ve Tamirat Müdüriyeti* in 8 October 1925, he enlarged his staff with the graduates of *Hendese-i Mülkiye Mektebi* and the office became an important institution for the architectural activities of Turkey in that period. A very qualified production could be achieved inside an office of the state with a staff composed completely of local architects and engineers. It also formed an example for the offices established inside the state in early Republican Period.⁴⁰

The role of the architects as the important actors of the period can be examined under two subtitles: free working and official architects. “Free working architectural offices started in late 19th and early 20th century and were established almost only in İstanbul. In this period, architects were bound to make contractorship, and project making service was not autonomous from building construction. Almost all free working architects were non-muslims and settled in İstanbul, Tsalonika and İzmir with few numbers in those years. In the inclusion of Turkish architects to this sector, the opening of *Mühendis Mektebi Âlisi* (School of Engineering) and the opening of a permanent staff position for engineers in the state, played a determinant role; but still, free working architecture was not attractive for Turkish architects. The medium of free working architects was existing only in İstanbul and few big cities with

³⁹ Ibid, p.3-4.

⁴⁰ Tekeli İlhan & İlkin Selim. (derl.) 1997. *Mimar Kemalettin'in Yazdıkları*, Şevki Vanlı Mimarlık Vakfı Yayınları, Temmuz, p.7.

limited resources by making contractorship simultaneously.”⁴¹ The public authority was unaware of the necessary contemporary rules for the development of free working architecture, and both intentionally or unintentionally, it was creating obstacles against free working architects. Free working architecture was directly related with the existence of a free market economy and capitalism. So, “only after the 1950s, architectural offices started to be established together with the capitalization process of the country and the leaving of foreign architects the construction arena to Turkish architects-engineers.”⁴²

Another group of important actors of the period, about whom we have limited information, were the official architects. “Although many buildings were designed and constructed by the official architects working in the state offices during early Republican period, they did not carry a real subject identity and could not find a chance to act as a singular object in this period. Very few numbers of official architects were known with their names as the designer or constructor of the buildings of the period. Since the official records see these buildings as the common product of state, it does not point a single designer subject.”⁴³ In any case, some of the important great-scaled public buildings of the period like *Devlet Demiryolları Umum İdare Binası* (designed by the architect Bedri Uçar in the project office of *Yapı İşleri İmar Reisliği*) were designed by these official architects. (Fig 2.2a, 2b, 2c)⁴⁴ The whole construction of the building costed 1.400.000 TL which was one of the most expensive buildings of the period considering the conditions of the country.⁴⁵ Besides, the project preparation, construction and control of many government mansions were executed by these official architects especially after 1939 working in the project office of *Yapı İmar İşleri Reisliği* and its local offices in different parts of the country (Fig 2.3a, 3b).⁴⁶ The basic importance of official architects for this study is that they were representing the official and bureaucratic

⁴¹ Tanyeli, Uğur. 2007. “Profesyoneller”, *Mimarlığın Aktörleri Türkiye 1900-2000*, Garanti Galeri, p.107.

⁴² Ibid, p.107.

⁴³ Ibid, p.51.

⁴⁴ One of the important foreign architects of the period Paul Bonatz defined this building as the most beautiful building in Ankara after he travelled the whole city. “DDY Umumi İdare Binası”, 1941, *Arkitekt*, p.241-246.

⁴⁵ See for more detailed information about the DDY building and its architectural Project “DDY Umumi İdare Binası”, 1939, Y. Mimar Bedri Uçar, p.160-161

⁴⁶ See for more detailed information “Hükümet Konakları”, 1944, *Arkitekt*, p.250-252.

wing of design and construction works that made and oriented the control, approval and money allotment relationships of the state with contractors and private sector.⁴⁷ In this respect, despite the existence of limited information about their identities and works, their actions which we can follow partly from the analysis of governmental archives of the period, had very enlightening position in understanding how the construction process was sustained under the control of the state, how the financment procedures and payment mechanisms were organized and with which rules and methods the relationship between contractors and private sectors were established. In the end, they were determining and orienting these procedures in the state for these works and constituting the politics of the state.

Lastly, engineers should be evaluated as the important construction actors of the period. As stated, they were more powerful than architects in state departments related with construction works and constituting a majority in both numerical and hierarchical respects. “The inspection of construction works were always given to engineers and architects were usually left out of this process in this period. Especially the official staff of the Ministry of Public Works was mostly composed of engineers. In the control and reconnoitering offices of the Construction Works Principle of the Ministry of Public Works, there were not any architects and engineers were the rulers of this department.”⁴⁸ An architect was assigned as the head of *Yapı İşleri İmar Reisliği* only in 1956 and the undertaking of this mission by the civil engineers until that time expresses the efficiency of engineers on both the ministry and construction works.⁴⁹ Besides, despite the struggles for the establishment of related regulations and laws, the concepts of ‘engineer’ and ‘architect’ were not clearly differentiated and there was a confusion of authority between engineers and architects. Both architects and engineers were permitted to sign architectural and statical projects.⁵⁰ When these factors are taken into consideration, engineers were also dominating the field of architects and free

⁴⁷ See for more detailed information about the official architects in early Republican period, İmamoğlu, Bilge. 2010. *Architectural Production in State Offices: An Inquiry into the Professionalization of Architecture in Early Republican Turkey*, Phd Thesis, Middle East Technical University.

⁴⁸ Tanyeli, Uğur. 2007. “Profesyoneller”, *Mimarlığın aktörleri Türkiye 1900-2000*, Garanti Galerisi, p.104.

⁴⁹ Ünalın, Çetin. 2002. “Birinci Yapı kongresi”, *Cumhuriyet Mimarlığının Kuruluşu ve Kurumlaşması Sürecinde Türk Mimarlar Cemiyeti’nden Mimarlar Derneği 1927’ye*, Mimarlar Derneği 1927, p.63.

⁵⁰ Ibid, p.95-98.

working medium. Only after the 1950s, with the rise of the capitalist economy, did engineers start to share the construction sector with architects and left the design process of the works to the architects after the enactment of related regulations and laws.

2.2.2. Determinant Factors

In this part, the factors effective on construction works of the period that are directly related with the content and scope of this study, will be examined. Firstly, it should be stated that the most fundamental factors on these works, which also determine the other side elements of the issue, were the general undeveloped structure of socio-economic and technical level of the country that continued in varying degrees during the period. The absence or insufficiency of the required capital and technical background in both the public and private sector for the organization and sustaining of these works was also related with this general structure of the country. Almost any developed building technology, required background necessary for the establishment of the system and educated staff were left from the Ottoman period. Actually, many of the factors or the problems of the actors related to building works were the outcomes of this general situation of the country. The early Republican years were the years when these works were tried to be improved by the related staff and authorities. Instead of making a general overview of this situation and focusing on all the factors effective on the building construction processes of the period, the analysis of the factors starts by focusing on the construction material issue.

The construction material issue was one of the main concerns of the architectural medium of the period. There was not almost any construction material industry established in the Ottoman period. The only considerable establishments taken over from the Ottoman Empire in the early years of Republic were the two cement factories with a capacity of 40000 tons per year, and two brick establishments.⁵¹ In addition to the absence of organizations necessary for the sustaining of construction works in early Republican period, there was the shortage of materials necessary for construction. Producing or obtaining the most basic material required for the execution of even the most primitive construction, was a big problem. Although

⁵¹ Özakbaş, Derya. 2007. Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat tarihi anabilim dalı, Y. Lisans Tezi, Haziran, p.66.

many regulations and attempts were realized by the Republican state for the establishment and development of construction material industry, this problem continued in varying degrees during the period. It had many direct reflections on the shaping of both the building processes and the end elements of the architectural medium, and many enterprises were executed by the state for the arrangement of this field.

Another factor which was also very effective on the building construction was the problems in the workmanship of the construction sector. As partly stated in previous chapters, there was not enough numbers of qualified master builders, craftsmen and construction workers in the country in this period. The dominancy of foreign workers composed of Bulgarians, Hungarians, etc. especially in public constructions sustained during the period. The opening of related schools and the enactment of related laws, which will be discussed in the following parts, could not also overcome the deficiencies in this field. The situation in this field was clearly stated in an article of *Mimarlık*, dealing with the necessity of the Building Congress for the building work:

Workmanship

The construction workers and craftsmen are not submitted to any technical control. They do not have any organization. Their knowledges are completely primitive. They are not examined in any exam or course. Their classes, levels, prices are not determined. Consequently, the quality of our workmanship is low. It is impossible to adapt to the walkings of others with today's situation of workers and craftsmen staff. We, of course, see the positive reflections of our *Yapı Usta Okulları and Köy Enstitüleri*. But the control of the ones apart from these and increase in their knowledges are also necessary.⁵²

Consequently, all the factors were interdependent with each other under the umbrella of the general conditions of the country. Labour intensive process was dominating the sector in Anatolia and transportation and obtaining of materials, workers and work machines were important problems of the period in construction works of both cities and rural areas as being the determinant factors on contemporary building constructions of the country.

⁵² *Mimarlık*, 1945-1, p.1.

2.3. Modes of Production in Building Construction Works

In the early Republican period, architectural and construction works were not adjusted in order in terms of bureaucratic approaches and application of modern and rational methods of contracting and construction system. The public authority did not have the necessary consciousness for organizing these works in its required legal and technical frameworks. On the other hand, the traditional methods of the Ottoman period applied in construction works of rural areas and towns of Anatolia also continued without any important changes in the early Republican period. As for both the free-working and public architects, the comprehensive analysis of the problems of the architectural medium in the early Republican period reveals the fact that the actual agenda of architects was focused on the issues of confusions in the commissioning system and disorganized structure of project and construction works. Architecture and architects had some special problems differing from the agenda of other disciplines coming from its unique structure and subject matters. The important subject matters of the period such as the reaction against foreign architects, nationalist approaches in architecture, discussions related to style and form, etc. were generally the direct or indirect outcomes of these actual problems of architects. But in any case, in varying degrees, many of these issues mentioned above also constituted the general framework of the discussions of different actors of building construction such as engineers, contractors and master builders.

In this general framework of the situation of building construction medium drawn above, three types of building construction were observed in the field of design and construction works in terms of the source of patronage, organization and finance of these works in the early Republican period: the first one was the application of traditional methods in the construction works in rural areas and towns especially in Anatolia; the second one was the organization of private capital ownerships or firms having their design and construction works executed with the methods apart from traditional approaches or public applications oriented with related laws and regulations; and the third one was the organization and financement of these works with state control and finance with its related offices, arrangements and laws.

Traditional Applications

Before getting into a brief analysis of the developments and continued system in the construction process of buildings and capital relationships realized around the state, contractors, architects, engineers, etc., it is firstly necessary to mention about the construction process of buildings in rural areas and towns of Anatolia which were based on traditional methods applied since the Ottoman period, and did not radically change until the 1950s. Actually, this production structure that will be expressed was also valid in small scaled constructions and residence buildings of cities like İstanbul and Ankara. Moreover, it was dominating the construction sector in cities; and the constructions made by master builders and craftsmen were holding the majority in quantity since they were ruling the whole residence construction medium. As to exemplify this argument; “even in years between 1930-1934 when the prices increased extremely in Turkey and the construction activities dropped down to the lowest levels, the buildings that were constructed by the master builders in İstanbul being recorded to municipality, were reaching to 6000.”⁵³ They were also holding the majority in the sector in different towns and cities. It is stated for example that “there were 12 architects in İzmir in 1940. (Tanyeli, 2004) The craftsmen and master builders were playing an important role in the architectural applications of the city in this period.”⁵⁴ So, they had determinant roles together with the leader and financier role of house owners on the shaping of the architectural environment of towns and cities. A similar situation could also be observed for the Ankara of the 1920s:

Apart from a few group of buildings built for state officers, craftsmen undertook the mission of the construction of residences more than architects in Ankara. The craftsman who took the order, was organizing the construction mostly on a half plan by collecting its workers; Bulgarian, Rumid and Armenian craftsmen were working on the ornaments of the building as being the widespread character of the period. Accordingly, the residence constructions sustained with personal relationships, were realized as a product

⁵³ Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.104.

⁵⁴ Ballice, Gülnur. 2006. “1923–1950 Döneminde İzmir’in Kentsel Dokusu ve Mimarisinin Genel Değerlendirilmesi” *İzmir’de 20.yy Konut Mimarisindeki Değişim ve Dönüşümlerin Genelde ve İzmir Kordon Alanı Örneğinde Değerlendirilmesi*, Doktora Tezi, Dokuz Eylül Üniversitesi Fen Bilimleri Enstitüsü, Mimarlık Bölümü, Bina Bilgisi Anabilim Dalı, Mart.

reflecting the common taste of its owner, construction craftsmen and workers within the framework of the dominant architectural concept of the period.⁵⁵

Generally based on the coordinatorship and constructive role of craftsmen and master builders, there was an average system which showed slight differentiations depending on the regions it was applied. Engineers and architects were only taking part in this process rather than orienting it according to their professions, and its organization with legal and disciplinary arrangements was not working properly due to the conditions of the country. We could better see how the process was operating in different regions of the country by listening to the people who worked in these works in this period. As exemplified in the words by Bektaş, the construction works were undertaken according to such a process in Antalya in the early Republican period until the coming of licensed architects:

Craftsman was educated in craftsman-apprentice relationship. He was more like a technical helper. Mostly 2-3 storey houses were constructed with tradition-custom relationships. The basic determinant was the wishes of the employer. He tells the craftsman what he wants about the building he will have him made. The way of application was the providing of the employer required materials and paying workmanship to the craftsman. The owner of the hand tools was the craftsman himself and 'in the lump' bargaining was preferred. But the work which could not be done with 'in the lump method' was made with daily pay. The employer makes agreement with stonemason, carpenter, etc. seperately. The employer extinguishes his lime, provides his wood and grill them for drying at least one year before construction. The one who will have his home made was sending one burden of wheat to the craftsman and obtaining his consent because it was very difficult to find a craftsman in those days.⁵⁶

It is understood from this passage that traditional and professionally disorganized structure had established its inner system by the unofficial and orally organized production process. There was no contracting and contractorship mechanism in the process. The owner of the house was financing the production process by both paying the labour of the workers and craftsmen, and acquiring related construction

⁵⁵Nalbantoğlu, Gülsüm. 2000. "1928-1946 döneminde Ankara'da Yapılan Konutların Mimari Değerlendirmesi", *Tarih İçinde Ankara Eylül 1981 Seminer Bildirileri*, Yavuz, Aysıl Tükel (derl.), Ankara, p.255.

⁵⁶ Bektaş, Cengiz. 2000. "75 Yılda Yapı Teknolojisinde Değişmeler ve Mimariye Etkileri", *Mimarlığımızın Cumhuriyeti*, Mimarlar Odası İzmir şubesi, Nisan, p.7.

materials. Craftsman or master builder was acting as both the architect-engineer and the worker of this job. From one perspective, the owners were the architects of their own houses. Another example from Akşehir informs us about the situation of craftsmanship and construction processes in the 1930s and 1940s:

There had been 25-30 Armenian craftsmen in Akşehir while they used to live in the town. They educated Turkish craftsmen. There were 7-8 Turkish craftsmen while the population of Akşehir was ten thousand. A person who would have his home made was appointing a craftsman. They were collaboratively taking decisions with the owner of the house depending on the desires and conditions. The craftsman worked with daily pay. He was taking 2.5 tl per each day in 1940s. (20 eggs cost 5 kuruş) The working started with the rise of the sun and ended with the return of the beef. The employer was providing the food.⁵⁷

In order to understand how these small-scale works were done in big cities, in what ways the job was taken and which changes occurred in these processes, we can look at an example from İstanbul in the second half of the 1950s in the words of Eyüp Usta from Anadolu Hisarı:

The client was coming to the master builder or the architect. The agreement was made with the method of 'in the lump' or 'meter calculation'. Most architects were Greeks and there were few Turkish architects. They did not draw projects and made sketches with pencil. The architect was coming to the construction site and telling the work, but he did not control the work. Architects were taking money with the %1-2 calculation rate and mostly master builders were known in the sector. The approval of projects in the municipality was a necessity, but was not based on strict rules. The excavation-basement works were realized by workers. If Turkish craftsman could not be found, the stonework was realized by Greek-Armenian craftsman. We take commissions with the methods of 'meter calculation', 'in the lump', 'with construction materials' or 'workmanship'.

The employer used to have his drawing made by the architect or a master builder. We go to the construction site with the employer. The excavation was done and the foundation was made according to the building's being masonry or timber. No calculation was made until 2-3 storey buildings, if the building was higher, then the architect or master builder was remembered. There was no reinforced concrete construction if the employer was poor.⁵⁸

⁵⁷ Ibid, p.6.

⁵⁸ Ibid, p.7-8.

It is seen that the dominant role of craftsmen and master builders, and the sustaining of works without specific contracting system was still valid in the 1950s despite the inclusion of the municipalities and related legal arrangements to the process. The financier role of the owner of the house as the employer of the work could still not be broken and it was causing modalities and arbitrariness in the structuring of the country. The architect could still not take its required role depending on his profession in this process despite the fact that some legislative and methodological arrangements were realized by the related authorities about his position in building works. While stating the necessity of qualified and enough numbers of educated master builders for the country, the role of master builders and craftsmen especially in private sector constructions and individual apartment-residence constructions was sometimes criticized by the architectural medium. The critics were focused on the “authority given to the master builders for the execution of 2-3 storeyed buildings” with a legal arrangement which led to the formation of unqualified buildings constructed by uneducated master builders, and their prevention of the commissioning of engineers and architects especially in private sector constructions; proposing that “the responsibility of the construction should also be left to the control of the architect.”⁵⁹

Private Sector Applications

Most of the existing free-working firms or specialists including architects, engineers, city planners and contractors, namely the private sector was mostly giving project or construction services to the state, namely the public sector for the realization of his construction and public works (construction of infrastructure, transportation lines, installation, plumbing works, etc.) It was natural considering the acquisition of the required authority and capital for the execution of these works in that period. Since there was not any considerable amount of capital accumulation and technical-informational level in the private sector, construction and public works were mostly sustained by public sector with his control mechanisms and financial power.⁶⁰ The

⁵⁹ An insufficient master builder class was said to be very efficient in the construction medium of the period which led to the formation of very unqualified buildings in this period. See for more detailed information Sayar, Zeki. 1947, “İnşaat Kalfaları Problemi”, *Arkitekt*, p.199-200.

⁶⁰ Actually, the absence or insufficiency of technical background and capital accumulation of private sector or individual entrepreneurs or firms related to these works was an important reality of the

existing or newly forming private sector had to work in the service of public sector in this period at least for large-scale works. In this context, depending on these insufficiencies of private sector, there also was not an equal level of big scaled project or construction services of related private sector entrepreneurs to another private sector elements varying from individual capital accumulations to large scaled firms that aimed to take project or construction service.

Under these circumstances, we can only observe the servicing of free-working people or firms to private sector in small scaled constructions focusing on residences which did not generally necessitate project or design services. The most widely observed private sector service for construction works was in the field of residence construction. The residence construction field was a medium which the architects and engineers were sharing with craftsmen and master builders. Due to the commissioning of certain individuals and privileged people for the construction of large-scale public buildings, the doors of the public sector were closed to free working architectural offices and architects. In this respect, as they were excluded from large government projects, free architects working for the private sector oriented towards the design and construction of single houses and apartment blocks, many of which were introduced in the periodical *Arkitekt* for the presentation and advertisement of Turkish architects and their talents. Even the important architects of the period like Zeki Sayar and Seyfi Arkan were forced to design apartment buildings and residences in order to survive economically in the architectural medium. (Fig 2.4a, 4b, 4c) “Single-family housing and, to a much lesser extent, apartment blocks remained the favored form of the private sector. In fact, almost half of the published designs and completed projects in the journal *Arkitekt* were residential buildings in Ankara, and to a lesser degree, in İstanbul. Young Turkish architects excluded from large government projects which had been entrusted to foreign practitioners found a fruitful arena for professional activity in the residential construction of this period.”⁶¹ “The consumer who can afford an architect’s services

building construction works of the period. It shows us that the orientation of these works solely with the hands of the related offices of the state in big scaled public and construction works, was a necessity more than a selection or a compulsion of Republican state.

⁶¹ Batur, Afife. 2005. “To Be Modern: Search For a Republican Turkish Architecture”, In Renata Holod, Suha Özkan and Ahmet Evin (eds.). *Modern Turkish Architecture*, Chamber of Architects of Turkey, Ankara, p.78.

and who is willing to do so in order to own a living environment that matches his/her changing habits was the only sustained source of the demand that the free practicing architect had.”⁶² Interestingly, the efficacy of free working civil engineers and engineering offices on the construction sector was more dominant than free working architects even in architectural issues. “Another field where free practicing architects could put their skills at practice was architectural competitions, which were few, but publicly effective. National architectural competitions were held for various buildings for private investments such as hotels and cinemas, as well as some public buildings, throughout the period.”⁶³ Apart from these sides of the works of free-working architects and engineers, private sector were mostly incorporated with public sector and its working medium and conditions were determined with the related laws and arrangements and financial power of state and its related offices.

Public Sector Applications

In the early Republican period, the state was orienting the public works of the country and having the design and construction projects made in its own structure together with its relatedly established departments or by taking service from free-working people or private firms as the example of another mode of contemporary building construction. Besides, there were attempts executed by the state for the proper arrangement of the system together with the enactment of related laws, arrangements or instructions for the organization of construction works. It was sustaining the organization and control of these works with its related offices, and applying sanctions to the private sector for taking proper service in these works together with the laws and regulations it embraced related to tendering, constructing and design works. However, the organization of the design and construction process of big scaled projects and public buildings realized either by public or private finance was not also adjusted in order despite these attempts and regulations of the state. Owing to the lack of professional background of the bureaucrats and related specialists necessary for the creation of modern and rational system for the organization of these works in country scale and unique socio-political and economic

⁶² İmamoğlu, Bilge. 2010. “In Practice”, *Architectural Production in State Offices: An Inquiry into the Professionalization of Architecture in Early Republican Turkey*, Phd Thesis, Middle East Technical University, p.66.

⁶³ Ibid, p.67.

conditions of the country, the structuring of the practice of construction works as a profession and its implementation in legitimate fields were not adjusted in order in this period.

The complex structure of the architectural medium partly outlined above had concrete impacts on the modes of production in construction and public works of the state. The problem had many faces caused by the absence, fewness or deficiencies of the technical staff including architects, engineers and contractors or the absence of private sector and finance. Besides, the only authority in both official and financial terms, the state was also inadequate in solving these problems due to the absence of highly qualified officials who were experienced in the coordination and application of construction works. As the only authority to control and organize these works, “the state did not have rational tools for determining the validity and amount of construction expenses.”⁶⁴ There were no specific arrangements for provision of services from free working architects, engineers and contractors. So, the system was primitive and the organization of building construction was not working properly with a clearly defined system. Many architects were also acting as the contractors of the works they undertook because there was no contemporary professional and economic differentiation that considered official and technical arrangements necessary for the proper execution of the process.⁶⁵ The ‘force account work method’ and ‘lump sum price work’ were the most widely used ways followed by architects for executing the jobs of public authority. As clearly seen, the existing or newly embraced laws and regulations were not enough to the complete organization of these works and even the state itself was also applying methods other than the laws or regulations for taking project or construction service depending on the quality of the work.

“The public authority did not have enough consciousness for buying service from free working architects, engineers and contractors”⁶⁶ Mostly, architects could not take any money for their unrealized projects. Besides, there were not any legal arrangements for seeking remedy of architects for their projects and constructions.

⁶⁴ Tanyeli, Uğur. 2007. “Vedat Tek”, *Mimarlığın Aktörleri Türkiye 1900-2000*, Garanti Galerisi, p.111.

⁶⁵ Ibid, p.111.

⁶⁶ Ibid, p.111.

For the architects working in state and ministry offices, this system was not valid and they could be able to execute the design and construction works by directing the capital of the state and in the own mechanism of project and construction deriving of the state. Anyway, the only economic and rational attitude of the state was the employment of architects in the body of the state in order to produce cheaper projects.⁶⁷ There were different ways of project preparation processes realized in the offices of the state. One of these project production methods, including its organization of the tendering and construction phases, was as follows:

The process for the construction of a building usually started with the demand of the related state institution that was delivered to the Ministry of Public Works with a tentative requirements program for the building. Upon this, the Ministry prepared the cost estimation and sent it back to the client institution for them to program their financing. After that, the client institution prepared the budget, and if the building was not going to be subject to architectural competition and would be designed within the institutional frame, the finalised requirements program was given to the Ministry of Public Works. The Design Office in the Office of Construction Works then studied the program and the site and prepared a number of sketches for the design and decided upon one of them. Then 1/200 scale drawings for the projects were made and were discussed with the client institution. After certain changes and alterations that the clients could have demanded, 1/100 scale drawings were prepared, to be discussed once more with the client institutions before they were finalised. Later, the Office finalised the cost estimation while the production drawings and the engineering projects for the structure, mechanical and electrical infrastructures were prepared. After the specifications for the contract were ready as well, the Ministry was prepared for the bidding process for realization. The Ministry would then be the control agent and would be in contact with the contractor firm or individual who had taken upon the construction until the building was completed and submitted. Meanwhile, further production drawings were also prepared by the Office of Construction Works as required during the construction.⁶⁸

Although very limited part of the country is constructed in this way, it is important as it involved the concrete intervention of state officials in the building construction works of the country. The design and construction of *Halkevleri* (People's Houses) in

⁶⁷ Ibid, p.112.

⁶⁸ İmamoğlu, Bilge. 2010. *Architectural Production in State Offices: An Inquiry into the Professionalization of Architecture in Early Republican Turkey*, Phd Thesis, Middle East Technical University, p.105-106.

different cities of the country was another concrete example of the intervention and control of the design and construction works by the state. Although these buildings were obtained after different methods including competitions (e.g. Zonguldak and Sivas) or appointments to the office of architectural associations (e.g. Düzce), all People's Houses were being constructed by the Republican People's Party. After the provision of the site, the party contributed to the provision of the project and the charitable bequests gathered from the society were also added. "The state and the party was interpenetrated. The governor of a province could also provide a project. These buildings could also be obtained by the Ministry of Public Works. The projects were prepared in *Yapı İşleri Umum Müdürlüğü* department of the ministry. In 1940, for solving the problem of People's House buildings, the party made a building program and established a consultant architectural office attached to the General Secretariat. Three kinds of people's house projects were prepared and the manager of the office was an architect. Some projects were made here, but it did not last long."⁶⁹

Fundamentally, as partly mentioned above, the complexities of the system were also sourced from the applications and decisions of the responsible chairs of the state, which could be observed from the official correspondences written in this period related to the sustaining of these works. (Appendix A) The necessity of the leading role of the disciplinary organization and framework could not be observed in the contents and applications of these correspondences. Considering the newly forming structure and institutional framework of the Republic, such a mechanism organized top to bottom was natural, but it also prevented and delayed the determination, organization and solution of the details and core of the existing problems of the unsettled system in these works. For example, there were no specific criteria or legal framework for the commissioning of people coming from private sector or academic platform in the official missions. Depending on his professional background and vocational proximity, anyone can be charged with a duty officially in the municipalities or as a state officer. For example, Emin Onat and Sedat Hakkı Eldem were assigned with the task of project control work of *Ankara Teknik Yüksek Okulu*

⁶⁹ Gurallar, Neşe. 2003. *Halkevleri: İdeoloji ve Mimarlık*, İletişim Yayınları, p.133-136.

and paid a monthly salary for that while they were realizing their academic positions in university. (Appendix A-1)

Foreign architects or specialists could also be assigned for a very important location in state offices or municipalities together only with an enactment of the council. (Appendix A-2) Such a commissioning was also valid for the specific work done by the state to the Turkish architects or engineers, like a temporary personnel. Besides, the absence or insufficiency of legal and practical frameworks of project and design works could also be easily observed from the official correspondences. The project designer of the work (whether he is foreign or not), the scope of the work, how much he will be paid, the payment process and the method of construction tender could be decided only with an enactment signed by the Council of Ministers and the president of the Republic. (Appendix A-3) It was the clearest indicator of the absence of intermediate mechanisms or institutional frameworks necessary for the organization of the works without going to the highest ranks of the state.

Foreign actors of architectural medium were not experiencing such dilemmas as they were involved in both the design-construction works and obtaining the contracts in Turkey as a part of the systematic politics of the related authorities of the state during the early Republican period. Their commissioning and involving in contracting, tender and construction processes were more freely elaborated when compared with the rest of the architectural medium composed of Turkish citizens. Different formulas were found for their commissioning in the country even by the flexible enforcement of the existing laws. Instead of being commissioned for giving specific architectural service, “some foreign architects were brought to the country for working in an undefined base. They had loose connection with the central authority, took regular monthly salaries including their employees, none of them had officially recorded commercial offices and paid taxes to the state.”⁷⁰ Important foreign architects connected with the highest ranks of the state such as Holzmeister, Taut, etc. are the typical examples of such a relationship.

⁷⁰ Tanyeli, Uğur. 2004. “Erken Cumhuriyetin Mimarları: Türkler ve Yabancılar, *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.102-105.

2.4. Legal Framework of Building Construction

For the understanding of the building construction of the early Republican period together with its related actors and modes of production examined in previous chapters, what is mostly overlooked in the analysis of historical studies on these issues is the role of contract and contractor works, existing tender laws of the period and the concrete processes of the sustaining of bidding and construction works. As it is clearly evident, the widespread and mostly accepted way for the actors of building construction to make money was the execution of construction works in that period. The only project and design work mostly did not have money equivalent for both the public and private sector in those years. Besides, the issues about commissioning and disorganized structure of project-construction works with all its aspects were generally the results of the developments ensuing these contracting-constructing works in this period that were mostly kept in the background of historiographical approaches focusing on style, organization and ideology. Actually, the determinant role of laws and regulations related to building construction was not only limited with the project, construction, contract works or commissioning issues, but it also had direct or indirect outcomes in the shaping of construction sector with its different aspects independent from whether the regulation was directly related with construction sector or not. For example, together with the first item of the law no: 2007 accepted in 4 June 1932, “the works that could be executed by muslim and non-muslim citizens were expressed; and since the construction work was given to muslims and the working of non-muslim master builders and apprentices in these works was prevented; a great deficiency was resulted in the construction sector.”⁷¹ As seen, even the preclusion of non-muslims from construction sector in the early Republican period with a regulation defined the orientation of the project-construction sector at all points. The period is full of similar examples that authenticated the actuality of this situation which do not stand in the first rank of the

⁷¹ Özakbaş, Derya. 2007. “Konut Yapımı ile İlgili Kanun, Yasa ve Girişimler”, *Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi*, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, Y. Lisans Tezi, Haziran.

struggles of the period, but hidden in the background of the existing realities of the building construction processes.⁷²

In this framework, this study aims to focus on contractors and contractorship services of the period and enlighten its role on the building construction. As the most indispensable part and determinant element of both the contractor services and construction works, in this phase of the study, it is firstly necessary to examine the related laws and regulations on building construction in general, and public procurement laws of the period in detail together with the analysis of their reciprocal relationships with the practice of contractorship so as to understand the basis and principles of contract mechanisms and contractor works in the country at that time. Since contractorship was based on contract mechanisms and rules determined with procurement laws enacted in this period, learning its content and subject matters will reveal us the application, control and financing mechanisms of contractor works in terms of the understanding of their juridical backgrounds. Besides, tender methods or procedures of all public works other than contractor works including each purchasing, selling, renting, etc. works of the state apart from construction works and different procurement methods such as service procurements, consultancy procurements, etc. can also be expressed within the analysis of the procurement laws enacted in this period.

2.4.1. Laws and Regulations on Building Construction

It is firstly necessary to make a short overview of the enacted laws and regulations related to the architectural medium that had direct or indirect relationships with construction works before getting into a detailed analysis of the current procurement laws in the early Republican period. The enactment of required laws and regulations for the organization and professionalization of project and construction works in the country was one of the most important concerns of the architectural medium of the

⁷² For example, the reaction against foreign architects was mostly coming from the free working architects in Istanbul who had been excluded from the continuing construction activity in Ankara. A careful look at the period shows that the Ankara-centered working architects did not have that much strong reaction. So, it can be stated that the basic reason lying behind these reactions was mostly caused from the architects falling outside the fastly continuing construction activity in Ankara, and naturally the employment opportunities rather than the nationalist and seeking remedy reactions of Turkish architects. Tanyeli, Uğur. 2004. "Erken Cumhuriyetin Mimarları: Türkler ve Yabancılar, *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.99.

period. And the demand for the organization of construction works with all its aspects including the definition of tendering procedures and the contractorship mechanism determined accordingly, was holding a special place among the other struggles of the related staff of construction works.

The legislative arrangements for building construction was dating back to the second half of the 19th century together with the changing structure of socio-cultural and political conditions of the Ottoman Empire in the *Tanzimat* era. Many laws such as the Building Code of Practice, and Municipality Code of Practice were enacted and arrangements related to expropriation, ownerships, floor and way widths, etc. were realized, providing the beginning of the basement of architectural works on legal frameworks as mentioned in previous parts. An organization of the staff necessary for the application of the related arrangements, the establishment and working of municipal police organization, determination of each type of measurement and adjustment for making standart construction, determination of construction material qualifications and prices, the arrangement of tax, charge, and necessary debtness required for the economical execution of these works were all realized after *Tanzimat* era.⁷³

Despite these arrangements executed in late Otoman period, architectural works still had many problems in terms of the professionalization of related technical disciplines and organization of project and construction works when the Republic was established. The regulations of the Ottoman period remained valid for a while after the establishment of the Republic since the new state did not have yet the required background for the organization of these works. In this respect, the development and construction of public works were sustanied with laws and arrangements of the Ottoman state for a while after the establishment of the Republic. “The *Ebniye* law remained in force between 1923-28 since the development and construction of public

⁷³ See for more detailed information Denel, Serim. 1982. *Batılılaşma Sürecinde İstanbul'da Tasarım ve Dış Mekânlarda Değişim ve Nedenleri*, Orta Doğu Teknik Üniversitesi, Ankara, p.13.

facilities planning works could not be started. The *Ebniye* law remained in force between 1882-1928.”⁷⁴

The first law of the Republican period related to architects and architecture was the law no: 1035, *Mühendis ve Mimarlık Hakkında Kanun*, enacted in 1927. This law was modified with law no 3458: *Mühendis ve Mimarlık Hakkında Kanun*, enacted in 28 June 1938. Together with many laws enacted in early years of the 1930s such as *Belediye, Umumi Hıfzısıhha, Yapı ve Yollar Kanunu, etc.* and other related laws in addition to this law, a new period started in the organization of theoretical and practical aspects of architectural works including the legal procedures and organization of public works and contractorship services.⁷⁵ But still, the ways and conditions of tendering construction works and the relationship between the contractor and the administration should be arranged. Despite this unsettled system of project, contract and construction works and the existing disorganised working conditions of architectural medium partly mentioned above, the Republican state enacted series of laws and regulations that contributed to the following coordination of these works to the country scale. The notable laws and regulations enacted in this period which had important roles on the shaping of the contract-construction works and the organization of their economical aspects are:

1925: Law no:661 *Müzayede, Münakaşa ve İhale Kanunu* (Dispute, Bidding and Tender law): The first law arranging the purchasing-selling, tender and construction works of the state in the Republican period.)

1927: Law no:1035 *Mimarlık ve Mühendislik Hakkındaki Yasa* (Law related to Architecture an Engineering): The first law related to architecture

1930: Law no:1580 *Belediyeler Yasası* (Municipalities Law): (The assignment of municipalities for making the development plans as an obligation)

1933: Law no:2290 *Belediye Yapı ve Yollar Yasası* (Municipalities Construction and Roads Law): The authorization of Ankara Development Plan Administration for the preparation and approval of development plan and map

⁷⁴ Özakbaş, Derya. 2007. “Konut Yapımı ile İlgili Kanun, Yasa ve Girişimler”, *Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi*, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, Y. Lisans Tezi, Haziran.

⁷⁵ See Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 Sayılı Artırma, Eksiltme ve İhale Kanunu” *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.86-87.

projects and the technical conditions to be adapted in the constructions and renovations)

1934: The rearrangement of the missions and organization of Ministry of Public Works together with law no: 2443 (The start of the sustaining of the construction works of the state with one authority which was sustained by the own science comitees of each Ministry until that day.)

1934: The rearrangement of the organization of the Ministry of Public Works and the establishment of *Yapı İşleri Genel Müdürlüğü* together with law no:2799. The establishment of *Şose ve Köprüler Reisliği* (The first research establishment related to city planning.)

1934: Law no 2490: *Arttırma, Eksiltme ve İhale Kanunu* (Tender Law): 2 June 1934

1935: The start of the sustaining of the map and development plan works of municipalities with public tenders by the specialist architects together with law no: 2763

1936: The passage of the approval authority given to *Ankara İmar Müdürlüğü* (Ankara Public Works Directorate) previously to Ministry of Public Works together with law no: 2799. (Until the establishment of *İmar ve İskan Bakanlığı* -Public Works and Habitation Ministry- in 1958.)

1936: *Yapı-Yollar Kanunu* (Construction-Roads Law): Typical building regulation for the whole Turkey: The floor heights were determined as max. 3m + 0.80m plinth wall.⁷⁶

1937: Law no:3710 *Belediye Kamulaştırma Yasası* (Municipality Dispossession Law)

1938: Law no:3945 *Mimarlık ve Mühendislik Yasası* (Architecture and Engineering Law): The developed version of the law enacted in 1927.

1939: The rearrangement of the organization and missions of the Ministry of Public Works and the establishment of *Yapı ve İmar İşleri Reisliği* together with law no:3611. (The missions of *Yapı İşleri Genel Müdürlüğü* were given to this establishment)

1944: Law no:4585 (The change of some items of *Yapı ve Yollar Yasası* no:2290 and 2555. The obligation of the approval of Ministry of Public Works

⁷⁶ Ballice, Gülnur. 2006. "1950 -1980 Döneminde Kurumsal Değişmeler ve Mimarlık" *İzmir'de 20.yy Konut Mimarisindeki Değişim ve Dönüşümlerin Genelde ve İzmir Kordon Alanı Örneğinde Değerlendirilmesi*, Doktora Tezi, Dokuz Eylül Üniversitesi Fen Bilimleri Enstitüsü, Mimarlık Bölümü, Bina Bilgisi Anabilim Dalı, Mart.

for some issues. The assignment of the Ministry for the education of licence certificated construction master builder. The start of the giving of an authorization document with a temporary item to the ones who could make master buildership on that day until the education of a licensed masterbuilder)

1945: The publication of *Yapı Kalfalığı Talimatnamesi* (Construction Craftsmanship Regulation) providing the education of construction master builders firstly in *Yapı Usta Okulu*. (Together with the support of Ministry of Education)

1949: The regulation showing the responsibilities that could be undertaken by the scientists and professionals the type, importance, size and level of responsibilities in construction works inside the law no:4585.

1954: The establishment of Chamber of Architects and Engineers together with law no:6235 and the establishment of Chamber of Architects as a professional organization executing a public service.

Law no: 3611 enacted in 1939 had of greater importance among the other laws since it gave the control of all public constructions to be executed by any ministry or state office to the Ministry of Public Works and its related offices. In other words, the Ministry of Public Works became the only authority of both the great scaled and building public constructions, including their project, tendering and construction phases from the beginning until the finishing of the construction.⁷⁷ This law also determined the general framework of the missions and authority of the Ministry and its related offices with *Yapı İmar İşleri Reisliği* having the major role in the sustaining of public works. In addition to the laws mentioned above, the Republican government determined the legal framework of the urbanization (city planning) model of the state together with the laws he enacted between 1930-1935. The laws enacted accordingly are:

1934: Law no: 2722 *Belediyeler İstimlak Kanunu* (Municipalities Nationalization Law)

1935: The Law no:2763 related to the establishment of *Belediyeler İmar Heyeti* (Municipalities Public Works Comitee) (Tekeli, 1998c).⁷⁸

⁷⁷ See for more detailed information about the whole items and content of the law; Nafia Vekâleti Teşkilat ve Vazifelerine Dair Kanun, *Arkitekt*, 1939, p.136-138.

⁷⁸ Ballice, Gülnur. 2006. "1950 -1980 Döneminde Kurumsal Değişmeler ve Mimarlık" *İzmir'de 20.yy Konut Mimarisindeki Değişim ve Dönüşümlerin Genelde ve İzmir Kordon Alanı Örneğinde*

2.4.2. Public Procurement Laws: Legal Framework of Contract Works

Despite these laws and regulations, there still was a need to arrange the public procurements of the state for the legislation and coordination of services such as selling, purchasing, rent and construction works of the public. The organization of contractorship services was forming the most important part of this necessity since such services could only be taken from contractors rationally considering the characteristics of contractorship as a profession and the complexity of the public service demanded by the state. New public buildings, railways, communication lines, ports, dams, etc. had to be constructed for the realization of the changing face of the young Republic, and they were necessitating an organizational entity having the required technical, financial and organizational background, and the legal determination of the rules and working principles of the public authority with this entity. In any case, the development of contractorship in the early Republican period continued side by side, even completely based on the existing procurement laws of the period since they had reciprocally dependent relationships. This duality had such a big influence on the development of contractorship that the beginning of the profession or the bankruptcy of many contractors of the period were directly sourced from the obligatory items and content of these laws which will be expressed in the following parts of the study.

To start with, it will be helpful to draw a short historical framework in order to have general information about the historical backgrounds of the enacted procurement laws in the early Republican period. In the Ottoman period, several arrangements and regulations were executed for the arrangement of service procurement and purchasing-selling works of the state. None of them had the scope or aim for the complete organization of contract-construction works of the state, but included partial clauses related to the issue. The first arrangement related to public procurements was made with the regulations published in 1857. Some small-scale regulations related to purchasing-selling methods were also done in this period such as *Emlak-i Milliye* (National Real Estate) dated in 1877 and *Vakfiye'nin Tamir ve İnşası Nizamnameleri* (Renovation and Construction Regulations of the Foundation)

Değerlendirilmesi, Doktora Tezi, Dokuz Eylül Üniversitesi Fen Bilimleri Enstitüsü, Mimarlık Bölümü, Bina Bilgisi Anabilim Dalı, Mart.

dated in 1880; but there was not any general tender law enacted.⁷⁹ In 1914, an additional regulation was inured in 1857:

The execution of diverse purchases and some construction works with the permissions of Ministers and without any tender, was accepted with this regulation. An addition was made to the 1914 regulation together with an enactment in 4 June 1919 approved in 1921; and it was decided that the obtaining of equipment and forces in İstanbul and costing more than 500 liras, will be realized by *Tehvidi Mübayaat Komisyonu* (Purchasing Commission) established in the Ministry of Economy. Thereby, in a period of the transformation from the Ottoman Empire to the Turkish Republic, shortly after the Independence War, the great - scaled purchases were given to this commission in 1921 and a centralization politics for these works, followed.⁸⁰

By the way, two important works were executed effective on the development of contractorship in the country together with the appointment of *Hallacyan Efendi* as the head of the Trade and Public Works of the Ministry in 1909. Firstly, “he had the administrative and technical specifications and bill of quantities chart prepared that were related to how the works in the program of the Ministry will be executed. By this way, *Hallacyan* was planning to have the works undertaken by contactors qualified enough. The second one was the establishment of *Umur-u Nafia'ya Mütealilik İmtiyazat Kanun Lahiyası* that increased the authority of administration, and decreased the bureaucracy.⁸¹

Many of these regulations and laws contributed to the organization of public procurements and contractor works, but they were not enough for the complete determination of the principles for the execution of all the public works of the country in the early Republican period. The establishment of the Republic provided the conditions for the occurrence of contractorship, start of its sitting on professional bases, and caused a country scale and heavy work load of public works all through the country. So, for defining the frameworks and principles of both the

⁷⁹ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.52.

⁸⁰ Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.79.

⁸¹ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.46.

contractorship in the country and the execution of any kind of public work, a comprehensive law that could determine the rules and organization of these works, and draw its legislative framework accordingly, became a necessity. Accordingly, the first procurement law enacted in the early Republican period on the issue was the law no:661, *Hükümet Namına Vukubulacak Müzayede ve Münakaşa ve İhale Kanunu* enacted in 22 April 1925. The second one was the law no: 2490, *Arttırma, Eksiltme ve İhale Kanunu* enacted in 2 June 1934. In the following part of the study, these two laws are examined in terms of both their principles and roles on the development of contractorship in this period.

Law no: 661: Hükümet Namına Vukubulacak Müzayede ve Münakaşa ve İhale Kanunu (1925)

As to the birth and development of great construction contractorship in the country, the most important development that played the first fiddle in the establishment of related firms including other sectors, was the acceptance of *Hükümet Namına Vukubulacak Müzayede ve Münakaşa ve İhale Kanunu* in 22 April 1925.⁸² It was the first general bidding law that aimed to formulate a contracting system for the public works of the state. “The way of executing any kind of purchasing, selling, renting, construction, restoration, survey, transportation and similar works in the name of state with one of the methods of open and competitive bidding, bargaining and force account work method, was determined.”⁸³ Being the first juristic text that provided the necessary conditions for the emergence of building contractorship, public works (infrastructure works, railways, ports and airports) were left out of the scope of the general bidding law. The text was composed of 26 items and inadequate in many points for the accurate execution of bidding and contracting system including the determination of “approximate cost” necessary in this process. The method of determination and many other missing parts could only be clearly defined in the law no 2490: *Arttırma, Eksiltme ve İhale Kanunu* enacted in 1934. But still, “the official

⁸² *Münakasa* is an Arabic word, meaning a tender based on the acceptance of the lowest price and expresses a competitive bidding or a reduction in the tender. As a wrong quotation, the usage of the term “münakaşa” in some related books and studies for this term, is widely observed. Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.79.

⁸³ *Ibid*, p.79-80.

records system necessary for the proper organization of great construction process” could not be adjusted in order during the early Republican period.⁸⁴

Consequently, a legal framework was provided for contractorship works together with the enactment of the law, and the execution method of any kind of purchasing, selling, rent, construction, restoration, assessment transportation and similar other works was based on rules.⁸⁵ This law carried great importance as it became one of the first juristic texts about the issue and provided the formation of the first required conditions for construction contractorship. Some revisions were made on the law no: 661 in 1926, 1928, 1929 and 1933 for the purpose of aligning the changes occurred in time.⁸⁶ In the first article of the law, it is stated that:

... any kind of purchasing, selling, renting, construction and restoration, survey and production, operation and transportation and similar works realized in the name of the state will be executed with open and competitive bidding method and sealed-bid method; in the situations determined with law, it is executed with bargaining, open bidding and competitive bidding methods. The construction and operational works of Ministry of Public Works can be executed with force account work method, depending on the provision of having special laws.⁸⁷

As stated, although the law also embraced force account work method under compulsory conditions, it mainly proposed *sealed-bid* tender method to ensure a fair tender and competition. “Force account work method meant the system of carrying out a construction project by public authorities itself, instead of performing the work through a private contractor, and the embracing of such a method shows us both the poor conditions of the Turkish construction sector and governmental skepticism in

⁸⁴ See Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 Sayılı Artırma, Eksiltme ve İhale Kanunu” *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.86-87.

⁸⁵ Karabayır, Adem. Gen. Müd. Yrd. 2008. *Kamu Alımları*, Maliye Bakanlığı, 4 Şubat 2008, Ankara.

⁸⁶ After a while, since some gaps were seen in this law, revisions were made in this law with 5 April 1926 dated and 799 numbered, 31 May 1926 dated and 878 numbered, 24 May 1928 dated and 1300 numbered, 25 December 1929 dated and 1540 numbered, 29 November 1933 dated and 2338 numbered laws. Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği Uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.80

⁸⁷ Mutlu, Yücel N. 2005. “1925 Yılına ait Konular”, *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara, p.245.

capacity of private sector in 1920s.”⁸⁸ But in any case, the basic rule of the tender was the sealed bid method according to this law according to which the tender was undertaken by the ‘appropriate bid’. Nonetheless, in the construction tenders, bargaining method could also be used.⁸⁹

The law was also considering the inclusion and contracting of Turkish firms to public procurements so as to achieve the aim of creating a national bourgeoisie inside the country. In this respect, it aimed the inclusion of small-budgeted firms to great-scaled works and their joining the contract works of the state for holding the capital inside the country.⁹⁰ Besides, the law continues the perception of seeing the infrastructure as a public work that was coming from the Ottoman Empire and did not take public works in the scope of the general procurement law.⁹¹ In this context, in the 23th article of the law, it is stated that “the public service and institutions that are executed and operated with special laws are not subordinate to this law. These are executed with the regulations prepared by the Council of Ministries”.⁹²

Law no 2490: Arttırma, Eksiltme ve İhale Kanunu (1934)

Despite the regulations brought with law no:661, it was not detailed enough to arrange the complex structure of tender and construction processes of public works considering the scope of its content. Accordingly, a new law no: 2490 *Arttırma, Eksiltme ve İhale Kanunu* was enacted in 2 June 1934 for substituting this law. “Law no: 2490 totally eliminated law no.661 and its supplements.”⁹³ The legal framework of the ways and conditions of tendering construction works was drawn with this law. It provided the legal base of contractorship services; namely the contractor and administration relationships. Composed of 76 items, the law no 2490: *Arttırma,*

⁸⁸ Örmecioğlu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.46.

⁸⁹ “*Hükümet Namına Vukubulacak Müzayedede ve Münakaşa ve İhale Kanunu*”, Madde-18.

⁹⁰ Örmecioğlu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.46.

⁹¹ Demirci, Gülcan. 2009. *İnşaat Projeleri İhalelerinde Yüklenici/İstekli Yeterlilik Değerlendirme Sistemi*, Yüksek Lisans Tezi Anadolu Üniversitesi Fen Bilimleri Enstitüsü, İnşaat Mühendisliği Anabilim Dalı, Ocak, p.44.

⁹² Mutlu, Yücel N. 2005. “1925 Yılına ait Konular”, *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara, p.245.

⁹³ Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.80

Eksiltme ve İhale Kanunu was prepared more particularly than the existing tender law enacted in 1925. Among the new arrangements brought with this new law, the struggle to protect small entrepreneurs against especially foreign firms, the beginning of the application of bid method, bringing restrictions to force account work method and clarification of the definition of ‘appropriate cost’, can be listed.⁹⁴

The basic aim of enacting this law was to pave the way for conferring small contracts to Turkish contractors. The dominancy of foreign contractorship firms were still valid in the early Republican period especially for big scaled construction works like railways, dams, ports, etc. due to the absence of required capital accumulation and technical background of local firms. The development of Turkish contractorship firms in terms of capital accumulation and technical background was necessary according to the Republican state for creating a national bourgeoisie that could be able to execute big scaled public and infrastructure works. The new law was including some items for local firms to get contracts and take public tenders of construction works: “For the participation of foreign citizens to tenders, construction, repair, production and development works that cost less than 15 thousand TL, they have to be recorded in the commercial register and residing in Turkey for ten years.”⁹⁵

One of the other improvements brought with this law was the arrangement of bid method defined in its Item-45, which was going to be the source of several discussions in the following years after the enactment of the law. The special provincial administrations were obliged to take permission from the Ministry of Internal Affairs and other state offices and institutions were obliged to take the permission of the Attorney Commission in order to call for tenders with this method.⁹⁶ The application of ‘appropriate cost’, which had not been clear in the

⁹⁴ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 sayılı Artırma, Eksiltmeve İhale Kanunu”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi veTürkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.86-87.

⁹⁵ Ibid, p.87.

⁹⁶ Örmecioğlu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.45.

previous law, was clarified with this law as defined with its Item 53.⁹⁷ Besides, the law brought restrictions to works executed with force account work method by limiting their monetary extent. The idea was to have the works done by the private entrepreneurs as much as possible.⁹⁸ The “Bill of Quantities Chart” and the “Licence Certificate System for Contractors” were the two issues brought with this law that will be discussed in the following parts.

The preparation of real estate development projects were also prepared within the framework of law no: 2490 depending on the scale of the work. According to the law, the Ministry of Internal Affairs was obliged to prepare its real estate development projects, fresh water, sports areas and sewer works for cities with a population over 10,000.⁹⁹ In this context, it should be noted that the law no:2490 was also determining for the formation of city planning projects and applications specifically. What is important here is that the law could be able to provide a contractorship action in city planning works, but it could not realize that in architectural design project works. That is why most architects had to focus on constructional aspects of the work in addition to project and design works in order to survive economically.¹⁰⁰

“Through the years, lots of amendments, additions and repeals were conducted according to the needs of the government, as the economic, social and technological circumstances changed. Some of them were law number: 2838 in 1935, law number: 2902 in 1936, law number 3559 in 1939, law number: 4547 in 1944, law number: 5405 in 1949, law number: 6246 in 1954, law number: 6150 in 1973 and in 1979.”¹⁰¹

⁹⁷ In the first sentence of the Item-53 of law, appropriate cost’ (layık had) is defined as “In the competitive bidding works, the costs are conceived as ‘appropriate cost’ when it reaches to the approximate cost.” See Law no: 2490 *Artırma, Eksiltme ve İhale Kanunu*, Madde 53

⁹⁸ Örmecioğlu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.45.

⁹⁹ Tekeli, İlhan. 1980. “Türkiye’de Kent Planlamasının Tarihsel Kökleri”, *Türkiye’de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan, p.67.

¹⁰⁰ Although its contracting processes, conditions and the content of its specifications were based on similar principles, we generally express the city planning project preparation works in early Republican period as contractorship because of the high financial cost and size of the work; and more important than that, the quality of the relation of the work with its practical side.

¹⁰¹ Yüksek, Murat. 2005. “Historical Enhancement in Turkey and in the World”, *Legal Framework Comparison of Public Procurement Law with State Procurement Law*, Master Thesis, Graduate School of Natural and Applied Sciences of Middle East Technical University, January, p.7-8.

Besides, the law no: 4846 was embraced in 24 April 1946 as an additional law to law no: 2490, and the monetary limitations determined in items 41, 46 and 50 were increased three times. “As the main legislation for the arrangement of public purchasements during its nearly 50 year application process, law no: 2490 saw 13 changes in different times for providing answers to the requirements.”¹⁰² An important level of economic improvement was provided considering the conditions of the time with this regulation; but this increase lost its importance in time.¹⁰³ Consequently, the law no: 2490, *Arttırma, Eksiltme ve İhale Kanunu*, brought strict rules and formalities and it could not bring solutions to the proper organization of public procurements.¹⁰⁴ Still, most juridical relationships related to contractorship services were sustained with this law after 1934; *the forensic relations of these works were organized accordingly* and it became one of the basic determinants of contractorship services for fifty years until the enactment of a new law in 1983.¹⁰⁵

¹⁰² Kömürcü, Gökhan. 2006. “Kamu İhale Kanununun Tarihçesi”, *4734 Sayılı Kamu İhale Kanununun Uygulamasında Karşılaşılan Sorunlar*, İTÜ Fen Bilimleri Enstitüsü, Aralık.

¹⁰³ *Devlet İhale Sistemi: Tarihçe*, <http://www.odevlik.com/odev-id/12074.html>.

¹⁰⁴ Considering the period it remained in force; law no: 2490 that comprehended a long time for almost half century, was the longest of all tender laws that remained in force. The law was prepared by considering the conditions and necessities of the first ten year of our republic; and its being insufficient in the arrangement of the relationships necessary for our growing economy in time, was a reality. Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği Uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.80.

¹⁰⁵ *Ibid*, p.86-87.



Figure 2.1a: A photo from *Ankara Yapı Usta Okulu* (1938)
Source: “Ankara İnşaat Usta Mektebi”, 1938, *Arkitekt*, p.191.



Figure 2.1b: A photo from *Ankara Yapı Usta Okulu – Plastery* (1938)
Source: “Ankara İnşaat Usta Mektebi”, 1938, *Arkitekt*, p.193.



Figure 2.1c: A photo from *Ankara Yapı Usta Okulu – Quarrying* (1938)
Source: “Ankara İnşaat Usta Mektebi”, 1938, *Arkitekt*, p.192.



Figure 2.1d: A photo from *Ankara Yapı Usta Okulu – Stonemasonry* (1938)
Source: “Ankara İnşaat Usta Mektebi”, 1938, *Arkitekt*, p.193

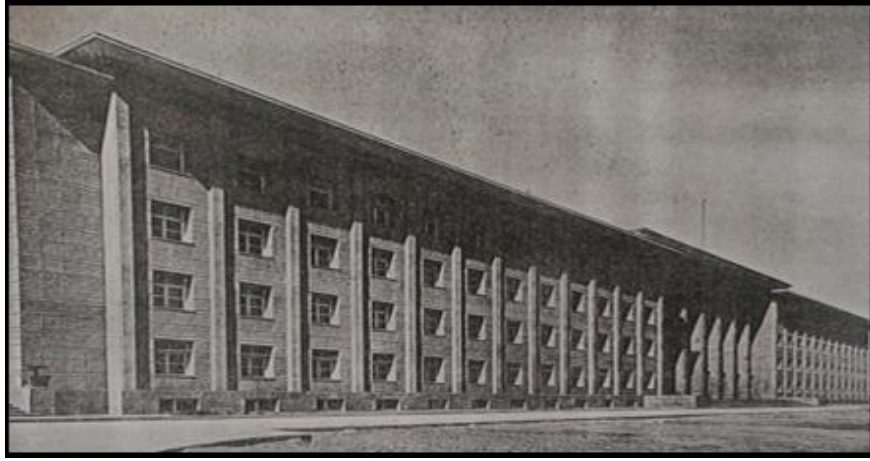


Figure 2.2a: Front View of Devlet Demiryolları Yolları Umumi İdare Binası (1941)
Source: “DDY Umumi İdare Binası”, 1941, *Arkitekt*, p.241-246.

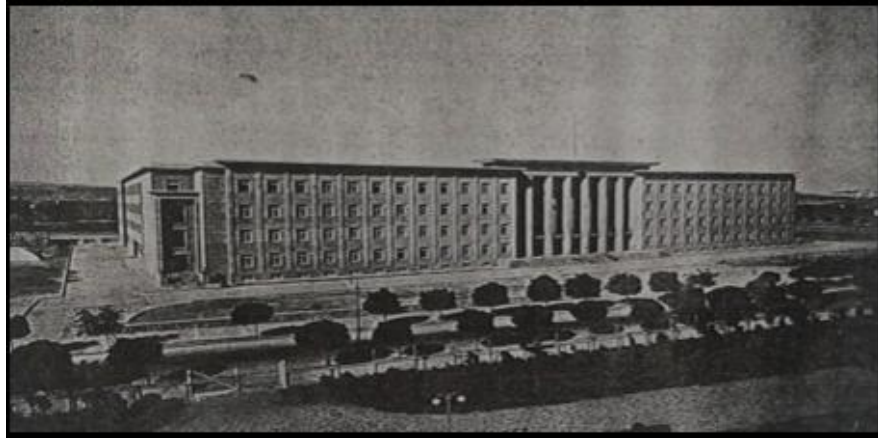


Figure 2.2b: General View of Devlet Demiryolları Yolları Umumi İdare Binası (1941)
Source: “DDY Umumi İdare Binası”, 1941, *Arkitekt*, p.241-246.

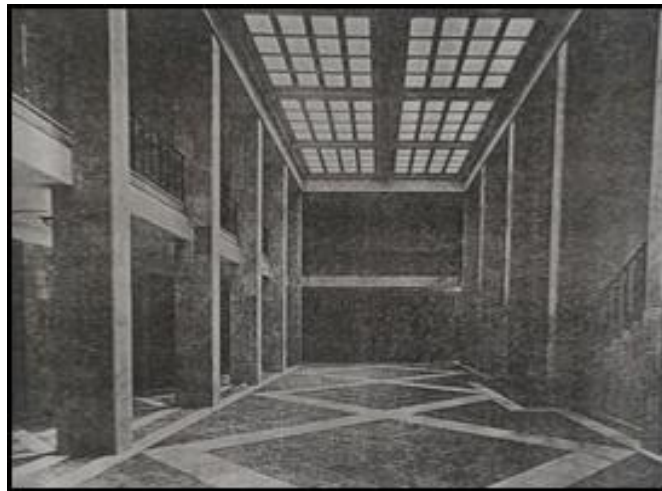


Figure 2.2c: Ceremonial Hole of Devlet Demiryolları Yolları Umumi İdare Binası (1941)
Source: “DDY Umumi İdare Binası”, 1941, *Arkitekt*, p.241-246.



Figure 2.3a: *Bolu Government Mansion Building (1936)*

Source: *Bayındırlık İşleri Dergisi (Yönetmelik Kısım)*, 3. Yıl, Sayı:5, İstanbul Devlet Basımevi, 1936.



Figure 2.3b: *Kayseri Government Mansion Building (1936)*

Source: “Hükümet Konakları”, 1944, *Arkitekt*, p.250-252.

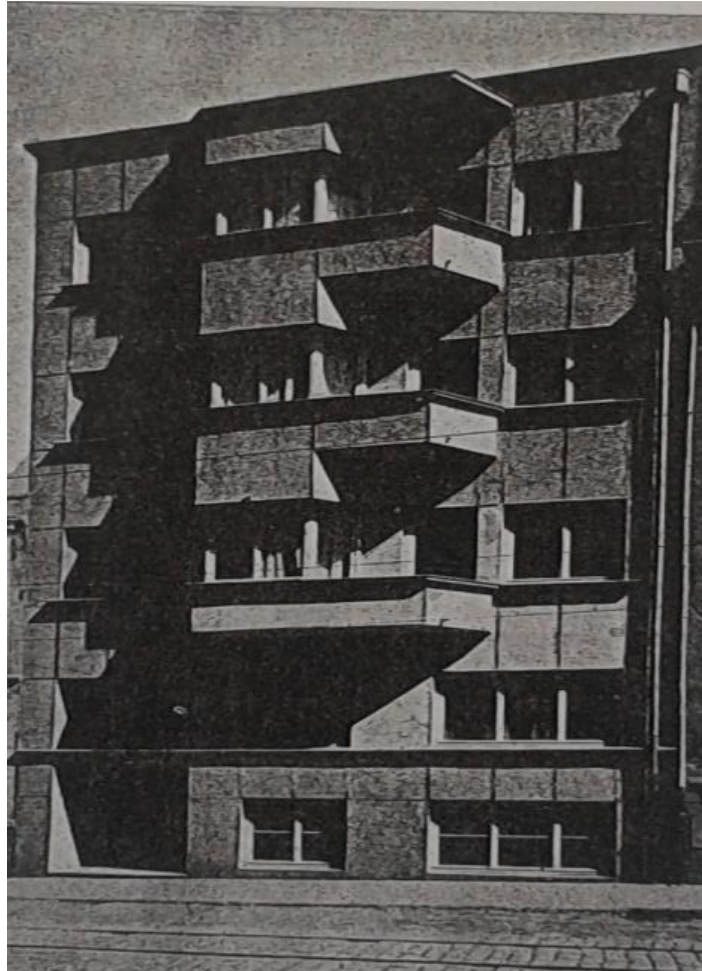


Figure 2.4a: An Apartment Building Designed by Zeki Sayar (1941)
Source: “Bir Kira Evi”, 1941, *Arkitekt*, p.57-58.

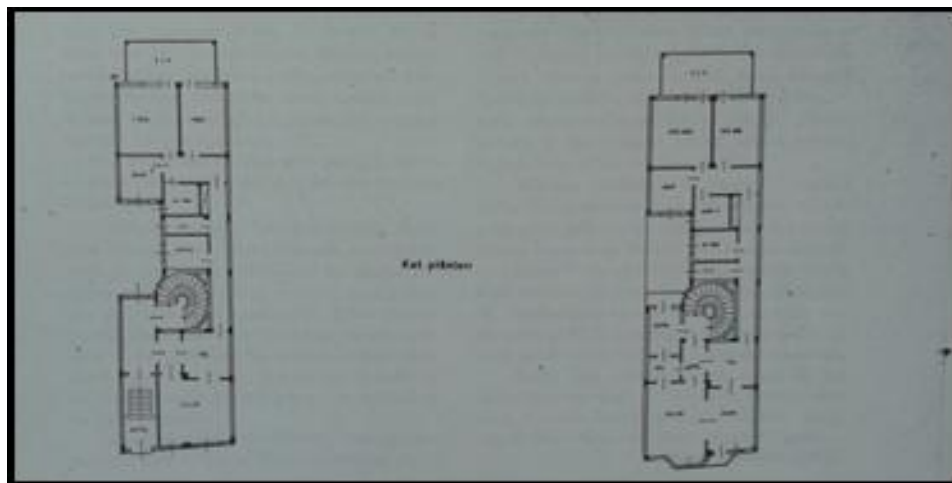


Figure 2.4b: Plans of the Apartment Building Designed by Zeki Sayar (1941)
Source: “Bir Kira Evi”, 1941, *Arkitekt*, p.57-58.



Figure 2.4c: İstanbul – Üçler Apartmanı Designed by Seyfi Arkan (1933-1934)
Source: Tanyeli, Uğur. 2007. “Seyfi Arkan”, *Mimarlığın Aktörleri, Türkiye 1900-2000*, Garanti Galerisi, p.129.

CHAPTER 3

DEVELOPMENT OF CONTRACTORSHIP IN EARLY REPUBLICAN TURKEY

There was a large scale construction activity in the country started together with the establishment of the Republic parallel to the politics and program of the new state despite the insufficient conditions of the country and related problematic structure of construction works outlined in previous chapters. In this process, important public buildings, infrastructure works, roads, railways, etc., whose design and construction required highly qualified technical background and adequate capital accumulation, had to be executed concurrently with small and medium scaled constructions even under these difficult conditions of the country. There was a demand mostly coming from the public authority for the formation of a professional structure emerged in private sector that could organize and realize these complex public construction works with its own financial sources. The Republican state was clearly declaring its politics and supporting the establishment and continuation of private firms or individual entrepreneurs that could take part in the reconstruction of the country ruined in the war.¹⁰⁶ It also provided the legal framework for the occurrence and development of this sector together with the laws enacted as discussed in the previous chapter. This medium inevitably created a new operational area for the people, namely the contractors, who were professionally concerned with these works and provided a considerable amount of capital. This politics of the state also gripped people coming from unrelated disciplines to construction works who again had sufficient financial power and saw this new field of working as a good alternative to create new working fields with public authority and capital. Since contractorship includes services from many different fields as a profession varying from commerce to transportation, there were also important developments in these fields of

¹⁰⁶ Gazi imzalı Müdafa-i Hukuk Cemiyetinin Dokuz Umde'sinde "Harap olan memleketimizin süratle tamir ve ihyası hakkında devletçe itihaz olunacak tedbirlerden başka inşaat ve tamirat için yer yer şirketler teşekkülü teşvik ve temin ve ferdi teşebbüsleri himayeye medar olacak ahkâm vaz olunacaktır" der. Avcıoğlu, Doğan. 1987. *Türkiye'nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi s.371.

contractorship apart from construction works after the establishment of the Republic. However, depending on the aims and content of this study, the contractors and contractorship of the period will only be analysed within the framework of construction works sustained in this period.

In this context, contractorship on construction works in the early Republican period and its relations with the architectural production of especially public buildings, will be examined in this chapter. Firstly, the professional characteristics of contractorship in disciplinary terms will be analysed so as to clarify the position of contractors in the production of constructions and buildings. Later, the development of contractorship as a profession in the Ottoman period will be expressed in order to draw the historical framework of the development of contractorship in the country and understand the medium and conditions related to contractorship when the Republic was established. In the following part, contractorship in the early Republican period will be analysed in general together with its main components, its reciprocal relation with the economy of the country and role on the development of the economy capital, its connections with tender laws of the period defining the rules and methods of contractorship in this period and the construction techniques and materials as the basic determinant of the economic and technical aspect of the profession. Lastly, modes of construction contractorship will separately be investigated according to the field of construction that contractors of the period headed; namely great contractors of the period that worked on large scale infrastructure works, railways, roads, etc. and building contractors of the period worked on the construction of the public buildings of the state. Since great contractors of the period also made building contractorship in this period, this telescopic structure of contractor works will also be taken into consideration and discussed in this part.

3.1. Contractorship as a Profession

The definition of contractor and disciplinary qualities of contractorship as a profession will briefly be made in this part for having the required background information while evaluating the developments of the early Republican period related to contractorship as the main subject matter of this study. The theoretical and practical sides of contractorship as a profession might vary in different countries

depending on the socio-economic and juridical contexts. But in any case, it is possible to draw the general framework of its common disciplinary characteristics together with the examination of the profession - 'subcontractorship' - as being one of the indispensable components of contractorship works. Initially, it is necessary to start with the general definition of the term 'contractor' and 'subcontractor':

- **General contractor:** An organization or individual that contracts with another organization or individual (the owner) for the construction, renovation or demolition of a building, road or other structure.
- **Subcontractor:** An individual or business that signs a contract to perform part or all of the obligations of another's contract.¹⁰⁷

Contractors do not have to work only in construction works as stated in the definition above. The reason of the choice of the definition above is its correspondence to the subject of this study. The contractor could undertake any kind of job with a specific contract by meeting its technical and financial requirements. The working principles of the contractor's work are generally determined by tender and a final contract prepared accordingly. Depending on the requirements of the undertaken job and the conditions effective on the process, the contractor can realize the job in different forms such as service procurement or consultancy procedures. So, to express it plainly, "the reason of the birth of contractorship is to organize the relation between the financial and technical dimension of the work and to manage all the financial aspects of the work."¹⁰⁸ The financial aspect of construction work is also directly oriented by contractors. In any case, one other basis of construction contractorship as a profession is the necessity of obtaining and organizing the finance required for the work. Thus, one other reason for the existence of contractorship is "to decrease man expenditure and the budget essentiality."¹⁰⁹ The position of the contractor in any construction work and his working principles in this process can briefly be expressed as such:

¹⁰⁷ http://en.wikipedia.org/wiki/General_contractor

¹⁰⁸ Interview with İrfan Tufan Karaoğlu

¹⁰⁹ Karaoğlu says in an interview on contractorship that, "...Everything arises from the budget. For example, you have 50 Turkish liras in your pocket. You say, come and make the work. If he says 45 liras, you have him do the work. If he says 55, you say no. The contractorship arises from here. The subcontractor isn't a contractor. Because he doesn't have any determined price. Ibid.

A general contractor is defined as such if it is the signatory as the builder of the prime construction contract for the project. He is responsible for the means and methods to be used in the construction execution of the project in accordance with the contract documents. Said contract documents usually include the contract agreement including budget, the general and special conditions and the plans and specification of the project that are prepared by a design professional such as an architect. He usually is responsible for the supplying of all material, labor, equipment and services necessary for the construction of the project. To do this, it is common for the general contractor to subcontract part of the work to other persons and companies that specialize in these types of work. These are called subcontractors.¹¹⁰

The professional roles and reciprocal relationships of contractor and subcontractor should clearly be expressed. “The general contractor sublets most of the work to subcontractors who must themselves be bonded and cover their own work force for all mandatory insurances. This arrangement helps the general contractor with his financing of the work. The subcontractors are usually very efficient in their own fields, but it must be remembered that in the final analysis, the general contractor is responsible for all the work being done according to the conditions of the contract. He has the ultimate responsibility for the erection, completion and handing over of the finished structure to the owner, free from encumbrances.”¹¹¹ On the other hand, “subcontractor usually bid (on any specific job) to several general contractors, except that on some large projects their bids may have to be placed directly to the architect, engineer or owners.”¹¹² The difference between the great and small contractor (sometimes acting as subcontractor) has to be also defined in order to fall into place about their roles on the production processes of constructions. Tekeli’s analysis related to the difference between contractor and subcontractor is very informative about the disciplinary structure and working principles of these two professions:

The basic property that differentiates small construction entrepreneurs from great construction contractor is the ways of establishing business relationships rather than the monetary size and volume of the job. The definition of the business, determinance of the price and evaluation of its quality are realized

¹¹⁰ http://en.wikipedia.org/wiki/General_contractor.

¹¹¹ Wass, Alonso. 1972. *Construction Management and Contracting*, Prentice-Hall, Inc., Englewood Cliffs, New Jersey, p.79 and p.80.

¹¹² “Some general contractors invite every subcontractor in the area for a bid on work for which they are tendering. Then they give the work to the subcontractor that is bondable and who submits the lowest bid ... Subcontractors are not bound to give bids in the same amount to each general contractor. Where a subcontractor has formerly had problems with a general contractor, he might increase his bid.” Ibid, p.79 and p.80.

with face to face relations for the small entrepreneur or subcontractor. But great contractors establish incorporated relations based on engineering knowledge. While the entrepreneur is taking a job and proving that he has fulfilled this job, he establishes relations with an engineering language with the bureaucracy (technocracy) outside himself. For establishing this relation, engineering documents like projects, specifications, progress payments, final accounts, etc. have to be produced by a similar technocrat group inside the contractorship firm for constituting the basis of this relation. Great construction entrepreneur is the one who establishes such relations. And together with these properties, it is an industrialized social category.¹¹³

In this context, as a profession, construction contractorship includes very complex processes in the realization stages of the work where several elements including engineering, commerce, capital and socio-economic dynamics simultaneously play definitive roles. The togetherness of the successful organization of construction site in terms of technical and economic aspects with the up and running capital accumulation of contractor is an inevitable condition of construction contractorship. The two key issues inevitable for the proper working of this togetherness were the existence of the leading role of detailed engineering knowledge and the incorporated relationships whose infrastructure is comprehensively defined with related documents (agreements, contracts, specifications, etc.). In addition to these concrete necessities, the business of contractorship also has some subjective necessities for completing the job such as the entrepreneur spirit of the contractor and his talent of anticipation for possible problems in the future.

The role of construction contractorship in architectural production processes of buildings should simply be examined at this point. Architecture is a discipline whose application requires serious finance sources similar to construction contractorship as such, and construction contractors are the finance owners and organizers who provide the obtaining and usage of capital in construction process together with the application of his technical information level to the work coming from his technical education background. So, they inevitably have definitive impacts on the cost of the construction, including the selection of materials, size and architectural style of the building. All these decisions are directly related with and determinant on the basic

¹¹³Tekeli, İlhan, Selim İlkin. 2004. *Cumhuriyet'in Harcı: Modernitenin Altyapısı Oluşurken*, İstanbul Bilgi Üniversitesi yayınları

architectural characteristics of any building. If an architect is also the contractor of his work, he has to arrange the architectural qualities of his work within the framework of his own economic strength and technical capacity. If he is part of the work financed or contracted by another contractor, he has to produce within the framework of the possibilities presented to him by the contractor. So, this relation type in their professions reveals that, directly or indirectly, the contractor has a determinant role on the architectural qualities of the constructed building from many different sides, which also constitutes one of the points of origin of this study.

3.2. The Background: Contractorship in the Ottoman Period

The process of the beginning and development of contractorship in Turkey was directly related with the developments in the “western” world that also effected the Ottoman Empire depending on the reciprocal relationships especially with European countries. In this respect, a short review of the developments related to contractorship in the world, especially with a focus on the western context, is necessary before making an historical analysis of contractorship in the Ottoman Empire. The development of contractorship as a profession is closely related with the industrial revolution and its reflections realised in the 19th century. The fastly changing socio-economic structure of industrializing societies necessitated new arrangements and technologies in every aspect of life. This led to the formation of more complex organizations in the field of construction, transportation, communication, etc. In this context, detailed projects or organizations had to be prepared and applied by developing new techniques and mechanisms in different disciplines related to construction industry. The basic requirement of such a system was the realization of a clearly defined organization in these works together with the adoption of new developments and technologies to the construction production processes.

One other aspect of the issue was the accumulation and direction of the financial requirements of the well rounded developing structure of these construction works. So, the birth of contractorship as a profession was the direct outcome of the aim of executing these works in an organised construction and management system, and the requirement of the orientation of economic side of these works emerged accordingly.

This process also effected the field of construction; the concepts “organization” and “management” also started to take its place in the construction field in addition to technological developments. The construction contractorship was also born in this period according to these changes.¹¹⁴ The complications and diversities due to the changes in the society were valid for each field of construction sector in this period. New construction materials and building technologies were occurring together with a large increase in the capital accumulations of societies. So, as a discipline, something more than engineering or architecture became mandatory for the control and organization of construction works. Consequently, “the size and complexity of some projects has grown to the point where the industry has had to organize on a larger scale and develop modern and sophisticated management and production methods. The builder’s staff must be well trained and experienced over a broad range of construction.”¹¹⁵

The birth and development of contractorship as a profession is originated from railway constructions especially in Europe. “The contractor in the 18th century was more like a foreman of a gang who would do a job for piecework payment.”¹¹⁶ The railway constructions created the first great contractors in the world and contributed to the separation of the roles of engineer and contractor in construction works professionally. “The railway constructions also advanced the techniques of civil engineering and changed the structure of the industry in that the contractor gained in importance and the engineer receded. The construction of railways produced the first modern style contractor: Thomas Brassey.”¹¹⁷ The formation of contractorship was also the outcome of changing capital relationships and class formations in the social structure of western world in the 19th century. Construction works defined a

¹¹⁴ 3. İzmir İktisat Kongresi, 04-07 Haziran 1992, Bankacılık, Sigortacılık, Yabancı Sermaye, Müteahhitlik Hizmetleri, Turizm Çalışma Grupları, T.C. DPT Müsteşarlığı, p.186.

¹¹⁵ G. Bush, Vincent. 1973. *Construction Management A Handbook for Contractors, Architects and Students*, Reston Publishing Company, Inc. Reston, Virginia, p.3.

¹¹⁶ Two names from England in 18th century were also influential on the emergence of contractorship before railway construction works: James Brindley and Thomas Telford. Brindley was responsible for over 500 miles (800 km) of waterway, 298 locks, 847 bridges and 12 tunnels. Brindley represents the birth of civil engineering as a profession, because he started to separate the roles of engineer and builder (contractor). After Brindley’s death, Thomas Telford went on to establish the profession and the system of chief engineer, resident engineer and contractor. Upton, Neil. 1976. *An Illustrated History of Civil Engineering*, Crane Russak & New York, p.71.

¹¹⁷ Ibid, p.82.

new zone for capital movements since it largely boomed in this era with all its developing aspects including material and building technologies; and gave way to the emergence of new sectors and production zones in this field. This situation led to the formation of a very strong and dynamic relationship between construction works medium and capital accumulation processes. Besides, more professional approaches and organizational structures were indispensable from now on since construction works became more complicated in technical terms. These developments inevitably necessitated the financial organization of construction works in addition to its coherent sustainment with its fastly complicating technical background. So, construction contractorship also came into existence in order to organize monetary and technical aspects of construction works.

On the other hand, the modernization process of the Ottoman Empire was coinciding with its struggles for integrating into the capitalist world market. In order to achieve the related aim, many steps were taken by the rulers of the empire which also had great impacts on the development of construction works and the birth of contractorship. The developments during the reign of Mahmut II such as the Balta Limanı Commerce Agreement with England and the *Gülhane Hatt-ı Humayunu* read by Abdülmecid (constituted the legal infrastructure of the integration to European capitalism), included two important elements effective on the formation of industrialisation and great contractorship: These were the ‘demand to great constructions’ and the ‘finance that could provide their realization’.¹¹⁸ But, there was not enough capital and investment in the country and the demands coming from public authority, construction sector and other sectors were intended to be answered by foreign investors. Actually, this situation was also supported by the rulers during the 19th century as a general policy of the state because it was a necessity rather than a choice due to the absence of the required finance and technical background.¹¹⁹ The

¹¹⁸ For having more detailed information about the economy and public works of Ottomans in this period, see Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Osmanlı İmparatorluğu’nun Dünya Ekonomisiyle Bütünleşme Süreci (1750-1914)”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.18-32.

¹¹⁹ First of all, it should be emphasized that the activity of the Ottoman government in public works cannot be analyzed without mentioning foreign enterprise. Nevertheless, a chronic lack of financial resources (neither the treasury nor local capital could afford the costs of vast public works projects) and heavy dependence on foreign knowledge and technology, as well as the general geopolitical

expression of the necessity of public works and the struggle of attracting foreign technology and capital to the country as stated in the *Islahat Fermanı* (Edict of Reform) explain under which conditions the European dominancy occurred in great construction investments of the Ottoman Empire until the end of World War I. These attempts were directly related with the modernization and westernization struggles of the empire that had started in the early 18th century.

According to these developments, the introduction of contractorship in Turkey starts with the “concessions given to foreign contractors by the Ottoman Empire during the integration process of the empire with the world in mid 18th century for the construction of required transformation infrastructure.”¹²⁰ This led to the coming of many foreign companies in different fields to the country which had certain degree of connections with the Ottoman state including the construction contractor companies for executing public works and constructions of the state. “While working on fortifications and other strictly military tasks were defined by the Ottoman state officials and performed by Ottoman military engineers, the development of costly infrastructures (e.g., construction of railroads, enlargement of ports, etc.) was, to a great degree, shaped by foreign economic and political interests.”¹²¹ In this context, several infrastructure projects and public works were started to be realized in late Ottoman period mostly with the technical and financial dominancy of foreign contractorship firms coming from different countries. These projects were mostly focused on the field of transportation and communication works of the state together with the realization of constructions such as railways and ports. “Important

situation, often prevented the central government from defining and imposing its own strategic interests. “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.24-26

¹²⁰ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Sunuş”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.11.

¹²¹“Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations ; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.24-26

infrastructure works of transportation and communication such as post-telegraph and railway-ports had significant effects on the coming of foreign capital and great contractorship in the country together with the inclusion of capital accumulation and required technical background for the realization of these works.”¹²² “Both the development of post-telegraph system and highroad way system were executed under the control of the state whereas the railways, whose construction started in 1860s and ports in 1870s, were mostly realized by foreign capital.”¹²³

“The railways in the Ottoman Empire – but also some roads – were built mainly through the system of concessions. The companies that held these concessions employed foreign engineers in noteworthy numbers. Furthermore, engineers and technical workers also came to the Ottoman Empire with the technology bought abroad by the Ottoman government.”¹²⁴ These developments also effected the formation and development of local private entrepreneurs on construction works in the country. The basic contribution of these constructions were their roles on the appearance and development of Turkish contractors that undertook different missions in these works and educated themselves in these technically and organizationally developed construction sites of foreign firms. The railway constructions in late Ottoman period provided the emergence of the first local contractors of the country. “The first Turkish contractor in the level of subcontractor emerged before World

¹²² The first railway line in Turkey was the İzmir-Aydın line (130 km) started in 1856. The first concession owner was an English tradesman Robert Wilkins. His group later gave out the contract of the construction to an English contractor as the first great contractor of the country in 1860s ... The other big infrastructure investments were made to the ports in İzmir and Istanbul as the centers of import and export in early 19th century. The big investments in port construction works were realized by foreign capital in the beginning and provided the development of the formation of local great contractorship firms especially in early Republican period together with the interest shown to this field by the local capital. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Türkiye’de Büyük Müteahhitliğin Gelişim Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.27-28 .and 33

¹²³ Tekeli İlhan, Selim İlkin. 1999. *Osmanlı İmparatorluğu’nda Eğitim ve Bilgi Üretim Sisteminin Oluşumu ve Dönüşümü*, TTK yayınları, Ankara, p.55.

¹²⁴ “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.164-174.

War I in the construction of Samsun-Sivas railway line. These were the Muallim Mühendis Ali Haydar and his partner Doktor Haydar Bey.”¹²⁵

As an example of great-scaled public construction of the period, the construction of *Hicaz Railway* in the last years of the empire was like a school for local engineers who would take important missions in the construction of railways in the first years of the Republic. The first great-scaled and local subcontractorship works were executed in this project.¹²⁶ “The German engineer Meissner was the chief engineer of the construction. There were 24 foreign and 17 Ottoman engineers working in the construction in 1904.”¹²⁷ This construction reflects many characteristics of contemporary contractorship as being one of the greatest public works of the Ottoman Empire in this period. It was executed with a foreign capital and the construction was directed by foreign technical staff. From the memoirs of Abbas Nebil Demir, transferred by Karaoğlu, it is seen that primitive ways were followed for the execution of the work.¹²⁸ There was neither survey and quantity survey, nor any merit or situation made for the work. The project of the work was directly brought by the Germans and it was actually prepared in the construction site of the work. Most of the workers were not specialized on construction works. They were mostly composed of local Arabs of Hijaz aiming to take a document showing of being free from military mission by working in this construction. The workers were paid in gold brought inside a bin and the amount was according to the size of the work they executed.

On the other hand, there were also some arrangements made by the public authority for the formation of a local engineer, architect and contractor class in the country that could take part in public construction works. Accordingly, “the creation of a school for civil engineers was foreseen already in the founding regulations of the Ministry of Public Works in 1869. Nevertheless, the Civil Engineering School was founded

¹²⁵ Ibid, p.65.

¹²⁶ Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

¹²⁷ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.34.

¹²⁸ Abbas Nebil Demir was graduated from Mühendishane in the beginnings of 1900s and worked as a chief engineer in Ministry of Public Works. There were 15-20 engineers graduated from Mühendishane in one year in this period. He worked as a department engineer in Hicaz railway construction. Interview with İrfan Tufan Karaoğlu.

only under Abdulhamid's rule in 1883 (the founding regulations are from 1884)."¹²⁹ After the opening of *Sanayi-i Nefise Mektebi* and the establishment of *Hendese-i Mülkiye Mektebi* as a part of the *Mühendishane-i Berri Humayun* (Military School of Engineering) in 1883, many architect-engineer Ottoman citizens started to make contractorship.¹³⁰ *Hendese-i Mülkiye Mektebi* educated the first great contractors of the country. The school took the name of *Hendese-i Mülkiye* in 1883 and its final name was *Mühendis Mektebi Âlisi* in 1909. Many of the contractors of late Ottoman period were also graduated from *Mühendis Mektebi Âlisi*.¹³¹ Some graduates of engineering schools in Late Ottoman Period who made contractorship are:

Ziya Bahtiyar (İzmir), Habib (İzmir), Aliş Uzel (İzmir), Nihat (İzmir), Ahmet Zihni (Ankara), Galip Alnan (İstanbul), Vahit (Eskişehir), Haydar Tokal (Ankara), Hasan Hadi (Ankara), Reşit (Samsun), Abdurrahman Naci (Ankara), Hilmi Baykal (İstanbul), Salih Baran (Ankara), Jale (İstanbul-1914), Nesim Sisa (İstanbul), Rafeal (İstanbul), Fahri (Nazilli), Samuel (Antalya), Ruhi (Manisa), H. Tahsin Gürel (Ankara), A. Osman Köknar (İzmir), Dimitri (İzmir), Rüstem (Beyoğlu-1921) A. Emin Dizgin (İzmir), Mehmmet Derviş Çeliksaş (Ankara), A. Fahri Başkurt (Ankara), A. Saim Ölçen (Antalya), Hulusi (Aydın), Şerafettin (Ankara) Hüseyin Hıfzı (Aydın) Ö. L. Akad (İzmir) Osman Şefik (İzmir), Ali Ragıp (Ankara), Mehmet Sadettin (Ankara), Ahmet Cemil Arı Duru (Ankara), M. Cevat Çamlıoğlu

¹²⁹Contrary to the initial project, it was established under the joint authority of the Minister of Public Works and the military. It was to be attached to the Military School of Engineers, and thus to the authority of the Imperial Arsenal of Artillery and Ordnance (*Tophane-i Amire*). The aim of the school was to provide qualified engineers who would become high ranking civil servants in the administration of public works. "Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe", CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press.

¹³⁰ The technical schools established in 19th had great impacts on the development of both the contractors and construction sector in Ottoman period. Another example apart from the schools mentioned above, the establishment of *Mühendishâne-i Bahri-i Hümayûn* can be seen as a starting point in the process of passing from construction contractorship to construction industry. One of the basic differences between the great construction entrepreneur from the subcontractor was the establishment of engineering language due to the definition of İlhan Tekeli. Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

¹³¹ The *Mühendis Mektebi Âlisi* was opened as *Mühendishane-i Berri Hümayun* in 1847 and started an education on road, bridge and watering constructions. See for more detailed information on the graduates of *Mühendis Mektebi Âlisi* who made contractorship in Ottoman period Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.22-28.

(Ankara), Halit Köprücü (Akhisar), Ferruh Atay (Akhisar), Sadık Diri (Akhisar), H. Tuğrul Karamel (Ankara).¹³²

The students who graduated from the schools of engineering were expected to work for the government.¹³³ As one of the first graduates of *Sanayi-i Nefise Mektebi* and enterprising engineers, Hulusi Bey opened a private office in 1899, but it was closed in a short period of time.¹³⁴ Some of the people graduated from *Sanayi-i Nefise Mektebi* and worked as contractors were Mukbil Kemal, Fazıl Kemal, Alaeddin and İsmail Hakkı Bey. Besides, these people pioneered the formation of the first professional organizations on engineering, architecture and contractorship accordingly. “In 1908, *Osmanlı Mühendis ve Mimar Cemiyeti* was founded by a group of engineers and architects that included professors of the Civil Engineering School (Mehmed Hulusi, Kemalettin, Mehmed Refik) and of the University (Agop Boyadjian).”¹³⁵ Their attempts were to influence government policies in matters of

¹³² Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.28.

¹³³ Engineering schools produced hundreds of graduates during the long 19th century. The Civil Engineering School/Higher School of Engineers produced 395 engineers between 1888, when the first students graduated, to 1920 ... The graduates received a diploma (*şehadetname*) certifying their qualification as engineers. They were appointed to a post in the provincial administration of public works by casting lots in a ceremony at the Ministry of Public Works (or the relevant ministry of the moment). “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations ; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press. P.60-62 and p.145-148.

¹³⁴ In 1909, *Hendese-i Mülkiye Mektebi* was connected to Nafia Vekâleti and changed its name as *Mühendis Mektebi Alisi*. Its first administrator was Refik (Fenmen) Bey. He was open to liberal thoughts and encouraged his students to open private offices. He was one of the establishers of *Osmanlı Mühendis ve Mimar Cemiyeti* in 1908. In 1912, another association, *Mühendis Mektebi İktisat Cemiyeti* was established and one of its goals was establishing firms as the first Ottoman contractorship thinking. These Ottoman engineering associations had connections with contractors. One of the examples of the contacts was the existence of two contractors; Mühendis Baro Bey and Mühendis Amar bey in the membership of *Osmanlı Mühendis ve Mimar Cemiyeti* in its early years of establishment. See Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Türkiye’de Büyük Müteahhitliğin Gelişim Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.29 and p.42-43.

¹³⁵ Soon, professional journals proliferated, too, both in Turkish (“Osmanlı Muhendisve Mimar Cemiyeti Mecmuası” [Journal of the Society of Ottoman Engineers and Architects], “Genç Muhendis” [Young Engineer]) and French (“Genie civil ottoman, Revue technique d’Orient ... A few years later, when the Society of Ottoman Engineers and Architects appears to have entered a hiatus, another association was founded to integrate also the foreigners working in the Ottoman Empire: the *Association des architectes et ingenieurs en Turquie* (1913-1914). Its statutes were published in the French-language journal “Genie civil ottoman”²⁵². The council of the Association was to reflect the international character of its membership: ten of its members were to be Ottomans (two Armenians,

public works. Among the other aims of *Osmanlı Mühendis ve Mimar Cemiyeti* established by Kemalettin Bey, Refik Bey and other engineer-architects, the development of contractorship in the empire was declared as one of the aims of the organization.¹³⁶ One other aim of the organization was to encourage the new graduates and the public authority for the establishment of private firms in construction sector.

Actually, the establishment of such organizations and the newly emerging suitable medium for the local contractors and engineers-architects to work actively as private entrepreneurs in their works, were directly related with the atmosphere provided by the Second Constitution period and the related politics of the new rulers of the empire; i.e. *İttihat ve Terakki Cemiyeti* (Comitee of Union and Progress). The Second Constitution period is important together with the struggles of *İttihat ve Terakki Cemiyeti* for creating a national bourgeoisie. The developments related to contractorship started with this government as a result of its nationalist perspective of aiming to have native (local) artists, architects, entrepreneurs, contractors, etc.¹³⁷ However, the country could not provide the required socio-economic and historical contexts for reaching this aim. The first necessity of creating a national bourgeoisie was providing capital accumulation, and in those years, it was dependent on economic liberalization. So, the effectiveness of non-muslims increased in different sectors as the owners of commercial activities and capital, and muslims got more impoverished due to the absence of capital accumulation. On the other hand, the positive reflections of the new thinking medium that occurred in this period could be seen. The effects of the liberalization process were also seen in engineers and the

two Greeks, two Jews, two Turks, and two of all other Ottoman elements) and seven were to be foreigners of different nationalities. The principal difference between the two major associations was in their national vs. international character. “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations ; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.60-62.

¹³⁶ Şenyurt, Oya. 2006. “Mühendis ve Mimar-Mühendisler” *Türkiye’de Yapı Üretiminde Modernleşme ve Taahhüt Sisteminin Oluşumu*, [Modernization of structural production and formation of contracting system in Turkey] (Unpublished Doctorate Thesis), Yıldız Teknik Üniversitesi, Fen Bilimleri Enstitüsü, p.199.

¹³⁷ This politics started to reflect the preferred entrepreneurs of public construction works and although seen in few times, local firms started to take public works in front of foreign firms. Interview with İrfan Tufan Karaoğlu

staff of *Mühendis Mektebi Âlisi*, including its chief, Mehmet Refik Bey, who encouraged his students to open free working offices. As a professor in *Mühendis Mektebi Âlisi*, Mehmet Refik Bey encouraged students to go through the experience of working in the private sector.¹³⁸ Besides, in different sectors, the establishment of incorporated firms and creating capital accumulation with construction works were proposed by related authorities. So, there was collaboration among the professions rather than a stress that can exist because of the problems in sharing the market. Martykanova summarizes the medium occurred after the Second Constitution Period as follows:

The weight of the non-Muslims in the private sector and foreign (mainly European) institutions as the main destiny of the future engineers represented the two principal features of this process. Nevertheless, the state and foreign companies remained hegemonic agents in the projects related to engineering, shaping the work opportunities of local engineers with their recruitment policies. The growing number of civilian engineers and the environment of freedom after the Young Turk Revolution permitted the Ottoman engineers and architects to organize themselves in professional associations. Muslim engineers in the service of the state used these new spaces that provided them with certain degree of autonomy to conquer the private sector, though their attempts met with only a limited success before the fall of the Empire.¹³⁹

Consequently, “between 1909-1912, 96 corporations were established in the Ottoman Empire whose major part was composed of foreign finance corporations. The biggest portion of these corporations made important construction works or have made these works done both as their own works or for other reasons.”¹⁴⁰ In the country, the local technical staff was insufficient both in numbers and technically to answer the demands of construction works of the country. “There were only 136 engineers working in the Ministry of Public Works between 1908–1909 and they could not cope with the construction works of the whole country. ... There was no working field for Turkish engineers apart from state offices before 1908.”¹⁴¹ Actually,

¹³⁸ “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations ; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.60-62.

¹³⁹ Ibid, p.178-181.

¹⁴⁰ Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

¹⁴¹ Şenyurt, Oya. 2006. “Mühendis ve Mimar-Mühendisler” *Türkiye’de Yapı Üretiminde Modernleşme ve Taahhüt Sisteminin Oluşumu*, [Modernization of structural production and formation of

working for the state after graduation was an obligation determined by the state in addition to the role of the conditions. In such a medium, the developments that could provide the development of great contractorship delayed both because of the reasons of delay in engineering education, absence or lack of qualified engineers and the absence of inner sources for financing construction investments. In the period especially after 1910, including periods of the Balkan Wars, World War I and Independence War, since the Ottomans had no money for making roads, buildings, etc., the only concept of contractorship was to provide socks, clothes, belts, and saddles to the army which was realized frequently especially in war times.¹⁴²

In any case, although the birth conditions of great construction contractorship showed its actual developments in the Republican period, it was also present as a core in the Ottoman period. After the establishment of the Republic, the public and infrastructure programs of the Ottomans were not totally abandoned; instead they were developed. The hegemony of European finance capital could partially be broken as internal sources were started to be used and the convenient base for the development of great construction contractorship was then prepared.¹⁴³

3.2.1. Building Contractorship

As stated in the previous part, the history of the birth and development of great contractorship in Turkey starts with the integration process of the empire into the capitalist world economy as the minimum *sine qua non* of the formation of contractorship. Although it was financially not supported due to the conditions of the country and its professional base was not arranged, the basic infrastructure demand coming from the economic improvement aims of the state led to the inclusion of the contractors and contractorship mechanisms, starting from the mid 18th century.¹⁴⁴ On the other hand, the birth and development of building contractorship did not

contracting system in Turkey] (Unpublished Doctorate Thesis), Yıldız Teknik Üniversitesi, Fen Bilimleri Enstitüsü, p.191.

¹⁴² According to Karaoğlu; “the beginning of contractorship in the country as a profession in local context was the military contractorship. It firstly started as a work of proving material to the army. Interview with İrfan Tufan Karaoğlu

¹⁴³ The first decisions of Atatürk and his friends when they found a suitable medium after the war were to construct railways and expropriation of railways in the hands of foreigners. Interview with İrfan Tufan Karaoğlu

¹⁴⁴ Şenyurt, Oya. 2006. *Türkiye’de Yapı Üretiminde Modernleşme ve Taahhüt Sisteminin Oluşumu*, [Modernization of Structural Production and Formation of Contracting System in Turkey] (Unpublished Doctorate Thesis), Yıldız Teknik Üniversitesi, Fen Bilimleri Enstitüsü, p.18.

completely follow the same path and should be evaluated separate from the development of great contractorship in the Ottoman Empire. The formation of contractorship in construction works started with the changing position of master builders in the late 18th century together with the diminishing of the control of *Hassa Mimarlar Ocağı* and guilds on master builders. From that moment onwards, they started to act more autonomously and carried their works more independently. This new medium and the partial effect of the capitalization of the social structure led master builders to get involved in the economic dimension of construction works and concentrate on its profitable sides. In this framework, beginning from the late 18th century, “master builders started to give contractorship services frequently, based on the contract service processes and constant cost basis. Both in rural areas and big cities, they functioned in a larger area when compared with other professional groups after the *Tanzimat* era and loomed large individually by waving aside the anonymous structure of *Hassa Mimarlar Ocağı*.”¹⁴⁵ Şenyurt’s analysis is crucial to express this transition period in the distribution of roles in the construction sector:

Starting from the late 18th century, especially after the *Tanzimat* era, the lump sum price construction or restoration method by master builders together with the commitments given to them, took the place of the system of daily price working of master builders and craftsmen under the control of *Bina Emni* or head architect. Again, from the same period onwards, non-muslim builders started to act as architect-contractors and established the lump sum price working order in construction works. There was also a group in the same period called as “*ayak mimarı*” which did not have any official connection with *Hassa Mimarlar Ocağı* and the state. They were acting as unrelated to the guilds, sustained the free construction activities like mobile craftsmen and thought to form the infrastructure of contractorship in the country.¹⁴⁶

It is noteworthy that construction contracts were made with lump sum price after the mid 18th century. The actual progress of contractorship started in this period. The contract making process and realization of the construction from its beginning to the

¹⁴⁵ Şenyurt, Oya. 2009. “Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler”, *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü ortak yayını, p. 69-70.

¹⁴⁶ “Stone masons, master builders and carpenters were undertaking construction works in the form of contractorship beginning from the last years of 18th century. These people were undertaking the tender of several works and realizing the construction and repairs works with contracting process.” Ibid, p. 69-70.

end by master builders appeared in this period and fastly increased in the last years of this century.¹⁴⁷ It was also related with the developments in the organization of the related public offices. The replacement of *Hassa Mimarlar Ocağı* with *Ebniye İdaresi* (Construction Directorate) in 1831 provided some changes in the organization of building system and the production of buildings. “*Ebniye İdaresi* held the control in its hands as much as possible especially in public buildings. The plans that were mostly prepared by order could be applied by the name in the head of *Ebniye İdaresi*; they sometimes had the construction made under their controls with tender or assigned someone they saw proper for the work.”¹⁴⁸ Besides, *Ebniye İdaresi* was executing tenders of public buildings that were intended to be built by the state. “The non-muslim ‘architect’ master builders of the period undertook construction and renovation works by means of the tenders made by *Ebniye İdaresi* in addition to the missions they undertook from *Ebniye İdaresi*.”¹⁴⁹

There were different institutions connected to state or public offices in this period authorized to organize and control the project and construction works, but *Ebniye İdaresi* was the most determinant actor in the tendering and contractorship of building works depending on its power given by legal arrangements. The system in the project and construction phases of buildings sustaining apart from *Ebniye İdaresi* might show differences. “The decision to erect a new building was usually made by the municipal authorities in the provinces. Once the building permit was in hand, construction could begin. The builders were found in various ways. If the project was a military building, soldiers could be employed as well as local builders. Sometimes the local builders were called upon the bid.”¹⁵⁰ Consequently, two sided orientation was structured in the architectural production medium lead by the public office;

¹⁴⁷ Şenyurt, Oya. 2006. “Giriş”, *Türkiye’de Yapı Üretiminde Modernleşme ve Taahhüt Sisteminin Oluşumu*, [Modernization of Structural Production and Formation of Contracting System in Turkey] (Unpublished Doctorate Thesis), Yıldız Teknik Üniversitesi, Fen Bilimleri Enstitüsü, p.1-2.

¹⁴⁸ Although the construction activities were sustained with different names and connected to different institutions or offices in this period, they were tried to be sustained under the directory and control of *Ebniye İdaresi*. The tenders of the buildings constructed in the name of state were executed by one office of the state; the *Ebniye İdaresi*. Yazıcı, Nurcan. “Tanzimat Dönemi Mimarlık Ortamı”, *Osmanlılarda Mimarlık Kurumunun Evrimi ve Tanzimat Dönemi Mimarlık Ortamı*, Doktora Tezi, Mimar Sinan Güzel Sanatlar Üniversitesi, Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, İstanbul, Ocak, p.87.

¹⁴⁹ Ibid.

¹⁵⁰ Nalbantoğlu, Baydar Gülsüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.177.

Ebniye İdaresi and master builders that complemented each other by means of establishing its inner systematic structure. The changing politics of the state on public works and increase in the number of public constructions accordingly, were also determinant on the development of building contractorship. The Ottoman state pioneered the construction of public buildings, establishment of new institutions and professional organization and the entrance of foreign capital accordingly within the process of modernization after the second half of the 19th century. Besides, “the state appears as a key agent in the configuration of the institutions of modern engineering in the Ottoman Empire.”¹⁵¹ New arrangements and laws were enacted by the related public authority which also determined the development process of building contractorship:

In the middles of the century, especially in public buildings, together with the bringing of underbidding/open competitive bidding system, the contractorship system stepped in at the application stage. The construction activities was started to be sustained by the contractor architects or master builders who did not have architectural education in the first hand within the framework of proposed or approved plans. ¹⁵²

Different professions were also involved in building contractor works following these developments such as *neccars*, carpenters and stone craftsmen. There was not any definite differentiation among these groups with respect to the works they executed. After a period of time, “the ones who had the experience in all these specialty fields were called as *Ebniye Kalfası* (Construction Master builder). Most people related to construction work that gave contract services came out from these

¹⁵¹ The weakness of the Ottoman private sector and the control foreign capital established over an important part of the Ottoman economy seriously limited the possibilities of the Ottoman engineers to work outside of the central administration or the structures of local government. Engineering as a liberal profession did indeed emerge in the Ottoman Empire, but its consolidation was not fostered by local civilian institutions of engineering that were promoted only in a very limited way, but was due to the presence of foreign engineers and to the activity of non-Muslim Ottoman engineers educated in Europe. “Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe”, CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.180-181.

¹⁵² It is known that the architect or master builders working as building contractors were undertaking several works simultaneously and leave the control of the constructions to a construction master builder who will sustain the construction for him. They also undertook construction and renovation works with the tenders made by *Ebniye İdaresi* in addition to the missions they took in *Ebniye İdaresi*. Nalbantoğlu, Baydar Gülsüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, Ibid, p.87 and p.317.

profession groups. “The system of lump sum price working method was also created and established by these professionals called as *Ebniye Kalfası*. They worked like ‘architect-contractors’ who undertook the survey, design and contract works, individually came to the first plan in this field and had more or less information in every aspect of the construction.¹⁵³ Consequently, master builders that were mostly composed of non-muslims became the most important elements of building contractorship and contract services in the Ottoman Empire. They sustained their active roles mostly in the last years of the 18th century until the first quarter of the 20th century. In a country where there were not enough schools of architecture and hence educated architects, two professional groups called ‘master builder’ and ‘craftsman’ were realizing the construction activities, including private building works of individuals and all the existing building production in rural areas consistently.¹⁵⁴

In the early years of the 20th century, there were construction craftsmen in İstanbul that worked with the lump sum price method and finished the residence or private house construction work completely with the price settled before the work. Master builders and craftsmen were mostly functioning as ‘small contractors’ considering their working principles. “They did not have any related technical education or diploma, came from different professional groups, used schematic project drawings, made written agreements with clients, took necessary official permissions and mostly worked with the lump sum price method. There were not any architects among them; architects were generally acting as ‘medium scale contractors’ who generally took contract works rather than project or design works.”¹⁵⁵

Architects were not included in this process except whenever the sign or approval of architect on the project was officially required. When the project work did not

¹⁵³ Şenyurt, Oya. 2009. “Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler”, *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü Ortak Yayını, p. 69-70.

¹⁵⁴ The basic difference between the master builders in big cities and rural areas in last years of Ottoman Empire was the way followed in the execution of financial relationships and the working principles. The employer and the capital provider of the construction work was the owner of the house, and the master builder-craftsman was doing the organization and contractorship of the work with the capital of the employer in the traditional system followed mostly in towns of Anatolia. Such an application for the construction of residences and private houses in rural areas also continued in early Republican Period.

¹⁵⁵ Tanyeli, Uğur. 2004. “İstanbul’un Mimarları: Türkler ve Ötekiler, *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.116-117.

economically benefit architects, they were executing both design works and their construction, or undertaking the construction work of other architects' designs.¹⁵⁶ There was a continuing indeterminacy among the building disciplines from the Ottoman to the early Republican period including architecture, engineering, contractorship and master builders regarding to the field they worked on. Construction works were conceived as a whole and each profession had to deal with all parts of the work. Since almost all architects, engineers and master builders had to make contractorship in order to survive, contractorship did not become a problematic issue for the technical staff of the period on construction works.¹⁵⁷ But, the limited numbers of Ottoman architects and engineers who were educated in technical schools of the country and foreign countries were criticizing master builders since they were believed to be limiting their working areas and drop the quality of construction services for the sake of economic concerns.¹⁵⁸ "Engineering started to develop as a liberal profession in the Ottoman Empire. The engineers whose work developed within private sector were mainly foreigners and Ottoman non-Muslims. Even so, their professional practice often remained related in one way or another to the Ottoman state, the key client of the private enterprise."¹⁵⁹ The task of contractorship was always going side by side with all these professions in different forms especially in the works of the state and wealthy people in the big cities of the empire.

¹⁵⁶ Ibid, p.116-117.

¹⁵⁷ The struggles of architects for seperating from contractors, construction craftsmen or engineers were sourced from the indeterminacy of the borders of the field of architecture and the absence of the safety of the profession of architecture accordingly. It is known that many of the first architects of 19th century in America or many European countries were construction craftsman / contractor rooted. Although there existed a similar situation in Ottoman empire, the existence of a reverse formation also draws attention. This formation shows itself with the making of licensed architects contractorship. So, being different from other countries, it became impossible to realize tension among these two profession groups for a long time. Ibid, p.198.

¹⁵⁸ The realization of contractorship services after the second half of 19th century necessitated the formation of master builder communities that were called as "merchant master builders" working independent from the state. These master builders acquired the right of construction and restoration of official buildings by the way of (competitive tendering) underbidding method. See Şenyurt, Oya. 2009. "Geç Osmanlı'da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler", *Mimar Kemalettin ve Çağı Mimarlık/Toplumsal Yaşam/Politika*, Cengizkan, Ali (ed). TMMOB Mimarlar Odası ve Vakıflar Genel Müdürlüğü ortak yayını, p. 73.

¹⁵⁹ "Creating Links and Innovative Overviews for a New History Research Agenda for the Citizens of a Growing Europe", CLIOHRES.net, Doctoral Dissertations XVI) Martykanova, Darina, 2010. *Reconstructing Ottoman Engineers. Archaeology of a Profession (1789-1914)*, /Darina Martykanova. - Pisa: Plus-Pisa University Press, (Doctoral Dissertations ; 16) 620.002356 (21.) 1. Ingegneri – Professione – Impero Ottomano – Sec. 19. CIP aPublished by Edizioni Plus – Pisa University Press, p.160-162.

In this context, building contractorship was also started to be executed by the Ottoman citizen licenced architects and engineers that were mostly composed of non-muslims in the last decade of the 19th century. “One of the most important changes in the field of architecture in *Tanzimat* era was the establishment of free working architectural offices. The first office owner licensed architect was Gaspare Fossati. We can see from the advertisements of the period that the office owner architects in İstanbul was making contractorship with model projects.”¹⁶⁰ The offices established in this period were mostly composed of construction companies. These companies were the product of 19th century trade reforms in the Ottoman Empire. They had important places in the development of local contractorship and contractors of the country and the introduction of new materials, techniques and applications in the field of building production. Nalbantoğlu mentions about these companies as follows:

Proliferation of trade companies in the empire: Most of those were at least partially supported by foreign capital. Many European construction businesses opened their branch offices in İstanbul. They either specialized in a single aspect of construction, providing, for example, the heating and bathroom equipment, or sold a variety of building material. There were even consulting firms to provide technical advice ... Most of the foreign companies apparently served the European population in İstanbul. It was not unusual, however, to see them engage in business with the Ottoman government ... By the 1870s, local companies, too, were established in İstanbul “for promoting public works.”¹⁶¹

Beginning from the 1870s, private construction firms established by foreigners or non-muslim Ottoman citizens, were included in state works especially in İstanbul, and the hierarchical order going from the sultan to master builders ended. “It is understood that non-muslims were generally taking and sustaining their works as building contractors or applicators apart from making the control of the architectural work as we know today.”¹⁶² These offices also gave way to the formation of building

¹⁶⁰ Yazıcı, Nurcan. “Tanzimat Dönemi Mimarlık Ortamı”, *Osmanlılarda Mimarlık Kurumunun Evrimi ve Tanzimat Dönemi Mimarlık Ortamı*, Doktora Tezi, Mimar Sinan Güzel Sanatlar Üniversitesi, Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, İstanbul, Ocak, p.87.

¹⁶¹ Nalbantoğlu, Baydar Gülsüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.179 and p. 181

¹⁶² Yazıcı, Nurcan. “Tanzimat Dönemi Mimarlık Ortamı”, *Osmanlılarda Mimarlık Kurumunun Evrimi ve Tanzimat Dönemi Mimarlık Ortamı*, Doktora Tezi, Mimar Sinan Güzel Sanatlar Üniversitesi, Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, İstanbul, Ocak, p.317.

contractor firms and contractorship in the country.¹⁶³ As stated above, the introduction of new construction materials, styles and techniques to the architectural production of the Ottoman Empire also started in this period together with the works of foreign or non-muslim contractors and entrepreneurs especially in Istanbul. For example, concrete was firstly used in Turkey as a construction material for a building constructed by a non muslim entrepreneur, Mairus Michel, who was also known with the name Mişel Paşa. “At the end of the 19th century, he took a concession from charge and freight incomes of these embankments against the restoration of Sirkeci-Unkapanı and Tophane-Azapkapı shorelines. The construction works executed by Mişel Paşa against this concession brought an initialization with him in the construction history of Turkey: The first concrete building of Turkey was constructed in this work.”¹⁶⁴

The general analysis of the constructorship on building works in the Ottoman period reveals the fact that, except for the large scaled transformation and construction projects, building contractorship was realized mostly by non-muslims, especially Greek and Armenian minorities, either as craftsmen/master builder or architect/engineer during the 19th and the early 20th century. “Almost no name of free working muslim Ottoman architect is seen in the architectural medium of the *Tanzimat* era when we see the start of the opening of free working architectural offices, sustaining of the works with contractor architects and master builders, and making of contractorship with a lump sum price method by giving projects with a demand that were prepared in these offices in each kind.”¹⁶⁵ But, the architects-contractors that were mostly composed of non-muslims and foreigners, started to lose their powers in the early 20th century and leave their places to Turkish architects, contractors and engineers. “The increase in the demand of Turks to the profession of architecture starting from the early years of the 20th century provided some Turkish architect-engineers to work as contractors like non-muslim and levanten

¹⁶³ Nalbantoğlu, Baydar Gülsüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.181-182.

¹⁶⁴ Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.65-66.

¹⁶⁵ Yazıcı, Nurcan. “Sonuç”, *Osmanlılarda Mimarlık Kurumunun Evrimi ve Tanzimat Dönemi Mimarlık Ortamı*, Doktora Tezi, Mimar Sinan Güzel Sanatlar Üniversitesi, Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim dalı, İstanbul, Ocak, p.334.

minorities.”¹⁶⁶ The ideological context and socio-economic conditions of the country, which provided a nationalist atmosphere at the turn-of-the-century, were influential on the growing role of Turkish architects in the construction sector. The early years of the 20th century of wars, revolutions and economic problems caused most contractors to live hard days economically as their remunerations could not be paid in this context. On the other hand, some beneficial enterprises and appointments such as the establishment of construction material factories, insurance firms, banks, construction and contractorship firms, were also observed.¹⁶⁷

3.3. Contractorship in Early Republican Turkey

The term contractor comprised a wide range in terms of the fields of its servicing fields in both the late Ottoman and early Republican periods. The contractors of the period were making not only public construction works, but also undertaking purchasing-selling, mining, trade, etc. works for both the public authority and the newly forming private capital. Their working principles were determined with and based on the tender laws enacted by the state independent from their servicing fields. The methods and conditions of the execution of construction works and the other fields in terms of contractorship services (trade, forestry, mining, etc.) differed too much since the construction works required settled systematic and technical approaches special to its disciplinary requirements. The major working fields of the contractors of the period were on the field of trade-commerce for providing the material requirements and demands (construction materials, clothes, food, military devices and equipment, etc.) of public authority. Actually, contractorship services of the period were usually sustained with primitive ways despite the enacted tender laws for arranging the field because of the absence of the required bureaucratic, economical and technical historical background in the country. Besides, many construction contractors of the period were coming from other disciplines or fields without having any professional background on the disciplines related to construction works as will be examined in the following parts of the study. The

¹⁶⁶ Şenyurt, Oya. 2006. “Mühendis ve Mimar-Mühendisler” *Türkiye’de yapı üretiminde modernleşme ve taahhüt sisteminin oluşumu*, [Modernization of structural production and formation of contracting system in Turkey] (Unpublished Doctorate Thesis), Yıldız Teknik Üniversitesi, Fen Bilimleri Enstitüsü, p.191.

¹⁶⁷ Ibid, *Abstract*.

contractors of the period will be examined with respect to their construction services and related conditions accordingly in this study.

There was not any great contractor or a contractorship firm established by a local entrepreneur in the Ottoman period apart from small scaled organizations that acted as subcontractors in public construction works executed by foreign firms or small scale organizations that executed building constructions. As stated in the previous part, the first great constructions were realized by foreign capital in the Ottoman period depending on the absence of the required construction industry and capital accumulation. The initial great public constructions, among which railways held the first place, were also executed by foreign firms and capital in early years of the Republic. The most important development related to contractorship after the establishment of the Republic was the increase in railway constructions together with the changing politics of the state.¹⁶⁸ Depending on the nationalization policy of the Republican government and its aim of financing the construction works with internal sources, Turkish contractors that gained experience in railway constructions by making subcontractorship to foreign contractor firms, started to make public railway constructions.¹⁶⁹

Coming mostly from a generation of engineers and architects educated in *Mühendis Mekteb-i Âlisi* (whose name was changed as *Yüksek Mühendis Mektebi* in 1928 and *İstanbul Technical University* in 1944) and *Sanayi-i Nefise Mektebi* (whose name was changed as *Güzel Sanatlar Akademisi* in 1928), these people worked as subcontractors mostly in great railway constructions, solved their finance problems, and by using the advantages of knowing and easily adopting to the local and regional characteristics of the country, they could compete with foreign capital and dominate the construction sector together with the contributions of the medium occurred with

¹⁶⁸ “The railways which meant the integration of the national market, was carrying great importance and the construction of these lines was going to arise the first great contractors of the country.”Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

¹⁶⁹ ...It basically starts together with the state politics starting from 1933 based on the finance provision convenience and presenting alternatives to the local entrepreneurs and the starting of the joining of local entrepreneurs to state constructions as subcontractors or developing themselves in these constructions. This period can clearly be defined as the period that the construction contractorship was born and started to develop in Turkey in local context. Interview with İlhan Tekeli

the establishment of the Republic.¹⁷⁰ There were also people coming from other sectors and started contractorship in this period who had a certain amount of capital accumulation and saw this new public construction field as a new operational area for enlarging their works. By the way, the role of subcontractors should be examined with respect to their positions in the development of contractorship in this period. The subcontractors were mostly employed with lump sum price in those years. The aim was to hold the construction work and workers under control. It provided a step for the emergence and capital accumulation of many future contractors of the period.¹⁷¹ Following the early years of the Republic when most of the construction of railways were realized by foreign contractors, Turkish contractors constructed many railways in different parts of Turkey.¹⁷² Consequently, the local contractorship in construction sector emerged firstly with railway constructions and these constructions held the greatest share in the public constructions of the state in the early Republican period. (Table 1)

Three different periods were observed in railway constructions of the early Republican period: “Railway constructions with limited local possibilities between 1922-27. The tendering of railway constructions to foreign contractors in a form including the provision of its financment between 1927-33. The tender periods totally undertaken by local contractors that did not include the condition of finance provision because of an incurring to inner debt between 1933-1948”¹⁷³ After 1933, Turkish contractors started to be able to compete with foreigners together with the debenture and internal finance of local contractors whose infrastructure was defined

¹⁷⁰ “While most of the former engineers worked in the control mechanism of the projects undertaken by foreign firms, the others worked as subcontractors of these firms. In these early years when state was developing its institutional infrastructure, Turkish contractors developed their a) know-how, and b) organizational capacity, and c) accumulated capital while carrying out subcontracted works.” See for more detailed information Örmecioglu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.51

¹⁷¹ The subcontractors were mostly employed for controlling the work. The basic reason of the formation of subcontractorship was this in this period. Interview with İdris Yamantürk

¹⁷² 1697 km railroad was constructed by Turkish firms in those years. The first railroad construction undertaken was the completion of the line between Ankara-Yahşihan whose construction was started in 1914 and completed in 17 April 1925 by Şevki Niyazi. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet kuruluyor (1920-1946)” *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.51-52.

¹⁷³ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nural Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.65.

by the state with related laws and regulations.¹⁷⁴ The first great scaled capital accumulation of private local entrepreneurship in the country was also provided by these railway constructions executed by local contractors of the period together with the supportive and facilitator politics of the state. The basic reason for the fast ascension and accumulation of capital firstly in the hands of the contractors and the contractorship sector is due to the characteristics of the profession. “When Turkish economy lived a crisis [from the late 1920s on], the industry sector could not find new expansions and experienced difficulties in adopting to the crisis. However, by expanding to new areas, building contractors could easily escape from the effects of the crisis.”¹⁷⁵ Similar development process expressed for building contractors was also valid for the local great contractors of the period.

Consequently, the conditions and infrastructure required for the proper formation of contractors as a professional group and contractorship as a professional field partially started to come to existence in this period. In other words, two inevitable conditions of the birth of great contractorship, i.e. “the existence of entrepreneurs that have certain amount of capital accumulation” and the “coming into action of these people together with the support of certain engineering knowledge”, were present especially in big cities where great scaled capital could find circulation areas. Although its professional and technical aspects could not be based on strict rules and order that were clearly defined with disciplinary approaches and laws, the early Republican decades became a period of “gaining experience and know-how” for Turkish contractors who were active in the construction sector.¹⁷⁶ The contractorship services witnessed a “progression together with the Industry Plan in the 1930s, which was a period of maturation for Turkish engineers and firms”. In the 1930s and 1940s,

¹⁷⁴ Interview with İlhan Tekeli

¹⁷⁵ Tekeli, İlhan. 2006 “Sunuş”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin Gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.10.

¹⁷⁶ “Turkish contractor companies have not been shown great development until 1950s and as a result of overseas companies undertaking activities done by governments used domestic engineers and labor force, knowledge and experience have been provided in this field and this had an important role in the development of the sector.” *Türkiye İnşaat Sanayinde 40 Yıl – 1964’den Beri*, 2004. İNTES, Türkiye İnşaat Sanayicileri İşveren Sendikası, Nisan, Ankara, p.329.

Turkish contractors could not establish a serious sector-specific structure and the problems were solved depending on the conditions of the moment.¹⁷⁷

3.3.1. The Role of Contractorship on Economy

The contractorship should initially be examined together with its private entrepreneurship identity and its reciprocal relationship with the development of the economy of early Republican period. While being analysed with respect to their roles on public works and architecture of country, contractors should overly be evaluated regarding their roles on the development of great scaled capital investments and accumulations necessary for the allocation of the roles of the state and the private sector for the improvement of the economy. The development of contractorship was forming one of the most important basis of state politics aiming to create a private and national equity owner class in the country necessary for the emergence of a local bourgeois class and a capitalist infrastructure as an alternative to statist economy. Creating a national market and a bourgeoisie, unification of internal market, strengthening of central edict and becoming widespread of capitalist relations; shortly, capitalism was one of the main targets of the Republican state.¹⁷⁸

In the beginning of the Republican period, “there was not any people or class in the country, apart from few exceptions coming from the Ottoman period, who had great capital accumulations; mostly the high-ranking soldiers and bureaucrats efficient in senior management could have the chance to have assets. The great scaled capital was mostly owned by foreign or non-muslim companies”¹⁷⁹ So, together with the effects of the nationalist approach coming partially from this situation and the characteristics of the statist comprehension of state, the policy for the formation of such a class structure similar to the western context, the bringing up of the local entrepreneurs and the emergence of national capital accordingly, was promulgated by

¹⁷⁷ Birgönül, Talat (Doç. Dr.), Günay, Göksu. 2001 *Türk İnşaat Sektöründe Hukuksal Anlaşmazlıkların Oluşumu ve Çözüm Yolları*, Türkiye Müteahhitler Birliği, Ankara, p.10-11.

¹⁷⁸ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.57-58.

¹⁷⁹ Çetin, Birol. Çevik, Osman. 2005. *İstatistiki Veriler Işığında Cumhuriyet Dönemi Şirketleşme Tarihi*, siyasal Kitabevi, Ankara.

the state right after the establishment of the Republic.¹⁸⁰ We can clearly follow this state politics from the speech of the founding President Atatürk in 21.09.1924, made for the start of the construction of 75 km Çarşamba-Dar railway line whose operating concession was given to Nemlizade firm.¹⁸¹ In this speech, Atatürk focused on the necessity of the formation of national capital accumulation and expressed the politics of the Republican state for supporting the national capital and entrepreneurships.

The state had to be the organizer and financier of the aim of the formation of this national private sector since there was not any other capital owner and authority powerful enough to finance and coordinate the process. So, considering the conditions of the period too, this project was sustained with a statist approach.¹⁸² There were many concrete arrangements as an extension of this politics of the state together with the laws and regulations enacted accordingly. *Teşvik-i Sanayi Kanunu* (Stimulation of Industry Law) enacted in 1927 was the most important step of the state on behalf of the application of this politics. The basic aim was to “transfer a large scale public fund to the private sector.”¹⁸³ The law became really very effective to achieve this aim considering that “in 1938, there were 1098 entrepreneurs benefiting from *Teşvik-i Sanayi Kanunu*, 189 of which had been established before 1923.”¹⁸⁴ Many important business men and private entrepreneurs arose in this period related to this state arrangement.

The construction contractorship holds an important place in this formation process of national private sector and capital accumulation project of the state. The execution of the public works of the country was holding an important place after the war; and the

¹⁸⁰ See for more detailed information. Avcioğlu, Doğan. 1987. *Türkiye'nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.368

¹⁸¹ See for more detailed information Demir, Abdullah. 2004. *Karabeyaz*, Nurel Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.69.

¹⁸² M.K. Atatürk started to work in the fields needed to be developed for the country with a statism policy which would lead private sector. “Türkiye’de Özel Sektörün Gelişimi”, *Türkiye İnşaat Sanayinde 40 Yıl – 1964’den Beri*, 2004. İNTES, Türkiye İnşaat Sanayicileri İşveren Sendikası, Nisan, Ankara, p.301.

¹⁸³ Encouraging the private sector, the law stipulated the governmental support to accumulation of capital. Some of the encouragements and exemptions that were brought by the law were allot cheap state, variety of tax exemptions, reduces on transportation, make strong easier and obligatory use of domestic products. With all these, it was aimed at that transferring a large scale public fund to private sector. Ibid, p.301

¹⁸⁴ Avcioğlu, Doğan. 1987. “Özel Teşebbüsçülüğün Bilançosu”, *Türkiye'nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.395-396.

amount of these works was too much to be solely realized by the state itself since these construction works necessitated a developed technical and economic infrastructure. The Republican government was aware of the potential and separate role of the construction sector on the economy of the country since more sub-sectors depending on itself went into production.¹⁸⁵ So, considering the economy required for these works, it was a very suitable way for the state to create a powerful private entrepreneur class in the country that could execute construction works, share the economy of public sources and provide the formation of the desired national capital accumulation in the private sector; namely in the contractors. Accordingly, in addition to many other applications of the state for the development of contractor and construction works, *Teşvik-i Sanayi Kanunu* also included many arrangements for encouraging entrepreneurs including the construction materials and its transportation, very determinant on the contractor services of the period.¹⁸⁶ Starting firstly with railway constructions and dominating the period following that, contractors working on different sectors started to arise then and became the forerunners of the capitalist bourgeois class aimed to be created by the state.

The analysis of the historical role of contractorship in the Republican period expresses that its basic importance comes from the pioneering role it played in the ‘capitalisation and capital accumulation processes in Turkey’. So, construction contractorship also has had a definitive position in the formation of the economic history of Turkey. Unlike many countries where capital accumulation was realized in the field of commerce and transferred to the field of industry; in Turkey, “the first accumulations in commerce were paid into the construction contractorship and the emergence of great industry entrepreneurship was delayed. The construction

¹⁸⁵ Contribution of the sector to the socio-economic welfare level and using labor force intensively and its direct connection with hundreds of goods and service production is stressing the importance of it. “İnşaat Sektörü”, *Türkiye İnşaat Sanayinde 40 Yıl – 1964’den Beri*, 2004. İNTES, Türkiye İnşaat Sanayicileri İşveren Sendikası, Nisan, Ankara, p.321.

¹⁸⁶ For seeing the facilitations to the entrepreneurs provided by the Teşvik-i Sanayi law of state see Avcıoğlu, Doğan. 1987. *Türkiye’nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.381-382.

contractorship did not only pioneer the start of capital accumulation process, but it also pioneered the going of the capital abroad.”¹⁸⁷

This politics of the state for the formation of a bourgeois class led to the formation of a wealthy social strata especially in the new capital city of Ankara. A contractor typology defined in the novels of Karaosmanoğlu –*Ankara* and *Panorama*- and the property holdings of contractors show that the contractors of the period that were taking tenders from the state were one of the most primary symbols of the newly forming wealthy class society in Ankara whose modern, luxurious and snobbish life style was expressed in these novels. ‘Murat Bey’ character in *Ankara* novel, for example, represents a person who became one of the rich men of contemporary capital city by working for the state as a contractor making great scaled ground speculation, and some contract works additionally. Again, ‘Müteahhit Sırrı Bey’ character in *Panorama* is defined as a construction contractor who was joining public and private tenders and hence became very rich.¹⁸⁸ The critics of the modernization process in Ankara and the formation of an elite society with a degenerated life style were pictured with reference to contractors in these novels, showing the position of the contractors of the period in the social and economic strata of the country.

At this point, two basic issues will be examined with respect to their roles on the shaping of the characteristics of contractorship services; the general rules and methods of the field as put into work by public procurement law, and construction materials and techniques that realize the process. Both of these issues were partly examined in previous parts. In this part, on the other hand, they will be examined together with an analysis of the general framework of contractorship services in public constructions; and how these issues oriented the contractor works in public constructions will be scrutinized.

3.3.2. Rules and Methods of Contractorship

The Republican state mostly had its official constructions by way of taking contractorship services during the early Republican period, which is still valid today as a general application of all public authorities. The general framework of this

¹⁸⁷ Tekeli, İlhan. 2006 “Sunuş”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.9.

¹⁸⁸ Karaosmanoğlu, Yakup Kadri. 1993. *Panorama*, Roman, 3. Baskı, Remzi Kitabevi, İstanbul.

relationship, and the rules and principles of contractorship accordingly, were drawn with the clauses of the tender laws of the period. There were also other ways for the state to have his public buildings made such as the execution and payment of the work by the state with his own offices and possibilities. For example, the projects of government halls were prepared by the Ministry of Public Works and the Construction and Development Works Project Office, and applied by the local public works administration offices. Besides, a Building Expert Committee was established in the Ministry of Public Works for making a general development program of public construction works.¹⁸⁹ But in any case, the majority of public works was realized by contractors since the state did not have the required financial power and technical background to achieve all public works by itself as mentioned in previous parts.¹⁹⁰ The state was taking all the services (construction, export, trade, etc.) with the principles determined by a contract whose general framework was defined according to the existing public procurement law. In this framework, most official constructions were constructed by the way of a tender whose principles were determined with this procurement law.

Several methods of service taking from contractors for projects and applications of public constructions were displayed in the law and these were directly affecting, even determining, the actions of contractors while they were executing the work. In this respect, we should firstly mention the methods and rules expressed in the law for the production of public constructions for being informed about the modes of tendering and construction of these works; and the role of contractors accordingly. In the following step, the concrete reflections of the principles and ways determined in the law on the contractors, their works and the end product, namely the public construction, will be evaluated.

The examination of the institutional structuring in the field of public constructions and procurements of the period reveals that “the two central public institutions responsible for the arrangement and execution of general public works were the

¹⁸⁹ It is stated in *Arkitekt* that these offices were making insufficient and bad work. The necessity of the enlargement of all these offices and their staff especially with architects, was stated in the periodical. See *Arkitekt*, 1944. P. 250-252.

¹⁹⁰ Even in the years that statism was intensely applied, the public buildings were executed with the hands of private entrepreneurs. Emirođlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.156.

Ministry of Public Works responsible for the execution of construction works and procurements; Ministry of Economy; Court of Accounts executed the inspection of these works, and Administrative Courts became the place for the solution of conflicts and disagreements in these issues.”¹⁹¹ But other ministries and state offices also executed their own purchases by themselves within the framework of specific rules defined by the public procurement law. So, “a local and a centralist approach was sovereign to applications in these works”; namely, the tendering and service taking works of public institutions.¹⁹²

The execution of any kind of public construction is generally composed of four stages: “Preliminary study-research stage, plan-project stage, construction stage, and lastly, control and operation stage”.¹⁹³ The first, second and third stages are sustained by public offices in the constructions realized by the public authority either by service or consultancy purchasing from the private sector or by sustaining the process with their own possibilities. Such an application was also valid in the production of public constructions of the early Republican period whose principles were drawn with the existing procurement laws. As stated in Law no: 2490 as the basic tender law of the period: “Most projects were tendered to foreign or Turkish special project-engineering offices due to the technical staff insufficiencies and time limitations.” In the construction stage, two different ways were followed. The public was having his construction works executed either with force account work method (realization of constructions with their own possibilities) or with contractorship firms after a tender and contract stage in turn.¹⁹⁴

Two different groups were giving services to the public authority for the production of public constructions: the local and foreign contractorship firms. After the early Republican period, public section construction firms were going to be added to this list. The largest portion of public constructions were realized by these Turkish and foreign contractorship firms. These firms were either real or corporate bodies. For

¹⁹¹ K m rc , G khan. 2006. “Kamu İhale Kanununun Tarih esi”, *4734 Sayılı Kamu İhale Kanununun Uygulamasında Karşılaşılan Sorunlar*, İT  Fen Bilimleri Enstit s , Aralık.

¹⁹² Ibid.

¹⁹³ Akal, Z hal. Eke, Nilg n & Aksoy, Serap. 1983. *T rk İnşaat ve Konut Sekt r n n G ncel Sorunları*, Milli Prod ktivite Merkezi Yayınları: 292, Ankara, p.37-38.

¹⁹⁴ Ibid, p.38.

making contractorship in public section, these firms had to own a contractorship certificate given by the Ministry of Public Works in that period.¹⁹⁵ These firms were executing the construction works based on a contract made between the firm and the public authority, which was made after a tender process. Step by step definitions of the tendering processes of public constructions depending on law no: 2490 were:

- Firstly, the related office of the state applies to the Ministry of Public Works for the preparation of the related survey for the construction it intends to build,
- In the general budget, the investment is stated in the budget of the related ministry. But since the payment and control authority belongs to the Ministry of Public Works, it is assigned to its budget.
- After that stage, the works for site provision start.
- Following the site provision, the method applied in the project making is determined and the preliminary project should be prepared. The investor institution has three choices for the project preparation:
 - Tendering it to project offices
 - The execution of the project in the offices of the public institution
 - Organizing a competition for the project.
- After the approval of the preliminary project by the investor and applicator institution, the work is tendered.
- As a result of the tender, a contract is made with the contractor that undertakes the job after the proposal of the tender file and the contract becomes valid together with the approval of the Court of Accounts.¹⁹⁶

The contract signed between the sides after the tender process was composed of some permanent documents prepared after the enactment of law no: 2490 in 1934 that determined the general conditions and principles of the work of contractor and his relationship with the administration. These documents were arranging the whole process after the tender. “The “Tender Specification with Sealed-bid Method”

¹⁹⁵ See Ibid, p.38.

¹⁹⁶ These processes were expressing the rules defined in the law. Whereas, it may not always be possible to completely fulfill these stages due to the conditions of the country and the state in this period. Ibid, p.93-94.

showing the general and common principles that should be included in the construction specifications made by the state offices, and the '*Nafla İşleri Şeraiti Umumiyesi*' (General Principles of Public Works) that included the general principles mandatory for the contracts of any kind of public work tendered with both the "competitive bidding" and "bargaining method", were these documents that were put into practice in December 1934 with the decision of the Council of Ministries after the enactment of law no: 2490."¹⁹⁷ "The '*Nafla İşleri Şeraiti Umumiyesi*' (General Principles of Public Works) composed of 46 items was abolished in June 1936 and replaced with '*Bayındırlık İşleri Genel Şartnamesi*' (General Specification of Public Works) that would stay in practice for 48 years until October 1984."¹⁹⁸

Coming to the tender methods for obtaining public building construction service, we see a few methods which did not include comprehensive principles for the complete organization of the work and obtaining the most suitable service. "Among the tender methods in law no: 2490, the most widely preferred one was the "competitive bidding method. In this type of bidding, the main point was the taking of the lowest price the related tender. In this respect, protecting the benefit of the state was aimed. What was mainly considered in the competitive bidding was the first survey cost. Depending on the law, a cost estimation was made for the work tendered. It was determining the top price of the work. The firms that joined the tender had to decrease this survey cost. The one who gave the lowest price was taking the tender."¹⁹⁹ Another tender method, the "sealed bid tender" defined in item 31 of the law no: 2490 was also preferred for construction work tenders.

The role and content of the procurement laws of the period, especially law no: 2490 *Artırma, Eksiltme ve İhale Kanunu* should be examined in detail since it constituted the legal framework of contractor works and shaped the characteristics of the

¹⁹⁷ Mutlu, Yücel N. 2005. "2490 Sayılı Artırma, Eksiltme ve İhale Kanunu ve Genel Şartname", *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara.

¹⁹⁸ This specification determining the general conditions which would be applied in the execution of any kind of construction or operation tendered to a contractor by the owner of the work-the administration with one of the methods written in the law no: 2490, was going to form an indispensable part of the contracts. Ibid, p.289 and p.299.

¹⁹⁹ While preparing a price proposal for the tendered work, the owning of the contractor required technical staff and his making research wasn't a necessity. Akal, Zühal. Eke, Nilgün & Aksoy, Serap. 1983. *Türk İnşaat ve Konut Sektörünün Güncel Sorunları*, Milli Produktivite Merkezi Yayınları: 292, Ankara, p.97 and p.98.

contractor services of the period. The importance of the issue was such that it was frequently handled in the architectural medium with respect to its effects on the architectural production of the period while being widely uttered by the contractors of the period. There were problems during both the tender and construction phases of public constructions sourced from the deficiencies of the procurement law. Public offices of the state that were dependent on this procurement law for service purchases and contractorship services were also aware of the insufficiencies of this law and tried to free themselves from it as much as possible both during the early Republican and the following periods. “Since it included some rigid rules, formalities causing loss of time and the obstacles it revealed in the answering of public demands, this led some administrations to fall out of the rules of this law. And especially for the construction works to be sustained without being dependent on this law, the administrations provided exceptional authorities with special laws.”²⁰⁰ Many principles taking place in the law were criticized for being either insufficient for solving the problems that could occur during contractorship services or being close to the application of new materials, technologies, etc. depending on the economic restrictions brought about with the law.

The problems sourced from the law were creating harm to both the contractor and the state in terms of the cost or technical-architectural quality of the product. There were many concrete reflections of this situation. For example, a survey based on a quantity survey was prepared for public construction works depending on law no: 2490. Later, a production was realized based on this survey. Since an approval had to be taken for each production that did not exist in the survey or unit price, it was creating delays and problems in the proper execution and finishing of the work. Many buildings were submitted as unfinished as a result. The increase in the amount of survey was generally happening because the surveys were not prepared salutary or the allocation separated for the work was very low. (Fig. 3.1a, 1b, 1c) The system was causing the formation of typologies especially in public buildings and decreasing the architectural diversities and richnesses. The law was not generally providing the selection of the most qualified nominee for the execution of the public construction

²⁰⁰Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, sf.80.

work. It was also discussed in the architectural medium with its negative sides and role on the development of building works. “*Artırma Eksiltme İhale Kanunu* was stated as being not suitable to the conditions of the period and caused the execution of unaesthetical public buildings in the architectural medium. As for the reactions to the law from the architectural medium, the problems caused by *Artırma Eksiltme İhale Kanunu* was expressed and its renovation was seen as a necessity in an article of *Arkitekt* in 1948:

The unemployment occurred due to the war created an unnatural class in the construction medium; and since they did not know the accuracies of construction works, they took works with competitive bidding with high price reductions, and including the ones who have positive aims, almost all of them gave harm to either themselves or the country.

It is always seen that many unsuitable people who had unsuitable registers took licence certificate with many collusions and chemises or the contractor who make each work a conflict or exploitation subject, joining the tender of the most important works.²⁰¹

As partly stated above, another important contradiction of the period coming again from the principles of the law was the selling of licence certificates by the contractors to the ones who intended to make contractorship in this period. Licence Certificate System for Contractors was an arrangement brought with law no: 2490. “Being one of the documents that should be wanted from the bidders contributing to the tender depending on the Item-10 of the law, it was used for the contracts belonging to any kind of public construction and purchasings made by the central and rural offices of the Ministry of Public Works and supplementary budget general directorates and institutions.”²⁰²(Fig. 3.2) The usage of Licence Certificate was stated as one of the most significant reasons that created the formation of an unqualified and insufficient contractor class in the sector and their making of very bad works

²⁰¹ *Arkitekt*, 1948.

²⁰² These certificates could be used in the works of rural offices, and supplementary budget general directorates and institutions costing 5000 to 10000, will be given only by these institutions; they could be valid only for the related work and be dedicated to only one specific work. Apart from that, contractor licence certificate belonging to any kind of public work of rural offices, supplementary budget general directorates and institutions; and belonging to the tenders made by the Central Office of Ministry of Public Works costing more than 10000 liras, was given by the Ministry of Public Works. Mutlu, Yücel N. 2005. “Bayındırlık İşleri Genel Şartnamesi ve Müteahhitlik Ehliyet Vesikaları”, *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara, p.299.

especially in public buildings. It gave way to the taking of many people the tenders of public construction works who were not contractors or experienced in construction works.²⁰³ Besides, the Bill of Quantities Chart, whose applications had some examples earlier than this law, and started a more efficient application after its enactment, was also arranged and included in this law.²⁰⁴ But again, the Bill of Quantities Chart also continued to be the biggest problem between state-contractor relationships during the Republican period despite the related arrangements in the enacted tender laws.

As partly stated previously, the law no: 2490 did not include the necessary arrangements for determining the most qualified candidate for the realization of the tendered work. The technical capacity, the professional background and other required qualities of the contractor for the properly execution of the work was not considered in the tenders. It was not necessary in the tender process that the contractor should own qualified technical staff to execute the tendered construction work. The basic determinant of being the selected bidder after the tender was to give the lowest price for the work.²⁰⁵ Whether the work can be executed successfully in its time or not with this price, wasn't taken into consideration. So, it was creating monopoly and injustices in the construction tenders since it was letting the temporizers to win the tenders and execute the works. It was creating series of problems starting from the beginning of the work until the end product. But probably the most evident outcome of the problematic structure of the procurement law was the production of many unqualified public buildings in different parts of the country in terms of architectural and material aspects. As for the concrete reflections of both the law no: 2490 and the principles included in the law related to public

²⁰³ Ergüvenç states about this issue that ” Some licence certificate owner contractors won good money by selling their certificates for years. But, most of them gave the certificate, took their money and left without looking back. We witnessed the damaged end of the works realized by people who took tenders with borrowed certificates and weren't competent in contractorship works. Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.94.

²⁰⁴ “*Bill of Quantities chart* is a chart that shows principal unit values of construction materials necessary for the calculation of unit costs based on ‘*analysis price charts*’ which was published by *Ministry of Public Works* each year together with some changes in unit prices.” See Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 Sayılı Artırma, Eksiltmeve İhale Kanunu”, *İnşaatçuların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi veTürkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği p.88.

²⁰⁵ See for more detailed informaton Akal, Zühal. Eke, Nilgün & Aksoy, Serap. 1983. *Türk İnşaat ve Konut Sektörünün Güncel Sorunları*, Milli Prodüktivite Merkezi Yayınları: 292, Ankara, p.98.

constructions, we come across very disorganized processes in the realization of both the tender and construction processes of public works in the early Republican period. Akal's statements are enlightening for understanding the issue:

The firms were contracting the works with abnormal undercut prices and the market was left to the firms who do not have required capacity and specialities. Most firms who contract the works under these conditions could not execute the investments with just or unjust reasons; the tenders are annihilated, many contractors go bankrupt and many public investments could not be executed on time while it cost much higher than its actual price to the public.²⁰⁶

Actually, the detailed analysis of the content and organizational structure of the law no: 2490 reveals the fact that it had a very limited scope and insufficient structure of principles in defining and comprehending any kind of public procurement (service purchase, consultancy service, construction tenders, etc.) with all its necessary components and phases for the proper execution of the work. We do not observe different parts in the items of the law focusing on the qualities and of different service borrowing types and their special requirements necessary for the sustaining of the related service. Instead, we see different chapters with titles such as "Required Documents", "The Conditions of the Joining of Bidding Works", "The Subjects That Have to be Shown in the Specifications", etc., which state some general issues and rules about the steps of the procurement, but do not specify different service procurements including construction procurements together with the explanation of their juristic and organizational background. "The works and services that constituted the subject were limited and not clearly defined in law no 2490. In fact, in the first item of the law the word "similar" was used and it was giving way to some difficulties in the application and causing the formation of different meanings and approaches."²⁰⁷ It was creating dilemmas and problems in the preparation of specifications and documents necessary for the realization of the procurement and these were criticized to be reflecting negatively on the execution of the work itself in the following processes. Indeed, an important dilemma of the law related to construction tenders is stated as such:

²⁰⁶ Ibid, p.43 and p.44

²⁰⁷ Gönen, Dinçer & Işık, Hikmet. 1985. "Ekleriyle Açıklamalı Devlet İhale Kanunu", 2. Baskı, Nisan, p.9.

The law no 2490 is a good law in terms of being a little formalist and based on a constant cost basis since the money value did not continuously fluctuate in those times. Its basic dilemma was the giving of the work to the one who offered the lowest price proposal. For this reason, many of the buildings constructed by the state were bad and unqualified. The actual responsible of the results of the Erzincan Earthquake was theoretically contractors, but the actual responsible is the law no 2490. If you tender with very low prices and let the one who entered the tender the possibility of reduction as much as he wants, you give the job to the one who made the highest reduction,; the quality of the work decreases accordingly.²⁰⁸

Consequently, “the law was prepared by considering the conditions and requirements of the young Republic in its first ten years. In time, it became insufficient in arranging the relations occurred as a necessity of the growing economy. It was including many rigid and inflexible statements and could not answer the necessities of the day.”²⁰⁹. “Called as monetary limitations, the limited expend authority and the other formal recording processes played a slowing role in the sustaining of works. So, the critics were mostly focused on the formal structure of the law rather than its core issues.”²¹⁰

In the interviews made with the two contractors of the period who were practically involved with tender laws in their public construction works especially after 1950, both İrfan Tufan Karaoğlu and İdris Yamantürk mentions about the concrete developments related with law no: 2490 in their works and the role of state in these processes. Yamantürk says that “They (the public authority) gave the certificate to the contractor, but they gave A-class works to him without even asking whether he has even a typewriter, a pen, etc. or not.”²¹¹ He adds that he fought against the license certificate for contractors and this certificate caused the degeneration of contractorship in the country. The selling of the License Certificate for Contractors

²⁰⁸ 3. İzmir İktisat Kongresi 04-07 Haziran 1992, Bankacılık, Sigortacılık, Yabancı Sermaye, Müteahhitlik Hizmetleri, Turizm Çalışma Grupları, T.C. DPT Müsteşarlığı, p.219.

²⁰⁹ Especially after Second World War era, both the international relationships and the economical and governmental structure of the country had changed; and this required fast and practical methods in the purchases and sellings of state. The planned development period expressed this necessity more clearly. But the law and its content couldn't answer these requirements.”Akdoğan, Muzaffer. 2010. “3.1 Ülkemiz Kamu Alımları Üzerine Geçmiş Hukuki Düzenlemeler”, *Avrupa Birliği uyum Sürecinde Türk İhale Rejiminin Şeffaflık Açısından Değerlendirilmesi*, XII Levha, Ağustos, İstanbul, p.80-81

²¹⁰ Özcan, İzzet. Şenocak, Mehmet. Soyer, İrfan. Ünsal, Erol. Tanören, Turan. 1980. “Sunuş”, *Artırma, Eksiltme ve İhale Kanunu Metni-açıklaması ve Yargı Kararları*, Ankara.

²¹¹ Interview with İdris Yamantürk

emerged from the state according to Karaoğlu. “The high bureaucrats working in state offices traded these certificates. The certificate was a right thing in itself since it confirmed the experience of the contractor; and its trade was also beneficial. However, the one who gave the certificate to a firm had to undertake the responsibility of that firm. This was not the case, and mostly he even did not know the person to whom he gave his certificate. This was degenerated with the bureaucracy.”²¹² The first contractors were making agreements among themselves since law no: 2490 did not limit the number of contractors. Despite all these problems, it was a fair law according to Karaoğlu since it provided the entrance of many contractors to tenders.

3.3.3. Construction Materials and Techniques

While the tender laws of the period were the basic determinant of the contractor services in terms of its bureaucratic and legal aspects, the issue of construction materials constituted the most significant element on the concrete execution of the work itself together with its professional and technical requirements in addition to the definitive role of the capital. It was such an important issue that many public constructions of the period could not be completed or delayed solely because of the issue of materials that had many faces varying from the production and inefficient transportation of the material to the lack of standardization and dominance of foreign products. It should be mentioned about the general characteristics of construction material issue in this period at this point in order to be informed about the conditions of the construction material and technology in the country and see its reflections on the contractors and the shaping of contractorship as a profession.

The basic determinant for the formation of construction industry in the 1920s and 1930s was the economic structure of the country and the followed politics accordingly. “Both the 1929 world crisis and the insufficient capital accumulation inside was preventing the formation of a developed medium in construction technology like all fields. The possibilities provided with *Teşvik-i Sanayi Kanunu* in 1927 in the field of construction industry, and credits eased soon became insufficient. Until the 1930s, iron and cement began to be imported in increasing measures; and in

²¹² Interview with İrfan Tufan Karaoğlu

spite of that, only three cement factories could be established in Ankara and İstanbul between 1928 and 1933.”²¹³ The construction industry did not change in time when compared with the 1920s. The absence of standardization in the produced materials continued to be a problem for the construction sector in the following decades.²¹⁴ “The low quality of materials and insufficiencies in control was widely mentioned in the periodicals of the era.”²¹⁵ The transportation of construction materials to the construction sites was also a very big problem due to the insufficiencies in the number or quality of the roads in different parts of the country.²¹⁶ Besides, the most primitive technologies and materials were used throughout the period in many different construction sites of the country.²¹⁷

The searches for the solution of the problem was versatile related with both the economy, production, transportation and usage of the material. New banks and institutions were established by the state responsible for the construction of new factories and the finance of the works related to construction material industry. (Table 2) For example, “*Türkiye İş Bankası* (Turkey İş Bank) was established in 1924 and contributed to the establishment of *Paşabahçe Cam Fabrikası* (Paşabahçe Glass Factory) and some cement factories. *Sümerbank* was established in 3 June 1933 and provided the establishment of *Kütahya Kiremit-Tuğla Fabrikası* (Kütahya

²¹³ Another problem occurred in the field of construction sector was “the high transportation prices. Even for this reason, the import of materials from the sea especially like cement and tile, could be a motive to prefer.” Nalbantoğlu, Gülsüm. 2000. “Yapı Teknolojisinin Durumu”, “1928-1946 Döneminde Ankara’da Yapılan Konutların Mimari Değerlendirmesi”, *Tarih İçinde Ankara Eylül 1981 Seminer Bildirileri*, Yavuz, Aysıl Tükel (derl.), Ankara, p.255.

²¹⁴ Since the previous century, the most serious problem had been lack of standardization in building materials and inefficient transportation ... The early years of the Republic saw a considerable number of efforts for the healing of construction industry with a state support. Yet the building market still relied heavily upon imported products owing to the high costs of transportation within the country and the relatively lower prices of foreign products. Nalbantoğlu, Baydar Gülsüm. 1989. “Architects of a New Generation”, *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.220-221.

²¹⁵ Nalbantoğlu, Gülsüm. 2000. “Yapı Teknolojisinin Durumu”, “1928-1946 Döneminde Ankara’da Yapılan Konutların Mimari Değerlendirmesi”, *Tarih İçinde Ankara Eylül 1981 Seminer Bildirileri*, Yavuz, Aysıl Tükel (derl.), Ankara, p.257.

²¹⁶ The country was poor. Composed of 4450 km amended way and 13885 km highroad needy to repair, there was totally 18335 km way in the country. There wasn’t any dam. The load was being carried to construction sites in every part of the country by the mules; and many ways composed of soft soils to toughest stones that could easily be passed by machines today, were usually opened with pick and oar. Ergüvenç, Mebus. 2006. “Önsöz”, *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara. p.3.

²¹⁷ The brick was a harvest brick, not a fabrication brick. Arşın was used instead of meter as a measure; and block timber was used in the construction which caused the loss of workmanship Interview with İdris Yamantürk

Brick Tile Factory).”²¹⁸ Besides, *Bafra Kereste Fabrikası* (Bafra Lumber Factory) was also established by *İş Bankası* in this period. (Figure 3.3a, 3b) Actually, most of these developments were directly or indirectly related with the *Teşvik-i Sanayi Kanunu* enacted in 1927. New rules were brought with this law for the benefit of entrepreneurs who aimed to produce construction materials such as the provision of the state a building site for the entrepreneurs to build factories.²¹⁹ Besides, a fund was constituted together with the enactment of Law no: 1055 and those entrepreneurs who wanted to produce construction materials were supported.²²⁰

In addition, new factories producing construction materials were established and some conveniences and incentives were provided for the private entrepreneurs to get into construction material sector and make investments relatedly. (Table 3) Accordingly, coming from the Ottoman period, “the first brick factory was established in İstanbul Silahtarağa in 1920. It was producing 12 million bricks in a year and increased its production capacity in the following years. The first tile factory was opened in Kütahya in 1923; and the foundation of the production of ceramic used as construction material, was laid in the Republican period. The first timber factory in modern senses was established in Sinop Ayancık in 1926. The plywood production started in 1930 together with the establishment of a foundation near Haliç shores. What differs it from the other enterprises mentioned, was its establishment by a private entrepreneurship.”²²¹ Besides, depending on the scope of the construction activity sustained in the city and being the newly growing capital city of the country, Ankara hosted many developments and establishments related to construction industry together with the changing structure of its municipality during the directory of Şehremini Ali Haydar Bey.²²² In addition to two cement factories

²¹⁸ The second big state bank that made investments to construction material services was Etibank. He was assigned with the task of operating the natural material mines and establishing factories producing every kind of electricity material. Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.159.

²¹⁹ *Ibid*, p.156-157.

²²⁰ Özakbaş, Derya. 2007. *Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi*, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat tarihi anabilim dalı, Y. Lisans Tezi, Haziran, p.13.

²²¹ *Ibid*, p.65-67.

²²² The production of construction materials started in 1926 in Ankara in the time of Şehremini Ali Haydar Bey. Şehremaneti established *Ankara Cement Factory* in 1926. In 1928, *Ankara Çimento TAŞ* was established and the factory was given to this firm ... In 1929, Selahattin Rifat and his partners had a faience and mosaics factory. Alaiyelzade Mahmut Bey had a carpentry furniture mill, Muhsinzade

coming from the Ottoman period, a small factory was established by the municipality of Ankara in 1926. Besides, the first rolling mill atelier that will produce construction iron started to work in İstanbul in 1926. (Sey, 1998a).²²³ The existence of some small scaled construction material firms could also be followed from the advertisements of the periodical *Arkitekt* such as the *Hema-İzotaş* construction firm producing ceiling and partition walls with light plates. (Fig 3.4)²²⁴

The related sector on construction materials was not organized on a settled basis strictly determined by laws. Mostly arbitrary mechanisms oriented by the merchants, sellers or misusers were dominant on the market in terms of the determination of prices and transportation of materials. The laws and principles related to material industry are also effective on the determination of prices. The increase in prices and lack of organization in these fields were stated to be the actual reasons of problems especially in architectural medium. In one article of *Arkitekt* in 1936, it is stated that, “In our construction medium, there is not any organization of contractors, construction material market and state control on all these elements yet. And since these do not exist, the determination of the prices of materials are mostly done by material producers, sellers or merchants.”²²⁵ Contractors were the most seriously effected class in the architectural medium from the reflections of the situation of the construction material market. They were standing both in the marketing-producing and selling-providing sides of this construction material issue. The problems emerging from the construction material issue in public constructions undertaken by the contractor was so important in contractorship agenda of the period that it could even cause the bankruptcy of a contractor.

In this atmosphere, contractors tried to be effective in the commercial and manufactural aspects of construction material sector. The inclusion of the people in

Mehmet Emin Bey had a timber carpentry atelier; and Ahmet Tefik Bey in Cebeci, engineer Ali Haydar Bey around station, and Selahattin Refik Bey around Toygar Bridge, had carpentry mills. (Tekeli 1991: 61) Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p.455.

²²³ Ballice, Gülnur. 2006. “1950 -1980 Döneminde Kurumsal Değişmeler ve Mimarlık”, *İzmir'de 20.yy Konut Mimarisindeki Değişim ve Dönüşümlerin Genelde ve İzmir Kordon Alanı Örneğinde Değerlendirilmesi*, Doktora Tezi, Dokuz Eylül Üniversitesi Fen Bilimleri Enstitüsü, Mimarlık Bölümü, Bina Bilgisi Anabilim Dalı, Mart.

²²⁴ *Arkitekt*, 1945, p.236.

²²⁵ *Arkitekt*, 1936. “Malzeme Fiyatlarında Yükselme”, P. 273

the contractorship processes influenced the production or obtaining of construction materials in this period. The early contractors of the period also provided the production or import of some new materials to the country and their required transportation to construction sites. It was an obligation rather than a selection because of the problems in finding and transporting construction materials in the country. Some small scaled factories or ateliers that produced construction materials were constructed by these contractors. As an example, Koçzade Vehbi Bey was bringing construction materials such as cement or faucet after he started to get into construction works of Ankara as a contractor where immense construction activity was observed after the Republic.²²⁶ He was also dealing with cement trade.

Despite all these developments, contractors did not have a determining role on especially the development of basic construction materials like iron, cement, etc. The construction materials were very limited and mostly imported until the 1960s apart from small amounts of productions like brick or tile. The world construction material industry was also in a very difficult situation in those days. Main decisions about the development of basic construction materials (iron, cement, etc.) market in the country were given by the state and capitalist investments were made accordingly. So, basic construction materials could also be produced directly by state capital. For example, construction iron was started to be produced at *Karabük Demir Çelik Fabrikası*; and both this and the factory in İskenderun were the results of the necessary source production politics of the state directly for improvement. The contractors did not also have any role on cement industry since none of them made an investment on this material. In the following years, due to the failures and insufficiencies in the arrangement of construction material sector, the statist policy was started to be applied in the 1930s depending on the political and economic conjecture of the period. Between 1932-38, a national industry producing construction materials was tried to be established and the state undertook the working of the enterprises that it established.²²⁷ Despite all these struggles, the construction material issue continued to be a problem with all its aspects during the

²²⁶ See for more detailed information Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 Sayılı Artırma, Eksiltmeve İhale Kanunu”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği p.66.

²²⁷ Özakbaş, Derya. 2007. Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat tarihi anabilim dalı, Y. Lisans Tezi, Haziran, p.66.

period. In a main article titled “*Bir Yapı Kongresi Toplanmalıdır*” (A Building Congress should be Organized) published in the first issue of the periodical *Mimarlık* in 1945, the general situation of construction material issue and related proposals for its development, was stated:

Our construction materials are unfortunately in a primitive condition. As for the mostly used ones like timber and brick, neither the quality, nor the measure of any material is safe. We even do not have any furnace although its construction is not a big issue. It is impossible to arrange this work unless a construction material industry is established with state support. Other main types should also be taken into consideration in addition to cement and iron. Low and undetermined quality materials casue negative results economically.²²⁸

The deficiencies and wrong applications in the related arrangements of the state for the recruitment of construction material issue were also effective on the continuation of the problem. Instead of finding fundamental solutions based on systematic applications, local solutions such as the import of required materials were usually applied.²²⁹ (Table 4) Fluctuation of prices usually in the direction of an increase and the dominance of black market to the sector were also other important problems of the period. There was an arbitrary situation in the determination of construction material market and prices; it was mostly based on the desires of the producers and sellers of the materials:

The very limited amounts of production of construction materials in the country and being unable to answer the requirements necessitated import; and the narrowness and transportation problems in the market created price increases and black market. Despite the major share of public in the construction sector, the decisions related to construction material industry were usually in the way of the facilitation of import.²³⁰

²²⁸ *Mimarlık*, 1945, s.1. Quoted from Ünalın, Çetin. 2002. “Birinci Yapı Kongresi”, *Cumhuriyet Mimarlığının Kuruluşu ve Kurumlaşması Sürecinde Türk Mimarlar Cemiyeti’nden Mimarlar Derneği 1927’ye*, Mimarlar Derneği 1927, sf 135-136.

²²⁹ The wrong official arrangements of state especially related to import of materials also gave harm to the development of local construction industry. Coming to years 1950s, customs exemption was applied in the import of construction material while a %18 trading charge was taken from the domestic production. This situation was only one of the preventions in the development of local construction material industry. Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.134.

²³⁰ *Ibid*, p.156

Cement:

Considering the construction medium of the period, cement was holding the most important place in the construction of public buildings. It holds such a place that, until 1934, “construction policy means cement policy” slogan was valid; and beginning from 1935, the state headed to cement import and provided price reductions reaching to 50 %.²³¹ The usage of cement as the new construction material of the architectural medium was seen as the symbol of modernism in the eyes of the public authorities. Modernism was understood as the usage of new materials and construction systems; and even in one-storey buildings, concrete skeleton started to be preferred.²³² It is an interesting situation since it shows how the architectural approaches and construction material choices of the period for public buildings were determined.

Accordingly, cement became the *sine qua non* material of especially public construction works of the period. However, the production of cement was not enough in the country to answer the demands in public constructions. In the establishment of the Republic, there were only two cement factories in the country; “*Arslan ve Eskihsar Müttehhit Çimento* and *Su Kireci Fabrikaları Anonim Şirketi*, (Arslan and Eskihsar Cement and Water Lime Factories Incorporated Company) whose productions were 11.447 tons in 1923”.²³³ (Fig 3.5) Sivas Cement Factory established by *Sümerbank* in this period had the greatest share of production in local context especially in the 1930s; but still there were serious problems in providing or producing the required amount of cement for most of the public constructions in this period. (Fig 3.6) Until the 1930s, local cement production could only correspond to 20 % of consumption. For this reason, the cement had to be imported. Each 50 kilo bags coasted 50 kuruş; and one ton of cement was about 50 liras due to transportation

²³¹ Ibid, p.162.

²³² This situation was criticized by Sayar in one of his articles in *Arkitekt*, stating that although it wasn't that much necessary; we used concrete even in small Anatolian towns, houses, village schools, etc. Besides, since it was seen as the requirement of civilization, we applied the most luxurious ceramic in our factories, ateliers. Together with laws, we obliged the usage of concrete floors even in one storeyed houses. In a country like us where many rich architectural examples were executed with local materials, forgetting the construction styles with timber and stone, and neglecting local material isn't true. Ibid, 158-160

²³³ There were 6 cement factories in the country established under the protection of state. These were the outcomes of *Teşvik-i Sanayi Kanunu*. 5 of these factories were belonging to foreign capital. They made a selling cooperation among them and shared the market with monopole prices. See Sey, Yıldız. 2003. *Türkiye Çimento Tarihi*, Tarih Vakfı, TÇMB, ÇMİS, İstanbul, p.32 and p.46.

difficulties.²³⁴ “In the 1930s, cement was a very hardly obtained material even in cities like İstanbul; cement factories could not answer the demands of fastly continuing construction process of the country and it was very expensive when compared with the world market. (Fig 3.7) So, the provision of cement to the construction site was probably the biggest problem of the construction contractors of the period since its production in the country was very limited and expensive for contractors to buy and transport to the site.

There was a monopoly of the existing cement factories in this period and it was sold in very high prices when compared with the European market.²³⁵ The architects and construction contractors could not take cement without informing the factory before 15-20 days about their demands.²³⁶ Due to the absence of cement, the construction periods were lengthening and contractors were having difficulties in sustaining the construction and financing the process because of the delays in progress payments. The delays in construction times were also creating problems in the completion of the construction in its accurate time determined with the contract. So, it was giving way to adverse situations with the contract and creating legal problems between the state and contractor. Many times extension demands of contractors for the finishing period of construction and related arrangements of the state were realized accordingly due to the fact that cement could not be transported or transported very late to the site. (Appendix A-4) Besides, the state did not only pay for the price of the contractor and the material itself, but also for its transportation. This was creating extra cost for both the contractor and the state, and inevitably causing an increase in the cement price.

As a result, directly or indirectly, “the great construction works in the country were realized with state capital. The state was having its constructions undertaken by contractors by tender. But even in the obtaining of cement, despite the 15 % profit of

²³⁴ Emiroğlu, Kudret. 2006. Kentleşme, Yapı ve Konut 1923-1950 Dönemi, İNTES, Nisan, Ankara, p.160-161.

²³⁵ ... Cement selling was in the hands of few big firms. Depending on the rationale that, state “restricted the bulk cement trade in the country to a few people who were capital owners and concerned with these works for a long time. The constructors, contractors and second degree merchants are obliged to buy goods solely from the first degree bulk suppliers. State gave up the cheap price selling of cement.” Ibid, p.162. Quoted from Avcioglu, Doğan. 1970. *Türkiye'nin Düzeni I-II*, Tekin Yayınevi, İstanbul, p.395.

²³⁶ “Çimento Buhramı Var Bu yüzden Fiyatlar Yükseliyor”, 1936. *Arkitekt*, p, 244.

subcontractor and the 20 % custody share of main contractor during the process of the submit of cement to contractor,” the state was bearing a loss and the absences and delays in these processes were both interrupting the work of contractor and put him on the spot financially.²³⁷ Consequently, “the state was the biggest client of cement in 1932; consuming 70 % of it. It was complaining about the high prices and insufficiency of cement in construction season. That is why the state started to determine the price of cement beginning from 1935, to import cement beginning from 1936, and expropriated cement industry in 1938.”²³⁸ But despite these interventions by the state, similar problems continued in the 1940s. Contractors had to give money to cement factories for taking and using cement in their works. But, since the deliveries from the factories were very low, huge amounts of money of contractors and citizens could not be given back to them for a long time.²³⁹ Due to the faults and illegal applications in the distribution and selling of cement, especially under the war conditions of the period, it was taken under the control of the Ministry of Economy in December 1942 and the Ministry brought some limitations to the amount of cement distributed to citizens and public institutions.²⁴⁰ In these processes, some people, including contractors, were blamed for malpractices in bespeaking more than the required and using of cement for commercial achievements. For this reason, some official regulations were realized in order to help matters in these works. Actually, all these developments were the outcomes of the conditions, the unsettled structure of the construction works in the country and their reflections on the works of contractors.

3.3.4. Characteristics of Contractors and Contractorship Services

After this general analysis of the determinants of contractorship in the early Republican period with a contextual and disciplinary framework, the general characteristics of contractors and contractorship services of the period will be examined. Working as a contractor in the early Republican period did not necessitate

²³⁷ Tör, Vedat Nedim. 1934. “Çimento Sanayinde Devletçilik”, *Kadro dergisi*, sayı:27, p.19-25.

²³⁸ See for more detailed information about cement industry and established factories. Avcıoğlu, Doğan. 1987. “Çimento Sanayi”, *Türkiye'nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.393-395.

²³⁹ “İstanbul Halkına Çimento Verilemiyor”, 1943. *Arkitekt*, p.94.

²⁴⁰ Sey, Yıldız. 2003. “Devlet Eliyle Çimento Üretimi 1930-1950”, *Türkiye Çimento Tarihi*, Tarih Vakfı, TÇMB, ÇMİS, İstanbul, p.56.

to obey legally defined rules or asked for professional requirements. The person who had a certain amount of money and answered the requirements of the tender and contract of any public construction work was permitted to make contractorship. In an interview, the engineer İrfan Tufan Karaoğlu who started contractorship in the 1950s stated: “When I was graduated from the university, a man who had one wheelbarrow, ten mattocks and 10000 TL cumulative in a bank could be a contractor.”²⁴¹ “A serious amount of capital accumulation may not be necessary in the first stage, because there was workmanship.”²⁴² In this context, the people from professions unrelated with the construction field could also be able to work as contractors in this period under these circumstances as partly stated in previous parts.

Partially with the effects of this situation, the contractors of the period were mostly individual entrepreneurs rather than firms institutionalized under a systematically working office. The contractor firms established in this period were also sustained with the financier and organizatory role of its founder instead of the settled system of an institutional identity. This was basically because of the perception of the term ‘contractor’ in both the society and construction medium: Contractorship was mostly conceived by the private entrepreneurs of the period as a field of gaining money from public works fastened in those years rather than a profession that had disciplinary requirements and organizational background. So, it was usually seen as a temporary business field in the private sector. Accordingly, the individual entrepreneurships were mainly effective on the development of contractorship in this period. And since there were not many contractor firms in this period, the contractors of the period will be examined under the same title without being seperated as firms and individuals.

On the other hand, the unique economic and socio-political conditions of the Republic and the absence of the required basis for the formation of legal and systematic framework of these works, were creating obstacles against the proper

²⁴¹ Interview with İrfan Tufan Karaoğlu

²⁴² Another contractor who started contractorship in early 1950s as an engineer –İdris Yamantürk- states the absence of construction material and primitive conditions of construction technology in this period and follows about the conditions of contractors that “There wasn’t any construction equipment, and there almost wasn’t any capital; if you had madness, you enter the business and success if you have the required information. The concrete was mixed with hand in 4-5 storeyed buildings and public buildings in Ankara in this period. There wasn’t any material ... Since there wasn’t any equipment, the works were based on human labour.” Interview with İdris Yamantürk

arrangement of contractor works. The legal rights and professional requirements of contractors were not totally arranged in the early Republican period despite the enacted laws mentioned previously. The existing professional organizations of architectural and engineering disciplines and related arrangements for contractors in the Ottoman and the early Republican periods were not enough to solve the problems. “The first contractorship organization in Turkey; *Association of Contractors*, was established in İstanbul and its code of practice was published in 1942. It was established by 29 contractors including well-known names such as Cemal Kuyaş, Nuri Demirağ, Abdurahman Naci Demirağ, Nuri Dağdelen but we don’t have any information about the activities of this organization.”²⁴³

There were not any defined borders among the technical disciplines such as architecture, engineering and contractorship. The system was not settled in the country regarding these professions in their required disciplinary frameworks. An architect can work as a contractor, an engineer can work as an architect, a master builder can work as an architect and contractor, etc. The situation was not quite different already in many western countries. For example, in France, an architect can not work as a contractor. There is an item in the regulations of the French Chamber of Architects, saying that “an architect can not work as a contractor and become a partner of a construction company. Because, otherwise, it is thought that he sacrifices his art. He uses a specific construction material out of necessity.”²⁴⁴ In Turkey, the disciplinary boundaries were not clearly defined and contractorship was one of the most disadvantaged disciplines suffering from this situation. It was very risky to work as a contractor because the payment of the work could not be executed. The provision of required construction materials and qualified technical staff (master builders, workers, etc.) in time and the making of progress payments in time could not be properly achieved. The sustaining construction mechanism in the country was not providing a suitable medium for contractors to search for their rights. So, the contractors dealing with construction works of the public authority had series of problems coming from this unsettled system of construction and contracting mechanisms.

²⁴³ Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

²⁴⁴ Sayar, Zeki. 1995. *Anılarda Mimarlık, Yapı'dan Seçmeler*, YEM yayın, p. 112.

Besides, the number and experience of the existing Turkish engineers for meeting the needs of the state and development of contractorship sector, were not enough. According to Fevzi Akkaya graduated from *Yüksek Mühendis Mektebi* in 1932, there were almost 300 engineers in the country in 1932.²⁴⁵ Similar situation was also valid for architects. “There were nearly 150 architects in the beginning of the 1930s and utmost ten of them had offices.”²⁴⁶ So, there was not enough technical staff in the country including even the simple unqualified construction workers. There were also difficulties in the organization and provision of the qualified technical staff for the works of contractors who could solve the technical problems aroused in constructions. This structure of the building medium was widely mentioned in contemporary periodicals with its different aspects and said to be one of the preventions against the development of building construction works.²⁴⁷ In order to compensate staff shortage, foreign personel was employed in official missions. For example, the first public administrator of *Sular Umum Müdürlüğü* (Public Water Works) established in 1929, was Von Tubergen.²⁴⁸ Due to the economic crisis in 1929, unemployed European technical staff was coming to Turkey and applying to the Ministry of Public Works by filing a paper for working as related permanent staff. In the Ministry of Public Works, “The German construction group, Heeresgruppe Rabe (*Kara Ordular Grubu*)”²⁴⁹, Hungarian engineers and Bulgarian craftsmen were working:

Hungarian engineers were a majority in state permanent staff (Vondra, Sames, Balaj...). Instead of Greek and Armenian artists, Bulgarian craftsmen were working in the country (Ganco, Kuru, Dimitro, Kolo...) The contractorship firms were totally foreign (Julius Berger, Fox, Weiss und Freitag, Philip Holzmann, etc.).²⁵⁰

²⁴⁵ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Müteahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.58-59.

²⁴⁶ Anonim. 1994. “Zeki Sayar”, *Yapı*, sayı:152, p.109.

²⁴⁷ For example, it is stated in one of the articles of these periodicals that “The craftsmen are totally sovereign to the market and engineers are totally sovereign to state offices. These definite sovereignties prevented the proper development of the art of architecture.” *Arkitekt*, 1946, p.196.

²⁴⁸ Demir Abdullah, Su ve DSİ Tarihi, Devlet su işleri vakfı, Ankara, Tarihsiz, p.8

²⁴⁹ Nadolny, Rudolf. 1987. “Almanya’nın İlk Ankara Büyükelçisi Rudolf Nadolmy’nin Gözüyle Başkent Ankara”, *Tarih ve Toplum*, Sayı:42, Haziran, Çeviren: Gülayşe Koçak, p.61-63.

²⁵⁰ Akkaya, Feyzi. A.g.e, p.32.

Accordingly, most contractors of the period displaying activities in public construction sector between 1930-1940 were composed of mostly engineers and architects coming from public offices. It was determined partly with the politics of the state for compensating the staff shortage in contractorship sector. But basically, in the establishment years of the Republic, it is known that the entrepreneurships of public officials close to political and bureaucratic sections were supported by government sources for the aim of creating national entrepreneurs, which will be discussed in detail in the following chapter.²⁵¹ Despite these supports of the Republican state in order to create the private entrepreneurship and contractorship during the early Republican period with different arrangements, it was not easy to survive in this sector. Karaoğlu's statements in the interview are enlightening for the understanding of the situation of the contractors of the period:

Until 1950, if any contractor could die without any tax or insurance debt, it was very thankful for him. The contractors of the period could not accumulate money and capital. Only railway engineers like Nuri Demirağ could be able to improve. But they could not institutionalize and none of them could leave anything behind them. The contractors transferred the sources they created to politics, etc.²⁵²

This situation had various reasons ranging from the lack of institutionalization of these establishments and problems in providing required amounts of capital to the types of relationships of these contractors with politics and bureaucratic elements of the state. Although most contractors of this period in western countries became more powerful and survived until today, many contemporary contractors in Turkey such as Nuri Demirağ failed in time since they based their existence on state support and could not achieve in the execution of the professional requirements of contractorship.²⁵³ Some of the other examples of these great contractors of the period, such as Erzurumlu Nafiz Bey, Emin Sazak, Halit Köprücü and Hazık Ziyal

²⁵¹ Tekeli, İlhan, Selim İlkin. 1977. *1929 Dünya Buhranında Türkiye'nin İktisadi Politika Arayışları*, ODTÜ Yayınları, Ankara, p.35.

²⁵² Interview with İrfan Tufan Karaoğlu

²⁵³ While evaluating one of the greatest contractors of the period and his failure in continuing contractorship, Çetin and Çevik connects this situation due to the failure of Demirağ of basing his commercial and industrial activities on institutional bases and points the determinancy of the relationship between business world and politics: "What is interesting here is that, as a person who executed big works and being the forerunner in many fields or his companies representing the first in many aspects, he doesn't stay in the business medium today". Çetin, Birol. Çevik, Osman. 2005. *İstatistik Veriler Işığında Cumhuriyet Dönemi Şirketleşme Tarihi*, siyasa Kitabevi, Ankara p.28.

that will be examined in the following chapter, either went bankrupt or were obliged to abandon contractorship. But in any case, almost all these great contractors could successfully be able to organize the great construction processes of this labour-intensive sector during their careers.

The conditions of the country and the fragile structure of construction works against the role of both the international and national effects were also determinant on construction and contractorship sector as partly stated above. For example, the conditions of World War II had great impacts on the shaping of especially construction contractorship services in the country. “Due to the war, some construction contractors could not realize the works they contracted and no candidate could be found for the works that are tendered again depending on the inconsistency in the construction market.”²⁵⁴ The obtaining of construction materials was totally dependent on foreign countries in this period. Accordingly, “by the 1940s, the prices fluctuated to such an extent that contractors were no longer willing to enter bids or to provide financial guarantees. Survey reports became increasingly unreliable since prices could change at any time between the preparation of projects and the completion of constructions.”²⁵⁵ After the war, the socio-economic structure started to change; and the construction demands and works of both the public and private sector fastened. Two important developments started to occur in the construction tenders realized in 1945 and afterwards: the high increase in the demand for the works (tenders) and high price reductions made by the contractors. “While few candidates could be found previously for the works higher than half million liras, at least 15-20 firms started to participate in construction work tenders that costed 5-10 million liras.”²⁵⁶ But the increase in the demand of contractors for these works did not mean an increase in the quality of construction contractorship and the executed works accordingly. “After the war, unemployment occurred and many unqualified bad contractors existed. They could easily take licence certificates and this led to a

²⁵⁴ Although it is valid for the whole period, “there wasn’t any stability in the construction material market especially in II. World War era. Accordingly, no demanders could be found for the works tendered” since there wasn’t the guarantee of the taking of payments for the executed part of the works. *Arkitekt*. 1939. P.224-225 and p.240

²⁵⁵ Nalbantoğlu, Baydar Gülsüm. 1989. “Architects of a New Generation”, *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.220-221.

²⁵⁶ *Arkitekt*. “Haberler”, 1945, p.235.

decrease in the quality of the work.”²⁵⁷ There were great price reductions in the construction tenders of even the important public buildings and it was causing bad results since the prices of these tenders were not enough for the proper execution of these works. For example, “the ten million liras cost of the Anıtkabir construction is tendered with a 21.88 % price reduction, İstanbul Radio House with 28.80 %, İstanbul Faculty of Science construction with 34.70 % and Trabzon Port with 24 %.” (Fig 3.8)²⁵⁸

After this brief introduction of the general conditions of contractorship during the period, we can strike into the basic qualities of the contractors and contractorship firms giving contractorship services to the state. The tables that were started to be published after 1934 (together with the acceptance of law no: 2490 in this year) in different issues of the Ministry of Public Works periodical were enlightening in this respect since they included some necessary data about the issue. (Figure 3.9) These tables were showing the names, professional fields and occupations of contractors that took Licence Certificate System for Contractors from the Ministry of Public Works. (Appendix B) The title of the tables were People Taking Contractor Certificate for Public Works. We can also examine the highest price of the work they executed and on which fields of construction these contractors professionalized.

First of all, we can clearly state that there were two groups of contractors who were permitted to make contractorship for the state, i.e. educated and uneducated contractors.²⁵⁹ The first group was defined as ‘architect contractor’ or ‘engineer

²⁵⁷ Ibid, p.235.

²⁵⁸ Ibid, p.235.

²⁵⁹ Since the contractorship works weren’t sustained with clearly defined and legally organized principles in this period, our analysis on contractorship works in early Republican period can be made by making simple classifications among the contractors of the period in terms of their educational backgrounds so as to provide new points of views to the study. To begin with, we can simply classify contractors as ‘educated’ and ‘uneducated’. The educated contractors were mostly composed of engineers, architects, engineers and city planners graduated from schools such as *Sanayi Nefise Mektebi*, *Yüksek Mühendis Mektebi* and *Hendese-i Mülkiye Mektebi*. Most of them were starting their careers by working in state offices because of both the legal obligations and the absence of private sector and capital. After working in public sector for a while, they were getting professionally equipped because of both working with foreign specialists and being included in large scaled projects-constructions of state. Later on, they were leaving from state missions and getting into public procurements as a private entrepreneur. They weren’t having enough required financial power, but depending on their professional backgrounds and personal relationships with the state offices and the related item of the tender law that provided a payment mechanism to the contractor for the completed

contractor'. The second group was defined merely as 'contractor' or taking specific names such as 'pavement contractor'. In addition to that, several definitions can also be observed for contractors depending on the field they were giving service such as 'travers contractor', 'loading discharge contractor', 'ballast contractor', 'board contractor', etc. We do not have definite information about which of these contractors were educated. But these differentiations clearly indicate the unprofessionalized character of contractorship services that did not sit on clearly defined disciplinary bases.

Contractors were both in the form of real or corporate body firms. When these tables are analysed, the limited firms, joint partnerships or the ownership or directory of a single person can be observed in contractorship service models of the early Republican period. The specialities of these contractors and contractorship firms were showing variations depending on the field of services they gave and they were taking tenders or works from state offices in relation to these definitions. Some of these specialty fields showing the contractor's works of capability are "Any Kind of Public Works", "Water Works", "Electricity and Machine Works", "Water Installation", etc.

The city planning works and city planners were also defined as contractors in these tables, which was similarly observed for the architects and engineers making project preparation work for the state. As a very significant example, an academician, Professor "Yansen", who worked on the development plan of the city of Ankara, was also called as contractor. From this example, we can also state that academicians could also work in contractorship services in this period. Actually, the perception of the field of city planning and architectural-engineering project preparation works within the framework of contractorship service by the public authority was enlightening for understanding what was exactly understood from the term

part of the work divided into phases in the working plan scheme; they were taking the tenders by giving the lowest prices and contracting the job. This group of contractors was usually involved in large scaled public constructions, communication and infrastructure works of state. The second group was 'uneducated' contractors composed mostly of the craftsmen and masterbuilders. These people were following traditional methods in building works and representing the continuation of the system in Ottoman empire. Their working fields generally include residence constructions and small-scale works of capital owners of private sector or the society.

‘contractor’ and ‘contractorship’ in this period. It is seen that a person executing any kind of public service whose principles was defined with a contract, was conceived as the person who undertook this public work, and called as the contractor without considering the characteristics or technical necessities of the work. Such an approach was automatically terminating the required professional components of the contractorship work and sitting the contractorship solely on a basis of giving public service to the state. Indeed, most of the people who did the execution of city planning works of public offices in the early Republican period, stayed in the project preparing side of the work rather than being in its practical application side. Besides, most of these people had different professional backgrounds, working simultaneously in other works practically. In this respect, we can not exactly call them as contractors, but they were stated as the contractors of the works they dealt with depending on the perception mentioned above. So, different mediums and applications started to occur related to state-contractor relationships as seen in the example of city planning works of public authority. According to Tekeli, the developments related to the organization of city planning in Turkey gave birth to a binary organization structure. There was the state offices on one side, and the contractors on the other side:

Being the second organization model, contractorship was seen as an intermediate solution rather than a solution alone in this period. It was in the form of a second job for the ones who had another income possibility. For example, the foreign planners working in state offices such as Jansen, Prost, Albert; the people giving city planning lectures in universities such as Celal Esad, Kemal Ahmet Aru; or the ones who lived outside Turkey but took some jobs such as Lambert. Among all these people making contractorship, Asım Kömürcüoğlu had a different place since he directly tended to a complete specialization on this issue.²⁶⁰

The differentiation in this binary organization model wasn’t always exact. It is understood that some plans were prepared by benefiting from both of the two ways. The first city planning work officially contracted to a contractor with this perspective was for the capital city-Ankara by the municipality in the directory of Mehmet Ali Bey in 30 December 1923. The contractor of the work was *Keşfiyat ve İnşaat Türk*

²⁶⁰ Tekeli, İlhan. 1980. “Türkiye’de Kent Planlamasının Tarihsel Kökleri”, *Türkiye’de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan, p.84.

Anonim Şirketi and two plans belonging to old and new city, were prepared by this firm.²⁶¹ The plans were made by the old member of Development Works commission member, Carl Christopher Lörcher from Berlin.²⁶² The plans of other cities and towns were also prepared within the framework of a program. In between 1923-1936 when the preparation of construction development plans was left to the own entrepreneurship of the municipalities, the maps of 107 towns and cities were made by the municipalities. (Fig 3.10a, 10b, 10c, 10d) Most of the firms working in this period were German and Hungarian; and Turkish firms only started to appear in a later period.²⁶³ The 1/2000 preliminary real estate development projects of big cities such as Konya and Kayseri were prepared by City Planning Science Committee, but its detailed application plans were prepared by specialist contractors, Konya by Asım Kömürçüoğlu and Kayseri by Kemal Ahmet Aru.²⁶⁴ But what was common during all these processes was the lack of the formation of a specialized contractor group of professionals focused in the field of public city planning works in this period which was similarly observed in different fields such as engineering and architecture.

On the other hand, the contractors signed in these tables merely as ‘contractor’ did not mean that they were uneducated, but meant that they were coming from professions apart from architecture or engineering. Most of these people were probably composed of craftsmen or master builders that were dealing with construction works in that era. Despite the existence of foreign or non-muslim levanten contractors in the table, it is seen that Turkish contractors were forming the majority of the contractors that took a licence certificate. It was probably related with the statements of the new procurement law no: 2490 that brought restrictive statements to the contractorship of foreigners in the country and supported the entrance of local entrepreneurs to contractorship sector depending on the aim of

²⁶¹ The “Keşfiyat ve İnşaat Türk Anonim Şirketi” whose manager of the Ankara office was Behiç Hayri Bey in 1927, was the firm that the Lörcher plan was ordered. Its center was in İstanbul and the plan ordered in December 1923 was submitted to Şehremaneti in May 1924. Cengizkan, Ali. 2004. “Ankara Hukuk Mektebi”, *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç vakfı, İstanbul, p.11-14.

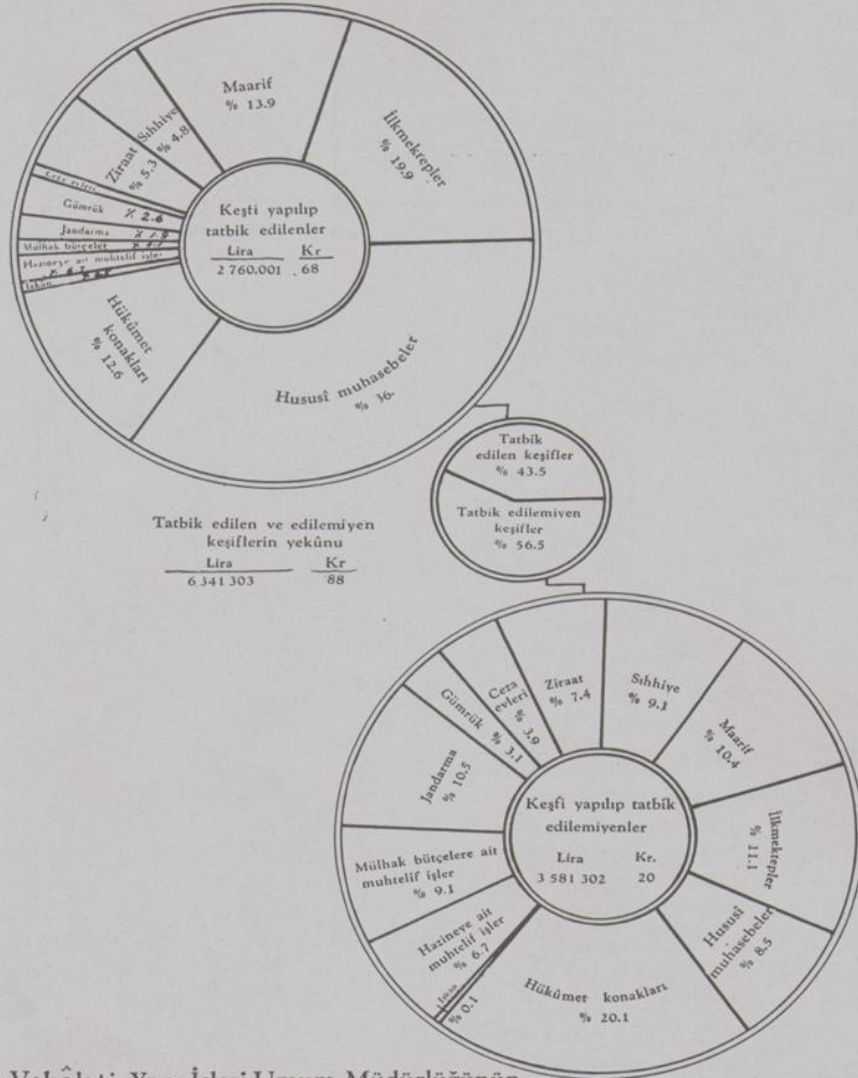
²⁶² Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p.390.

²⁶³ Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.57.

²⁶⁴ Tekeli, İlhan. 1980. “Türkiye’de Kent Planlamasının Tarihsel Kökleri”, *Türkiye’de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan, p.84-85.

creating a national bourgeoisie. Another important point is that there were many contractors shown in the tables working on the production, purchasing, selling and trading of construction materials. It shows that the contractors were also very effective in the production and trading of construction materials. Since there were not many factories or production areas of construction materials in this period, these contractors were probably dealing with the production or trade of construction materials and entering the service taking procurements of different offices of state accordingly.

VİLÂYETLERDEKİ yapı keşifleri grafiği



Nafia Vekâleti Yapı İşleri Umum Müdürlüğünün.

teşekkülü olan 1 Temmuz 1935 tarihinden 31 Mayıs 1936 tarihine kadar vilâyet nafia müdürlüklerince yapıp sene içinde tatbik edilen ve tahsisatı olmadığından tatbik edilemeyen keşif miktarlarını gösterir — bir senelik nisbetli grafik —

Figure 3.1a: The Construction Survey Graphics of Provinces Showing the Completed and Incompleted Surveys between 1935 and 1936.

Source: *Bayındırlık İşleri Dergisi* (1936) published by the Ministry of Public Works Publication Directory

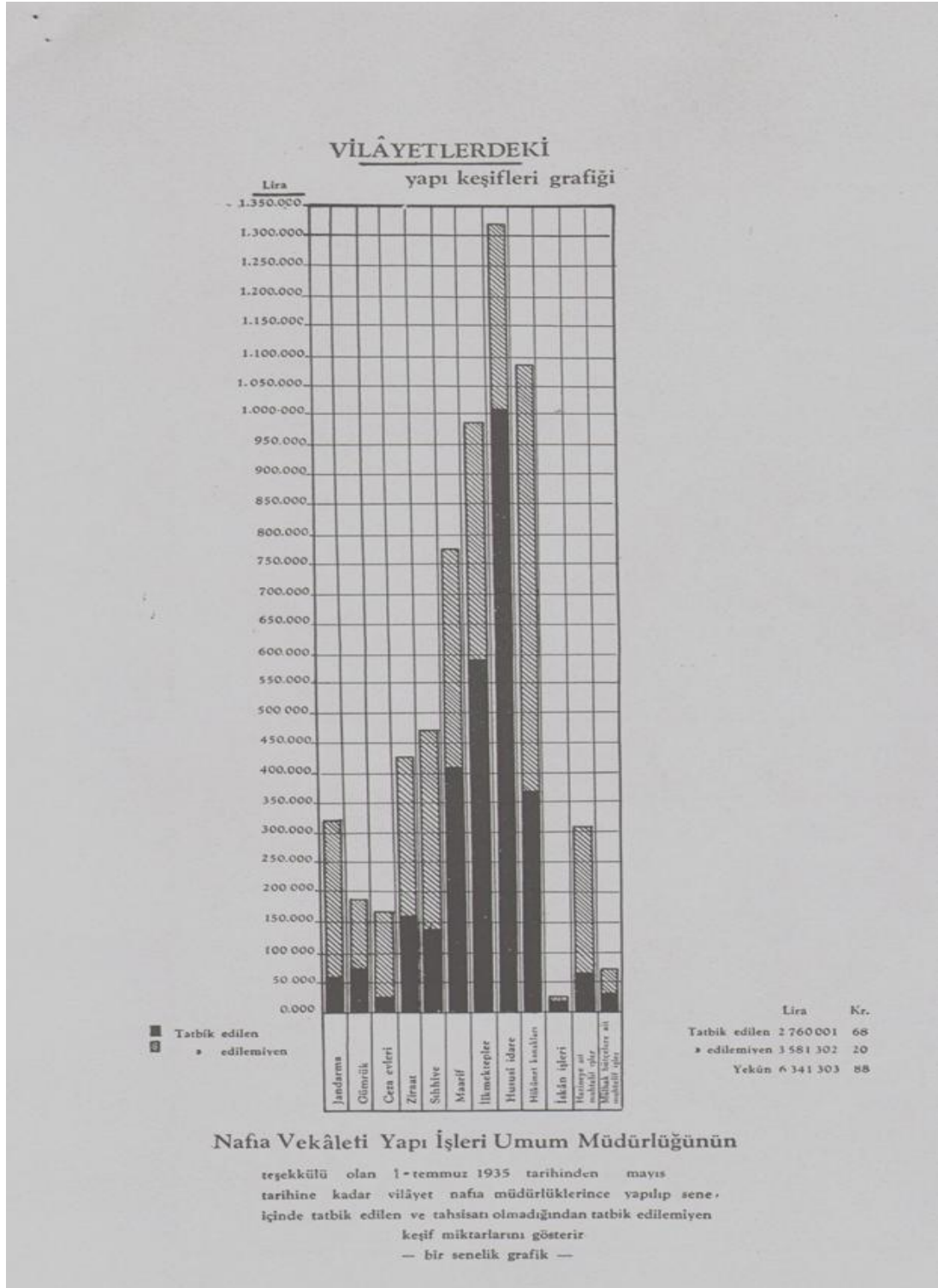


Figure 3.1b: The Construction Survey Graphics of Provinces Showing the Completed and Incompleted Surveys between 1935 and 1936.

Source: *Bayındırlık İşleri Dergisi* (1936) published by the Ministry of Public Works Publication Directory

| keşfi yapılp tatbik edilmeğe başlanan ve tamirata ait keşifler tutarını gösterir cetvel | | | | | | | | | | | | | | | | |
|---|----------------------------------|----|---------------------------------------|----|---------------------|----|-----------|---|-----------|----------------------------------|-----------|---------------------------------------|-----------|---------------------|----|-----------|
| İnşaat ve tamirata ait keşfin yapıldığı vilâyet | Keşfi yapılp tatbik edilmiyenler | | Keşfi yapılp tatbik edilmeğe başlanan | | Her ikisinin tutarı | | Mülâhazat | İnşaat ve tamirata ait keşfin yapıldığı vilâyet | | Keşfi yapılp tatbik edilmiyenler | | Keşfi yapılp tatbik edilmeğe başlanan | | Her ikisinin tutarı | | Mülâhazat |
| | Lira | K. | Lira | K. | Lira | K. | | Lira | K. | Lira | K. | Lira | K. | Lira | K. | |
| Ankara | 390 708 | 89 | 773 214 | 25 | 1 163 923 | 14 | | Nakliyekûn | 2 553 893 | 68 | 1 960 285 | 35 | 4 514 179 | 03 | | |
| Aydın | 18 981 | 85 | 5 487 | 81 | 24 469 | 66 | | Kuşehir | 7 272 | 4 | 23 732 | 65 | 31 004 | 69 | | |
| Afyon | 10 846 | 76 | 6 685 | 45 | 17 532 | 21 | | Kırklareli | 10 406 | 91 | 14 235 | 28 | 24 642 | 19 | | |
| Amasya | 1 045 | 67 | 18 500 | 00 | 19 545 | 67 | | Konya | 10 933 | 13 | 13 023 | 34 | 23 956 | 47 | | |
| Antalya | 107 722 | 51 | 9 430 | 68 | 117 153 | 19 | | Kocaeli | 19 225 | 35 | 34 173 | 91 | 53 399 | 26 | | |
| Ağrı | 101 295 | 82 | 85 829 | 44 | 187 125 | 26 | | Kütahya | 46 645 | 76 | 161 097 | 59 | 207 743 | 35 | | |
| Bursa | 201 944 | 46 | 41 882 | 56 | 243 827 | 2 | | Malatya | 24 730 | 58 | 67 419 | 15 | 92 149 | 73 | | |
| Bahkesir | 15 204 | 56 | 21 487 | 1 | 36 691 | 57 | | Manisa | 103 175 | 49 | 120 678 | 45 | 223 853 | 94 | | |
| Bilecik | 40 353 | 57 | 32 829 | 48 | 73 183 | 5 | | Maraş | 251 | 86 | 2 394 | 55 | 2 646 | 41 | | |
| Bolu | 8 375 | 81 | 109 242 | 24 | 117 618 | 5 | | Mardin | 78 440 | 99 | 3 463 | 68 | 81 904 | 67 | | |
| Burdur | — | — | 29 144 | 89 | 29 144 | 89 | | Muş | 7 826 | 70 | 14 977 | 25 | 22 803 | 95 | | |
| Çanakkale | 69 716 | 29 | 10 457 | 35 | 80 173 | 64 | | Niğde | 6 656 | 58 | 19 849 | 79 | 26 506 | 37 | | |
| Çankırı | 38 435 | 87 | 8 954 | 71 | 47 390 | 58 | | Ordu | 14 715 | 85 | 1 849 | 68 | 16 565 | 53 | | |
| Çankırı | 30 144 | 70 | 6 311 | 57 | 36 456 | 27 | | Rize | 1 782 | 78 | 858 | 50 | 2 641 | 28 | | |
| Çorum | 761 | 65 | 420 | 89 | 1 182 | 54 | | Samsun | 63 267 | 13 | 119 040 | 94 | 182 308 | 7 | | |
| Çoruh | 69 096 | 59 | 17 726 | 53 | 86 823 | 12 | | Siirt | 2 523 | 77 | 1 574 | 88 | 4 098 | 65 | | |
| Diyarbakir | 11 063 | 60 | 9 473 | 26 | 20 536 | 86 | | Sinop | 66 955 | 67 | 736 | 92 | 67 692 | 59 | | |
| Denizli | 242 037 | 44 | 13 175 | 38 | 255 212 | 82 | | Sivas | 20 544 | 46 | 24 075 | 52 | 44 619 | 98 | | |
| Edirne | 27 893 | 75 | 39 861 | 32 | 67 755 | 7 | | Seyhan | 57 852 | 60 | 65 230 | 19 | 123 082 | 79 | | |
| Eskişehir | 35 135 | 61 | 33 770 | 15 | 69 905 | 76 | | Tekirdağ | 20 426 | 00 | 3 469 | 11 | 23 895 | 11 | | |
| Erzurum | 4 117 | 82 | 995 | 35 | 5 113 | 17 | | Tokat | 219 522 | 2 | 54 212 | 53 | 273 734 | 55 | | |
| Erzincan | 56 462 | 53 | 37 174 | 67 | 93 637 | 20 | | Trabzon | 12 731 | 46 | 8 270 | 64 | 21 002 | 10 | | |
| Elâziz | 10 787 | 25 | 5 209 | 20 | 15 996 | 45 | | Tunceli | — | — | — | — | — | — | | |
| Gazi Antep | 5 651 | 52 | 10 809 | 97 | 16 461 | 49 | | Urfa | 7 498 | 45 | 37 308 | 53 | 44 806 | 98 | | |
| Giresun | 58 721 | 96 | 3 329 | 82 | 62 051 | 78 | | Van | 63 304 | 46 | 10 212 | 45 | 73 516 | 91 | | |
| Gümüşane | 601 162 | 25 | 461 295 | 42 | 1 062 457 | 67 | | Yozgat | 64 818 | 60 | 498 | 76 | 65 317 | 36 | | |
| İstanbul | 16 842 | 16 | 22 813 | 35 | 39 655 | 51 | | Zonguldak | 19 797 | 20 | 5 749 | 15 | 25 546 | 35 | | |
| İzmir | 1 912 | 35 | 4 780 | 28 | 6 692 | 63 | | Bitlis | — | — | — | — | — | — | | |
| İsparta | 57 997 | 38 | 100 640 | 78 | 158 638 | 16 | | Bingöl | — | — | — | — | — | — | | |
| İçel | 105 591 | 14 | 13 985 | 45 | 119 576 | 59 | | Hakâri | — | — | — | — | — | — | | |
| Kars | 72 343 | 27 | 23 235 | 10 | 95 578 | 37 | | Umumi yekûn | 3 581 302 | 20 | 2 776 651 | 68 | 6 357 953 | 88 | | |
| Kastamonu | 141 538 | 65 | 2 130 | 99 | 143 669 | 64 | | | | | | | | | | |
| Kayseri | — | — | — | — | — | — | | | | | | | | | | |
| Yekûn | 2 553 893 | 68 | 1 960 285 | 35 | 4 514 179 | 03 | | | | | | | | | | |

Figure 3.1c: The Table Showing the Survey Amounts of Constructions or Repairs whose Surveys were Started to be Applied but could not be Completed due to the Absence of the Required Allotment

Source: *Bayındırlık İşleri Dergisi* (1936) published by the Ministry of Public Works Publication Directory

تورکيه جمهوريتي

نافه وکالتی

دوسیه نومروسى

| | | | | | |
|--------------------------|------------|--------------------------|------------|--------------------------|------------|
| شعبه : مرسوله نومروسى | | مجلسه : مجلسه نومروسى | | تاریخ : تاریخ نومروسى | |
| سورده | مجلسه | مجلسه | مجلسه | تاریخ | تاریخ |
| 3 | 31.12.1928 | 31.12.1928 | 31.12.1928 | 31.12.1928 | 31.12.1928 |

CUMHURİYET ARŞIVI

34E/323

Beyoğlu Cünel meydanında

İstanbul Elektrik, Su, Gaz ve Kömür Komisyonuna

23.12.1928 tarih ve 215 No lu tevkifatla geçildi.

31.12.1928 T. ve 30/12/28 No lu tevkifatının esnasında

Semih Saip Efendi namına imza

edilen 29 numarolu bir Kitâ için sınıf

Ehliyetname Mümaileyke itâ edilmeğe

içres leffen irsal kılınmıştır efendim.

M. Ali

M. Ali

M. Ali

1929 Tarihli, Semih Saip Efendi Adına Müteahhit Ehliyetnamesi.

Figure 3.2: License Certificate for Contractor Semih Saip Efendi (1929)

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin Gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.53.



Figure 3.3a: Paşabahçe Glass Factory (*İş Bank* contributed to its construction)
Source: *Cumhuriyetten Günümüze Kemal'in Türkiyesi, La Turquie Kemaliste, Boyut Yayınları, p.109*

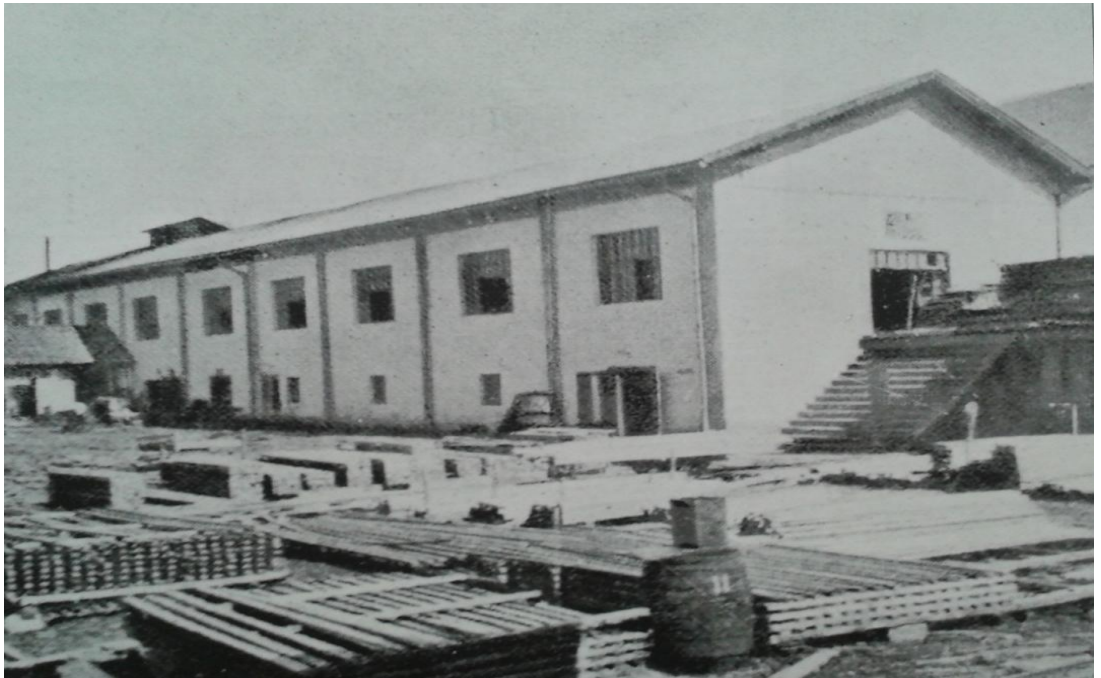


Figure 3.3b: Bafra Lumber Factory (constructed by *İş Bank*)
Source: *Cumhuriyetten Günümüze Kemal'in Türkiyesi, La Turquie Kemaliste, Boyut Yayınları, p.109*



Figure 3.4: An Advertisement of a Local Firm Producing a Construction Material (1946)

Source: "Hema-İzotaş Firm", 1946, *Arkitekt I-II*.



Figure 3.5: A Bill Belonging to *Arslan ve Eskihisar Şirketi* from 1920 Showing the Cement Factories of the Period.

Source: Sey, Yıldız. 2003. *Türkiye Çimento Tarihi*, Tarih Vakfı, TÇMB, ÇMİS, İstanbul, p.27.

SİVAS ÇİMENTOSU

SERBEST SATILMAKTA, HERKESE İSTEDİĞİ KADAR VERİLMEKTEDİR.

SİVAS ÇİMENTOSU Türk çimento normunun istediğinden daha yüksek normda olmakla **Ü N A L M I Ş T I R**. 28 günlük kombine dayanış: Türk çimento normuna göre çeğişte 32, Kg. Sm² basınca 400 Kg. Sm² Sivas çimentosunda çeğişte 45 - 50, Kg. Sm² basınca 480 - 520 Kg. Sm².

DONMA KABİLİYETİ SÜPER SİMANA YAKINDIR. ÜSTÜN VASIFLARI: Kullanılara ÇİMENTO ve KALIP KERESTESİ tasarrufu sağlar. Şehir-içi yolları, kaldırımlar, bahçe parmaklık ve kanepeleri için en iyi MALZEMEDİR.

KİREMİT ve TUĞLA Sıkıntılarımız varsa bunu en ucuz ve sağlam olarak ancak **SİVAS ÇİMENTOSU** ile yapabilirsiniz. Bütün bu işlerin yapılış ve faydalarını bellirten broşürleri ve lüzum gördüğünüz her türlü bilgiyi **SİVAS ÇİMENTO FABRİKASI** ndan isteyiniz.

BİR TEGRÜBE Çimentomuzun üstünlüğünü, yurdun en iyi çimentosu olduğunu isbata kâfidir.

SİPARİŞLER Süratle yerine getirilir. Fabrika sevkiyatta her türlü kolaylığı gösterir, vagon bulur ve istenildiği kadar çimentoyu derhal gönderir. Çimentonun tonu fabrikada vagon teslimi 52-50 liraya, torba depositosu 15 liraya indirilmiştir. Bedel peşindir. En az satış bir tondur.

EN TEMİZ KİREÇ Fabrikada Vagon Teslimi Tonu 55 lira.

İYİ CİNS TUĞLA Fabrikada Vagon Teslimi Bini 29 lira.

Kısa tel adresi: ÇİMENTO - SİVAS.

SUMERBANK
ÇİMENTO SANAYİ MÜESSESESİ

Figure 3.6: A Cement Advertisement of Sivas Cement Factory (1946).
Source: "Sivas Çimentosu", 1946, *Arkitekt I-II*.

ÇİMENTO İLÂNI

Kıdem torba noksanlığı dolayısıyla çimento teslimatı

Bugünden (25.10.1954 günü itibarıyla) itibaren

durdurulmuş olduğundan sayın müşterilerimizden dolayı bir

ilâmuza kadar nakil vasıtalarını fabrikamıza gönderme-

meleri ehemmiyetle rica olunur.

Kartal Çimento Fabrikası

Figure 3.7: A Cement Announcement of Kartal Cement Factory Stating the Stop of the Cement Delivery of Factory to his Clients (1954).
Source: Sey, Yıldız. 2003. *Türkiye Çimento Tarihi*, Tarih Vakfı, TÇMB, ÇMİS, İstanbul, p.74.

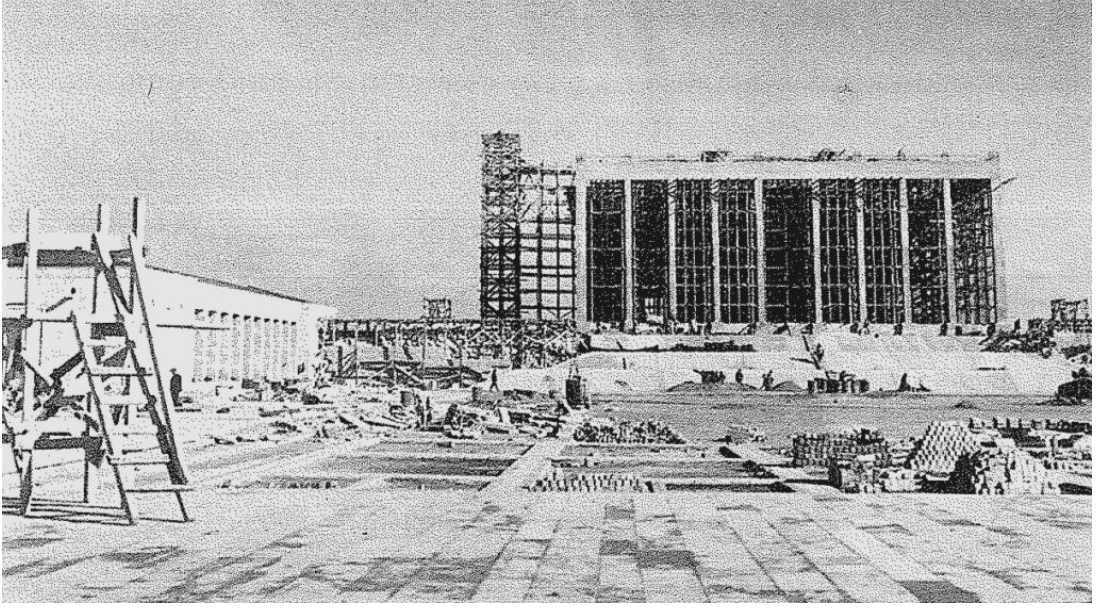


Figure 3.8: Anıtkabir Construction (1944-1953)

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.84.

Ehliyet Vesikası Alan Mütcaahhitler

Devlete ait her türlü yapı ve inşaat işlerinin idare ve mürakabesi 2443 ve 2799 numaralı kanunlarla Nafia Vekâletinin vazifeleri cümlesinden bulunduđu malumdur. Bu kanunlardan birincisi Nafia Vekâleti Teşkilât Kanunu olup derginin birinci yıl birinci sayısında ve ikinci kanun dahi derginin ikinci yıl ikinci sayısında neşredilmiştir.

Gerek merkez ve gerek taşralarda teahhüde gireceklerin kabiliyetleri anlaşılmaq üzere, derginin birinci yıl ikinci sayısında neşredilen 2490 numaralı kanunun 10 uncu maddesi mucibince, Nafia Vekâleti mütcaahhitlere fenni ehliyet vesikası itasını muvafık görmüştür.

Şimdiye kadar müracaat ederek vesika almış olan mütcaahhitlerin isimleri aşağıya dercediyoruz:

Nafia İşleri İçin Mütcaahhitlik Vesikası Alanlar

(İnşaat)

| Adı | Soyadı | Mesleđi | Yapıldığı iş- lerin en büyüğününün kıymeti | Vesika Tarih | No. | Ne İşe Dair Aldığı |
|---------------------------|----------|---------------------|---|-----------------|-----|---------------------------------------|
| Mehmet derviş | Çeliktaş | Mühendis mütcaahhit | 420 253 | 25.6.36 | 103 | Her türlü Nafia işleri mütcaahhitliği |
| Mustafa | Ak | " | 34 244 | 18.6.36 | 77 | Yol ve teferruatı mütcaahhitliği |
| Cemal | Cim | " | 3 232 457 | 25.6.36 | 108 | Her türlü Nafia işleri |
| Mehmet Galip | Sinop | Mühendis | 2 500 000 | 18.6.36 | 74 | " |
| Ali Baba | " | " | 40 000 | 12.6.36 | 68 | Yol ve teferruatı |
| Ali Galip | Purut | " | 1 138 000 | 25.6.36 | 112 | Her türlü Nafia işleri |
| Raşit | Börekçi | " | 294 000 | 25.6.36 | 87 | " |
| Halit | Kurşuncu | " | 113 000 | 25.6.36 | 86 | " |
| Ali Necip | Sinkil | " | 54 988 | 18.6.36 | 81 | Yol ve bina işleri |
| Osman | Kirişçi | " | 34 068 | 18.6.36 | 75 | " |
| Ekrem | Tuncel | " | 69 183 | 18.6.36 | 76 | Yapı, yol ve teferruatı |
| Fethi Halil ve kardeşleri | " | " | 1 369 782 | 18.6.36 | 78 | Her nevi Nafia işleri |
| Ferdi | Karman | " | 651 756 | 3.7.36 | 128 | " |
| Ahmet | Atman | " | 50 000 | 3.7.36 | 129 | Yapı ve yol teferruatı |
| Naci | Seltik | " | 300 000 | 3.7.36 | 136 | Her türlü Nafia işleri |
| Ahmet Cemil | Arduru | " | 300 000 | 3.7.36 | 127 | " |
| Ekrem Hakkı | Ayverdi | " | 244 000 | 3.7.36 | 125 | " |
| Fazlı | Yüce | Tüccar | 100 000 | 30.6.36 | 105 | Yol ve teferruatı |
| Aziz | Suvör | Mühendis Mütcaahhit | 540 000 | 3.7.36 | 123 | Türlü Nafia işleri |
| Fikri | Ataç | " | 100 000 | 30.7.36 | 104 | Yol ve teferruatı |
| İbrahim Galip | Fesci | Mühendis Mütcaahhit | 2 500 000 | 30.6.36 | 107 | Her türlü Nafia işleri |
| Haydar | Emre | " | 1 500 000 | 30.6.36 | 113 | " |
| Mustafa Vahit | Akpak | " | 427 000 | 3.7.36 | 124 | " |

(Malzeme)

| | | | | | |
|--|---------------|---------|---------|----|------------------------------------|
| Panzo Stavropolo Kollektif Ş. | Mütcaahhitlik | 23 314 | 25.6.36 | 97 | Malzeme alât edevat mütcaahhitliği |
| İsak Krespi ve Mahdumları K. Ş. | " | 19 664 | 18.6.36 | 82 | " işinde boya, teferruatı |
| Civata Türk Limited Şirketi | " | 15 250 | 25.6.36 | 88 | Civata ve perçin çivisi |
| Yorgi Mavrodi | " | 9 365 | 12.6.36 | 70 | Malzeme boya |
| Salti Frango Kollektif Şirketi | " | 5 750 | 25.6.36 | 94 | Mobilya alât ve edevatı |
| Yusuf Kapancı ve Mahdumları K. Ş. | " | 2 558 | 25.6.36 | 95 | Malzeme alât ve edevatı |
| Maden Kömürü Şirketi Türk A. Ş. | " | 204 000 | 18.6.36 | 66 | Maden kömürü ve müstekatı |
| Hilmi Selvili ve Hasan Keresteci K. Ş. | " | 11 943 | 18.6.36 | 79 | Travers ve malzeme inşaiye |

Figure 3.9: Contractors Taking Licence Certificate for Contractors in early Republican period

Source: *Bayındırlık İşleri Dergisi* (1936-1937) published by the Ministry of Public Works Publication Directory

| Nafia İşleri İçin Müteahhitlik Vesikası Alanlar | | | | | | |
|---|--------------------|---|-----------|-----|-------|---|
| İNŞAAT | | | | | | |
| ADI ve SOYADI | MESLEĞİ | Yaptığı işle- rin en büyü- ğünün kıy- meti (Lira) | VESİKA | | D.No. | Ne İşe Dair Olduğu |
| | | | Tarih | No. | | |
| Fahri Dural | Müteahhit | 93 273 | 14-10-936 | 349 | 156 | Yapı |
| Tahsin Sermet | Mimar müteahhit | 512 000 | 11-10-936 | 333 | 412 | " |
| Mühendis Nuri Nafiz, Nesim | | | | | | |
| Sisa, Refail Roso Kollektif şir. | Müteahhit | 512 000 | 11-10-936 | 339 | 427 | " |
| Fasih Saylan | " | 58 674 | 19-10-936 | 365 | 171 | Su tesisatı, malzeme, alât ve edevat |
| Fehmi ölçüm | Mühendis müteahhit | 162 000 | 11-10-936 | 321 | 301 | Her türlü nafia işleri |
| Rasih Arıman ve Halil So- mer fennî inşaat şirketi | Müteahhit | 36 000 | 10- 7-936 | 158 | 233 | " " " |
| Hasan Basri | Mühendis müteahhit | 292 700 | 17- 7-936 | 173 | 211 | " " " |
| Süleyman Arısan | Müteahhit | 75 000 | 11-10-936 | 323 | 309 | Yapı, yol ve teferruatı |
| Zeki Toros | " | 29 128 | 11-10-936 | 322 | 308 | Yapı ve elektrik tesisatı |
| Ahmet Faip Yapıcı | " | 38 312 | 11-10-936 | 324 | 327 | Yapı, yol ve teferruatı |
| Nabi Yalbuздаğ | " | 47 690 | 17-11-936 | 412 | 477 | " " " |
| İzzettin Nuri Taşören | Mimar müteahhit | 12 450 | 11-10-936 | 337 | 418 | Yapı |
| Adil Kavukcuoğlu | Müteahhit | 16 702 | 11-10-936 | 341 | 435 | Yol ve teferruatı |
| Mehmet Macit Özkökten | " | 15 000 | 11-10-936 | 329 | 375 | Yapı, yol ve teferruatı |
| Mühendis Rifat Osman ve Sırrı Arif inşaat şirketi | " | 106 000 | 14-10-936 | 246 | 342 | Her türlü nafia işleri |
| İbrahim Hakkı Buluç | Mühendis müteahhit | 851 637 | 14-10-936 | 356 | 365 | " " " " |
| Aziz Akal | Müteahhit | 11 000 | 14-10-936 | 360 | 436 | Yol ve teferruatı |

| 1937 senesinde Nafia işleri için yeniden vesika alanlar | | | | | | |
|---|---|---|-----------|-----|--------------|--------------------------------------|
| Adı ve soyadı | Mesleği | Yaptığı işlerden en büyüğünün kıymeti | Vesikanın | | Dosya No. | Ne işe dair olduğu |
| | | | Tarih ve | No. | | |
| 1 — Muzaffer Sövüktekin | İnşaat müteahhidi | 22 207 Lira | 28.1.1937 | 4 | 230 | Yapı yol ve teferruatı |
| 2 — Behiç Hayri Tümer | Malzeme " | 60 000 Mark | 28.1.1937 | 5 | 243 | Malzeme işleri |
| 3 — İsak Niyego | Cam ve ayna " | 12 000 Lira | 3.2.1937 | 6 | 353 | Cam, kristal ve ayna gibi malzeme |
| 4 — Vitalis Beyo | Müteahhit ve komis- yoncu | 12 518 Mark | 3.2.1937 | 7 | 319 | Malzeme |
| 5 — Cemil Oktav | Malzeme müteahhidi | 11 550 Lira | 3.2.1937 | 11 | 464 | Balast ihzarı ve ferşi |
| 6 — Fehmi Susunar | Müteahhit | 179 860 " | 28.1.1937 | 13 | 483 | Su tesisatı |
| 7 — Asım Köknar | Mühendis müteahhit | 1 660 000 " | 28.1.1937 | 14 | 486 | Her türlü nafia işleri |
| 8 — Lüsyen Juber | Müteahhit ve komisyoncu | 100 874 " | 3.2.1937 | 15 | 497 | Su işleri |
| 9 — Rifat Kavukcuoğlu ve Şeriki Eşref | Müteahhit | (10 116) (9 852) " | 3.2.1937 | 16 | 504 | Yol ve teferruatı ve yapı |
| 10 — Hamit Baldat | Müteahhit | 14 489 " | 3.2.1937 | 17 | 508 | " " " |
| 11 — Selâhaddin Durusan | " mühendis | 530 000 " | 28.1.1937 | 18 | 511 | Her türlü nafia işleri |
| 12 — Cabir Sepen | Elektrik ve makina mühendisi müteahhit | 26 998 " | 3.2.1937 | 19 | 513 | Elektrik ve makine işleri |
| 13 — İktisadî ve Sınai Te- sisat ve İşletme Türk Anonim Şirketi | Müteahhit | 12 900 " | 3.2.1937 | 20 | 516 | Malzeme işleri |
| 14 — Nuri Beler ve Ortağı | " | 855 000 Mark | 3.2.1937 | 21 | 517 | Malzeme |
| 15 — Şevket Eren | " | 57 214 Lira | 3.2.1937 | 22 | 522 | Yol ve teferruatı yapı |

Figure 3.9: Contractors Taking Licence Certificate for Contractors in early Republican period

Source: *Bayındırlık İşleri Dergisi* (1936-1937) published by the Ministry of Public Works Publication Directory.

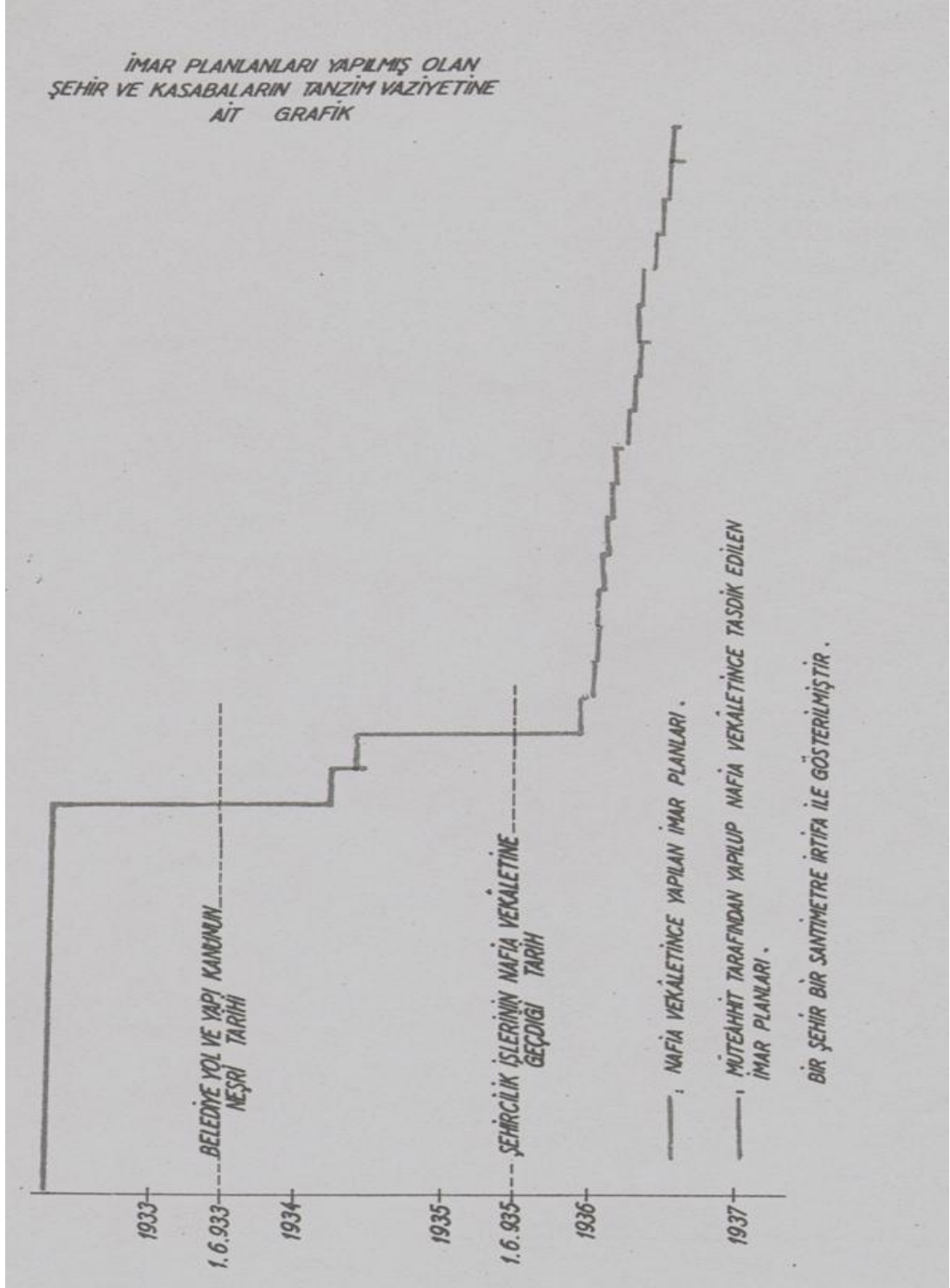


Figure 3.10a: Graphics Showing the Situation of the Cities and Towns Whose Development Plans are Prepared
Source: Bayındırlık İşleri Dergisi (Yönetmelik Kısım), 3. Yıl, Sayı:5, İstanbul Devlet Basımevi, 1936.

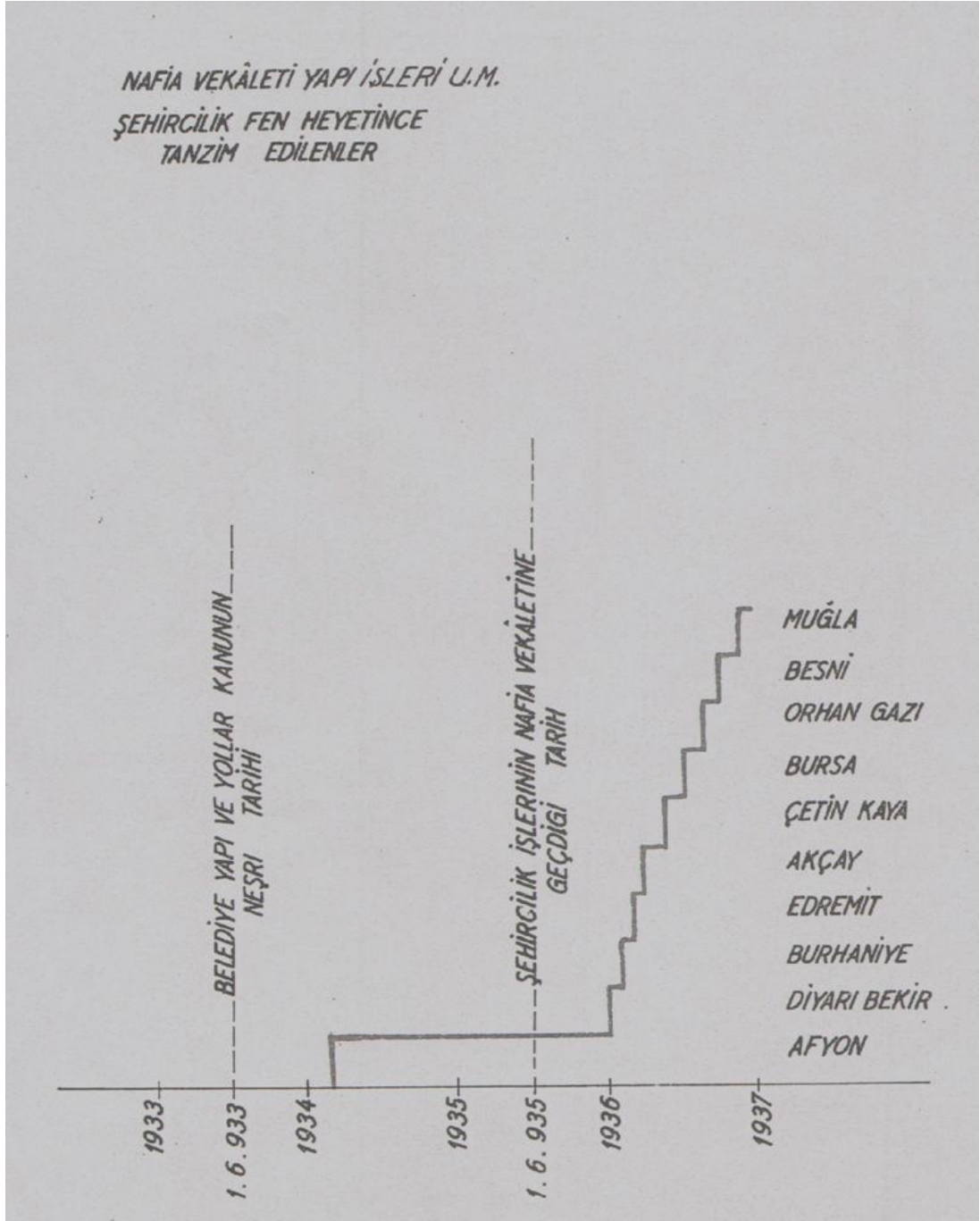


Figure 3.10b: Graphics Showing the Development Plans that are Prepared by the City Planning Committee of the General Directorate of Building Works in Ministry of Public Works

Source: Bayındırlık İşleri Dergisi (Yönetmelik Kısım), 3. Yıl, Sayı:5, İstanbul Devlet Basımevi, 1936.

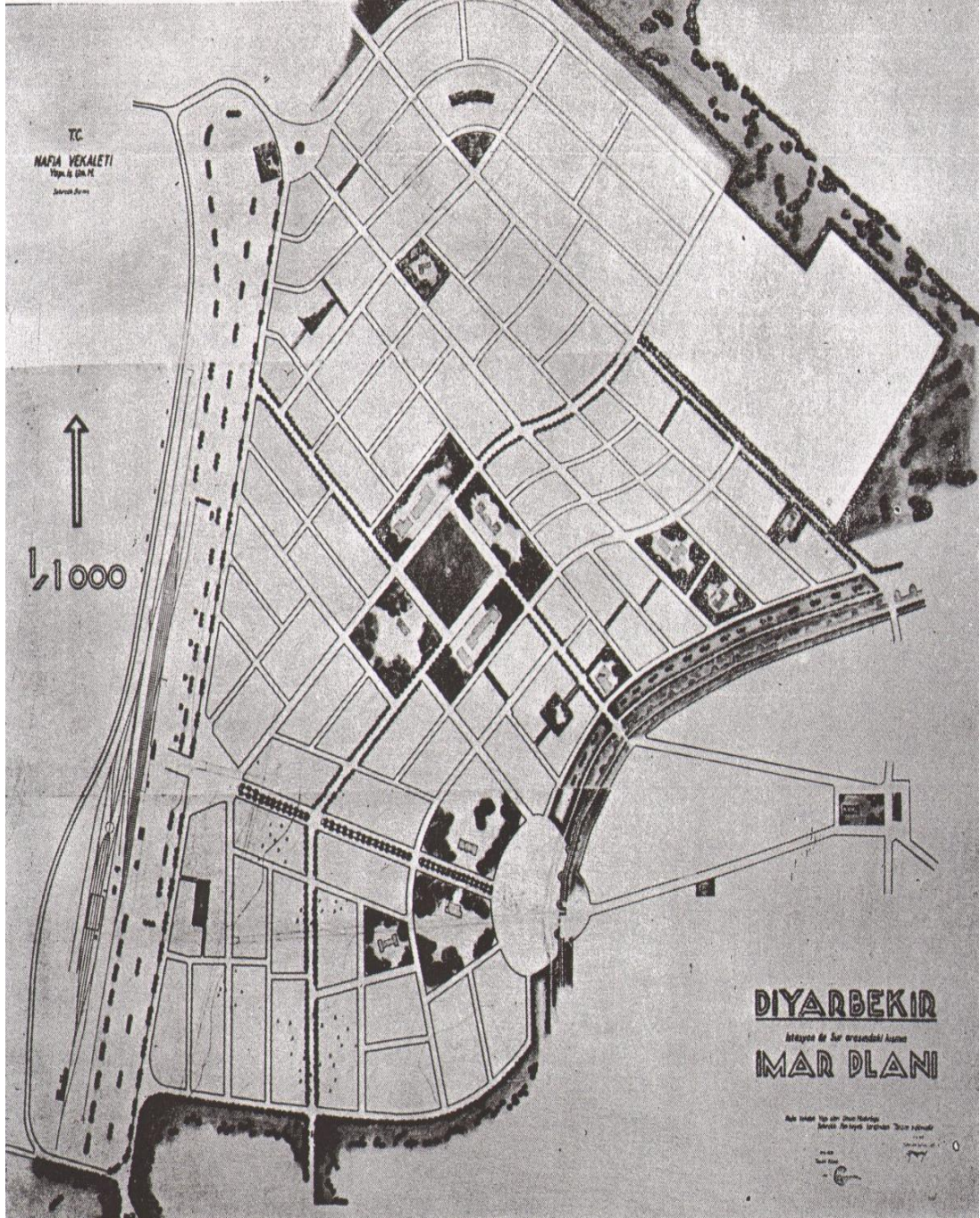


Figure 3.10c: Development Plan of Diyarbakir (1936)

Source: *Bayındırlık İşleri Dergisi* (Yönetmelik Kısım), 3. Yıl, Sayı:5 İstanbul Devlet Basımevi, 1936.

(Cumhuriyet döneminde, 2. Dünya Savaşı Sonuna kadar, yapılan harita ve İmar Planları Listesi)

| KASABA | İLİ | Ha. | HARİTANIN | | PLANIN | | PLANI YAPAN | PLAN HA. |
|-------------------------------------|-----------|------|------------|-----------------------|------------|----------------------|-------------|----------|
| | | | Yapım Yılı | Tasdik MÜTEAHHİT Yılı | YAPIM YILI | YAPIM YILI | | |
| Manisa | Manisa | 350 | 1923 | Sait ve Cemal | 1923 | Cemaleddin | 350 | |
| Salihli | Manisa | 150 | 1923 | Sait Erer | 1923 | Sait Erer | 150 | |
| Aydın | Aydın | 50 | 1923 | M.M. İmar Heyeti | 1923 | M.M. İmar Heyeti | 50 | |
| Nazilli | Aydın | 80 | 1923 | M.M. İmar Heyeti | 1923 | M.M. İmar Heyeti | 80 | |
| (yukarı kısım) | | | | | | | | |
| Bandırma | Balıkesir | 100 | 1923 | Galip | 1923 | Galip | 100 | |
| Karacabey | Bursa | 100 | 1923 | Şevket A. Haydar | 1923 | Bedri ve A. Haydar | 100 | |
| Alaşehir | Manisa | 120 | 1924 | Sait ve Cemal | 1924 | Sait ve Cemaleddin | 120 | |
| İzmir | İzmir | | | | | | | |
| Ankara | Ankara | | | | | Belediyesi | | |
| Ayvalık | Balıkesir | 170 | 1930 | Sait Erer | 1927 | Şehremaneti | | |
| Kızılcabamam | Ankara | 60 | 1931 | Hulusi | 1930 | Höyisler | 170 | |
| Uzunköprü | Edirne | 200 | 1931 | Tahsin | 1931 | Sait Erer | 60 | |
| (uygulanamaz, yeniden yapılacaktır) | | | | | | Hulusi | 200 | |
| Ankara | Ankara | 2400 | 1930 | Askeri H. Heyeti | 1932 | H. Jansen | | |
| Gerede | Bolu | 150 | 1932 | İzzet | 1932 | M. | 140 | |
| Yalova | İstanbul | 120 | 1933 | Azkeri H. Heyeti | 1933 | Burhan Çaylak | 120 | |
| İnegöl | Bursa | 150 | 1933 | Alexandr | | | | |
| Afyon | Afyon | 600 | 1930 | Rahmi | 1934 | H. Baykal | 600 | |
| Acıpayam | Denizli | 90 | 1934 | İzzettin | 1934 | İzzettin | 90 | |
| Kayseri | Kayseri | 450 | 1923 | Süreyya | 1936 | Burhan Çaylak | 450 | |
| Malatya | Malatya | 920 | 1933 | - | 1936 | M. | 920 | |
| Çetinkaya | Sivas | 50 | 1936 | Demiryollar | 1936 | Ankara İmar Md. | 50 | |
| | | | | Mühendisleri | | Ş. F. H. | | |
| Karacasu | Aydın | 140 | 1936 | Fenni İnşaat Şir. | 1936 | Fenni İnşaat Şirketi | 140 | |
| Çankırı | Çankırı | 247 | 1935 | Avni | 1936 | M. | 247 | |
| Bursa | Bursa | 1050 | 1924 | Keşfiyat ve İnşaat | 1936 | Ş. F. H. | 1050 | |
| (yalnız yol istikamet planı) | | | | Türk Anonim Şirk. | | | | |

Figure 3.10d: The Table of Maps and Development Plans from the Establishment of Republic until the End of World War II and the Contractors (firms and individuals) Executed these Works.

Source: Tekeli, İlhan. 1980. "Türkiye'de Kent Planlamasının Tarihsel Kökleri", *Türkiye'de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan.

| KASABA | İLİ | Ha. | HARİTANIN | | PLANIN | | PLANI YAPAN | PLAN HA. |
|------------------------------|------------|-----|------------|-------------|------------|--------------------|--|----------|
| | | | Yapım Yılı | Tasdik Yılı | YAPIM YILI | MÜTEAHHİT | | |
| Safranbolu | Zonguldak | 240 | 1936 | | 1936 | Remzi | Burhan Arif | 240 |
| Orhangazi | Bursa | 130 | 1923 | 1936 | 1936 | Ragıp | M. | 130 |
| Edremit | Balıkesir | 80 | 1936 | | 1936 | Sait Erer | M. | 80 |
| Akçay | Balıkesir | 15 | 1936 | | 1936 | Sait Erer | M. | 15 |
| Fethiye | Muğla | 200 | 1936 | | 1936 | Veysi | M. | 200 |
| Uşak | Kütahya | 440 | 1925 | | 1936 | | Şakir Kılıç | 440 |
| İstanbul | İstanbul | | | | 1936 | | Prost (1936'da harita yapmaya başlamış, dönem boyunca çalışmıştır) | |
| Hayrabolu | Tekirdağ | 200 | 1936 | | | Tahsin | | |
| Kadıköy | Denizli | 75 | 1937 | | | Fenni İnşaat Şirk. | | |
| Antalya | Antalya | 470 | 1922 | | 1937 | İskarpa | Ş.F.H. | 470 |
| (yalnız yol istikamet planı) | | | | | | | | |
| Diyarbakır | Diyarbakır | 300 | 1936 | | 1937 | Ş.F.H. | M. | 300 |
| Buldan | Denizli | - | - | | 1937 | - | M. | 140 |
| Tatvan | Bitlis | 300 | 1937 | | 1937 | - | M. | 300 |
| Muğla | Muğla | 195 | 1930 | | 1937 | İskarpa | M. | 195 |
| Keleş | Edirne | 160 | 1936 | 1937 | 1937 | Sait Erer | M. | 160 |
| Susurluk | Balıkesir | 80 | 1934 | 1937 | 1937 | Sait Erer | M. | 80 |
| (Susurlukluk) | | | | | | | | |
| Emet | Kütahya | | | | 1937 | Ş.F.H. | M. | 35 |
| Boyabat | Sinop | | | | 1937 | Ş.F.H. | | 400 |
| Şuhut | Afyon | 80 | 1937 | | 1937 | Ş.F.H. | | 120 |
| Bolvadin | Afyon | 194 | 1937 | | 1937 | Ş.F.H. | | 150 |
| Niğde | Niğde | 250 | 1936 | | 1937 | Ş.F.H. | | 250 |
| İzmit | Kocaeli | 160 | 1933 | | 1937 | Belediye Mühendisi | Egri | |
| Sarayköy | Denizli | 112 | 1936 | | 1937 | Fenni İnşaat Şirk. | H.Jansen | |
| Akhisar | Manisa | 180 | 1934 | 1936 | 1937 | Sait Erer | Fenni İnşaat Şirketi | 180 |
| Nazilli | Aydın | | | | 1938 | | M. | |
| (aşağı kısım) | | | | | | | Fenni İnşaat Şirketi | 150 |
| İzmir | İzmir | | | | | | Belediye Bürosu | |
| Yalova | İstanbul | | | | | | Le Corbusier | |
| | | | | | | | A.Sabri Oran | |

Figure 3.10d: The Table of Maps and Development Plans from the Establishment of Republic until the End of Second World War and the Contractors (firms and individuals) Executed these Works.

Source: Tekeli, İlhan. 1980. "Türkiye'de Kent Planlamasının Tarihsel Kökleri", *Türkiye'de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan.

Table 1: The Construction Expenses of the Supplementary Budgeted Administrations (1923-1940)

Source: Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.152.

TABLO 24: KATMA BÜTÇELİ İDARELER İNŞAAT HARCAMALARI (1923-1940) MİLYON TL

| YILLAR | DEVLET DEMİRYOLLARI | DEVLET DENİZYOLLARI | DEVLET HAVAYOLLARI | HUDUT VE SAHİLLER SAĞLIK GENEL MÜDÜRLÜĞÜ | PTT GENEL MÜDÜRLÜĞÜ | TEKEL GENEL MÜDÜRLÜĞÜ | VAKIFLAR GENEL MÜDÜRLÜĞÜ |
|--------|---------------------|---------------------|--------------------|--|---------------------|-----------------------|--------------------------|
| 1923 | | | | | | | |
| 1924 | 9 | 0,1 | | | | | |
| 1925 | 16,3 | | | | | | 0,5 |
| 1926 | 10,2 | | | 0,2 | | | 0,8 |
| 1927 | 21,3 | | | 0,7 | | | 0,9 |
| 1928 | 29,6 | 0,1 | | 0,4 | | | 0,8 |
| 1929 | 45,3 | 0,4 | | 0,5 | | | 0,8 |
| 1930 | 41,7 | | | 0,6 | | | 0,5 |
| 1931 | | | | 0,7 | | | 0,3 |
| 1932 | 0,2 | | | 0,5 | | | 0,2 |
| 1933 | 0,5 | | | 1,7 | | 1,1 | 0,1 |
| 1934 | 0,5 | | | 0,3 | | 1,1 | 0,1 |
| 1935 | 1,1 | | | 0,4 | | 0,8 | 0,1 |
| 1936 | 2,5 | | 0,1 | 0,5 | 0,9 | 1,3 | 0,1 |
| 1937 | 3,7 | | 0,3 | 0,5 | 1,4 | 0,7 | 0,3 |
| 1938 | 5,7 | | 0,2 | 0,1 | 1,8 | 1 | 0,3 |
| 1939 | 7,1 | | 0,2 | | 0,5 | 2,4 | 0,4 |
| 1940 | 19,8 | | 0,5 | | 0,5 | 1,2 | 0,4 |

Kaynak: (Bulutay, Yıldırım ve Tezel, 1974)

Table 2: The Construction Expenses of the Economic State Establishments (1923-1940)

Source: Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.153.

TABLO 25: İKTİSADİ DEVLET KURULUŞLARI İNŞAAT HARCAMALARI (1923-1940) MİLYON TL

| YILLAR | SÜMERBANK | SANAYİ MAADIN BANKASI | ETİBANK | TÜRKİYE ŞEKER FABRİKALARI | TOPRAK MAHSULLERİ OFİSİ | DEVLET ZİRAAT İŞLETMELERİ KURUMU | TÜRKİYE CUMHURİYETİ ZİRAAT BANKASI |
|--------|-----------|-----------------------|---------|---------------------------|-------------------------|----------------------------------|------------------------------------|
| 1923 | | | | | | | |
| 1924 | | | | | | | 0,1 |
| 1925 | | | | | | | 0,4 |
| 1926 | | | | | | | 1,2 |
| 1927 | | 0,1 | | 0,6 | | | 0,3 |
| 1928 | | 0,3 | | 0,9 | | | 2,3 |
| 1929 | | 2,5 | | 0,1 | | | 1,1 |
| 1930 | | | | | | | 0,3 |
| 1931 | | | | 1,2 | | | 0,3 |
| 1932 | | 3 | | 5,8 | | | 0,3 |
| 1933 | | | | 13,9 | | | |
| 1934 | 5,8 | | | | | | |
| 1935 | 4,8 | | | | | | |
| 1936 | 10,8 | | 0,2 | 0,2 | | | |
| 1937 | 6,6 | | 4,1 | 0,2 | | | |
| 1938 | 13,7 | | 4 | 3,4 | 3,2 | | |
| 1939 | 17,5 | | 4 | 0,2 | | | |
| 1940 | 9,5 | | 4,5 | 0,1 | 0,3 | 0,3 | |

Kaynak: (Bulutay, Yıldırım ve Tezel, 1974)

Table 3: The Establishment Places of Some Construction Material Industries in a Chronological Order with respect to their Establishment Years (1923-1940)

Source: Emirođlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.157.

| YILLAR | CİNSİ | YERİ |
|--------|-------------------------------|-----------|
| 1892 | Kereste | İstanbul |
| 1911 | Çimento | Kocaeli |
| 1920 | Tuğla ve Taş Tuğlası | İstanbul |
| 1923 | Kiremit | Kütahya |
| 1926 | Kereste | Sinop |
| 1926 | Demir Hadde, Tel ve Çivi | İstanbul |
| 1930 | Kontrplak | İstanbul |
| 1931 | Galvenizli Sac | İstanbul |
| 1932 | Elektrik Kablosu | İstanbul |
| 1934 | Kilit | İstanbul |
| 1937 | Cevherden Demir Çelik Üretimi | Zonguldak |

Kaynak: (Elli Yılda İmar ve Yerleşme, 1973)

Table 4: The Production and Import of Construction Iron and Cement (1923-1940)

Source: Emirođlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.161.

| YILLAR | İNŞAAT DEMİRİ İTHALATI | | KARABÜK İNŞAAT DEMİRİ ÜRETİMİ (TON) | ÇİMENTO (TON) | |
|--------|------------------------|-----------|-------------------------------------|----------------|---------|
| | DEĞER TL | MİKTAR KG | | YURTIÇİ ÜRETİM | İTHALAT |
| 1923 | 2194767 | 17291688 | | 20143 | 5071 |
| 1924 | 4089471 | 33715302 | | 24500 | 7600 |
| 1925 | 4587746 | 43586009 | | 29800 | 29800 |
| 1926 | 5863481 | 48048854 | | 40000 | 55400 |
| 1927 | 5138528 | 52768541 | | 41400 | 56200 |
| 1928 | 3660746 | 54568803 | | 54000 | 52600 |
| 1929 | 8367703 | 73972549 | | 71000 | 72800 |
| 1930 | 6420283 | 58987469 | | 104000 | 60100 |
| 1931 | 6605889 | 62044882 | | 192000 | 30800 |
| 1932 | 4371122 | 60207471 | | 132000 | 2300 |
| 1933 | 4403301 | 65823733 | | 143000 | 1600 |
| 1934 | 7104129 | 97957636 | | 180000 | 800 |
| 1935 | 7215651 | 104415728 | | 193000 | 1000 |
| 1936 | 7547769 | 104777300 | | 193000 | 5700 |
| 1937 | 9459598 | 103079352 | | 229000 | 52200 |
| 1938 | 17284657 | 150160043 | | 282000 | 44200 |
| 1939 | 10653093 | 106033836 | | 294000 | 89100 |
| 1940 | 2884819 | 18096746 | 12233 | 266640 | 8292 |

Kaynak: (Bulutay, Yıldırım ve Tezel, 1974)

CHAPTER 4

CONTRACTORSHIP OF PUBLIC CONSTRUCTIONS IN THE EARLY REPUBLICAN PERIOD

New and huge numbers of public constructions became a great necessity after the establishment of the Republic in order to change the underdeveloped face of the country, improve it and answer the public needs of the changing socio-economic and cultural structure. Besides, new buildings and offices for the ministries and institutions of the newly forming regime and state structure had to be built. Accordingly, public constructions held a major place in the whole construction industry of the country. The general scheme drawn by Emiroğlu for the place of public constructions in the whole construction industry of the country during the period clearly reveals this reality:

In 13 years between 1923-1936, the rate of the whole public constructions in the construction industry changed between 7,7 % and 6.2 %. The year 1923 was the lowest with an expenditure of 4 million liras; and the year 1929 was the highest with an expenditure of 102,5 million liras. The rate of the construction of buildings belonging to public in the construction industry in period 1932-1938 was varying between 42 % to 58 %. In year 1932, it stayed in its lowest level with an expenditure of 33,4 million liras; and after the passage of the effects of depression, it reached to its highest level in 1938; 91,8 million liras. The total value of public construction in this period was in the level of 395,8 million liras. ... All through these years, the public construction constituted half of all the construction industry. ... The sum of total public construction expenditures in 9 years was 497 million liras. The important part of these expenditures was composed of infrastructural constructions.²⁶⁵

The state searched for several ways for meeting the requirement of public constructions of the country. Due to the conditions of the country and the absence of required capital accumulation and technical background, the first big scaled programs and construction works were necessarily given to foreign contractors or contractorship firms. Besides, the contractorship of many important public buildings was also given to these firms as partly stated in the previous chapter. The state was

²⁶⁵ Emiroğlu, Kudret. 2006. Kentleşme, Yapı ve Konut 1923-1950 Dönemi, İNTES, Nisan, Ankara, p.149-150.

also obliged to execute some of these public constructions with its own offices and staff when the conditions made it necessary. These works were usually small-scale public constructions which should fastly be completed and executed with primitive technical organizations, local possibilities and official staff due to the conditions. But large-scale construction works (dams, railways, etc.) and important public buildings could not be realized in this way since they needed more developed construction site organizations. In this context, the state was also giving the execution of these public works to the newly forming and developing local contractor class in the country. These local contractors started their careers with an establishment and learning process in the early years of the Republic and dominated especially the large-scale public construction field beginning from the second half of the 1930s. Consequently, while executing limited amount of public constructions with its own possibilities, the state was having its public works realized either by foreign or local contractors.

In this framework, contractors of public constructions in early Republican period will be examined in general in this chapter together with an analysis of the role of the most important determinant of public construction works; the state. Accordingly, the modes of contractorship will be examined in the first part of this chapter. It is classified according to the monetary size and professional-technical qualities of the public work, namely as great and building contractorship. Then, the Republican state, as the official authority and employer of the contractors of the period, will be examined in the following part with respect to its role on public constructions and contractors. In this part, the official correspondences of the period related to public construction contractors will also be examined so as to see the role of the state on contractorship of public buildings accordingly. Besides, *Emlakbank Yapı Limited Şirketi* will be examined lastly in this part as the office established and financed by public authority and sources, and executed building construction works in the body of the state.

4.1. Modes of Contractorship

Although very different types of contractorship services were observed in this period varying from military contractorship to several types of commercial services of contractors, the public contractorship services related with the content of this study

and had reciprocal relationships with each other, were the construction of large-scale public works such as railways, ports, highways, dams, etc. and the construction of public buildings. Both of these two fields continued side by side and many contractors of the period executed works in both fields despite the differences in the construction work executed. So, an initial comparative examination of these two fields is necessary in order to enlighten the contractorship of public constructions and its role on the architectural production of public buildings. In this framework, the development of public construction contractorship will be examined with respect to the characteristics and quality of the construction service given by the contractors of the period under two main sub-titles in this part, great contractorship and building contractorship. The term “great contractorship” refers to the contractorship of large-scale infrastructure and construction works necessitating high sums of money; and “building contractorship” refers to the contractorship executing public building constructions necessitating considerably less money.

This classification is made according to the type of the public construction work executed and mostly the development and characteristics of these works will be examined in this part instead of making a detailed analysis of public construction contractors of the period that will follow. So, the basic aim is to understand the characteristics of the contractorship services given on different types of public constructions. Actually, these two fields were intermingled with each other. Moreover, the occurrence of building contractorship with considerable amounts of capital was partly related with the orientation of great contractors and contractorship firms to building sector. One other reason for such a separation in this part of the study was that building contractorship could follow different paths and took several forms apart from the more technically and legally arranged framework of great contractorship works. So, it needs separate points of views apart from the general analysis of public construction contractorship. The developments related with both great contractorship and building contractorship will be pointed out whenever necessary in the text.

4.1.1. Great Contractorship

Coming to the formation process of the first great contractors of the country, the early years of the Republic witnessed small scaled entrepreneurships or

subcontractorships in local context in especially railway constructions. Accordingly, the first local contractors started to appear in railway construction works. “Tevfik and Süreyya Sam who worked in the completion of Ankara-Yahşihan line in 1925, and Şevki Niyazi bey who worked in the narrow-gauge railroad line were the first contractors of the early Republican period.”²⁶⁶ The railway constructions executed solely by the local contractors of the period, who had previously made subcontractorship to foreign contractor firms, provided the first great scaled capital accumulations in these private entrepreneurs, and the country, as stated in previous chapters.²⁶⁷ Despite being in limited numbers, this development also gave way to the formation of great contractors in the country with a considerable amount of financial power whose reflections were seen in other public construction works in terms of contractorship. These first great contractors of the country were also equipped with enough technical and financial background in a process of being educated in the works of foreign contractors, and gained the necessary condition of contractorship by having the ability for realizing the large-scale construction site organizations.”²⁶⁸

Indeed, both as contractors or subcontractors, first great contractors could successfully organize the execution processes of great constructions which required labour intensive formations. “In the first decade, Turkish sub-contractors constructed almost 66 % of the railroads undertaken by foreign firms.”²⁶⁹ So, for the development of contractorship more professionally, what was only needed was the existence of ‘courage’ and ‘enterprising spirit’ as the *sine qua non* elements of contractorship and it was already present in the minds of people who had the talent and condition to maintain the economic side of the profession in collaboration with

²⁶⁶ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nürol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara. p.65.

²⁶⁷“The construction of railways had great impacts on the local capital accumulation of both the contractorship firms and the whole country. It can also be stated that the first local capital accumulations in the country were realized in the Turkish contractorship firms of railway constructions.” Ünsal, Süha. *Tarihçe: Taşeronluktan*

Sanayiciliğe, <http://www.intes.org.tr>

²⁶⁸ Örmecioglu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January.

²⁶⁹ Ibid, p.51.

its technical sides.²⁷⁰ As the milestone in the history of Turkish engineering, and relatedly contractorship, “Turkish contractors were invited to the tender of an important railroad line, Sivas-Malatya-Erzurum in 1934. A Turkish consortium Sİ-MER-YOL undertook the bid.”²⁷¹ Foreign firms could not take any railway construction tender from that moment onwards. In this framework, the other required great scaled public constructions of the state (bridges, highways, dams, etc.) were also started to be executed by local contractors emerged together with the new construction medium, state-contractor relationships and capital accumulation provided by the first railway contractors of the period.

“From 1925 to 1935, eight contractorship firms, two of which were foreign, undertook the construction of railways: Nuri Demirağ, Emin Sazak, Julius Berger Consortium, Sweden-Denmark Group, Simeryol Türk İnşaat Şirketi, Ata-Emin-Avni-Abdurrahman Naci Bey, Aral İnşaat Şirketi ve Haymil Şirketi.”²⁷² Besides, Erzurumlu Nafiz Bey, Hazık Ziyal Bey, Behiç Hayri Bey, Haydar Bey, Cemil Bey, Sadık Diri, Ferruh Atay and Halit Köprücü were the other early great contractors of the Republican period, some of whom will be examined in the following parts. Some of these contractors also established the first organization on contractorship in this period as the first step on the professionalization of contractorship in the country.²⁷³

²⁷⁰ This spirit was as such that even a contractor firm of Emin Sazak made an attempt to work in foreign countries and had meetings for making railways in Iraq and Iran in this period, but the sides couldn't reach to an agreement. Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. Şti. Ekim, p.282-283.

²⁷¹ Örmecioğlu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.51. SİMERYOL was an important contractorship firm of the period. It was a great community of contractors and its administrative council director was Tatar İzzet Bey. Akkaya, Fevzi. 1989. *Ömrümüzün Kilometre taşları: STFA'nın Hikayesi*, Bilimsel ve Teknik Yayınları Çeviri Vakfı, İstanbul, p.77.

²⁷² Ünsal, Süha. *Tarihçe: Taşeronluktan Sanayiciliğe*, <http://www.intes.org.tr>

²⁷³ As mentioned in the previous chapter, the first contractorship organization in Turkey, *Association of Contractors*, was established in İstanbul and its code of practice was published in 1942. It was established by 29 contractors including well-known names such as Cemal Kuyaş, Nuri Demirağ, Abdurrahman Naci Demirağ, Nuri Dağdelen but we do not have any information about the activities of this organization ... In 26 January 1952, *Türk Mütcahhitler Birliđi Derneđi* that was established by 6 establishing members, started its activities. These members are Hayri Kayadelen, Hayri Yunt, Suat Kadri Erim, Nurettin Evin, Kemal Çakin and Bedri Ener. Previously, there also was another organization named *Türk İnşaat Mütcahhitleri Cemiyeti (Birliđi)* whose code of practice was published in the newspaper *Zafer* dating 1 January 1951. But after that, its name isn't seen in any record from that moment onwards, Ibid.

4.1.2. Building Contractorship

The birth and development of building contractorship in the country was not totally realized with a rational process and consciousness; instead, it also was the natural and indispensable outcome of the conditions of building production in the country. There were many difficulties in the country for the contractors to perform their works suiting to the technical and organizational necessities of their professions as partly mentioned in previous chapters. The conditions of the country were preventing contractors and architects to seamlessly coordinate and finance the construction process of any building in its necessary technical and financial steps. While many contractorship firms in İstanbul and Ankara were experiencing difficulties in surviving and decommissioning themselves, small contractors in provinces started to take up road and public building construction works.²⁷⁴ Still, traditional materials were used in the construction of public buildings and handicraftsmanship was observed instead of construction devices necessary for large scaled constructions. On the other hand, there were also other problems coming from the disorganized structure of the contractorship applications whose reflections were negatively observed in the works executed. The laws and regulations were insufficient to control and arrange the field; and people from unrelated disciplines could be able to take contract works and make contractorship since it was a work very suitable for misuses. This aspect of contractorship services of the period was also discussed in architectural medium. In an article named “*Bir Yapı Kongresi Toplanmalıdır*” (A Building Congress should be Organized) in *Mimarlık* in 1945, the general situation of contractorship and conditions of building works of the period was expressed as follows:

It is still not accepted that construction contractorship is a specialty and art work. A merchant or a capital owner who does not have any connection with the profession contracts a building work. The architect, the engineer is only in

²⁷⁴ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Müteahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.78-79.

the service of this merchant. Although the whole technical responsibility and difficulties of the job are undertaken by the architect and engineer, the capital owner merchant gains the right of entering big scaled works consequently, together with the licence certificate he took.²⁷⁵

Despite the law in 1927 on engineers and architects which defined those professions in the field, the engagement of people from other disciplines in building practices did not end in this period. This situation was also valid for the building contractorship works of the period. “The building contractors were composed of people coming from several sectors or disciplines. Namely, anyone who had a little bit money entered into this business with the hope of gaining money. There was not any professional entity.”²⁷⁶ This resulted in the continuation of the dense practice of non-professional builders especially in the field of domestic architecture all through the country.²⁷⁷ The contractors of many public constructions were also coming from unrelated disciplinary fields with construction works.²⁷⁸ Besides, the construction craftsmen and master builders were also permitted to make contractorship in this period and they were the most powerful agents of especially the residence constructions in both the cities and rural areas. They mostly acted as both the architects and construction workers of the buildings they constructed and filled the gap of technical and hierarchial necessities in the modern construction procedures

²⁷⁵ Mimarlık, 1945-1, p.1-2. Quoted from Ünalın, Çetin. 2002. “Birinci Yapı kongresi”, *Cumhuriyet Mimarlığının Kuruluşu ve Kurumlaşması Sürecinde Türk Mimarlar Cemiyeti’nden Mimarlar Derneği 1927’ye*, Mimarlar Derneği 1927, sf 135-136.

²⁷⁶ In an interview, Tekeli states about this issue as “For example, the contractor of the building that I went for its control when I was a soldier in 1960s was a man who sang songs in the period of Atatürk. The aim of *Mühendishane* was to educate officials to the state. The starting date of educating man for the market is 1909 together with the management of Refik Bey. And whether he aimed to educate free working architect- engineer or contractor isn’t clear. Interview with İlhan Tekeli

²⁷⁷ İmamoğlu, Bilge. 2010. *Architectural Production in State Offices: An Inquiry into the Professionalization of Architecture in Early Republican Turkey*, Phd Thesis, Middle East Technical University, p.56-57.

²⁷⁸ Actually, even today, the situation of building contractorship is similar to those days according to Yamantürk. He also makes the comparison of great and building contractorship from technical and organizational point of view in our interview: “The building contractorship is different than great contractorship both in technical and financial meanings. It is labour-intensive and there isn’t any professional staff on building contractorship in Turkey even today. In other words, there isn’t anybody whose profession is directly building contractorship. He takes his education from his father, uncle, etc.. with traditional ways. In great contractorship; for example in a port construction, a heavy excavator, truck, etc.. is necessary. It’s machine weighted, and the number of working people are more.” Interview with İdris Yamantürk

only by themselves by directly contacting with the financier of the work for the realization of the whole work and constructing it by answering all the requirements of the technical and workmanship aspects of the work.

The building contractors of the period also constructed buildings for private sector and wealthy class of the society. The works of these contractors were mostly composed of private residences or apartment buildings. These contractors were composed of either craftsmen/master builders or architect/engineers. They followed a system in the construction of these residence buildings was mostly based on “lump sum price work method”. In this respect, similar methods were applied in these works when compared with the traditional methods applied in the building contractorship services of craftsmen or master builders that did not sit on a professional basis as discussed in the previous chapter. Namely, the architect/engineer was also acting as the contractor of the work technically and the owner of the work and the capital was acting as the sponsor of both the payment of the technical and construction staff and the obtaining of required construction materials. So, either craftsmen/master builders or architect/engineers, these people were making contractorship by organizing each step of the construction rather than financing the work. The basic difference of public construction contractorship with this private construction contractorship for apartment buildings or individual residences was the provision of money, staff and material required for the public work while private contractors were organizing the construction process by even sometimes working like a master builder or a construction worker.

On the other hand, apart from the traditional contractorship mechanisms sustained by local master builders and craftsmen in rural areas and towns of Anatolia, and the design-construction service of free-working architects, engineers and masterbuilders especially in big cities to the private sector or wealthy individuals as equity owners of the work mentioned above, the contractorship in building production was mostly sustained for the construction of public buildings together with the control and equity ownership of the public authority whose framework was drawn with the legal framework of the procurement laws it enacted. The public building contractors of the period worked with similar principles and legal framework with the great contractors of public works. The public service of contractors was mostly in the form of the

construction of public buildings of the state in different parts of the country with a specified contract. Considering the working fields and conditions of the building contractors of the period, construction of these public buildings constituted the most widespread working fields of the building contractors. (Appendix C)

Although great public construction contractorship was made in various parts of the country depending on its work places, the public building contractorship developed firstly in big cities like Ankara since it hosted the center of the Republican government and many public buildings were started to be constructed after it became a capital city. (Figure 4.1a, 1b) Besides, public buildings (government halls, ministries, People's House, etc.) of the period also had to be constructed in different cities and towns; and it was creating new working fields for both the existing contractors and people from other disciplines intending to make contractorship. The majority of the contractors of the period were in İstanbul as the biggest city where those with the most powerful economic means of the country resided in this period. Indeed, İstanbul and Ankara holds an important place in the establishment and development of early building contractors and contractorship firms of the period. In years 1925-1926, 28 of known contractors and contractorship firms were settled in İstanbul²⁷⁹ and at least 10 of them were foreigners:

Avedisyan (L'iazar) et Burhaneddine, Eski Posta Han, 19-21 Galata – Eker (Jean), ağa hamam 40, Pera – Hassan remzi, Meimenet Han, 14. sokak – Paris (L.), Cite de Pera 4, Pera – P. Haci petro, Sirkeci Yeni han – Tesisat-ı Miafiye ve Nafia Müteahhitliği, Galata Reşit Paşa Han – Haydar ve Şürekası İnşaat İdarehanesi, Galata Voyvoda Caddesi, Agopyan han – Selahattin, Refet ve Hayri Kardeşler, istanbul Meydancık, Anadolu han – Muzaffer Halim, Eminönü Karakaş Han – Mühendis Leon Fevr, Galata'da Osmanlı Bankası Karşısı – Mişel C. Şimil ve Şürekası, Galata Voyvoda Caddesi, Bereket Han – Ahmet Bidjan – Ahmet Hamdi Bey – Ahmet İbrahim Fils.

Alcalay Albert, Maivahohce – Barlougrou Prodromos – Chevki & Nouri Freres – Dmirdjoglu Zadeler – Fazıl Zaim – Fikri – Guevreikan Ohanes – Hadj H. Z. Mehmet Faik – Hassan Bin ismail – Mehmet Tevfik Memiche Zade Emin Mourad Cherif Alizade – Mouradoglu J & M – Nomides & Cle.²⁸⁰

²⁷⁹ Apart from İstanbul and Ankara, the known three contractors were working in Mersin. These were Derviş Bey, Enis Bey and Hafız Ziyaeddin. *Annuaire de L'orient Le Guide Sam*, 6 eme edition, 1926, Turquie, p. 157.

²⁸⁰ *Annuaire Commercial turc Edition 1924-1925, Societe Anonyme Turque d'etudes publications et enterprises economiques, Stanboul-Constantinople*, p.179; *Türk Ticaret salnamesi, Birinci Sene 340-*

Due to the immense construction activity started after being the capital city of the new Republic, Ankara presented fruitful working areas for the construction entrepreneurs. In 1926, Ankara was like a construction site.²⁸¹ The law no: 524 was accepted in 22 November 1924 about the reservation of 5 million liras for the construction of the ministry buildings in Ankara.²⁸² Both the public buildings and the first residences were started to be constructed around the National Assembly building at one corner of the Taşhan Square, whose name was converted to *Hakimiyet-i Milliye Meydanı*, that became the center of life in Ankara in the early Republican decades.²⁸³ Many contractor and subcontractor firms including local and foreign contractors or international partnerships were established in Ankara in this period accordingly for using the advantages of being close to the political power, the Republican state, as the employer commissioning these constructions to contractors and as the public authority determining the basis of contractorship services with its arrangements and public construction works.

Trading construction materials formed another important sector related to construction contractorship in the city. The Posta Street was an important place in the 1920s and 1930s for the construction activities in Ankara since it was structured for answering the necessities of the newly increasing construction activity in the city together with its construction offices, real estate dealers and construction material sellers.²⁸⁴ There were seven contractor firms settled in Ankara in 1927, and two of them were foreign firms. The important contractors and construction material sellers of the period were:

Construction firms (Contractors):

1. “Anadolu İş Yurdu”(Anatolie Ich Yordou) / Direktör: Hamdi Bey, Taş Han

341, İktisadi Tetkikat Neşriyat ve muamelat Türk anonim şirketi, İstanbul, p.353; Annuaire de L'orient L'orient Le Guide Sam, 6 eme edition, 1926, Turquie, p. 89.

²⁸¹ 14 constructions in Yenişehir, 202 constructions in old Ankara and 24 new constructions in Cebeci which the total number of new buildings reaching to almost 240, were executed in Ankara in this year. Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.42.

²⁸² Ergüvenç, Mebus. 2006. “Çocukluğum”, *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.7.

²⁸³ Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p. 400.

²⁸⁴ Ibid, p. 403.

2. “Erzurumlu Nafiz Bey” / İstanbul Cad.
3. Philippe Holzmann / Direktör: Jaencke
4. Brüder Redlich und Berger (Redlich&Berger) / Ingenieur en Chef: Obeditsch
5. “Türk İnşaat Evi” ya da Türk İnşaat Anonim Şirketi (Societe Anonyme Turque de Construction) / Direktör: Fahri Bey (probably it is the *Türk İnşaat Evi* established by Arif Hikmet Koyunoğlu)
6. “Keşfiyat ve İnşaat Türk Anonim Şirketi” / Center: İstanbul. It had offices in İzmir and Zonguldak. Ankara Office Director: Behiç Hayri Bey / Hacı Bayram Street
7. Türkiye Cumhuriyeti İnşaat Türk Anonim Şirketi, Emin (Sazak).

Construction Material Sellers:

1. Behiç / Yeğen bey Street
2. Şark Eşya Pazarı / Yeğen bey Street
3. Karabiberzadeler
4. Koçzade / right in front of Taş Han
5. Nejdet Kani / Taşhan
6. Tekeli Mehmed / Tahtakale Strret²⁸⁵

As the first firms established in the early Republican period for public building contractorship, these contractors, contractorship and construction material firms established in Ankara had significant roles in the development of the public building contractorship in Turkey. In this framework, while most contractors and contractorship firms of the period were composed of foreigners in this increasingly continuing construction medium, the construction craftsmen and masterbuilders were Europeans, Italians and Hungarians constituting the majority.²⁸⁶

4.2. The Role of the State

The establishment of the Republic brought radical changes in the formation of construction works and architectural production both theoretically and practically. The role of the actors in this medium was redistributed and new laws and regulations on architecture, engineering, contractorship and contract systems were enacted for the purpose of orienting this field parallel to the ideals of the new Republic. As being the most powerful equity owner and public authority of the period, the Republican state was directly or indirectly leading almost all of these developments in the

²⁸⁵ Cengizkan, Ali. 2004. “Ankara Hukuk Mektebi”, *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç Vakfı, İstanbul, p.6-7.

²⁸⁶ *Bugünün Bilgileriyle Kemal'in Türkiye'si*, La Turquie Kemaliste, Boyut Yayınları, p.163.

country. So, depending on the scope of the work and the necessary financial power for its execution, all the contractorship services for the execution of great scaled infrastructure, transportation, communication works (ports, dams, highways, railway line constructions, etc.) and building contractorship services for the production of all public buildings were realized with the equity ownership of public authority, namely the state, in the early Republican period.

As the related ministry on construction works of the period, the Ministry of Public Works was playing a multi-dimensional role varying from controlling these works to its effective position to determining the relationships of these works with its legal, financial and technical sides. Any kind of arrangement or development related to public constructions in this period were financed, legally organized and oriented by the ministry with its offices including the developments related with railways, highways, infrastructure constructions (dams, bridges, etc.), public buildings and even the buying of the firms with concession and their nationalization.²⁸⁷ “By determining the ‘Unit Prices’ of construction materials and workmanship with all its aspects, the Ministry of Public Works was checking the economy of the construction sector. It was making or having made the design of the building constructed by the state and applying it under its own control.”²⁸⁸ On the other hand, it also had the authority to enact related laws and regulations with its institutions such as municipalities and ministries as examined in the previous chapter. In this respect, it oriented the bureaucratic and official aspects of construction works while determining the role of capital and its way of financing construction works. So, it became a place where related people in the construction sector tried to get in contact with, called to duty and demanded solutions for bringing albeit a partial order to the system.

The essential point about the role of the state for this study is that the existing bureaucratic state structure, its related politics and applications had great impacts on the public architectural production and construction works of the period when the developments it caused were taken into consideration. The political operations or

²⁸⁷ For having more detailed information about the role and activities of the Ministry of Public Works in detail related with whole public construction works of the period, see Mutlu, Yücel N. 2005. *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara.

²⁸⁸ Alsaç, Üstün. 2003. *Bir Türk Mimarının Anıları Yaşam Etkinlikleri Orhan Alsaç*, Yapı Yayın, İstanbul, p.102.

applications of the state in this period are enlightening for understanding public construction processes and the role of its related actors such as architects, engineers, contractors, etc. Consequently, the state was holding the capital and legal authority necessary for public construction works in its hands; the architects and engineers were working with the orientations of this authority, and the contractor was undertaking the execution of these works with the legal framework determined by the state. So, the state was the employer of the contractors and controlling them with its related offices in the Ministry of Public Works.²⁸⁹ Looking from this perspective, it is seen from many public constructions of the period that the excessive role and authority of the state on the construction processes resulted in many unqualified public buildings since the officials of the state took many wrong decisions in the selection of the technical staff for the construction, and the enactment and the execution of the tender laws of the period.

On the other hand, the state was also executing public constructions by itself by the force account work method which helded a significant share in especially public building constructions. The system was usually sustained by the application of the project by the architect of the project or a technical officer in the state rather than the tendering of the construction to a contractor. This method was used not only for small scaled public constructions, but also sometimes in the construction of considerably large scaled public building constructions. For example, *Maliye Okulu* (Finance School) in Ankara, whose project was prepared and applied by Abidin Mortaş in 1943-1944, is a typical example of a public building construction executed with a force account work method.²⁹⁰ (Figure 4.2a, 2b, 2c, 2d) This example clearly shows us that such large scaled public buildings were also constructed with the own possibilities and organization of the state; and similar architectural and technical quality with the public constructions executed by the contractors could generally be provided in the public constructions realized with this method. So, the inclusion of private contractors in public building construction may not provide significant

²⁸⁹ The *Public Works program* prepared in 1929 by the *Ministry of Public Works* under the directory of Recep Peker (minister) also had impacts on the formation of the state-contractor relationships even after the one party regime period.

²⁹⁰ The building costed roughly 1.200.000 TL and the construction time was 16 months despite the existing formal difficulties and the war conditions. "Maliye Okulu-Ankara", *Arkitekt*, 1947. (Y. Mimar Abidin Mortaş), p.5-13.

contributions to technical and architectural success of the building in disciplinary terms as a result of the unsettled professional structure of contractor services in this period.

The increase in the number of Turkish contractors and the struggle for the creation of more suitable working conditions for them after the establishment of the Republic, was a part of the politics of the state depending on its aim of forming a national bourgeois class in the country as expressed in the previous chapter. According to Tekeli, even after the world economic depression in 1929 and the domination of statist approaches in the country, “the governors of the Republic did not give up their desires for creating a national bourgeoisie despite the passage of the country to ‘statist’ applications as a politics in this period.”²⁹¹ In this framework, the state realized series of arrangements related to the financial, legal, technical and organizational aspects of private sector including the contractors.²⁹² Indeed, “the rise of the building sector as an entrepreneurial activity and the emergence of the building contractor as a key figure in building organization was realized only after the evolution in the state’s a) financing system, b) legal framework, and c) control mechanism.”²⁹³ Accordingly, “the construction of Ankara and state tenders continued to provide the formation of a bourgeoisie.”²⁹⁴ Such a progress was also valid for the contractors specialized on other types of public works.

The development of contractorship and its formation as a profession gradually in the early Republican period was also sourced from this politics of the state together with the contemporary necessities of the technically and organizationally complicating

²⁹¹ Many of these entrepreneurs were coming from bureaucracy. The high echelons of bureaucracy and the newly forming bourgeoisie was crowded. So, the vertical progress channels in bureaucracy was providing an entrance to bourgeoisie in some cases.” Tekeli, İlhan. 1980. “Türkiye’de Kent Planlamasının Tarihsel Kökleri”, *Türkiye’de İmar Planlaması*, Tamer Gök (Bildirileri derl.), ODTÜ Şehir ve Bölge Planlama Bölümü, Ankara, Nisan, p. 62.

²⁹² For example, as being one of the steps of state for encouraging the entrepreneurs aiming to get into this sector, “the state aimed to facilitate the activities in this field by giving credit to construction sector with *Municipalities Bank* he established in 1933.” Özakbaş, Derya. 2007. *Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi*, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat tarihi anabilim dalı, Y. Lisans Tezi, Haziran, p.64.

²⁹³ “Following a decade of foreign superiority in building sector, Turkish building contractors finally gained advantage over foreign firms by the change in state’s financing system. In 1933, the state modified its politics in finance system and started to employ internal finance.” See Örmecioglu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.45

²⁹⁴ *Ibid*, p.45

construction works. Actually, the characteristics of the proposed formation of the country based on the new targets of the Republican state was also necessitating the formation of a professional structure that could organize the public works like large scale infrastructure, building construction, installation works, etc. Beginning from their involvements in the railway construction sector, contractors coming mostly from bureaucracy or official positions played a definitive role in the formation of the national bourgeoisie, capital accumulation and the shaping of the “developed” face and the architectural formation of the country with all its components. As a common property for entrepreneurs of the 1930s and 1940s, most of the building contractors were also state supported ex-bureaucrats because graduates of *Yüksek Mühendis Mektebi* had a compulsory public service obligation in order to have their diplomas due to law no: 3467.²⁹⁵ In this context, the majority of the contractors of the period were coming from public offices especially in between 1930-1940. “In private offices employing minimum 50 workers, the 13 % of the entrepreneurships who were established in years between 1921-1930 were coming from public services. This range becomes 78 % for the ones established in between 1931-1940, and 31 % for the ones established in between 1941-50.”²⁹⁶ However, the reverse of this situation could also be observed. We could also see many people who passed from contractorship to an official mission including the professionals such as architects, engineers, etc.²⁹⁷ There were not strict borders between the officials and private entrepreneurs, and their transpositions between two sides of these works. Most of the free working engineers and contractors of the period had previously worked either in the Ministry of Public Works or railway offices.²⁹⁸ Actually, the contractors became contractors after working in the state because there was no other place for them to learn the work of contractorship.²⁹⁹

²⁹⁵ Ibid, p.52.

²⁹⁶ Ibid, p.56.

²⁹⁷ There was Adnan Yolaç, the Construction Director of Sümerbank, he was a contractor previously, one of the big contractors of the period. Some of them became officers later. So, in Turkey, not only old officers became contractors, but also old contractors became officers in that period. Adnan was one of them, he was respectfully termed in the market both as an engineer and architect. Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.78-79.

²⁹⁸ Important railway contractors of the period; Vecdi Seven and Abdurrahman Naci had passed from official missions to contractorship sector in early Republican period. Ibid, p.50.

²⁹⁹ Interview with İrfan Tufan Karaoğlu

In this context, “there was a strong collaboration between the state and contractors in the 1930s until the 1950s. The state was employing the contractors like its own workers working with lump sum price. The state was helping the contractors who lived problems in sustaining their works or their surviving and coming through. The administrations could give the money that they could not spend in the budget period to the contractors they trusted.”³⁰⁰ The working of the contractor firstly in official positions in the state and his later passing to the private sector and making contractorship was an important discussion of the period. The other discussion was about the fact that the construction controller, who was a state officer, and the contractor, who was a private entrepreneur, were graduating from the same school. Even in the level of ministers and the parliament, this was harshly criticised and legal arrangements were made accordingly so as to bring albeit an order to this situation.³⁰¹ The actual reason of both these discussions was the improprieties said to be resulted from this contractorship system sustained in public works.³⁰² On the other hand, the state itself also did not have required tools and infrastructure for the organization and sustaining of public construction works. Although the tender law for drawing the legal framework of these works was enacted, the conditions of the country and the bureaucratic-technical insufficiency of the state and its related offices were not letting the formation of a proper system in the public construction works.

³⁰⁰ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nural Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.108

³⁰¹ The Minister of Public Works of the period; Ali Çetinkaya had a speech in this period criticising the making of the engineers making contractorship after leaving their official positions in the state. It is understood from this speech that a legal arrangement for arranging this situation preventing these people making contractorship or getting into any public tenders in five years period after they left their official positions in state. The enactment date of this law no: 2428 was 14.05.1934. see for more detailed information. Sazak, M. Emin. 2007. *Meclis Konuşmaları 1920-1950*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim. (Eskişehir Milletvekili) p.102-103.

³⁰² Despite the process of the execution of the work of city planning and project preparation was different from public construction contractorship, similar problems were also observed in city planning and project Works of state. From the memoirs of Mebus Ergüvenç, it is understood that, the problematic structure of state-contractor relationships was also observed in these works. He was forced to sign the development works project of Kırklareli by the public authority while he was an officer in the state. He didn't find the project suitable to be approved but the contractor had powerful relationships with the related public authorities and put pressure on him which was also widely observed in many other contractorship works sustaining among the contractor, public authority and the control of the work in the public offices. Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.50.

The period included many cases that exemplify this situation. Two issues mentioned in *Hilmi Uran'ın Anıları* (Memories of Hilmi Uran) are very informative for the understanding of the state's capability of orienting construction and contractor works in the country. "The first one was the sending of the aggregate that was taken out during the construction of *Çubuk Barajı* (Çubuk Dam) construction to England for an analysis to see whether it was usable or not in any construction." There even was not any infrastructure to make such an analysis in the offices of the state. The second issue was "the necessity of taking information from foreign specialists for whether using iron-donated concrete or not under the area covered with marble in front of the entrance of the Ministry of Public Works."³⁰³ These two examples tell us the situation in the country in construction works around the 1940s. Such cases show us the insufficiency of the state about the capability of its decision making, knowledge accumulation, laboratory possibilities and technical staff in these works.

There also was a confusion in the state about the central authority that would define the legal and applicational framework of tender and contractor works. Separate offices or branches of the state standing on different hierarchical levels could execute their own public works. For example, "the tender of *Türk İnşa Evi* was made in 22 March 1926 and the tender of *Vakfı Numune Mektebi* was made in 1 August 1926. The tenders were made by the Ministry of Councils."³⁰⁴ Although it did not have the necessary technical staff and background for the execution of such a work, the Ministry of Councils could be able to organize its construction works showing the unsettled structure of the system and the lack or absence of other mechanisms in the state that oriented such public works. Besides, "the price of the tender cost and the contractorship of *Türk İnşa Evi* was increased 30 % together with the decision of the Attorney Committee in 28 March 1927. The worker charges and material prices were increased 50 %; and the market was really confused."³⁰⁵ A specific authority could be able to change the price of the tender which should actually be defined or changed depending on the rules of the tender law. This arbitrary mechanism standing in the

³⁰³ Interview with İrfan Tufan Karaoğlu. Quoted from *Uran, Hilmi. 1959. Hatıralarım, Ankara.*

³⁰⁴ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.42.

³⁰⁵ *Ibid*, p.42.

own wills of the administrative authorities of the state led to the formation of very problematic construction processes and contractor works in that period.

4.2.1. Analysis of Official Correspondences

For the understanding of the general characteristics and problems of contractors working in the public constructions of the state, the official correspondences conducted between the state and contractors in this period are very enlightening. (Appendix A) We can observe the details of production processes, real construction conditions and general problems of public construction works of the period from these correspondences. The analysis of the official records at first hand related to contractor-state relationships reveals the fact that the mutual sustaining of the work was usually based on personal relationships and reciprocal understanding principles determined according to the natural progression of the work process. Of course, it does not mean that the laws were stretched, but the probable unfair applications were prevented by bringing solutions according to the flow of the work. It can be stated that the reciprocal fiduciary relationships between contractor and state constituted the base of sustaining the public construction works executed by the contractor. The existing problems of public construction works in terms of both legal and material aspects were causing delays or obstacles in the execution of the work. In this context, the demands or intercessions of contractors for the interventions of the state related to the work, were mostly accepted by the state. (Appendix A-5) Contractors could also be able to win the cases they litigated against the state in the legal platform. (Appendix A-6) So, the juridical structure and related tender laws were also taking the rights of contractors of the period into consideration rather than totally taking side of the public authority in each case.

The important problems or issues realized between contractors and the state were mostly reached to the highest locations of the state and finalized with the approvals of the Council of Ministers and the president of the Republic. (Appendix A-7) The final determinant role of the State Council juridically on the conflicts between state-contractor relationships was also significant considering the existence of the tender law no: 2490. (Appendix A-8) Probably, due to the insufficiencies in its content, the law was not including required proposals or sanctions for the solving of each problem confronted during the tender or construction processes, and the State

Council was acting as the final court for the solutions of problems occurred between two sides. In any case, the final solution authority for the disputes realized between the state and contractors, was the State Council in the early Republican period and the law no: 2490 constituted the basis of the decisions of the council related to the changes or arrangements in the contracts or tender-construction processes. The items of the contract of continuing construction works executed by the contractor or the project executed by the architect could also be changed together with the State Council judgements based on the existing law. It is clearly observed from the analysis of official correspondences that the state and its related authorities usually tried to find a way or solution that could consider both the public and contractor rights in its applications and decisions in different cases. The cases were flexibly evaluated accordingly whose conditions were not comprehensively taken care of in the related arrangements or laws. (Appendix A-12)

The appointment of academicians, contractors, architects, engineers or officials working in public or private sector as a permanent staff of the state for the realization of a specific work, could also be implemented together with the mere approval of the Council of Ministers since the laws did not put strict rules in the reciprocal transition of the existing technical staff to different positions. (Appendix A-10) Since the existing rules or statements did not contain comprehensive items for the proper progression of the organization of these works as stated above, the decisions were taken depending on the conditions together with the approval and organizational role of the state. In this context, most contractors and architects were aggrieved from this unsystematic structure of public construction works. In order to redress grievances, conscientious decisions for protecting the rights of contractors could sometimes be taken by the Council of Ministers and the president of the Republic together with the reannotation of the cabinet the existing tender law or related laws. (Appendix A-11)

Despite these arrangements or interventions of the state, it is clearly understood from the analysis of official correspondences that the problematic structure of public constructions directly reflected to the contractors of these works, had many different faces. For example, there was confusion in the definition of the authority in the state for the control of public constructions. It is understood from the correspondences that, even for a price difference demand, the contractor was writing to the Prime

Ministry, and the demand was delegated to the related offices of the Ministry of Public Works. But the last decision agency after the Ministry of Public Works to be informed was the Prime Ministry, which did not have any technical information about the issue. (Appendix A-13) Besides, the illegal and unethical applications of some contractors in public construction works in order to line their own pockets were also an important agenda of the public works politics of the state as also observed in these correspondences. Some official and legal precautions were tried to be taken by the state so as to prevent the negligences or bad intentions of contractors like preventing or bringing restrictions to the acceptance of these contractors to public tenders and works financed by the state. (Appendix A-14)

The problems of the construction material sector also led the state to take some official precautions and make related arrangements including the establishment of related committees or offices. As the authority in the state to organize public construction works and its related issues, the Ministry of Public Works and its related offices made enterprises to coordinate, correct and improve these works. These arrangements were inevitably affecting the public construction contractors and their works. For example, the Ministry of Public Works proposed the formation of a committee to the Prime Ministry with an official letter that would investigate and decide the demands of contractors (time extension of the contract, using materials in the construction suitable or similar to the ones in its project, etc.) related to the arrival of export installation construction materials from Germany because of the war and this demand was accepted by the Prime Ministry. (Appendix A-15) Since the arrival of the required construction materials from foreign countries (especially from Germany) stopped or delayed during war time, the works of contractors witnessed problems in terms of sustaining the work and many problems resulted accordingly between the state and the contractors. By proposing the establishment of a committee composed of different ministries that could evaluate the problems in the works of contractors accordingly, the state aimed to provide a legal decision mechanism that could adjudicate the problems occurred due to the delays in the bringing or absence of construction materials existing in the project of the construction.

4.2.2. Emlakbank Yapı Limited Şirketi:

Although the construction of public building works of the state were tendered to contractors, there was still a serious problem in answering the housing needs of the public in the early Republican period. Besides, the numbers and qualifications of the existing contractors including locals and foreigners were insufficient to solve this problem. Partially because of this reason, the state felt the necessity of an establishment in its body as the most powerful authority and financier of these works in the country. Accordingly, *Emlakbank Yapı Limited Şirketi* was established by the state for the aim of supplying the deficiency of housing production in the country. Among the existing contractors and contractorship firms of the period, *Emlakbank Yapı Limited Şirketi* had a unique place in terms of being the only firm of the period established in care of public authority and sustained with public finance. So, it could be examined as the first entrepreneurship of the state on building contractorship emerged with and sustained by the officials of the state. In this respect, it should also be analysed with respect to its position *vis a vis* the private construction contractors and contractor firms of the period in order to understand the entrepreneurship role of the state on building works in this period because *Emlakbank Yapı Limited Şirketi* was the most effective institution on the shaping of especially residence constructions in the country within the capital of a bank established by the state.

Emlakbank Yapı Limited Şirketi was established under the directory of *Emlak ve Eytam Bankası* as the most important step for answering the housing demands of the period and the most powerful organization of the period related to housing production.³⁰⁶ *Emlak ve Eytam Bankası* was established in 22 May 1926 for solving the residence problems of low income official staff and provide finance sources for residence cooperative trading system with the hands of the state. (Sey, 1998b).³⁰⁷ “The law no: 844 was enacted for its establishment with a capital of 20 million

³⁰⁶ For having detailed information about the history of *Emlak ve Eytam Bankası* and its role on the construction sector of the country see Güvenç, Murat & Işık, Oğuz. 1999. *Emlak Bankası 1926-1998*. Emlak Bankası, Nisan, İstanbul.

³⁰⁷ Ballice, Gülnur. 2006. “1950 -1980 Döneminde Kurumsal Değişmeler ve Mimarlık”, *İzmir’de 20.yy Konut Mimarisindeki Değişim ve Dönüşümlerin Genelde ve İzmir Kordon Alanı Örneğinde Değerlendirilmesi*, Doktora Tezi, Dokuz Eylül Üniversitesi Fen Bilimleri Enstitüsü, Mimarlık Bölümü, Bina Bilgisi Anabilim Dalı, Mart, p.98-99.

liras.”³⁰⁸ The construction of private residences for cities and the housing problem was also necessitating the development of contractorship services in the early Republican Period. The basic requirement of the development of housing production was its finance and organization. It was proposed to be providing credit for solving the residence problems of especially officials.³⁰⁹ *Emlakbank Yapı Limited Şirketi* was established in April 1937 together with its principles declared by the related committee of *Emlak ve Eytam Bankası*. (Figure 4.3) In a period when both local and foreign contractorship firms had problems in surviving, a construction office as a contractorship firm was established by a state bank. Hence, “by being officially connected to the state, it was aimed to apply exceptional decisions that permitted special applications apart from the restrictive rules of the existing *Artırma Eksiltme Kanunu*.”³¹⁰

The firm did not have any privileged status in comparison to other contractor firms in the eyes of the employer, the Ministry of Public Works; and it participated almost every underbidding tender starting from 1938 put out by the state. “The firm became the preferred bidder of *Merkez Bankası*, *Mersin Umumi Mağazalar* and *Eskişehir Çırac Mektebi* construction works. Until 1944, the firm could not win money and make a profit; but together with the execution of *Saraçoğlu Mahallesi (Memurin Apartmanları)* in this year, *Emlakbank Yapı Limited Şirketi* started to make profit in construction works.”³¹¹ It was the first public tender that provided the progress of the firm both economically and professionally. The realization of *Saraçoğlu Mahallesi* project was commissioned to *Emlak ve Eytam Bankası*, and the bank assigned this project to its construction company.³¹² After *Saraçoğlu Mahallesi*, “the firm executed the constructions of *Ankara Etimesgut Uçak Fabrikası*, *Adana Adliye*

³⁰⁸ It was based on the principle of giving credit in return for the loan in return for the mortgage of new construction and in return for the mortgage of existing buildings. Alsaç, Üstün. 1976. *Türkiye’deki Mimarlık Düşüncesinin Cumhuriyet Dönemindeki Evrimi*, Yayınlanmamış Doktora Tezi, K.T.Ü. İnşaat ve Mimarlık Fakültesi.

³⁰⁹ Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya’nın Bin Yüzü Ankara*, Dost Kitabevi, p.389.

³¹⁰ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.75.

³¹¹ In a period when many great construction firms went bankrupt in 1930s and 1940s, *Emlakbank Yapı Limited Şirketi* advanced fastly afterwards. Ibid, p.76-77.

³¹² See for more detailed information Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.144-147.

Sarayı, Dolmabahçe Stadyumu 4. Kısım Kapalı Tribünü, Ankara Keçiören Verem Hastanesi, Cebeci Hemşire Okulu, Kızılay Hastanesi, Ankara Üniversitesi Tıp Fakültesi Nisaiye Kliniği, etc. during 1945-1946”.³¹³

The bank organized “a partnership with the İstanbul Municipality that owned 45 % of the capital together with the settlement of confidence in both the sector and social structure to the firm; and they collaboratively established *İstanbul İmar Limited Şirketi*. This firm executed many important projects such as *Levent Evleri*.”³¹⁴ Being the important actor of the housing production from this period until the 1980s, “the firm constructed 2250 residences in 27 provinces in between 1945-1984. In the same period, they executed 81 projects for the Ministry of Public Works, 11 projects for the Ministry of Defense, one project for the parliament, six projects for *Sosyal Sigortalar Kurumu*, nine projects for *Afet İşleri* and 52 projects for other institutions.”³¹⁵

The basic importance of *Emlakbank Yapı Limited Şirketi* was that it was the only contractorship organization established by state capital and sustained in care of the state directory as a profit making association during the early Republican period. Another important point is that it was the first and the only contractor firm of the period specialized on housing production. The case of this company helps us to understand the role of the state in public building constructions in further detail. The client and the owner of the work, namely the state and private capital, were relocated in contractorship services for the first time by the establishment of *Emlakbank Yapı Limited Şirketi*, bringing an alternative way of building production and contractorship service in the early Republican period.

³¹³ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.75-77

³¹⁴ The capital of *Emlak ve Eytam Bankası* was increased in 1946 and converted to *Türkiye Emlak Kredi Bankası*. Ibid, p.77.

³¹⁵ Ibid, p.77.

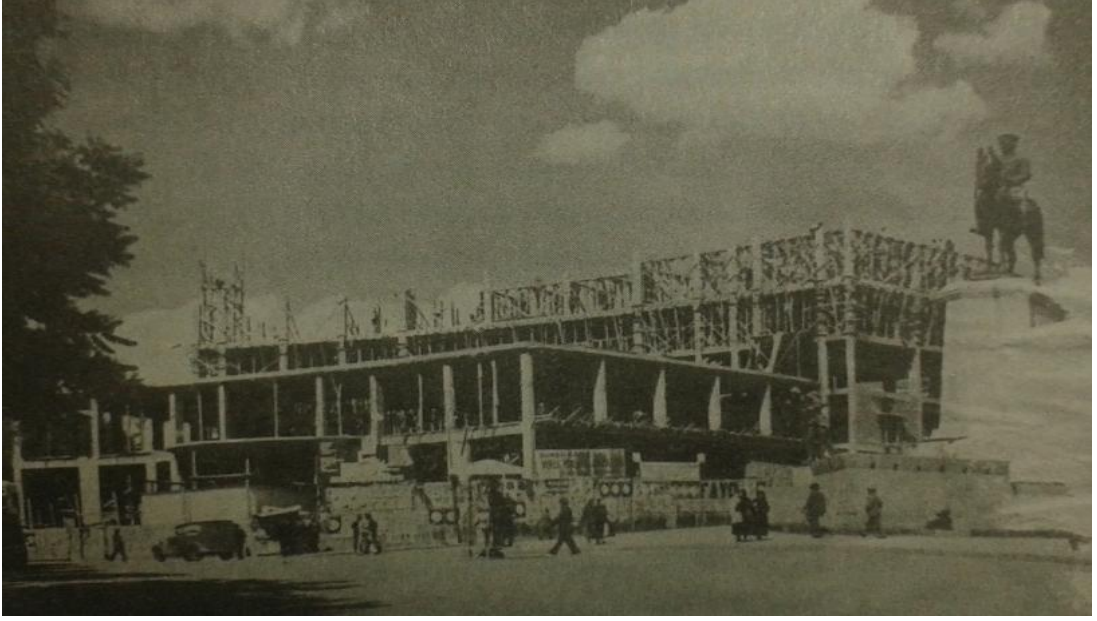


Figure 4.1a: The Construction of Sümerbank Building in Ankara in early Republican period

Source: *La Turquie Kemaliste* Quoted from Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.75.

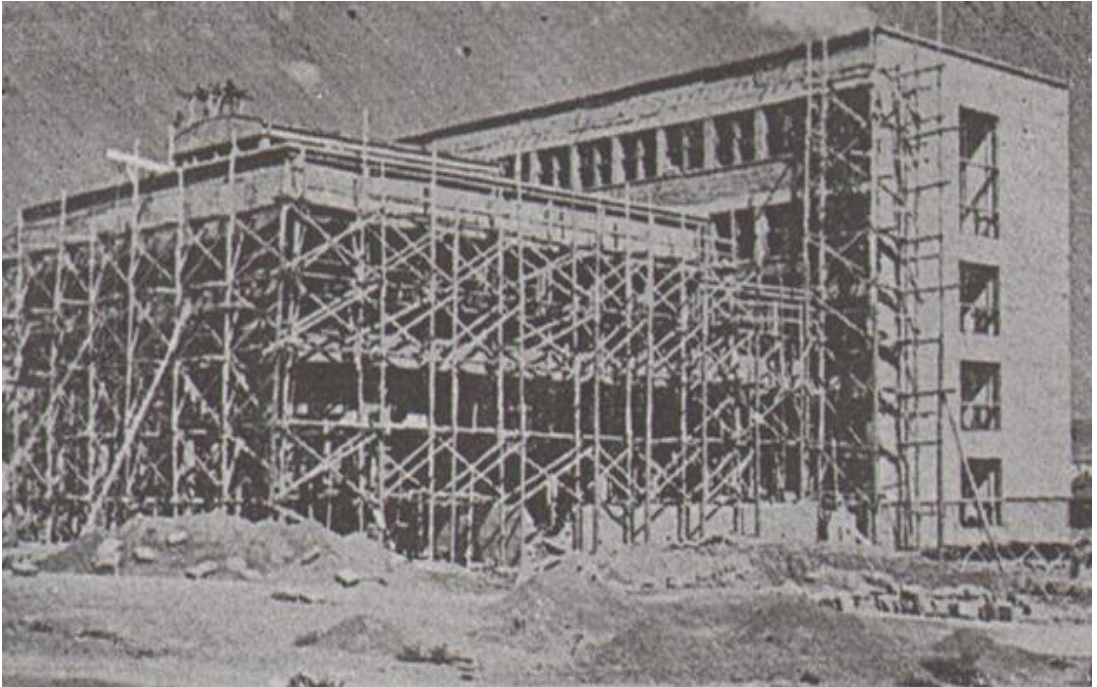


Figure 4.1b: İnhisarlar Vekâleti Building Construction

Source: *Bayındırlık İşleri Dergisi* (1936)



Figure 4.2a: Front View of *Maliye Okulu* in Ankara (1943-1944)

Source: “Maliye Okulu-Ankara”, *Arkitekt*, 1947. (Y. Mimar Abidin Mortaş), p.5-13.



Figure 4.2b: Side View of *Maliye Okulu* in Ankara (1943-1944)

Source: “Maliye Okulu-Ankara”, *Arkitekt*, 1947. (Y. Mimar Abidin Mortaş), p.5-13.

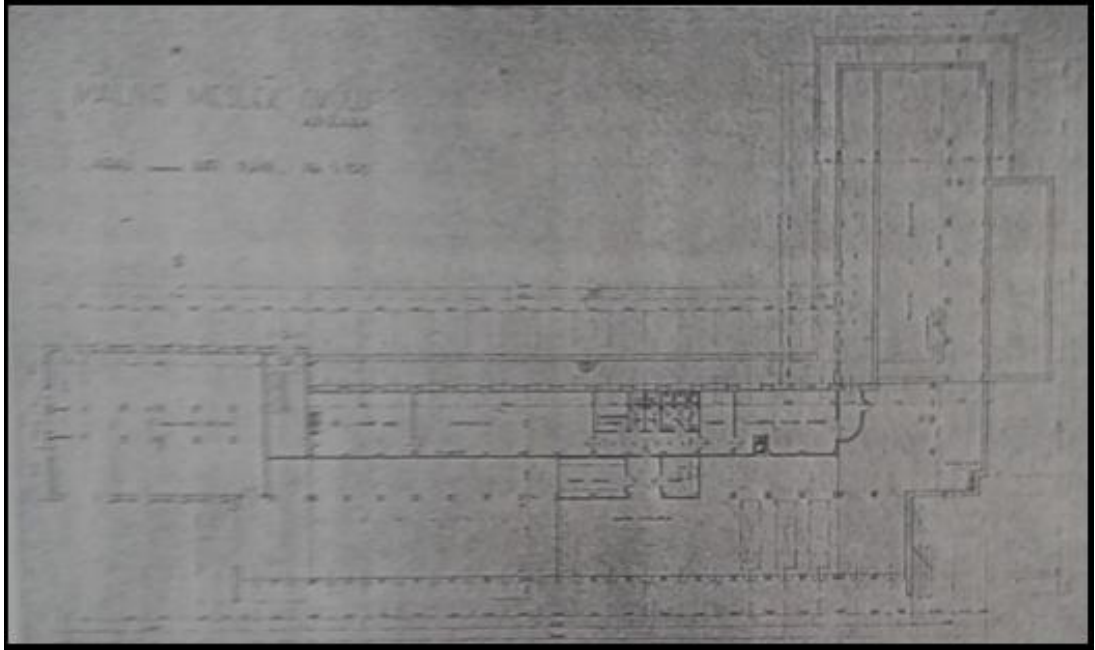


Figure 4.2c: Garage Floor Plan of *Maliye Okulu* in Ankara (1943-1944)
Source: “Maliye Okulu-Ankara”, *Arkitekt*, 1947. (Y. Mimar Abidin Mortaş), p.5-13.

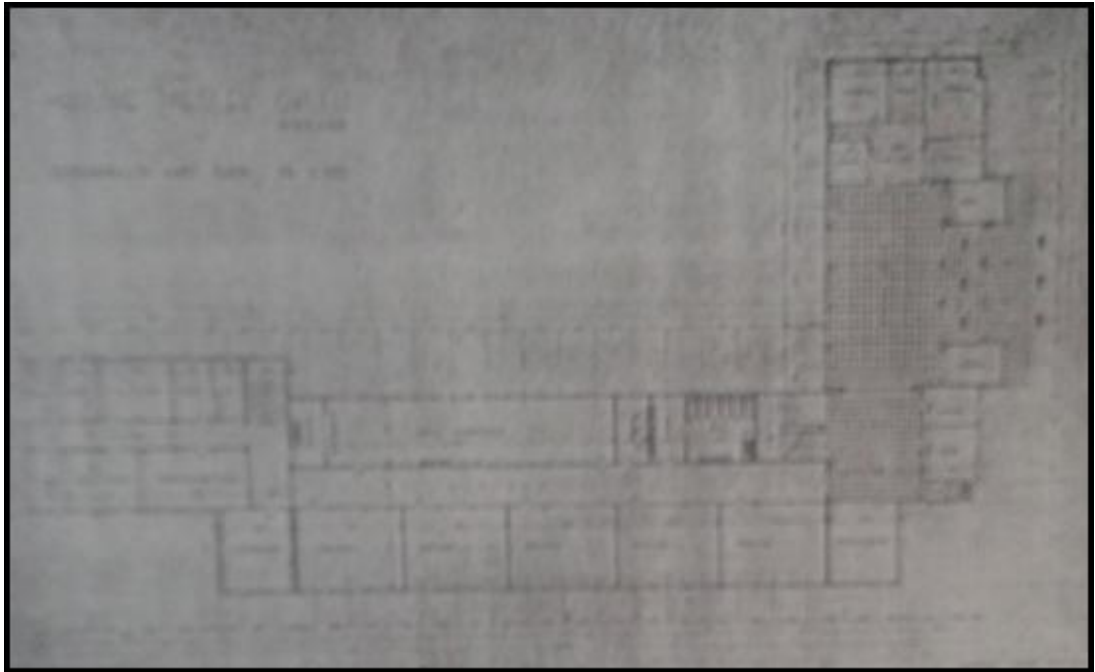


Figure 4.2d: Classroom Floor Plan of *Maliye Okulu* in Ankara (1943-1944)
Source: “Maliye Okulu-Ankara”, *Arkitekt*, 1947. (Y. Mimar Abidin Mortaş), p.5-13.



Figure 4.3: *Emlak ve Eytam Bankası Umum Müdürlüğü Building*

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.75.

CHAPTER 5

CONTRACTORS OF PUBLIC BUILDING CONSTRUCTIONS IN THE EARLY REPUBLICAN PERIOD

Since no disciplinary or educational background was searched for the contractors in the tender law of the period, contemporary entrepreneurs of any educational or practical background were allowed to participate tenders for public construction works and undertake their execution. Hence, in analysing the public construction contractors of the period, either as great contractors or building contractors, an examination according to their educational or disciplinary backgrounds is necessary to understand the multi-disciplinary structure of contractorship of the period. Such a classification will also provide the analysis of the public construction contractors of the period as comprehensive as possible and understand the reciprocal roles and relations of contractorship with disciplines related to construction such as architecture and engineering. Only the foreign contractor firms of the period should be examined separately and as independent from being classified according to their disciplinary backgrounds since they already had provided the institutionalized and professional structure in their contractorship works, representing the professionally organized face of contractorship services of the period, and had different roles on the development of local public construction contractorship in the country.

In this context, the early Republican period contractors of public constructions coming from different disciplinary fields will be examined in this chapter with a great emphasis on the analysis of public building constructions and their contractors. (Appendix D) Accordingly, the works of these contractors and their relationships with public authorities in the production processes of public building constructions will be investigated by focusing on specific cases to exemplify different sides and types of construction contractorship services. Since contractorship has many components and a comprehensive contextual framework is needed for its detailed analysis, the actual aim of this part is to develop a multi-sided approach to the issue in order to deal with its complicated structure as comprehensive as possible. Although the production of public constructions apart from public buildings and their

contractorship processes will also be examined in this chapter for achieving this aim, the specific case studies and examples selected in the subparts of this chapter were composed of the contractors and contractorship of important public buildings. It was basically because of the disciplinary field that this study is based on and the aim of determining the role of contractorship on the construction of especially public buildings. Accordingly, public building constructions in early Republican period will be the main focus of this chapter together with an analysis of their contractors and the contractorship service given for these constructions.

Representing the organizational structure in contractor works of the period as contractor firms in Turkey, the foreign contractor firms will be examined in the first part of this chapter. They will firstly be evaluated since they provided the start of contractor services in construction works and contributed to the formation of a basis for the emergence of construction contractorship in Turkey. Their essential roles on the formation of contractorship as a profession will be discussed together with an analysis of the *Ziraat Bankası* (Agricultural Bank) building one of such firms constructed in the early Republican period. The reciprocal relationships of contractorship and architecture, and the role of contractors on the architectural developments of the period will be the basic issue of the following part. The architect contractors will be examined accordingly to discuss this relationship and the role of architect-contractors on the development of the field of construction in general and architecture in particular, will be defined. An important architect-contractor of the period in Ankara, Arif Hikmet Koyunoğlu, and his public building constructions will be examined in detail accordingly in this part. Contractor-engineers will be examined in the following part as the most powerful actors of construction contractorship works in the local context in this period. Accordingly, the engineer-contractor Mebus Ergüvenç and the construction process of the parliament building that he constructed as a contractor will be examined together with an analysis of the role of engineers on construction contractorship services. Then, the contractors of the period coming from professions not related to construction works and executed public construction works will be examined by analysing two contractors of the period, Vehbi Koç and the public construction works he executed as a contractor, and Erzurumlu Nafiz Bey and his public construction works with a focus on the *İş Bankası* building he constructed

as a contractor. Lastly, the development of public construction contractorship after early Republican period will be examined in this chapter with a great emphasis on the developments in 1950s.

5.1. Contractor (Foreign) Firms

To understand the characteristics of contractorship in the early Republican period, the role of foreign firms that worked in the country in this period should firstly be evaluated since they had great impacts on the establishment and development of local contractors and contractorship firms. Considering there was not almost any Turkish contractorship firm when the Republic was established and almost all great scaled contractorship activities were realized by foreign firms in its early years, the necessity of focusing on this issue becomes clearer. The construction works realized in the public sector was widely dominated by foreign capital in the 1920s and 1930s. In addition to the continuation of privileged foreign firms from the Ottoman Empire, the Republican government also gave concessions to new foreign firms in the fields of trade, forestry, minery, construction and transportation. The new foreign capital and its investments continued in an increasing rate until 1930.³¹⁶ Accordingly, “many European architects, engineers and entrepreneurs came to Turkey partly due to the economic crisis and the general politics of the Republican state. 1/3 of 28 construction companies established in İstanbul in a period between 1925-1926 was composed of European rooted firms.”³¹⁷

The involvement of foreign firms in contractorship works in the early Republican period started with the construction of railways similar to the case in the Ottoman period. Foreign technology and capital was searched for railway constructions.³¹⁸ In

³¹⁶ Some foreign firms opened unprivileged construction firms. Two cement factories were established- one with a Belgium, one with a French capital. The coalition firms established by Turkish and foreign partners also had an important place in the foreign capital effective on the country in 1920s and 1930s. The share of the construction industry in the total capital of coalition capital firms whose % 75 of it were owned by foreigners, was seen as %35 when the distribution of the capital to different sectors was done. Tezel, Yahya Sezai. 1994. “Yabancı Sermaye ile İlişkiler”, *Cumhuriyet Dönemi'nin İktisadi Tarihi (1923-1950)*, Türkiye Araştırmaları 10, Tarih Vakfı Yurt Yayınları, p.196.

³¹⁷“Anadoluvemüteahhitlik”<http://www.google.com.tr/search?q=m%C3%BCteahhit+mimar+erken+cumhuriyet&hl=tr&prmd=o&ei=i8uQTMXcO4jEswapIKC2AQ&start=30&sa=N>

³¹⁸ The total amount of active foreign capital investment in Turkey after Lausanne Treaty was expressed as 63414 sterlin by Şevket Süreyya Aydemir and its biggest portion, namely more than half of it, 39133 sterlin was belonging to railways. Avcıoğlu, Doğan. 1987. “Öteki Yabancı Sermaye Yatırımları”, *Türkiye'nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.164.

the big tenders executed in 1927, the Sweden (Nidquist Holm) and German (Julius Berger) firms undertook the construction of 1300 km railways. On the other hand, the construction of the railway station buildings and side works were taken by an American contractorship firm. These firms also sustained their effectiveness in the 1930s. They provided parts of the constructions they undertook to be commissioned to Turkish contractors by dividing the works into stages.³¹⁹ The German *Asko* Group took a 5 million dollar value tender in 1934. “The Sweden Denmark partnership; *NOHAP* firm undertook a 55 million dolar value work in 1927. Since the insufficiency of the economic power of the firm was seen; the directory and control stayed in the hands of the firm, and the work was completed by part by part tendering to Turkish contractors.”³²⁰ The partial tendering of these works of foreign firms to Turkish contractors made significant contributions to the development and capital accumulation of Turkish contractors. Besides, these foreign firms also established agencies or partnerships with Turkish entrepreneurs especially in Ankara for being close to the enlarging public works of the state and following the works they undertook from the state more closely. Accordingly, important foreign firms including foreign contractor firms gave their agencies to powerful people in Ankara.”³²¹ By the way, since local firms could not respond all construction needs of the country and their financing in this period, some foreign partnerships in contractorship were established to supply the deficiencies. The most important foreign finance sourced firm in this context was *Türk Amerikan Nafia İşleri Limited Şti.* established in 1933.³²² These developments also made contributions to the development of local contractorship firms and its development as a profession.

³¹⁹ See for more detailed information on the names and works of foreign firms on railway constructions Sazak, M. Emin. 2007. “Works Done with Foreign Firms”*Emin Bey’in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. şti. Ekim, p.257.

³²⁰ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.67.

³²¹ Avcioğlu had a critical approach to the relationships of foreign firms and the Turkish entrepreneurs establishing business partnerships or agencies with these foreigners in this period. “A national entrepreneur was aimed to be created but a business man and İstanbul-İzmir compradors that were ready to cooperate and establish partnerships with foreign firms, was created.” Avcioğlu, Doğan. 1987. *Türkiye’nin Düzeni Dün-Bugün-Yarın*, 1. Ve 2. Kitap, Tekin Yayınevi, p.443.

³²² This firm was established with a 100.000 TL capital. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Müteahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.55-56.

The roles of foreign contractorship firms were not only limited with the execution of the public works in this period. They were also dealing with the organization and finance of these works in accordance with the demands of state which did not have required economic and technical background for the organization and realization of these works. In this framework, starting from the enactment of the new procurement law in 1926, “while the Sweden (Nidquist Holm) and German (Julius Berger) firms were taking tenders within the framework of this law and realizing great and important constructions by themselves, they were also preparing required preliminary studies, projects and tender documents of some parts of railway lines with the science committees they established in Turkey. After they took the approvals of these studies from the ministry, they were providing the tendering of these works to local and foreign contractors together with their assistance to the control of these services.”³²³ The foreign firms also played determinant roles in the development of construction material industry and building technology in the country. According to Emiroğlu, one of the basic reflections of the coming of many western engineers, architects, technicians, etc. due to the economic problems caused by the great economic depression, and their playing significant roles in construction activities of big cities was “the coming of notable foreign techniques that these foreign technical staff brought along with them and the intense usage of import material in new residence areas due to the construction components industry being so insufficient.”³²⁴

The choice of foreign contractors or contractor firms for public constructions was an important discussion of the period similar to the discussions in the engineering and architectural agendas of the period. The issue was seriously discussed even at the parliament since it was also closely related with the economy of the country. From the memoirs of Emin Sazak, one of the greatest contractors of the country and a deputy between 1923-1950 simultaneously, we can follow the discussion in the

³²³ Depending on the contract, monthly progress payments of some contractors were paid by these foreign firms; and these firms were paid back in the form of three monthly accumulations. By this way, it was being used credit from foreign firms. These credits were closed in a short period of time. Even the health services required in these construction works were executed by these foreign contractors due to the absences of Turkey in these days. Mutlu, Yücel N. 2005. “1925 Yılına ait Konular”, *Bayındırlık Bakanlığı Tarihi 8 Ekim 1848-31 Aralık 2004*, Bayındırlık ve İskan Bakanlığı Matbaası, Ankara, p.245.

³²⁴ Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.53.

parliament. He was standing in the directory of a construction company since he was not legally a state officer.³²⁵ In these speeches, he declared his reaction against foreign contractor companies and defended the preference of Turkish firms in public constructions by giving examples parallel to the approach of Turkish architectural medium to building works.³²⁶ In his speech in the parliament in 22.04.1928, he defended the usage of local sources and possibilities of the country for the public works and criticized the commissioning of state railway construction works to foreigners, their making of these works with high sums of money and the uncoming of good foreign contractors or business men. He stated the necessity of giving these works to Turkish companies in this speech since this would contribute to the formation and development of Turkish entrepreneurs, make the works cheaper and the state could hence make a profit.³²⁷ Such arguments similar to the discussion of foreign architects issue of the architectural medium in this period were also made by the other parliamentarians of the period, stating that the Turkish entrepreneurs could execute these public works better, with cheaper prices and under more suitable conditions.³²⁸

The dominancy of foreign contractor firms in public works was valid for each type of construction works including bridge, port, highways, etc. since Turkey did not have the required capital accumulation, technical background and staff.³²⁹ In this context, the public building construction works sustained by the state were also usually in the

³²⁵ Sazak, M. Emin. 2007. "Nafia Vekaleti Bütçesi", *Meclis Konuşmaları 1920-1950*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim. (Eskişehir milletvekili), p.104-106.

³²⁶ In his speech in the parliament in 1950, he stated that "I worked with 20, 30 engineers and there were German, Hungarian, Russian engineers inside, but really even the flabbiest Turkish engineer gave better performance than them." Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. Şti. Ekim, p.258.

³²⁷ Emin Sazak gives one of the works he sustained as an example in this speech and states that the foreigners executed a similar work with a much higher profit. He adds that Turkish firms could make such works cheaper and if these works are given to Turkish entrepreneurs and the money stays inside the country, it will provide more people to make entrepreneurship in these works. See for more detailed information Sazak, M. Emin. 2007. "Nafia Vekaleti Bütçesi", *Meclis Konuşmaları 1920-1950*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim. (Eskişehir Milletvekili), p.104-106.

³²⁸ See for more detailed information about the speech of Burdur deputy Ahmet Ali Çınar in 16.5.1949 about Zonguldak port construction. Sazak, M. Emin. 2007. "Meclis Konuşmaları 1920-1950", Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim. (Eskişehir milletvekili), p.383-384.

³²⁹ All the ports constructed in Turkey until 1960s were made by foreign contractor firms. Only Haydarpaşa and Salıpazarı Ports were made by Turks. Apart from that, for example, Samsun Port was made by Germans *Interview with İdris Yamantürk*

hands of foreign contractor firms until the 1960s. Although the number and efficiency of non-muslim (Rumid, Greek and Armenian) contractors, architects and related technical staff decreased significantly together with the changing socio-political atmosphere of the country after the foundation of the Republic, the influential existence of foreign firms continued in this field; and it was also supported by the state as a national policy in this period. Most of the ministry and state office buildings in Ankara, military buildings, public banks, etc. and even the residences or streets were constructed by these foreign firms.³³⁰ Especially the buildings whose construction necessitated highly developed technical skill and organization had to be built by foreigners since local contractors had no experience of such constructions. The construction of İzmit Petkim Complex in the beginnings of the Republic was a typical example of the situation of the country in this issue. There was not any contractor or a firm to execute such a huge work in the country at that time. A foreign firm came and dictated its price and project without any tender made for the work. Since the state and local contractors did not know anything about the work, the contract was directly signed with this firm and the work was given to it accordingly.³³¹ New factories that were going to be realized in the hands of the state opened new working areas for foreign contractorship firms accordingly. The Kayseri Plane Montage Factory was constructed by an American, and the Karabük Iron-Steel Factory was constructed by an English firm, as similar large scale examples of such constructions.³³²

Important foreign building contractorship firms came to Turkey in this period for the execution of public building constructions. Some of these firms had already undertaken public works in the Ottoman period and sustained their activities after the establishment of the Republic. The Philippe Holzmann that will be examined in the following part was one of the examples of these firms that executed important public constructions in both the late Ottoman and the early Republican periods. Another foreign contractor firm of the period, Brüder Redlich und Berger (Redlich&Berger)

³³⁰ Saraçoğlu district was made by foreign contractors. The Central Bank building was made by Hungarians. *Interview with İdris Yamantürk*

³³¹ *Interview with İrfan Tufan Karaoğlu*

³³² Tezel, Yahya Sezai. 1994. "Yabancı Sermaye ile İlişkiler", *Cumhuriyet Dönemi'nin İktisadi Tarihi (1923-1950)*, Türkiye Araştırmaları 10, Tarih Vakfı Yurt Yayınları, p.196-202.

was an Austrian Company and its chief engineer was Obeditsch.³³³ Some of the buildings constructed by this firm were *2. Evkaf Apartmanı*, *Belvu Palas* (it was used as the Ministry of Health later), *Hudut ve Sevahil-i Sıhhiye Umum Müdüriyeti* and its mass housing, and *Hıfzısıhha Enstitüsü* buildings.

Another example, Rellah, was one of the “foreign construction firms that came to Ankara with its craftsmen after the establishment of the Republic together with a permission given to foreign firms by the government.”³³⁴ The firm executed the construction of the Ministry of Education and *Türk Ocağı* buildings in this period. The other parts of the Ministry of Education construction work were also given to foreign contractor firms. “Proposals were demanded from the European firms for the electricity installation and the work was tendered to Ganz firm. The heating and water installation was tendered to Körting Hannover firm. The agent of this firm was *Bahaeddin Bey*, and the Turkey representative of this firm was *Türk Makine Yurdu*.”³³⁵ The coming of foreign firms created another operational area for Turkish entrepreneurs of construction works. These were the representatives of some foreign firms that were established for the sustaining and organization of the contractorship works of foreigners especially in Ankara. We do not have enough information about them, but they were probably concerned with the organization of the works of these firms and sustained the official connections with the state.

There were also individual foreign contractors in addition to firms or institutional structures of foreigners again especially in Ankara. For example, *Rudolf Nadolny* was the contractor of the residences tendered by the Ankara Municipality. He was also the first contractor that went bankrupt in the Republican period.³³⁶ Foreign firms were also giving an architectural service executed as a component of the contractorship service in this period. “A foreign firm was taking the work completely with the lump sum price method. The architect of the firm was only doing the project, did not even come to the country and was not controlled by an official

³³³ Cengizkan, Ali. 2004. “Ankara Hukuk Mektebi”, *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç Vakfı, İstanbul.

³³⁴ Kuruyazıcı, Hasan. 2008. “Türk Ocağı İnşaatı” *Osmanlı’dan Cumhuriyet’e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.263.

³³⁵ *Ibid*, p.263.

³³⁶ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.42.

authority. His construction fellow was sustaining the rest of the work, namely the contract-construction processes. The typical example of this architecture-contractor service was the housing designs and construction of Clemens Holzmeister for *Emlak ve Eytam Bankası*.³³⁷

Consequently, the execution of these works by foreign firms contributed to the learning and development processes of Turkish engineers, architects or contractors by working either as subcontractors, assistants or control officers in the construction sites of these firms. One other important positive aspect of the employment of foreign contractors for these works, which is also valid for the development of the professions of engineering and architecture in this period, was their contribution to the learning and settlement of the required methods, substructure and rules of these disciplines in the offices of the state and private local contractor entrepreneurship. The commissioning of foreigners by the state for its public architectural, engineering or contractor works provided the start of the learning of these works by related local technical staff and their inclusion in the sector together with the developing knowledge and capital accumulation. Besides, these foreign firms also contributed to the formalization of the relationship between the state and professions of construction like contractorship, engineering and architecture. In other words, “the usage of foreigners contributed to the profesionalization of architecture and contractorship in the local context.”³³⁸

5.1.1. The Agriculture Bank Building Construction

The construction process of *Ziraat Bankası* (Agriculture Bank) Head Office building that was undertaken by a foreign contractor firm in between 1926-1929 will be examined in this part in order to evaluate foreign contractorship of public buildings and the factors effective on their design and construction processes accordingly. Considering that it was one of the most expensively constructed public buildings of the early Republican period and its production process was affected by the roles of the bank management, the state and foreign contractor firm, its analysis will be helpful to reveal how (foreign) contractorship was sustained in public building

³³⁷ Tanyeli, Uğur. 2004. “Erken Cumhuriyetin Mimarları: Türkler ve Yabancılar, *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.102-105.

³³⁸ Interview with İlhan Tekeli

constructions and what the roles of related actors in bureaucracy and contractorship mechanisms in this process were.

Although it was established in the late Ottoman period, the *Ziraat Bankası* started to develop and constructed office and head buildings in different parts of the country as a part of the changing economy and agriculture politics of the state after the Republic. The basic aim of the state was the formation of a capitalist infrastructure for the country and the public to benefit from banking services such as the provision of economic support and agricultural credits to farmers. Actually, the bank management was also having its office buildings constructed before the Republic; but the numbers of these buildings increased after the Republic depending on this politics of the state.³³⁹ Accordingly, the administrative center building of the bank, The construction of “*T.C. Ziraat Bankası Umum Müdürlük Binası* (Agricultural Bank Head Office - Building A) construction was completed in 1929 according to a project prepared by Giulio Mongeri in 1925. It places on a 13811 m2 field of following coordinates; section 23, block 727, part 8 in the ‘Ege Ward of central province of Ankara County.’³⁴⁰ (Fig. 5.1) In this process, firstly Giulio Mongeri was employed for the preparation of the architectural project of the building. He was also assigned with the task of the project and construction consultancy of some other office buildings of the bank in different cities. Accordingly, “he was also assigned with the task of the preparation of the projects, the inspection of the appropriateness of the construction specifications and control engineering of Aydın-Manisa branch office buildings.”³⁴¹ The bank administration also programmed the construction of apartments because of the residence insufficiency especially in Ankara in addition to these administrative and office bank buildings. Mongeri was assigned with the

³³⁹ “The first independent public administration building of the bank was constructed by Oseb Kalfa in 1891 in İstanbul. The two storeyed building was finished in 1891 and one storey was added in 1902. It is stated in the 20 June 1891 dated *Takvimi Vekayi* that the 600 arşın fully masonry building costed 4200 TL.” Hazar, Nurettin. 1986. “Umum Müdürlük Binaları”, *TC Ziraat Bankası 1863-1983*, Ankara, p.299.

³⁴⁰ The official foundation ceremony was held in June 1926. Construction was completed in 1929 and the official opening ceremony was conducted in 26 November 1929. *Ziraat Bank Museum documents*

³⁴¹ “All these decisions were taken in 4 August 1925 by the administrative comitee. Mongeri was employed in the form of a consultant of the bank for the design and construction of central and branch office buildings.” Besides, “.. the office buildings of Ziraat Bank in Kütahya and Eskişehir were also constructed according to the project of Mongeri. The Kütahya Office building construction was finished in 31 January 1931, Eskişehir Office in 29 October 1930. Hazar, Nurettin. 1986. “Umum Müdürlük Binaları”, *TC Ziraat Bankası 1863-1983*, Ankara, p.304 and 326.

preparation and control of the specifications and projects of these works, too.³⁴² He did not only work for the *Ziraat Bankası*, but also worked for the *İş Bankası* for the design and construction of its office buildings with a similar framework which will be examined in the following part in detail.

For Building-A Head Office's construction, Mongeri was employed as a technical consultant of the construction in return for 7.5 % commission with a decision taken in the gathering of the administrative committee in 19 July 1925.³⁴³ Mongeri was donated with strong authorities in both the design and construction of the building. Considering the overall cost of the building (2 million TL), 7.5 % commission for the execution of this work was really a huge amount of money for any architect considering the conditions of the period and the state. The basic reason for such a situation was the absence of qualified local technical staff required for the construction of such a building and the imposing of the foreigners their demands for these works relatedly. Mongeri was not only employed for the project preparation of the building, but also the control engineering of the building including the inspection of the appropriateness of construction specifications. So, he was also authorized on the construction process including the sustaining of contractorship of the construction work. There was a two-headed structure in the decisions related to the construction rather than the solely determinant role of a contractor that was controlled by the state. Instead, Mongeri was a kind of state official in the work taking decisions in the name of the state and organizing the relationships with the contractor of the building. Refik Bey was assigned by the bank as a consultant architect agent of Mongeri in this building and the branch office buildings of the *Ziraat Bankası*. Mongeri was asked to prepare the project with a national style (including historical and local Turkish motifs and forms) by the administration of the bank and considered the future needs when preparing the project.³⁴⁴

³⁴² Mongeri was also assigned with the task of preparing the plans and specifications of the residence constructions as an architect for the bank. Accordingly, 5 buildings were constructed around Havuzbaşı (today's Sıhhye) in 1926. Ibid, p.315-316.

³⁴³ Ibid, p.304.

³⁴⁴ The building consists of a basement, ground floor, mezanine floor, first floor, second floor and a roof. "The project was prepared as a big building in the center, and a small building on the right and left hand side of this building, with a thinking of the necessity that can arise in the following times. Only the center building was made and its construction area was 48.10x34.40: 1654 m2." Ibid, p.307

“While the project was being prepared, the destruction of the debris such as the existing tombs, old buildings, etc. on the site was also tendered within the framework of the specification enunciated. After the competitive bidding, this work was tendered to the contractor Naili Ođlu Bahri Bey.”³⁴⁵ The construction itself was not tendered as a whole, under the umbrella of one specification and a contract. Instead, it was tendered to the contractors part by part composed of five independent processes that were separated depending on the required works of different professions (mechanics, electricity, etc.).³⁴⁶ Many of the tenders made for works such as the execution of inner-outer plaster works, iron works, etc. were completed after the construction. The partial tendering for the execution of the separate parts of the construction work was probably because of the absence of the tender law in that period. So, the system of subcontractorship for the subparts of this work was not used and the construction process was mostly sustained with the simultaneous decisions taken due to the flow of the work either by Mongeri, bank management or collaboratively. Considering the conditions of the period, it was a very complex work composed of the collaborative study of several disciplines.

For the construction of masonry parts that formed the biggest portion of the whole work, proposals for tender were made by seven contractor firms, most of which were from foreign countries. Due to the lack of building contractors that could execute such a huge work, mostly foreign contractor firms applied for both this tender and the tenders related to different disciplinary parts of the work. Among those, Philippe Holzmann firm from Frankfurt-Germany was chosen with a 750000 TL price to undertake the work in the lump.³⁴⁷ The decision was given in the administrative committee meeting of the bank in 14 January 1926.³⁴⁸ This firm also executed the timber parts and inner-outer plasters of the building.³⁴⁹ *Philippe Holzmann* was one

³⁴⁵ Ibid, p.304.

³⁴⁶ Ibid.

³⁴⁷ *Ziraat Bank Museum documents*

³⁴⁸ Hazar, Nurettin. 1986. “Umum M¼d¼rl¼k Binaları”, *TC Ziraat Bankası 1863-1983*, Ankara, p.304

³⁴⁹ For the timber parts, three firms made proposals and Holzmann firm took the work with 145000 TL in 10 March 1927 ... The inner and outer plaster works were given to the same firm in 1 February 1927 with 230000 TL. Together with the decision given in the administrative committee meeting of the bank in 2 October 1927, it is stated that “It is decided that the work of the ‘Glory Sculpture’ that will be constructed in front of the new building is given to Holzmann Firm with a price of 2500 TL.” So, the Holzmann Firm also executed the construction of ‘Glory Sculpture’ in front of the building in addition to the works mentioned above. Ibid, P.304-306 and p.310.

of the most popular contemporary construction firms of Germany. Its manager was Jaencke and he was probably the Ankara represent of the İstanbul centered *Lenz* company.³⁵⁰ The firm constructed important buildings in İstanbul in the last days of the Ottoman Empire such as *Haydarpaşa Gari, Vakıf, Hanı*, etc., and sustained its activities during the Republican Period. It had an agency in Ankara and charged with the duty of examining the structural problems of *Çankaya Villa*. (1926)³⁵¹

The contractor Philippe Holzmann firm received the construction site and started the construction works in February 1926. Coming to the execution of the other parts of the building, 12 foreign firms submitted proposals to the manufacturing works of cash box room and chamber-forte cash box doves; and the work was executed by French Fichet firm within the condition of key submission in 9 March 1927 with a price of 37500 USD (nearly 70000 TL).³⁵² Electricity installation works were conducted by Zeiss firm, construction of heating and plumbing system by Brückner firm, and iron works by Simak firms respectively. The execution of electricity lighting works were decided to be given to *Koçzade Ticarethanesi* in 25 December 1925.³⁵³ A very comprehensive technical and artistic staff worked in this construction considering the conditions of building medium:

At the raw outer construction works of the building, the Italian workers worked under the directorship of the architect Burhan Arif Ongun who was the student of Mongeri at *Sanayi-i Nefise Mektebi*; while Hungarian workers leaded by architect Arif Hikmet Koyunoğlu, performed the inside plastering and painting works. Artifical stone plasters of the outer surface were done by Italian head worker Salvatore Genovezi; and architect Vahan bey designed the plaster motifs on the ground floor of the Honour Hall. Drawing and turquoise painting works of Seljukian ornaments below the fringes were done by architect archeologist Mahmut Akok. The masterpiece woodworks and carpentry used in the building was performed by Selahattin Refik (Sırmalı).³⁵⁴

³⁵⁰ Cengizkan, Ali. 2004. "Ankara Hukuk Mektebi", *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç Vakfı, İstanbul, p.11-14.

³⁵¹ Yavuz, Yıldırım. 2001. "Ankara-Çankaya'daki Birinci Cumhurbaşkanlığı Köşkü", *Tarih İçinde Ankara II Aralık 1998 Seminer Bildirileri*, ODTÜ Mimarlık Fakültesi, p.352.

³⁵² Hazar, Nurettin. 1986. "Umum Müdürlük Binaları", *TC Ziraat Bankası 1863-1983*, Ankara, P.304

³⁵³ The electricity installation work was given to Zeiss Firm with a price of 44100 dollars, heating and plumbing installations with a price of 110000 TL to Brückner firm, and the iron ballustrades to Simak factory with a condition of the submission of the material in the Ankara station. Ibid, P.304.

³⁵⁴ Ziraat Bank Museum documents

Besides, the monograms in cash box room were made by calligrapher İsmail Hakkı (Altınbezer).³⁵⁵ Most of the basic construction materials required for the construction were imported from foreign countries. Making such a big scaled public building even in the center of Turkey with a considerably high budget, was not preventing the necessity of import construction material for the work. “The cement and plaster used in the building were brought from Germany by the contractor firm; and lumber and bricks which were needed for wooden sections, from Romania. These bricks were of channelled type and sealed with old Turkish letter. Marbles used in pavement were of domestic supply.”³⁵⁶

Finding required amount of capital for the construction of important public buildings was also a big problem for both the foreign contractor firms and the employers; namely the state and its related offices. The central administration of the *Ziraat Bankası* building spent 2 million liras and it was a huge amount of money for any building considering the conditions of the period. This huge amount was clearly related with the architectural and aesthetical demands of the bank management and the stylistic orientation followed in the public buildings of the era.³⁵⁷ The architectural choices in the building created the formation of unpredictable expenses and productions during the construction and led the cost of the building increase very much. Consequently, both the contractor firm and the administration of the bank as the employer of the work required extra subsidies for the sustaining of the work. Accordingly, “the administration committee of the bank approved to open a loan of 120000 TL to contractor Holzmann firm for the sustaining of the work financially.”³⁵⁸ Besides, “since the construction expenses reached to high sums of money, the bank management demanded financial support from the state. In the gathering of the administrative committee in 20 December 1925, it is stated that the estimated

³⁵⁵ Hazar, Nurettin. 1986. “Umum Müdürlük Binaları”, *TC Ziraat Bankası 1863-1983*, Ankara, p.308.

³⁵⁶ Ziraat Bank Museum documents

³⁵⁷ The arbitrary designs of the architect or engineer could also be effective on the occurrence of such a result and led an increase in price so much that even a bank could go bankrupt since he couldn't afford the expenses of his construction as seen in some examples in this period. For example, Holzmeister designed and constructed today's *Merkez Bankası* building in the name of *Emlak Bank* in almost same years with the construction of Ziraat Bankası Head Building. He did it such costly that the *Emlak Bank* went bankrupt and survived by selling the building to *Merkez Bank*. In early years, there wasn't enough money, but there were expensive buildings. For example, there was a great cost difference with Mongeri's early years buildings and the modern buildings he constructed afterwards. Güvenç, Murat & Işık, Oğuz. 1999. *Emlak Bankası 1926-1998*. Emlak Bankası, Nisan, İstanbul.

³⁵⁸ Hazar, Nurettin. 1986. “Umum Müdürlük Binaları”, *TC Ziraat Bankası 1863-1983*, Ankara, p.308.

construction cost of one million liras should be taken as a share by the state and grant an allowance to the budget accordingly.” The Prime Ministry accepted to contribute to the construction expenses of the bank in half as an answer to this demand from the national treasury.³⁵⁹ On the other hand, as the indicator of the concern of the bank administration on the continuation of the work, the suitability of the ongoing construction work to the contract time and specification was closely followed by the administration together with the regular reports having prepared for the administrative committee of the bank and evaluated carefully.³⁶⁰

The *Ziraat Bankası* building construction draws attention with the role of the demanded architectural style by the public authority on the cost and contractorship of the building. The preferred highly ornamented national style for the architecture of the building determined the high cost of the building and caused difficulties and interruption of contractor firms for the execution of the work in terms of the provision of financial support and construction material. We can clearly talk about a process that an architectural demand of the public authority led the bureaucracy, cost and contractorship of the work. Hence, the change of architectural style for public buildings of the state from national to modern in the 1930s could also be related to the start of difficulties of the public authority in financing such expensive architectural applications in its central office buildings. So, the demands and conditions of the public authority determined the architecture of public buildings of the period and the contractors of the period tried to take shape and follow the politics depending on this approach of the public authority as seen in the *Ziraat Bankası* building construction work.

On the other hand, being one of the large scaled public building constructions of the period executed by a foreign contractorship firm, the *Ziraat Bankası* building construction hosted one of the earliest organized and professional applications of construction contractorship together with the existence of multi-disciplinary applications (sculpture, ornaments, etc.) coherently in the construction process when compared with the general situation of construction works in the country. The

³⁵⁹ Ibid, p.309-310.

³⁶⁰ In the 13 July 1927 dated note of Administrative Comitee, there's a writing seen on it saying that "The construction works are continuing normally and the plasters are executed very beautiful. Ibid, p.309.

professional approaches and applications of a foreign contractor firm in a construction contributed to the technical and professional backgrounds of the developing construction contractor class in the country; especially the local engineers, architects and master builders-craftsmen who took part in this construction under different missions. In any case, many difficulties also existed and the organized structure of construction ceased frequently since the construction had to be executed in a country where there were many insufficiencies in terms of material necessities (lack of local technical staff and workers, required construction materials in the country, etc.) of any large scaled building construction.

5.2. Architects as Contractors

The building construction works and contractorship was interconnected with architecture both before and after the establishment of the Republic. The number of architects were very few in the early Republican period and there was not a suitable medium for architects to have offices and gain money practicing architecture privately. The situation of architects was difficult since the profession itself was not totally accepted.³⁶¹ Many architects were working at state offices and making private projects at night in order to survive.³⁶² The only way to gain money for many architects of the period was to work on the construction field of their professions since project making mostly did not provide enough financial gain even if they worked at related offices of the public authority. So, the working of architects in construction and contractor works accordingly, was inevitable since the discipline of architecture was not professionalized fully in the country. In other words, the dealing of architects with contractorship services was an obligation rather than a selection considering the conditions of architects and architecture in the country.

Both the architect and the contractor had to deal with every stage of the work including the workmanship and building material provision in a country where there was not any developed building industry. Besides, many architects were dealing with public contract works in this period. So, similar complexities of contractors were also valid for architects since most of them were dealing with contractorship and gaining money from construction works rather than project services. In the text

³⁶¹ Interview with İlhan Tekeli

³⁶² Interview with İrfan Tufan Karaoğlu

published by the Chamber of Architects, it was complained that “there is not any architect that could survive economically by design works solely.”³⁶³:

Today, the obstacles such as the existence of incursionists in the field of architecture which was not consigned only to architects with laws, the working of people from other disciplines in architectural works, the negligence and lack of interest of municipalities, free working of foreign architects and the state’s commissioning of others instead of local architects; led licensed architects to construction contractorship for gaining their lives. Today we do not have any colleagues among us in our country who is gaining his life by only making architectural works.³⁶⁴

The struggle of architects against construction contractors in order to search for their rights and control the building works related to their professions in the country was not observed much in this period. The basic reason of this situation was the intermingled structure of these professions and the undefined borders among their fields of working areas. The architect was either working as the contractor of his work or the contractor was the employer of the architect depending on the quality of the work. Most architectural works were realized without a serious contract. Architect was a kind of contractor and forced to execute the money works; but he could not completely undertake the job and take the financial payment of his service after he completed each technical production phase of his work. Another basic reason of this situation was that many contractors were financial supporters or the employer of architects and engineers. So, architects could achieve in perpetuating their free offices only by making contractorship or working in the offices of contractors.

5.2.1. Contractorship-Architecture Relationship

The place and role of contractors in the architectural medium can be followed from an article published in the architectural periodical of the period, *Mimar*. The general characteristics of the conditions and working principles of building contractor offices were also examined in this article. First of all, it is stated that “the contractors and architects are different people. The world architects decided that an architect should not be a contractor.”³⁶⁵ Actually, the architects of the period were aware of and

³⁶³ Şenyurt, Oya. 2007. Geç Osmanlı’da İnşaat Örgütlenmesi ve İnşaat Alanının Aktörleri: Gayrimüslimler, *Mimar Kemalettin ve Çağı Sempozyum’u*, 7–8 Aralık.

³⁶⁴ *Arkitekt*, 1935. Sayı: 9, p.277-278.

³⁶⁵ “Büro Hayatı”, *Mimar*, p.41.

disturbed from the role of contractors in their works as seen from this statement. Since many architects had to make contractorship or deal with contract works, it was inevitably terminating the disciplinary focus of the architect on his own disciplinary field. The architect was congested between these two fields and forced to think and work like a contractor. This was inevitably decreasing his professional capabilities since he was forced to focus on constructional and economic aspects of his work rather than its disciplinary and aesthetical dimensions. The general belief stated in the article was that architecture had an artistic side and the architect's work as a contractor was giving way to the negligence of this quality. So, the proposed solution in this article for this problem was either preventing the architect to make contractorship or binding the 'contractor' architects to make architectural projects.³⁶⁶ But this reaction did not hold a major place in the architectural agenda due to mostly economic concerns of architects as mentioned above.

Besides, the existing contractor offices in the country was stated in this article as "private contractor offices that were born from construction contracts".³⁶⁷ The contractor had to form an office –contemporary or permanent depending on the scope of his works- as a necessity whenever he had undertaken the construction of the building; and many architects could only have the chance to work in these offices whose staff was frequently determined depending on the decisions of the contractor. So, it is understood that the working principles and conditions of contractors were very effective on the commissioning of architects. Architect were sometimes obliged to subordinate themselves to the interventions or decisions of contractors in preparing projects or making architectural applications. Besides, the lack of the development and continuity of local building contractor firms established in this period was also related with this approach of contractors seeing contractorship as a field of gaining money for a while rather than conceiving it as a permanent profession that had some technical, economic and organizational necessities.

Another very important point examined in this article was the approach in contractor offices to architectural products. The works executed in contractor offices were said to be not including any artistic or architectural side since the first thing considered in

³⁶⁶ See for more detailed information Ibid, p.41.

³⁶⁷ Ibid, p.41.

contractor's work was the cheapness and grandiose, and the actual requirement to reach this aim was the concession of an architect from his professional discipline. This was also reflecting in the architect's work and the product itself, and caused the formation of buildings without technical and aesthetical qualities.³⁶⁸ So, the orientative role of contractors on architectural decisions and applications of architects and the works executed accordingly, was said to be effective on the architectural quality of the buildings of the period. In other words, building contractors of the period had determinant roles on the architecture and architectural formation of especially public buildings of the period together with their directing position on the architects they employed; and economic concerns of contractors could sometimes lead to changes in architectural projects during the construction process which should also be taken into consideration separately.

Despite in limited numbers, some architects of the period improved themselves in their works and could be able to establish partnerships with important contractor firms of the period. For example, as one of the significant architects of the period, Abidin Mortaş executed the construction of important buildings in various parts of Turkey by establishing a partnership with *Haymil* construction firm in 1941.³⁶⁹ He is an important example since he exemplifies the partnership of an architect with a contractorship firm. This exemplifies that the hierarchical order between architects and contractors mentioned above might not the case at all times although such cases were quite rarely seen.

The fact that there were not enough number of architectural offices in the country and hence that newly graduated architects were obliged to work in contractor offices, creating a problematic medium for architects, were also criticized in the article. Contractor offices were also limited in number in the country and getting in these offices was difficult. The acceptance of a newly graduated architect in such an office was also difficult since no money and work was separated for a new man taken in

³⁶⁸ Ibid, p.41.

³⁶⁹ He was also involved in residence constructions. Some of the residences he built in İstanbul in years between 1923-40 are Topkapı'da Eczacı B. Nazım Malkoç Evi, Kalamış'ta B. Mahzar Evi, Laleli'de Hakkı Bey İstanbul Erenköy'de Kira Evi. AYDIN, M., "Mortaş, Abidin", Eczacıbaşı Sanat Ansiklopedisi, C. II, İstanbul 1997, s.1298. Quoted from Özakbaş, Derya. 2007. "İstanbul'da Konut İnşa Eden Mimarlar", *Cumhuriyet Dönemi (1923-1940) İstanbul Konut Mimarisi*, Mimar Sinan Üniversitesi Sosyal Bilimler Enstitüsü Sanat Tarihi Anabilim Dalı, Y. Lisans Tezi, Haziran.

such an office.³⁷⁰ The training course of the newly graduated architect in a contractor's office whose basic aim was to gain money, was said to be probably a disappointment for him. So, it is stated that the right thing for him was to make his training course in an architectural office which would probably be more beneficial.³⁷¹ Consequently, the basic argument was to provide the establishment of private architectural offices free from contractor mechanisms for the sake of the development of architecture and architects.

It is understood from this article that many architects of the period that were also few in quantity in the country were working in building contractor offices. So, this system had great impacts on some portion of architectural productions of the period including public buildings that were executed by these architects. The working of architects at contractor offices and in construction works in order to survive economically was said to be preventing the artistic excitements and creative minds of architects and wasting their professional skills.³⁷² However, some architects of the period were working in project preparation rather than construction works as a result of their own choices of being away from construction works in addition to the role of the conditions expressed above.³⁷³

The place of contractorship and construction works in the architectural medium of the period can also be observed from the other essays written and the conferences organized relatedly in this period. An important architect-contractor of the period who was frequently involved in the contractorship side of building works, Arif Hikmet Koyunoğlu who will be examined in the following part, mentions five topics for the regulation of construction works in his essay:

1. The realization of the construction of the project by the designer of the project himself
2. The proper application of the written technical specifications
3. The provision of the rational level of preparation of construction surveys in public (official) and private works
4. The changing of the bidding (contract) method

³⁷⁰ "Büro Hayatı", *Mimar*, p.41.

³⁷¹ *Ibid*, p.41

³⁷² *Ibid*, p.41.

³⁷³ The architects didn't go to the construction site and left from the city much. They didn't accede to the difficult conditions of the construction site. Interview with İdris Yamantürk

5. The determination of the desired style of the building and its program depending on the goal expected from its construction.³⁷⁴

Besides, the first Turkish Building Congress organized by the Ministry of Public Works in 1946, was also important as it symbolizes the first enterprise of the Republican state to delve into the subject of the professional concerns of architectural medium. The aim of the congress was to evaluate the contemporary state of construction and planning in the country. The administrative board formed a technical group, an architectural group and a planning group to organize their own subgroups to prepare reports on specific issues concerning the field of planning and construction. Six architects, Abidin Mortaş, Emin Onat, Hüseyin Kara, Hüsnü Tamer, Sedat Eldem and Mukbil Gökdoğan, were invited to be in charge of the architectural section. They defined the major themes as follows:

1. Setting standards for professional commissions
2. Searches for possibilities of private practice for state employees
3. Standardizing architectural fees
4. Standardizing presentation techniques
5. Regulating the practice of contractors
6. Control of the building site³⁷⁵

The proposals advanced in both Koyunoğlu's essay and the final report of the 1946 congress were remarkable in terms of their emphasis on the necessity of arranging the field of contractorship, construction field and related technical documents and legal frameworks, i.e. the tender laws of the period. These items were corresponding to the essential professional concerns of the architectural community in the 1930s and 1940s and significant since they show us the awareness of the architects of the period about the wholeness of both the project and construction-contractorship fields. The architects saw these issues also as the necessary arrangements for improving the conditions of the profession of architecture and architects in addition to the topical discussions given priority in historical analyses such as foreign architects, commissioning of architects, modern and national style in architecture, etc. "The masterbuilders were dominant in private construction market, and the engineers in state offices." These dominancy was expressed by the architectural medium as

³⁷⁴ Koyunoğlu, Arif Hikmet. 1928. "Mimarlarımız ve İnşaat", *Hakimiyet-i Milliye*, Sayı:2446, 29 Nisan 1928, p.2.

³⁷⁵ Nalbantoğlu, Baydar Gülsüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.217.

preventing “the proper development of architecture as a profession with its artistic and technical requirements.”³⁷⁶ In this context, the sole commissioning of engineers for the control of public constructions and their bringing of the important official positions of the state while the architects were not considered for these positions, was also discussed in the conference report of the İstanbul Office of the Turkish Association of Architects in 1947 and solution demands were made to the public authority for the commissioning of architects.³⁷⁷ In this conference report, the negative situation of construction contracts and works were also criticized; and the unstability of prices and the insufficiency of the organization in this field, which caused the leaving of qualified popular construction firms from this field and the occurrence of a contractor class from other professions, were said to be giving harm to the architect construction contractors. Accordingly, the formation of an organization of architects and engineers making contractorship works was proposed for the solution of this situation.³⁷⁸ Consequently, architects were not authoritative even in their own professional fields including both private and public architectural production in this period

However, the basic reason of the postponing of the more intensive struggling of the architectural medium on construction-contractorship fields and related arrangements behind the bringing up of more subjective issues such as commissioning issues, foreign architects, etc. might probably be resulted from their beliefs in not taking positive results since the existing related authorities in both public and private sector did not have the required background to evaluate that side of the work and make arrangements accordingly. In other words, it was not going to mean anything for the people in charge of these works. So, approaching the issue and invoking the authorities from more emotional and nationalistic angles suiting to the contextual framework of the period, such as laying stress on the nationalist structure of the country, the necessity of commissioning Turkish architects, or national style searches in architecture, might be seen more influential and guiding on the related people in charge for the members of architectural medium. But it did not change the reality that

³⁷⁶ “I. Türk Yapı Kongresi Mimarlık Grubu V. Kol Raporu”, 1946, *Arkitekt I-II*, Raportör: Sedat Hakkı Eldem, p.196.

³⁷⁷ Türk Yüksek Mimarlar Birliği İstanbul Şubesi’nin 1946 Yılı Çalışma Raporu, 1947. *Arkitekt*, p.47-51.

³⁷⁸ See for more detailed information Ibid.

the actual concerns of architects were based on the organization and standardization of payment mechanisms for design-construction works, arrangement of bidding methods and constructorship fields and their drawing of technical and legal frameworks accordingly rather than stylistic, aesthetical and ideological dimensions of architecture.

5.2.2. The Architect as a Contractor: Arif Hikmet Koyunoğlu

A significant architect who worked as a contractor of many public buildings in this period, Arif Hikmet Koyunoğlu, will be examined in this part together with the examination of his career and the works he undertook either as an architect or a contractor. He was concretely involved in all aspects of contractor and architecture services for the production of public buildings comprising a period of nearly ten years after the establishment of the Republic. So, his career in this period is enlightening for understanding the relationship between architecture and contractorship that was partly examined in the previous part and included the hints of the operating system dominant in the public construction works of the country and the business courses implementing in their production processes. Since he was assigned with the construction of important public buildings in Ankara under different positions varying from contractorship to craftsmanship, and directly connected to the highest ranks of the related officials of the state during these processes, Koyunoğlu can be evaluated as the threshold of the advancement level of contractor services in the country and inform us about how public building construction works and related contractorship services were sustained in this period.

Koyunoğlu came to Ankara right after the establishment of the Republic after an invitation he had taken from the officials of the state. After rejecting the official position he was offered when he came to Ankara, he started to work in the Ministry of Public Works in a special position. He started to make private works just like a free working architect in the office of the Ministry.³⁷⁹ The system that would

³⁷⁹ The new capital of the Turkish Republic offered a wide range of opportunities for Arif Hikmet. Immediately, following his arrival, the director of the *Technical Commision at Ministry of Endowments* wanted to employ him in his department... Arif Hikmet rejected the position he was offered, but stated that he would gladly undertake the job as a private commision. The Ministry

determine the rules and conditions of working either for the state as an official or as a private entrepreneur in the private sector was not defined yet with legal frameworks. He established his private office called as *Türk İnşaat Evi* and started to undertake public construction works. The first contractorship firm established in Ankara was the *Türk İnşaat Evi*. It also was the first building contractorship firm established by a Turkish entrepreneur in the country. “Although the establishment date is not exactly known, it is understood from the memoirs of Arif Hikmet Koyunoğlu that it was established before 1924. Its director is stated as Fahri Bey,” but actually it was established by the architect-contractor Arif Hikmet Koyunoğlu.³⁸⁰ Koyunoğlu had two partners in his office: Asaf Bey and Veli Bey.³⁸¹ (Fig. 5.2) There was no other free working architect or construction office apart from the office of Koyunoğlu in years around 1923-1925 in Ankara. So, he represented the birth of local building contractorship in the country and faced with the unsettled structure of construction works and each difficulty and development process of building contractors and contractorship in this period. For understanding the conditions of the first contractors in Ankara in those years, Koyunoğlu’s memories are enlightening:

Making construction works were difficult in those years. There was no construction material. There were not brick, tile, cement, iron, etc. Construction workers were few. Just like everywhere in Turkey, all the craftsmen in Ankara had been Greek and Armenian people and they left the country in commutation. There were beautiful stone quarries in Ankara but there was not anybody taking these stones out. They were producing 3 cm thick brick but it was not suitable for construction. Firstly, I brought brick craftsmen from İstanbul and started to have them brick produced in village Firenközü around Akköprü. Lime was coming from Sabuncupazarı around Kütahya by train. I went there and made a deal with lime makers ... There was not any free working architect or a construction firm apart from me. While

accepted the offer, contracts were signed, and Arif Hikmet was even given an office in the Ministry building. There he prepared a number of survey reports for various endowment buildings, undertook some repair jobs and some small-scale projects for new buildings... Nalbantoğlu, Baydar Gülsüm. 1989. “Memoirs of Two Architects”, *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, Ibid, p.207-208.

³⁸⁰ Cengizkan, Ali. 2004. “Ankara Hukuk Mektebi”, *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç Vakfı, İstanbul,

³⁷⁴Koyunoğlu, Arif Hikmet. 1928. “Mimarlarımız ve İnşaat”, *Hakimiyet-i Milliye*, Sayı:2446, 29 Nisan 1928, p.246.

working, I constructed the houses and kiosks of some important officials of the state.³⁸²

Koyunoğlu's firm constructed the residences of the administrative staff in Ankara. Celal Bayar House (1925-1930), Falih Rıfkı Atay House (1925-1930), Mithat Alam House (1925-1930), and Ruşen Eşref Üneydın House were some of the residences constructed by Koyunoğlu in this period.³⁸³ Besides, the firm of Koyunoğlu constructed many public buildings in Ankara both as an architect and a contractor, such as the buildings of the Ethnography Museum (1925-1927), the Ministry of Education (1927), *Divan-ı Muhasebat*, the Ministry of Foreign Affairs, *Çocuk Esirgeme Kurumu* (1925-1930), *Türk Ocağı* (1930), *2. Vakıf Apartmanı* in Ulus, 34 houses for the *Şehremaneti* in the new part of the city, and some embassy buildings like İsrail and Lübnan embassies. Koyunoğlu was dealing with each phase of his construction works including even the execution of workmanship and craftsmanship of the works. According to Nalbantoğlu, Koyunoğlu was working like a master builder in his works even in his most popular periods in terms of his provisions for the labor, craftsmanship and construction materials:

Arif Hikmet was a unique personality in a transitional period for architectural practice in Turkey. He reconciled the sensibilities of a devoted master builder, the ambitions of an entrepreneur, the pride of a professional and the intellect of an academician throughout his practice. His guiding motivations were mostly practical at all instances. He was quick to find immediate solutions to unexpected problems but always refrained from making political or professional commitments.³⁸⁴

The necessity of focusing on practical aspects of construction works and organization of each step of the production processes either by the own decisions of the contractor or engineer/architect rather than a settled system based on a set of rules was a common characteristics of architectural production including public constructions as partly discussed previously. "In a period when building industries were underdeveloped and skilled labour was scarce, it was common for architects to act as contractors in finding the labor and materials, as managers in organizing the site, and

³⁸² Koyunoğlu, Arif Hikmet. 1987. "Koyunoğlu'nun Anıları-3", *Tarih ve Toplum*, Ocak, Sayı_37, p.15 and Koyunoğlu, Arif Hikmet. 1987. "Koyunoğlu'nun Anıları-4", *Tarih ve Toplum*, Şubat, Sayı:35, p.47-48.

³⁸³ Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p.458.

³⁸⁴ Nalbantoğlu, Baydar Gülsüm. 1989. "Memoirs of Two Architects", *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.214-215.

even as builders during the construction process, however contradictory these functions might be with their education.”³⁸⁵ So, the roles of architects, engineers and contractors were mostly similar in these works. The basic differentiating role of contractorship was becoming the provision of capital since the technical sustaining of the work could also be achieved by the simultaneous decisions of the existing staff for the work or the contractor himself. This structure of public construction works was causing the formation of contractors as “merchants” coming from unrelated disciplines whose negative reflections were widely seen in public construction works. In this atmosphere, the architects were forced to participate every aspect of construction works in order to survive. Koyunoğlu represents the earliest example of these architects getting involved in every detail of construction processes as a private entrepreneur.

Arif Hikmet started his works by sustaining project design works as an architect and construction control staff for the state when he came to Ankara. The first work that he executed for the state was the design and construction of *Bektaş-ı Veli Türbesi ve Misafirhanesi* construction. The design and construction process of this building included details related with the construction of a public building of the state. “He was called by *Evkaf ve Şeriye Vekâleti* for the project preparation in 1923 and a room was reserved for him at the Ministry. After preparing the project in the same year, he gave the contractorship of the work to two brother contractors with a head engineer at the Ministry of Public Works, Fehmi Bey. The contractor was responsible for providing workmanship to the work and execute sand, lime, excavation, etc. works.”³⁸⁶ Looking at the process, there was not any tender law at that time and the personal relationships and decisions oriented the process of this work. Arif Hikmet did not have any official position but had strong authorities in the work as understood from the assignment of the contractor of the work by himself. The scope of the work of the contractor could show differences in different works depending on the budget and content. In this work, the contractor was solely responsible of the workmanship and constructional aspects rather than having a financier position.

³⁸⁵ Ibid, p.205

³⁸⁶ The construction materials were going to be provided and send to the construction site in Kırşehir by the Ministry of Public Works. Fehmi Bey was also the construction control of the work. See for more detailed information Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.224-229.

The project and construction process of the Ethnography Museum in 1925-1927, the first important work of Koyunoğlu, begins with the “call of the Ministry of Education for the preparation of its project to some architects including Arif Hikmet Koyunoğlu. The building was asked to be designed in the old Turkish style since it was planned to be a place for historical artifacts. The project of Koyunoğlu was chosen among the other projects and the construction procurement was given to the contractor Erzurumlu Nafiz Bey.”³⁸⁷ Koyunoğlu was also appointed as the construction inspector of the work and given authority in all respects. Although he was not the contractor of the work, he oriented every stage of the construction process together with all its problems. So, apart from his construction inspector mission, he also executed the works of the contractor, workmen or master builders of the work whenever necessary. Since there was not required technical staff and background for the execution of the work, Koyunoğlu had to be involved in every stage of the work as many architects of the period did working in public constructions in different positions. Nalbantoğlu mentions about the role of Koyunoğlu in this work as follows:

For the construction of the Etnography Museum, he himself went to İstanbul to pick the ablest masons to carve the marble. There were no trucks for transporting materials, no cranes to lift the heavy stones. Our architect participated in the construction process with a craftsman’s care and concern. He was involved at every stage from inventing solutions for transportation problems to preparing molds for the masons.³⁸⁸

The construction progressed under very difficult conditions including the problems in the transportation of construction materials, absence of even water and electricity as the most fundamental requirements and difficulty in finding required technical staff and devices.³⁸⁹ “The contractor Nafiz Bey was exporting cement and bringing to the site from France. Koyunoğlu had a water installation craftsman from Hungary whose permission was taken from the state for his working in Turkey firstly for the

³⁸⁷The own expert committee of the Ministry had also prepared a project; but the Ministry officials also demanded other projects and distributed the specification of the work to the architects they had already chosen. Ibid, p.242.

³⁸⁸ Nalbantoğlu, Baydar Gölşüm. 1989. *The Professionalization of the Ottoman Turkish Architect*, Doktora Tezi, University of California, Berkeley, p.214.

³⁸⁹ See for more detailed information about the difficulties in the bringing of construction materials to the site and in the construction process of Etnography Museum, Kuruyazıcı, Hasan. 2008. *Osmanlı’dan Cumhuriyet’e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.242-44

Ankara Merkez Hastanesi construction.”³⁹⁰ Koyunoğlu was not paid for his project service, but for his service in the construction process. There also was no procurement process, specification or criteria for the selection of the project of the work. Such an application was also valid for the procedures followed in the construction process. The contractor of the work was basically involved in the provision and transportation of construction material for the work related with his financier position and the technical organization of the work was made by Koyunoğlu. These differentiations and spontaneous decisions with respect to the quality of the works and the conditions were the characteristics of the period. Again, related to the insufficiencies of the period, since it has many ethical and technical drawbacks, a man or a firm could perform all the stages of the work including the project preparation, construction inspection and even contractorship of the work simultaneously. Since the architectural style of the work was determined by the state in the specification, both the contractor and Koyunoğlu did not have any role on the determining of the architectural characteristics of the building as seen in many other public buildings of the period.

Koyunoğlu prepared the project of the Ministry of Education building again with an arbitrary call rather than a competitive selection. Similar to the Ethnography Museum construction, he was the construction inspector of the work and had strong authorities as a result of his close personal relationships with the state officials. He published in a newspaper the announcement for the tender of the construction of the building to a contractor as if he was a state officer; and among the many foreign contractor firms that came to Turkey in that period, *Rellah* was chosen for the construction contractorship of the work.³⁹¹ Koyunoğlu had a special place among the architects of the period together with his powerful position on the contractors of the works he worked collaboratively in public works as an architect. On the other hand, Koyunoğlu was also sustaining construction contractorship works of public buildings as mentioned previously. For example, “he took the construction contractorship of the *Divan-ı Muhasebat* Building and the ‘Garden Houses’ constructed by the municipality.” However, he did not design any of these buildings. “The *Divan-ı*

³⁹⁰ Ibid, p.242-244.

³⁹¹ Ibid, p.250-251-53.

Muhasebat building was designed by Mimar Nazım Bey and constructed in 1925.”³⁹² Here, we confront with another model which was also widely observed in the early Republican period public architectural production. The architect designs the building; and another architect (or contractor) constructs the building as a contractor together with the capital he put for the work. But, even in such works that he executed as a contractor, he was also concerned with the technical and architectural sides of the work.³⁹³ It was basically because the disciplinary scope of contractorship as a profession for construction works wasn't clearly determined with rules and contractorship was perceived only as a finance and construction material provision for the work in this period rather than a profession having several other roles in construction processes.

Koyunoğlu and his firm exemplify the economic and organizational characteristics of a contractor firm established in that period. He faced both wealth and bankruptcy in his career in short time intervals depending on the disorganized structure of construction works in the country. Considering that the only three cars existing in Ankara were owned by Atatürk, Erzurumlu Nafiz Bey and himself in the period when he constructed the Ministry of Education building, it is clearly understood that he gained high sums of money from building contractorship and construction inspectorship of public buildings.³⁹⁴ Besides, he could also be “able to take four trucks and one pickup truck for his works”, showing he succeeded financially in his works. But, as widely seen for the contractors of the period, he also came to the situation of bankruptcy in his contractorship work of a “block composed of 34 Garden Houses for the municipality since he could not get his payment from the municipality. He had taken the job with a contract and invested too much funds, but he could not take his progress payments and lost too much money from this work.

³⁹² Ibid

³⁹³ From the memoirs of Koyunoğlu, we can also follow how the construction workers and masterbuilders- craftsmen was found and employed for public building constructions. The workers were connected to the municipality. “The workers were taking charge from the Municipality. There were worker cafes and the workers were provided from these places. The carpenter, the ones making solid works were mostly from Kastamonu. The iron works were done by Rumid people. Ibid, p.246

³⁹⁴ He gained considerable amount of money and prestige in his project designer and inspection mission of the work. He bought a Ford car and carried his house to Keçiören. He also had a special driver. Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.248.

Accordingly, he was obliged to sell his trucks and car for saving himself.”³⁹⁵ Similar examples and their results with the coming into grief of contractors were widely observed in this period.³⁹⁶

Arif Hikmet Koyunoğlu also lived the difficulties coming from the disorganized structure of contractorship works and the complexities of the procurement law even in the construction of important public buildings in Ankara. The system was far from protecting the rights of the contractor working for to the state. In other words, the public offices were taking over the processes of the works executed by the contractor. Despite the existence of laws, the contractor might be exposed to unfair applications and could not be paid. For example, “Arif Hikmet Koyunoğlu could not get the money of *Türk Ocağı* building that he not only prepared its architectural project and undertook its contractorship, but also craftsmanship.”³⁹⁷ (Fig. 5.3) “*Türk Ocağı* was closed and it was converted to *Halkevi* in the end of the construction process; and there was not any corporate legal person as the debtor to Arif Hikmet.”³⁹⁸ Besides, for the construction work of *Bursa Tayyare Sineması*, whose project he won after a competition and prepared together with detail projects and technical specifications, he was blamed for making disguises and line his own pockets in his control inspection mission of the work since he obeyed the equality principle and did not give the tender (made with sealed tender method) to the contractor that the employer of the work demanded for the work.³⁹⁹ (Fig. 5.4)

³⁹⁵ “İşler Genişliyor-Keçören’deki Ev”, Ibid, p.247-252.

³⁹⁶ See for more detailed information Ibid, p.250-251.

³⁹⁷ Among the projects demanded from Mimar Kemaleddin Bey, Vedat Bey, Mongeri, some foreign architects, etc.; his project was chosen for *Türk Ocağı* building. “*Türk Ocağı Binası Başlıyor*” Ibid, p.250

³⁹⁸ He also couldn’t take the money of the work he partly finished in Yenışehir, a little ahead of the Ministry of Health building. 30 of the houses he took their constructions with a tender from the municipality, was completed. The situations belonging to the works he completed was approved and signed by the control committee of the municipality. When money was needed, he was taking it from Türkiye İş Bankası. He was considerably owed there. He went to municipality chairmanship to take his money but the municipality stated that they couldn’t give any money and he lived bankruptcy condition since the government didn’t help him. After a series of developments, despite the attempts of important people like Celal bey, he still couldn’t be able to take his money, was just about to go bankrupt and lost considerable amounts of money although he didn’t have specific mistake in the work depending on the conditions of the contract. Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya’nın Bin Yüzü Ankara*, Dost Kitabevi, p.459-460.

³⁹⁹ See for more detailed information Kuruyazıcı, Hasan. 2008. *Osmanlı’dan Cumhuriyet’e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.274.

The structure of his office was enlightening for seeing the properties of any building contractor office of the period. His office was not solely focused on contractor works. There was a division of labour in the office with his partners: “Asaf Bey was resigned from the Ministry and became responsible from the administrative works in the office, material obtaining and control of the *Divan-ı Muhasebat* building work whose contractor was Koyunoğlu. The architect Veli Bey, his other partner, became the head of the atelier that made pipes and karosiman works. So, the firm was also concerned with construction material production and provision of his works. Koyunoğlu was also working on project competitions of some buildings that would be built in addition to his works mentioned above.”⁴⁰⁰ The system was based on sharing different sides of the project and construction works of the office rather than the professional organization of contractorship work with required technical and staff component.

In addition to his practical applications as a contractor-architect, we can also follow Koyunoğlu’s approaches related to the development of construction works from his essays. The constructional aspects of his work and the putting of his profession, architecture, in its right place in the construction medium were his basic concerns. Accordingly, in one of his essays, he was stating the necessity of the participation of the architect to the construction of the building that he designed, the proper preparation and application of construction specifications, the provision of the making of surveys in proper levels and the necessity of making changes in the procurement system since it was based on cheapness in the selection of the contractor for the execution of the work.⁴⁰¹ These arguments included statements about the organization and sustaining of contractorship works. For example, his analysis related to the problematic structure of surveys based on “work according to money” and the omitting of the actual requirements of the work was a serious problem of the construction works of the period since it forced the contractor to choose cheap and insufficient materials, workmanship and technics; and this situation caused the formation of improper public buildings.

⁴⁰⁰ “İşler Genişliyor-Keçören’deki Ev”, Ibid, p.246.

⁴⁰¹ See for more detailed information Koyunoğlu, Arif Hikmet. 1928. “Mimarlarımız ve İnşaat”, *Hakimiyet-i Milliye*, sayı:2446, 29 Nisan 1928, p.2.

Despite the importance he gave to such details of contractorship, it is clearly seen that he gave priority to his profession of architecture when compared with his contractor side. We can see an artist's and an architect's concern rather than the approach of a contractor in his works followed from his project, plan and detail drawings that were obtained from the official correspondences and sources. (Fig. 5.5a, 5b, 5c, 5d, 5e) Indeed, he chose to focus on the practical side of architecture and worked in his works like a masterbuilder or a worker. He practically worked in the formation of the artistic parts of his buildings and wrote on the issues like inkery, masonry, ornament, paint, etc. As his nephew Orhan Alsaç states, he prepared many details and ornaments of *Türk Ocağı* building personally by himself and there was not any assistant architect or technical painter with him.⁴⁰²

He was also seriously critical to the exclusion of architects from the practical dimension of construction works and the sustaining of the works either by the officials of the state or the private entrepreneurships, namely the contractors. So, besides the work of architecture, contractorship was a way of sustaining his architecture and life economically. He can be evaluated as an example of a contractor that made this job for realizing his architectural approaches. In this context, the statement of İlhan Tekeli that “Arif Hikmet might have chosen to be a contractor in order to apply his own architecture”, is meaningful at that point.⁴⁰³ Since he made his contractorship works within the framework of his actual profession – architecture –, the reflections of his being an architect can be seen in the buildings he constructed as a contractor. On the other hand, he also lived the disadvantages of being an architect in especially his contractorship works since engineers were given priority for contractorship of buildings and architects were intentionally aimed to be excluded from these works.

5.2.3. Aydın Boysan: The Hakkari Government House Construction

The construction of *Hakkari Hükümet Konağı* (Hakkari Government House) in between 1946-48 whose controlling director and later the contractor was the architect Aydın Boysan, is enlightening for the understanding of how public building

⁴⁰² See for more detailed information Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul.

⁴⁰³ Interview with İlhan Tekeli

construction and contractorship were sustained in rural areas and towns of the country. The tender of this work was made by the Ministry of Public Works. The construction process started after Aydın Boysan went to Hakkari with a construction staff composed of seven people from İstanbul composed of craftsmen and workers (Hasan, Mehmet, etc.).⁴⁰⁴ Similar problems and conditions that were observed in the construction of public buildings in Ankara were more seriously valid for such constructions especially for the construction material provision issues. Finding the required construction materials and their transportation to the site were a more severe problem for these constructions. Boysan and his staff were even obliged to convert themselves the raw materials into usable form for the construction⁴⁰⁵ Boysan mentions about this situation in his memoirs as such:

We were looking for a solution. There was not any construction material around. The cement was coming from the Sivas factory. It was coming from Sivas to Kurtalan with a truck and without being taken down from the truck, it was coming to Van with a ship. It was carried with animals to Hakkari from Van. There even was not any wood. Planted trees were bought and then cut in saw mill and these cut trees were carried with animals from places around 10-15 km away. Wherever you find the tree... There was no stone. There were only rounded or brook stones which were not suitable for construction.⁴⁰⁶

We can also follow the role of construction material issue from an official correspondence written by Aydın Boysan and his contractor partners to the public authority. In the problems or delays realized without the fault of contractors, the decisions of the state could be observed from this document. Written during the *Hakkari Hükümet Konağı* construction process in 1947-48, the extension request of the period of the contract by the contractors, i.e. Tevfik Sınmaz, Celalettin Seçili and Aydın Boysan, due to the delays in the arrival of cement in the construction site was

⁴⁰⁴ Bayazoğlu, Ümit. (Söyleşi) 2007. “Mimarlık Mesleğine İlk Adım”, *Hayat Tatlı Zehir Aydın Boysan Kitabı*, Türkiye İş Bankası Kültür Yayınları, p.95.

⁴⁰⁵ The materials weren't ready and found in their natural raw situations. These were converted for being suitable for construction by the technical staff of construction itself like the obtaining of wooden or timber from the tree. Ibid, p. 111

⁴⁰⁶ Actually, the problem of finding construction material was a country scale problem. Again, from the memoirs of Boysan, same problem was also valid for the building he constructed in the beginnings of 1950s in İstanbul. He states that “ There still wasn't any construction material in Turkey in this period. It was a very difficult period. There weren't even any cement factories in those years. We made concrete by ourselves by mixing cement, sand and pebble. Ibid, p.95. and “Yapı Yerleri”, Ibid, p. 111

recognized by both the State Council, the related ministers and the president of Republic; and no punishment was given to contractors accordingly considering the conditions of the period. (Appendix A-9)

Besides, there was not any craftsman or masterbuilder, even any worker in Hakkari. “The existing ones were only working for a few days, and then running away. Even Boysan made stonemasonry for two days for the site building construction for an incentive whose required stones were taken out with dynamite, and carried to the site by themselves.”⁴⁰⁷ The disorganized character of the technical, bureaucratic and legal structure of public works during the project preparation, tendering and construction phases also affected the work negatively and became determinant on the progression of the work. “The construction work was unfinished since the survey prepared for the work was not enough” and the later changes or effects that could arise during the work was not considered. The tender law and the organizational structure of state in these works were not proposing solutions to the problems and including required content to formulate these processes. “Accordingly, the remaining part of the work was tendered again and the contractor who took the new tender of the second part of the work made deception in the document by showing as if he made some parts of the first phase by himself.”⁴⁰⁸ Another problem occurred among the partners of Boysan together with the selling of their construction materials by the son of one partner who died in a plane accident. These two cases created a fiscal deficit in the construction work and obliged Boysan and his partner to pay the fiscal deficit amount to the state.⁴⁰⁹ Such issues coming basically from the bad intentions of contractors or responsible officers of the state could also be influential on the sustaining of the public constructions of the period.

⁴⁰⁷ Ibid, p.95 and p.98.

⁴⁰⁸ The principle of the period determined by the tender law that suggested the making of the work only with the amount determined by the allowance of the work, was also a big problem of the public construction works. Since the surveys weren't prepared detailed enough and the conditions of the country usually made great effects on the progression of the work both economically and practically, many public construction works couldn't be finished and some arrangements had to be made accordingly. Ibid, p.106-107.

⁴⁰⁹ Although the state determined that the first deficit wasn't related with Boysan and his partner, they had to pay the second deficit mentioned. For having more detailed information see Ibid, p.106-107.

Consequently, the working of architects as contractors in public building constructions didn't make visible differences on the architectural and technical quality of most of the public buildings in this period apart from few examples seen in the buildings of Arif Hikmet Koyunoğlu. The architects were forming a minority in the public building contractors of the period; and due to the conditions of the country and technical insufficiencies, most of them couldn't find a chance to reflect their disciplinary background to the public buildings they constructed as a contractor.

5.3. Engineers as Contractors

Considering the structural formation of the related offices of the state on construction works and the number of people graduated from the existing schools on the field of construction, engineers were constituting the most effective professional group in public construction works among the whole related technical staff in the country. Although more than architects, the number of engineers was still very low and far from answering the required public construction demands of the country. They also had similar problems with architects in terms of commissioning or professional organization issues. Many engineers were obliged to work in state offices and make masterbuildership in the construction sites simultaneously. But in any case, the emergence of the actual professional identity of contractorship was strongly related with the working of engineers firstly in state offices after graduation, and their leaving of the state for undertaking public constructions as private entrepreneurs after providing the necessary relations with state offices and obtaining the required technical knowledge for the sustaining of contractorship.

Since the related public authorities on construction works were composed mostly of engineers, it supported engineers for being private entrepreneurs in construction works depending on the politics of creating a private entrepreneur class with required amount of capital accumulation for executing public works. Although both architects and engineers were making contractor works in this period, engineers were more dominant both quantitatively and qualitatively in contractorship of public constructions since they were intentionally prepared and supported by the state coming from their earlier or current official duties. So, engineers could be able to provide capital accumulation by making contractorship while architects were struggling to have their professions accepted by the state officially. In this context,

engineers had very definitive roles in the development of contractorship as a profession in this period.⁴¹⁰ Accordingly, some important engineer contractors of the period will be examined in this part who generally worked in great scaled public constructions but also undertook some building works.⁴¹¹

Abdurrahman Naci is an important name in the early engineers of the Republic since he symbolizes one of the earliest examples of the togetherness of capital and engineering knowledge as one of the greatest contractors of the period. “He was graduated from *Mühendis Mekteb-i Âlisi*, started his contractorship career after leaving his official position as an engineer at the Land Office and established a partnership with his brother Nuri Demirağ as the other important great contractor of the period,”⁴¹² who will be examined in the following part.

SEFERHA Firm established by three engineer partners, Sadık Diri, Ferruh Atay and Halit Köprücü, was one of the greatest construction firms of the 1930s and 1940s, which was very advanced from its adversaries in terms of its engineering knowledge. “It was the first firm who applied the method of reinforced concrete pile nailing work in the country; and one of its establishers, Halit Köprücü was known to be one of the first people who applied his engineering knowledge and experience in contractorship services”.⁴¹³ Among the many public constructions he executed, the Sivas-Erzurum railway line that SEFERHA constructed as a second contractor, was one of his most important works. (Fig. 5.6) Similar to many of his contemporary contractor firms of the period, SEFERHA collapsed in the end and divested his works. In the memoirs of Fevzi Akkaya as one of the engineer founders of the other great contractor firm of the period, STFA, and worked previously for SEFERHA after his graduation, the basic work of SEFERHA firm is told as constructing bridges and wharfs. His statements on the working principles and conditions of SEFERHA for the period he

⁴¹⁰ The importance of engineering increased and the institutionalization of contractorship started in the beginnings of 1950s together with Marshall Aid, development breakthroughs and sending of engineers to foreign countries. *Interview with İrfan Tufan Karaoğlu*

⁴¹¹ Some of the entrepreneurs who had taken engineering education before entering into the sector of great contractorship in its early years were the Hazık Ziyal Bey, Behiç Hayri Bey, Hayri Bey, Haydar Bey, Cemil bey, Sadık Diri, Ferruh Atay and Halit Köprücü. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Müteahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.54-55

⁴¹² Ibid, p.54-55.

⁴¹³ Ibid, p.53.

worked in this firm provide clues of why many contractors of the period failed to survive in this period:

In the center, there was an accountant, a purchasing agent and an old veteran designer Artin apart from me and the bosses. There was neither an account system nor a classification or a filing in the documents or projects. And the most important point is that I do not remember any day that we did not experience economic problems. ... Coming to construction sites separated to 14 different parts of the country, anyone who was taking responsibility and owning the work was never appointed. All of them were directed in the hands of irresponsible master builders or subcontractors randomly. After I started to gain seniority in the firm, I started to prevent this complexity. ... Unfortunately, our bosses who were accustomed to work randomly could not achieve this order; they were also sustained for a while after we left, and separated in the end.⁴¹⁴

The STFA construction contractorship firm established by two engineers, Sezai Türkeş and Fevzi Akkaya, in 1943 differs from many of its contemporaries since it has achieved to continue until today. The two founder partners of the firm were graduated from *Mühendis Mekteb-i Alisi* in 1933 and started to work in SEFERHA. Their partnership started in 1938 with their subcontractorship works to SEFERHA.⁴¹⁵ STFA is also important among the other local contractor firms of the period because, “after the winning of *Demir Çelik Limanı* construction work by STFA, the port construction works were also taken in the hands of Turkish contractors.”⁴¹⁶

Haydar Emre is another important engineer contractor of the period from İstanbul that undertook important works in the construction of Ankara. “He was graduated from *Hendese-i Mülkiye* in 1904 and worked as an academician until 1913 in *Yüksek Mühendis Mektebi*. Although Turkish engineers were solely working as state officers until World War I and did not work in private offices, Haydar Emre worked in Samsun-Sivas railway line construction in 1913 as a contractor as one of the first

⁴¹⁴ Akkaya, Fevzi. 1989. *Ömrümüzün Kilometre taşları: STFA'nın Hikayesi*, Bilimsel ve Teknik Yayınları Çeviri Vakfı, İstanbul, p.64.

⁴¹⁵ Ferruh Atay rescued himself after this divestment, Sadık Diri became a director of a tile factory in Bursa and Halit Köprücü became a wage earner engineer in *Public Highways*. Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nürol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.105.

⁴¹⁶ Demir, Abdullah. 2004. *Karabeyaz*, Nürol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.57.

local contractors of the period before the establishment of the Republic. ⁴¹⁷ Haydar Emre came from İstanbul to Ankara for taking public construction works. “His first work that necessitated the carrying of his jobs to Ankara was the construction of *Gazi Terbiye Enstitüsü*.”⁴¹⁸ He constructed *Gazi Terbiye Enstitüsü*, *İsmet Paşa Kız Enstitüsü*, *Ordu Evi*, *Genelkurmay Başkanlığı*, and *Nafia Bakanlığı* buildings as a contractor together with the partnership of the engineer Prof. Dr. Ziya Koca İnan. He established a construction firm named HAYMİL together with the engineer Cemil Arıdurdu in 1936. Afterwards, this firm constructed *Devlet Demiryolları Umum Müdürlüğü*, *Dil ve Tarih Coğrafya Fakültesi*, *Atatürk Lisesi*, *Belediyeler Bankası*, *İstanbul Yolcu Salonu*, *Şemsipaşa Tütün Deposu* and *Heybeliada Senatoryumu*.⁴¹⁹ This firm also constructed *Ziraat Enstitüsü* and *Milli Müdafaa Vekâleti* buildings and *Elazığ-Palu* railway line. ⁴²⁰ So, it also constructed many public buildings in addition to railway constructions in this period. Some other important engineer based great contractors of the period in İstanbul followed from the memoirs of Ergüvenç are:

Great contractors of the period in İstanbul in 1940s were Topçu Mustafa, Nafiz Zorlu, Arı İnşaat and SEFERHA. Arı İnşaat was composed of three friends educated under Hulusi Yolaç. Later on, they became nine people. Yolaç was the owner of the Yolaç Business center in Kızıltoprak. One important contractor of the period was Hayri Yunt. He was one of the founders of the Association of Contractors in 1952. While he was an officer in the Ministry of Public Works, he finished the engineering department of the Technical School and started contractorship after 1941.⁴²¹

Among the contractors mentioned above, “the Arı Construction Firm was established by Mehmet Sadettin (Kara Mehmet) who was graduated from *Mühendishane* in 1922 and made control engineering of railway constructions of the state. The firm constructed the Ereğli Port, several railways, Almus Dam and Haydarpaşa Port together with a foreign partner.”⁴²² So, many of the engineers who made contractorship as private entrepreneurs in this period had firstly worked in state

⁴¹⁷ He worked in the Egypt Office of the Hijaz Railway construction in the 1. World War .. He also executed the 3. and 5. part of Diyarbakır-Cizre line and 1.,2. And 3. Part of Van railway line after the Republic as a contractor succesfully. “Haberler”, Arkitekt, p.91.

⁴¹⁸ Koç, Vehbi. 1983. *Hayat Hikayem*, İstanbul, p.47.

⁴¹⁹ “Haberler”, Arkitekt, p.91

⁴²⁰ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.103.

⁴²¹ Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara. p.51 and p.85.

⁴²² Demir, Abdullah. 2006. “Anılardan Alıntılar” *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.75.

offices before their contractorship careers as seen from the examples mentioned above. On the other hand, the engineers constituted the most successful professional class in the field of construction contractorship from the 1950s onwards. They carried the profession to a very advanced level especially with great contractorship works together with the changing conditions of the country in the 1950s.

5.3.1. Mebus Ergüvenç: The Contractor of the National Assembly Building Construction

In this part, the characteristics of contractorship in public buildings and the roles of engineers on the development of contractorship as a profession will be examined by closely analysing the professional career of the actively working engineer-contractor of the period in public constructions, i.e. Mebus Ergüvenç who was the contractor of the construction of parts of the National Assembly building. Ergüvenç had started Public Works Science School in 1926 and finished it in 1929. It was a high school where partially engineering and partially science education was given. No certificate for engineering was given after the school, but he started to work in the public offices as an officer and appointed to the İzmir Province Public Works Administration after graduation by being given the authority of an engineer.⁴²³ There was an urgent necessity of the country for the well qualified technical staff to execute public construction works and since the number of graduated technical staff was very low, people coming from these high schools were also permitted to work in public constructions as officers. Accordingly, he made inspectorship in public constructions and worked with contractors in these works as a state officer. While working with contractors in public constructions, he was simultaneously executing public constructions that were sustained with the own possibilities of the state. For example, “there was the *Tire Hükümet Konağı* construction executed by two contractors from Bursa”, and “Ergüvenç was the control inspector of the work in 1929-1930.” But he also was constructing “a part of Tire-Aydın road simultaneously” and without any private contractor, he was having the work made in the name of the state with “the

⁴²³ The duration of the school wasn't suitable for graduating as an engineer. It was a clear example that shows how much the engineer was necessary for the country, and an intense struggle was given for answering the necessity. The school was established for educating technical staff as fast as possible. Its duration wasn't suitable but considering the course hours, there was an education as intense as the engineering education. Ergüvenç, Mebus. 2006. “Nafia Mektebi Âlisinden Nafia Vekâletine”, *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.34.

method of *Amele-i Mükellefiye*.⁴²⁴ Then, he was appointed in the Muğla Public Works Head Engineering Science Committee in 1930. Again, he worked in public constructions, and in many of his works, he was executing contractorship, inspectorship and even the craftsmanship of these works. In other words, he had to be concerned with each step of the construction especially for the ones that the related public office was executing without the contractor. So, one of the reasons of the success of the contractors working previously in public offices was their experiences in such public constructions with different official missions. From his memoirs, we can follow the conditions of public constructions and the working of a public office with a contractor in the 1930s:

We almost did not have any material while making the construction. There was not any iron factory in the country. ... There was not anything apart from the Aslan Cement Factory in the country. We were giving some works to contractors. The projects were ours; but their works we could not execute. The contractor was finding and bringing the material by himself. We were doing such an application: A certain remuneration was given to the contractor for executing a certain part of the work in a certain period with a certain material and workmanship. If a change occurred in the program, you had to work differently in the second part.⁴²⁵

It is understood from this passage that the contractor was generally for the provision of the required material, technique and capital to the works which could not be organized and financed by public offices. The contractor was taking certain amount of money after he finished a certain part of the work. So, the contractor's continuity in the work was dependent on this income coming from the public administration during the construction process since many contractors did not have capital accumulation enough for the completion of the work at the beginning of the construction. Besides, it is clearly seen from many of the examples that the engineers were mostly involved in practical sides of construction works rather than the project preparation. In this respect, since contractorship is usually related with practical aspects of construction works, mostly the engineers that worked practically in public

⁴²⁴ See for more detailed information about the method of *Amele-i Mükellefiye* that state had his public works made without giving any money. Ibid, p.36.

⁴²⁵ As stated, the public authority wasn't giving each of his work to contractors. The state realized some of the projects with his own hands. The construction of *Antalya Way* by Ergüvenç is an example of this situation. In such works, the state officer who was responsible from the construction was organizing every step of the construction like a contractor. Ibid, p.41.

construction works found a chance to develop themselves in the field of contractorship.

Afterwards, Ergüvenç made the control directory of a 105 meter spanned bridge in Muğla-Dalaman in 1933 even he was not an engineer.⁴²⁶ Ergüvenç was appointed to Ankara from Muğla for a public mission, started to work at the Building Works Project Office City Planning Comitee and continued to make the control of public works. By the way, he took an engineering diploma after one year education at the Yıldız Technical School. After the school, he resigned from his mission and started to make contractorship in 1940.⁴²⁷ Depending on his background in official positions, he could be able to take contract works mostly on road constructions. His personal relationships with official administrations were the basic determinant of his commissioning for these works. Actually, as a general attitude, the administrations were trying to protect the entrepreneurs including contractors as much as possible.⁴²⁸ His first works were in İstanbul. He established a partnership with contractor Nafiz Zorlu and became his construction supervisor after he made the road project of the unification of the unfinished Marmara Ereğlisi-Edirne line whose contractorship Nafiz Zorlu made. In the specification, the condition that the project being prepared by the contractor was written. Ergüvenç prepared the project, Nafiz Zorlu signed it and it was approved by the head engineering at the Public Works.⁴²⁹ The contractors could also be assigned with the task of project preparation depending on the scope of the specification. There was not any determined order or limit from the service demanded by the contractor. The conditions when the work was intended to be executed, was the basic determinant of the scope of the works of contractors.

⁴²⁶ It was basically because of the insufficiency in the number of educated technical staff. He states that there even wasn't enough construction master builder in the country and Bulgarian master builders worked in the constructions. Although he wasn't an engineer, he was the inspector of one of the biggest bridges of the time. He says "All these bridges were made by Hungarian and Bulgarian master builders; they also worked in the public constructions in Ankara. Ibid, p.43 and 47.

⁴²⁷ Ibid, p.47.

⁴²⁸ The contractors were demanding price differences in their works. Depending on their contracts, Topçu Mustafa and Arı İnşaat could be able to take price difference, but the others couldn't. The negotiations started about the issue. As the construction supervisor of Nafiz Zorlu, Ergüvenç signed %35 price difference demand despite the appeals of Nafiz Zorlu. After a short period of time İkbâl Adil Bey (chief engineer of Karaköy Yolları Müfettişliği) and Selahattin bey (his assistant) came to the road construction of Ergüvenç and Zorlu. They liked his quality of work and gave %90 price difference. Ergüvenç states that "As the man of contractor, I demand %35; the administration gives %90." This price was also our right. I told this to show the difference of the administration of that period. Ibid, p.50.

⁴²⁹ Ibid, p.50.

Ergüvenç worked for four years with Nafiz Zorlu in different works and then started to undertake works individually until he was taken to the army. Depending on the tradition of trust based relationships between contractors and public offices in those years, and the popularity and success of his previous works, he could also be able to take public constructions without getting into the tender. Even in his military mission, İkbâl Adil Bey (chief engineer of *Karaköy Yolları Müfettişliği*) proposed Ergüvenç to make him the contractor. After his military mission, they gave two works to Ergüvenç in Kağıthane and Kumburgaz, costing 30000 liras each.⁴³⁰ As seen, even when he was not a contractor, he was called by the public authority to make contractorship. This was partly because of the lack of private entrepreneurs to execute public construction works and the aim of the public authority to create and support the private entrepreneur in order to fill the gap in this field.

The Construction of the National Assembly Building

As his first great scaled public construction work after he started to make contractorship, Ergüvenç took the tender of the “construction of the four large halls and the winter garden of the new building of the National Assembly. He took the work with 18 % price reduction. It was one of the most expensive public construction works of the period costing almost 1.5 million liras.”⁴³¹ Its project was obtained after a competition in 1938 that was won and executed by the architect Clemens Holzmeister. (Fig. 5.7) “The construction started in 26 October 1938 on a 350.000 m² site. The static project was also given to Holzmeister with an additional contract. The whole construction continued from 1938 to 1962 depending on the negative conditions of the country such as the problems of the the World War II context, economic insufficiencies and inadequacies in finding required workers and technical staff.”⁴³² (Fig. 5.8a, 8b) The part of the National Assembly building construction that

⁴³⁰ The tradition of the calling of official administrations to the contractors they wanted to work with, also continued in 1950s. For example, Makina Kimya Umum Müdürü directly called Ergüvenç for any construction work in Kırkkale factories and told him to start the work. And he usually executed the work after taking the work with %5-6 price reduction. Ibid, p.58 and p.93.

⁴³¹ Ibid, p.62.

⁴³² The usage of stone was proposed in the facade of the Assembly building so as to increase monumentality. The sotonnes were brought from the Stone quarries opened in Malıköy and Eskipazar. So, the architectural decisions of the building were already taken by the public authority like many public building examples of the period. Alpagut, Karşlı Leyla. 2010. “III. Türkiye Büyük Millet Meclisi Binası”, *Clemens Holzmeister Çağın Dönümünde Bir Mimar*, Boyut Matbaacılık, Eylül, p.99-104.

Ergüvenç executed as a contractor started in June 1944. The construction was very large in terms of the number of people working in the construction site and the quality of the work executed considering the conditions of the day. “100 iron workers and 150 carpenters worked in the construction site. Besides, 150 workers were working in the soil work of the construction. 35000 meters iron was laid down. There was 150000-160000 meters cast, a timber cast. The timber was given by the administration. 15000 square meter asmolon was laid down. 33000-34000 metre cubes concrete and tons of iron were used.”⁴³³ In this respect, a professionally organized contractorship was a necessity for the execution of the work. Ergüvenç experienced many problems during the construction process varying from the obtaining of the required construction materials to the finance of the construction process. He especially experienced problems in this work due to getting into debt. It was such an important problem for him during the work that Vehbi Koç, as one of the contractors of the period in Ankara, called Ergüvenç and offered a help for this work.⁴³⁴ It is significant since it exemplifies the solidarity among the contractors of the period. Even in the construction of the National Assembly building, finding the required construction material was a problem and the existing materials were not enough to execute the job properly: “There was iron in the market, but it was for import. Karabük was too new these days; it was producing iron, but its production was in limited amounts. There even was not any flat iron in the market.”⁴³⁵

Ergüvenç worked with a master builder called Şevket Kalfa in this work graduated from the Construction Craftsman School that had previously been giving education in Sultanahmet as a master builder school. Some of the people graduated from this school became architects after passing an examination. The wage of Şevket Kalfa was 500 liras in 1944 for this work.⁴³⁶ The construction site engineer was Bekir Bey and Ergüvenç was paying 170 liras to him. Şevket Kalfa was more influential and donated with stronger authorities when compared with the construction site engineer.

⁴³³ Ergüvenç, Mebus. 2006. “Nafia Mektebi Âlisinden Nafia Vekaletine”, *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.63-64.

⁴³⁴ Ibid, p.63.

⁴³⁵ Ibid, p.63

⁴³⁶ Ergüvenç says: it's a big money for that day but I don't change Şevket with 10 engineers. He has two master builders near him; hamdi and Mustafa, and two ironwork craftsmen. Ergüvenç says they were good craftsmen. His construction worker daily wages were about 90 kuruş ... The craftsmen were taking daily wages from 2 to 3 liras. Ibid, p.64-65.

The more payment of the master builder from the construction site engineer is an important issue. It was an indicator of the efficiency of master builders even in one of the most important public constructions of the period and the disorganized structure of construction site organizations with respect to technical hierarchies. It was also partly related with the insufficiency in the number of engineers-architects qualified enough for these works and the continuity of the effectiveness of master builders in construction works of the country. There was another contractor in the front part of the construction complex and Ergüvenç was executing the back part of it. Namely, the work was divided in the tender of the construction. The front part of the construction was in the form of a framework and iron was being carried from this part by the workers under very difficult conditions.⁴³⁷

The analysis of the construction process of the National Assembly building shelters many clues for the understanding of how public buildings came into existence and the roles of contractors in this process. There was not any established system in the sustaining of the construction just like many other contemporary examples. Ergüvenç was orienting the site with his own creativity and without an officially defined construction flowing scheme. The coincidences were also effective in the succession of the work. He had to deal with every detail of the construction and solve the problems alone with the obligation of finding quick solutions while simultaneously providing the continuity of the work in financial aspects. Momentary solutions were the key word for the execution of the work and it was also valid for many other constructions of the period. Ergüvenç was sustaining the construction with his engineering background coming from his experience in public missions and inventing unique solutions as a contractor for the sustaining of the construction which did not usually include contemporary technical and organizational applications in terms of contractorship as a profession. Relatedly, the construction process is expressed by Ergüvenç as such:

There was not any factory like present days, we did everything by ourselves ... the system was as such in the construction: The sand and gravel were coming to the station by train, and then brought to the construction site from there by car ... I bought railroads from Karabük and laid them down in every

⁴³⁷ Ibid p.65.

part of the construction site. The narrow-gauge railroads were carrying concrete to every corner of the construction.

The conditions of the period were the basic determinants of the contractorship sustained in the construction in terms of financial and technical applications as well as construction material provision for the building. Ergüvenç was obliged to produce his own system and solutions in the work, which led the successful completion of the work being determined by his engineering applications and success of his choices during the work. The National Assembly building construction is also informative for the understanding of the organizational authority on the work, the role of the architect and the relationships of the architect with the contractor. As stated previously, “the project of the National Assembly building was made by Holzmeister. He had an assistant named Vazdapel who stood in the head of the construction.” Ergüvenç was not interfering with the architectural decisions and projects as much as possible and trying to apply the requirements of the project by collaboratively working with the architect of the building. He states that Vazdapel was creating problems to him frequently. The technical staff including Ergüvenç was directly responsible to the Assembly, whose construction director was Latif Doğu,⁴³⁸ who was controlling the essential parts of the work although he was not related to the Ministry of Public Works.⁴³⁹ The National Assembly had a commission composed of five people. Besides, Holzmeister had an office and there was Vazdapel representing him in this office. There were Turkish architects in this office and the Assembly had a control organization on top of all these. Ergüvenç was stating about the conflicts and disputes they mutually lived with Holzmeister for the issues related to work. He states that Holzmeister did things in the project which were impossible to be applied.⁴⁴⁰ But in any case, there was a reciprocal respect and harmony between Ergüvenç as the contractor and Holzmeister as the architect of the work with respect to the disciplinary choices and applications. The contractor Ergüvenç was solely responsible from financial and constructional aspects of the work, whereas, the architect Holzmeister was responsible from the right application of his project during the construction. (Fig. 5.9) The sides of the work, namely Ergüvenç as the contractor and the office of Holzmeister as the architect, were preparing diaries and these were

⁴³⁸ Ibid, p.66.

⁴³⁹ Ibid, p.66.

⁴⁴⁰ Ibid, p.66.

distributed to each other and also to Latif Doğu as the representative of public authority.⁴⁴¹ The construction was finished at the end of 1946. But the problems related to construction continued afterwards. There came out water from the ground of the heating installation of the Assembly from five meters. Ergüvenç blamed the project of Holzmeister again for this result. A new tender was made for the connection to canalization and the work was given to another firm.⁴⁴² So, the preparation and application of the project comprehensive enough for the contractor or any other applicator to unproblematically execute the construction, could not be achieved properly. Hence, the case exemplifies a basic problem of construction contractors of the period.

5.3.2. The Engineer as a Contractor: İrfan Tufan Karaoğlu

The memoirs of İrfan Tufan Karaoğlu who undertook both engineering and contractorship works in the 1950s are illuminative for the understanding of both the construction contractorship in this period and the positions of engineers accordingly. Since 1950s didn't witness radical changes in terms of public building constructions and their contractorship services, the works Karaoğlu executed either as an engineer or a contractor might be illuminative for the understanding of public constructions and the role of engineers as contractors in early Republican period. Karaoğlu firstly started engineering as an officer of the state in public constructions and worked in different parts of the country. In his first work, "the owner of the construction of Koşuyolu 1. Part (1952), for which Karaoğlu worked together with the architect Hikmet Günay, was the Emlak Credit Bank and it was distributed to several subcontractors for finishing the construction of the district fastly. The construction site was working in fully conventional system, with harvest brick and hand mix concrete. The worker groups were taking the concrete to the floors with hand

⁴⁴¹ Ergüvenç defied Holzmeister in many times depending on the problems occurred due to the project during the construction. He stated that Holzmeister grant a right to him in these issues and he was on good terms with Holzmeister. They met each other in the construction and Holzmeister was giving mark to him for all the works Ergüvenç executed. Ibid, p.66.

⁴⁴²Ergüvenç was charging Holzmeister's project for the problems occurring in the construction. "Holzmeister's project had good drawings and seem good when you looked at it, but they were very difficult to be applied. I explained these properly to him, he gave right to me, I redrew some parts, he accepted and continued together." Ibid, p.73.

counters.”⁴⁴³ So, it is one of the examples of constructions showing that the years of 1950s did not bring radical progress and changes as mentioned above in terms of building construction contractorship.

The Hilton Hotel construction for which Karaoğlu worked as an engineer right after his graduation, started in February 1953. It is an important example since it included one of the most organized construction processes in Turkey with its professional technical staff and background. Besides, it concretely exemplified how contemporary contractorship was made in the modern-western context and developed disciplinary applications in this period. “The architectural projects of the building were prepared by Skidmore Owings and Merrill architecture office together with Sedat Hakkı Eldem. The static and reinforced concrete projects were prepared by Sait Kuran” and Karaoğlu was working with him. “He established an office in the place of work. The contractor of the work was German Dikerof Widman and the owner of the work was the control supervisor architect Macit Derbent.”⁴⁴⁴ It was a very serious construction and provided the chance of seeing the construction techniques and approaches of foreign countries in construction works. Karaoğlu defined his working place in his memories as ‘the best place in Turkey’. “The main principles of architectural projects were drawn in America. The appropriateness of application projects to architecture was controlled by Eldem. Then, they were also controlled in the office established by the contractor firm Dikerof Widman in the construction site and applied after taking an approval.”⁴⁴⁵ The static projects were also similarly controlled and applied after the approval of the static office of the German contractor firm. So, the required phases for the contemporary preparation of an architectural project and its application in the construction by the contractor in this period was executed in this building construction. The disciplinary limits and technical hierarchies between the administrative authority, contractor and technical-worker staff of the work were clearly determined in this work.

⁴⁴³ In his memoirs of this construction, he expresses the heart rending situation of the construction technology in Turkey even in an officially financed and organized large-scaled construction in İstanbul. Karaoğlu, İrfan Turan. 1994. “Çocukluk ve Eğitim Yıllarım”, *60 Yılda Öğrendiklerim Yaşadıklarım Yaptıklarım 1931-1991*, Tasarım-Baskı Kültür Ofset Ltd. Şti. Ankara, p.43.

⁴⁴⁴ Ibid, p.45

⁴⁴⁵ Ibid, p.43 and p.72-77.

Afterwards, Karaoğlu worked as a state officer in the construction of the second Çayeli Tea Factory tendered by *Tekel Umum Müdürlüğü* in 1954. The first factory had already been constructed and Karaoğlu and his staff enlarged the factory and doubled its capacity. It was the first tea factory in the country, and then the Gündoğdu Tea Factory was tendered. “The contractor of both these factories was Şerif Çapan. Karaoğlu resigned from the state and started to work in these factories with the proposal of Çapan after a contract they made accordingly.”⁴⁴⁶ So, the tradition of the moving to contractorship after working in official positions, also continued in the 1950s. The construction finished in March 1956. “Foreign exchange squeeze was creating problems in both these works. The construction materials were imported and borrowed with foreign money. The cement and iron was coming from Germany in 1955. There aroused problems in the coming of gum, zinc, tin, etc.”⁴⁴⁷ Consequently, the problems of contractors were similar to those of the early Republican period in many respects. Besides, the engineers and architects continued to face with similar problems professionally in this period. The actual developments in the field of contractorship were going to be seen in the field of great contractorship in this period together with the changing politics of the state on public works and technical staff of the country. For seeing the actual situation of construction contractors in the 1950s in general terms, Karaoğlu’s statements for the period he made engineering and contractorship, are enlightening:

Actually, the formation of all the contractor firms in Turkey were very simple in those days. It was a team composed of an accountant, store keeper and consistently changing workers. Employing an engineer was a modernity.⁴⁴⁸

On the other hand, by looking at these two engineer-contractors of the period, it can clearly be stated that the engineers constituted the most powerful and effective class in construction contractorship works among the educated technical staff of the country. This situation had several reasons; but probably the most important reason

⁴⁴⁶ See for more detailed information Ibid p.72-77.

⁴⁴⁷ The conditions and problems of construction works didn’t radically change in 1950s in terms of the provision of the construction materials and the organization of the site. The trucks necessary for the construction site were always provided from the market on hire. That’s why the works could lately be completed. There wasn’t any iron in construction sites in general and the official administrations were usually providing the iron from his own sources. Karaoğlu demanded iron from the administration with a condition of making the work with a workmanship price and this demand was accepted by the administration in one of his works. Ibid, p.87. and p.108.

⁴⁴⁸ Ibid, p.108.

of this situation was their ongoing dominancy in state offices related to construction works from the late Ottoman period onwards. Besides, it had a longer history as a profession when compared especially with architecture and its disciplinary requirements and technical background was recognized by the public authority as the employer of public works. Accordingly, they were conceived as the important elements of the formation of the intended national bourgeoisie holding private capital accumulation in hands by the officials of the Republican state.

5.4. Other Professionals as Contractors

In the early Republican period, people coming from professions apart from construction works started to get into the business of public construction as contractors by taking tenders. Considering the fact that the state was the most powerful employer of the period and construction works were one of the most revenue generating fields for any private entrepreneur, many people with a certain amount of capital saw making contractorship of public constructions as an opportunity to progress and gain more money in their business careers. These people held such an important place in the construction medium that they executed many public buildings and great scaled public works (railways, roads, bridges, etc.) and provided large amount of capital accumulations. Since they did not have any professional background about construction works, technical aspects of the works were sustained by the technical staff working under them. The numbers of these contractors coming from disciplines other than engineering or architecture were more than the ones educated in those disciplines related to construction works. That is basically because public construction works presented a high amount of capital to private entrepreneurs or capital owners. Since there were not enough technical and capital accumulation in engineers or architects yet, the contractorship of public works was highly dominated by these people. Accordingly, they were solely concerned about the financial process of the work and the provision of construction materials to the site. Although some of these contractors succesfully executed many public constructions, they could not be permanent and could not stay in this field after the 1950s. One of the basic reasons of their disappearance from the field after this period was their lack of disciplinary and professional approach to the issue. It could be argued that their points of views of seeing contractorship as a financial

gaining field based on solely capitalist consideration and not making any struggle to develop both the profession itself and themselves professionally prevented the progression of contractorship as a profession.

Two important contractors coming from other disciplines who executed both building and large-scale public works will be examined at this point as typical examples of the processes mentioned above. Nuri Demirağ is the first example of these contractors who was not educated in engineering or architecture. He was involved in commercial activities rather than construction works and provided a capital accumulation before he started building contractorship. “He closed his import and export office, and started contractorship with his brother engineer Abdurrahman Naci. He constructed Karabük Iron Steel Complex (1930), İzmit Paper Factory, Bursa Merinos Factory and Sivas-Erzurum Railway Line (1938-39) as a contractor while executing railway constructions and other works.”⁴⁴⁹ His contractorship career can be summarized as follows:

As the person who established the first plane factory in Turkey, Nuri Demirağ was a railway contractor from Sivas. In the beginning, he did not have the capital for joining large scale tenders. He gained an important capital accumulation with the tenders given to him during the one-party period and completed the construction of many state factory constructions. He constructed an airport in İstanbul-Yeşilköy, a plane factory and a pilot school in the same place with his personal struggles.⁴⁵⁰

The second contractor to be examined, Emin Sazak, “was the Eskişehir deputy at the National Assembly starting from 23 April 1920 until 1950. Besides, he was the greatest shareholder and one of the founders of the İş Bank. He acted as the chairman of the Ankara Chamber of Commerce between 1930-33 and in 1935.”⁴⁵¹ He could work as the director of his contractor firm while he was a deputy in the parliament. “He established his firm *Cumhuriyet İnşaat Türk Anonim Şirketi* in 26 October 1925”

⁴⁴⁹ For having more detailed information about Nuri Demirağ, see Çetin, Birol. Çevik, Osman. 2005. “Cumhuriyet Dönemi Sanayci ve İş Adanı Profili”, *İstatistikî Veriler Işığında Cumhuriyet Dönemi Şirketleşme Tarihi*, siyasal Kitabevi, Ankara, p.27-28.

⁴⁵⁰ Ibid, p.27-28.

⁴⁵¹ Sazak, M. Emin. 2007. “Emin Sazak”, *Meclis Konuşmaları 1920-1950*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim, p.5.

that lasted for 20 years. The capital of the firm was 500 000 liras.”⁴⁵² *Cumhuriyet İnşaat Türk Anonim Şirketi* was one of the first Turkish firms that entered into the business of railway constructions. (Fig. 5.10) Accordingly, the firm of Sazak undertook many railway tunnel and bridge constructions. The contractorship of works was taken on behalf of his brother Habip and the engineers Şevki and Behiç Bey.⁴⁵³ He constructed the Ankara-Kayseri Line (240 km), many buildings and factories in Bafra and Beylikahır.⁴⁵⁴ His railway constructions exceeded 1000 km. He also constructed *Evkaf Apartmanı* and *Çocuk Esirgeme Kurumu* as a building construction contractor in Ankara.⁴⁵⁵

There were many other contractors apart from these two who executed contractorship for a certain period of time rather than making it as a career and developing in this field.⁴⁵⁶ Accordingly, there emerged a certain amount of contractors in the country who contributed to the development of contractorship by professionals in disciplines other than architecture and engineering by mainly considering the monetary aspect of this field of work. Actually, this was resulted from the politics of the state that did not take into account the formation of the necessary basis for the professional organization of contractorship. The tender laws of the period were providing the participation of everybody into public tenders to undertake public constructions. On the other hand, these people from other disciplines were inevitably necessary for the

⁴⁵² See Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. Şti. Ekim and Sazak, M. Emin. 2007. “Emin Sazak”, *Meclis Konuşmaları 1920-1950*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim.

⁴⁵³ He expresses the establishment of his firm as such “There isn't a popular, dispersed and a strong firm in the country yet. And we are introduced in the eyes of the state and society as “business maker.” The country needs many railways, etc.. public works services. Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. Şti. Ekim, p.225, p.226 and 231

⁴⁵⁴ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.102.

⁴⁵⁵ Sazak was also the first contractor who went to a foreign country as a contractor for his work. For having more detailed information about the issue see Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. Ve Yayın. Ltd. Şti. Ekim, p.352.

⁴⁵⁶ **Kemal Dedeman** is also an important contractor of the period coming from other disciplines. His first work was the construction of the platform that Atatürk made his *10. Year Speech*. (1933) He participated the tender and undertook the contract work. Some of his works were soil excavation of *Karabük Demir Çelik*; the asphalt and mass housing construction works of *İnhisarlar idaresi, Dinamit Deposu, Kütahya, Yeşilköy, Etimesgut, Kayseri* and *İzmir Airport*. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Cumhuriyet Kuruluyor”, *İnşaatçıların Tarihi Türkiye'de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.74.

sustaining of these public constructions since there were not enough technically qualified capital owners in the country to completely answer the requirement.

5.4.1. The Contractor Vehbi Koç

Working initially in the sector of commerce, Vehbi Koç represents an important figure in the public construction contractorship of the early Republican period symbolizing a contractor type partly mentioned above. His basic motivation for beginning to work as a contractor was the fastening and increasing construction works and state contracts in Ankara. The demands created by state officials and the leaving of most of the minorities from the country who mainly practiced commercial activities, were also effective on his choice.⁴⁵⁷ The professional life of Vehbi Koç on construction works started with “the firm *Koçzade Ahmet Vehbi* that he established in 1926. In 1927, he was selected as the director of the Ankara Chamber of Trade administrative committee.”⁴⁵⁸ He continued to work on the trade of construction materials both before and during his construction contractorship works. Being always effective on the market of construction materials in this period together with his commercial activities in this field and official position at the Chamber, he represented a contractor type influential on both the construction and construction material sides of the work. Although the development of basic construction materials was determined by the decisions and applications of the state, the contractors from other disciplines were holding the majority in their own fields effective on the trade and application of construction materials. The basic reason of this situation was that these contractors were usually concerned with the financial dimension of the work rather than giving priority to its technical aspects depending on their professional origins. Accordingly, before his contractorship works, “while sustaining hardware works, [Vehbi Koç] brought construction materials like cement and faucet, and Marseilles type tiles afterwards.”⁴⁵⁹ He established a tile factory and commersed on manufacturing-trade of this material while intending to get into public

⁴⁵⁷“Türk Sanayiinin İmparatoru Vehbi Koç”: *Türkiye’ye Enerji Verenler*, 2010. Gama Holding, Keşişim Yayıncılık ve Tasarım Hizmetleri, Şubat p,27.

⁴⁵⁸ Dündar, Can(Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.59.

⁴⁵⁹ Ibid, p.14-15

construction tenders that immensely increased after Ankara became the center of the Republic.⁴⁶⁰ (Fig. 5.11)

The first construction work of Vehbi Koç as a contractor was the construction of a residence in Yenışehir that was tendered by the municipality. He worked in many construction works as a contractor including this one together with Erzurumlu Nafiz Bey whom Koç defined him as “the greatest contractor in Ankara”.⁴⁶¹ Besides, “he took common works with radiator engineers Mösyo R. Thamm and Daniel Burla. In 1928, they took the installation work of the radiator system of the Ankara Law School with a bargaining type bidding agreement.”⁴⁶² The first great scaled public work of Vehbi Koç was the *Ankara Numune Hastanesi* construction. He had already gone ahead in construction works in addition to his construction material selling works, and intending to make greater works. “During the period of the Health Ministry of Refik Saydam, the only concrete part of *Ankara Numune Hastanesi* was tendered to a German firm- Riedlich und Berger, and this firm realized his contracts. For the completion of the hospital, all the works apart from concrete such as plaster, paint, pipe, electricity, elevator, etc. were necessary for the building to be used. All these works were tendered as a whole.”⁴⁶³ “[Vehbi Koç] joined the tender of this work in 1932 together with Burla Brothers depending on an agreement made reciprocally, and became the preferred bidder for the electricity and elevator installation of *Ankara Numune Hastanesi*. The price of tender was 530000 liras. When Vehbi Koç took the tender of this work, Refik Saydam, the Minister of Health of the period, believed that such a job could not be achieved by Turks, created some difficulties accordingly and made a condition of foreign partnership in this work. Accordingly, Vehbi Koç went to Germany and contacted German Firm Yehlisli Tekilman for using its name in this work.”⁴⁶⁴ The firm gave its name with 20000 liras depending on a contract including conditions such as that they would not take any

⁴⁶⁰ The trade of construction materials was controlled by *İhzarat ve Tedarik Komisyonu* in Ankara in this period. See for more detailed information. “İnşaat Mütcahhitliğine Nasıl Başladım?”, Ibid, p. 74.

⁴⁶¹ Ibid, p.75-76.

⁴⁶² Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p.464.

⁴⁶³ “İlk Büyük Taahhüt İşim: Ankara Numune Hastanesi”, Dündar, Can(Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.76-77.

⁴⁶⁴ See for more detailed information Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Mütcahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Mütcahhitlik Hizmetlerinin gelişimi ve Türkiye Mütcahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Mütcahhitler Birliği, p.71.

responsibility and that the wage of the engineer they would send for the work would be paid.⁴⁶⁵ Similar to the lack of confidence of the public authority to architects for the design and construction works of great scaled public projects in the early Republican period, there also was an untrust of state officials in the capability of Turkish contractors. This was also one of the basic reasons of the sustaining of public constructions by foreign contractors in this period.

Providing the construction material to the construction site and the necessary capital during the work were the most common problems of the contractors of public constructions executed in this period. Generally, the required construction material had to be imported since there even was not any possibility to provide the basic materials like cement at the time. The state was also aware of this difficulty especially for the execution of such huge works. Accordingly, “there was a statement in the specification of the work saying that the cost of the construction materials coming from foreign countries was going to be paid with the method of exchange together with the import of specific materials like egg and tobacco.”⁴⁶⁶ Accordingly, Koç made agreements with egg importers for paying the prices of the necessary construction materials. Actually, there was not enough capital in both the contractors and the state for the sustaining of such public constructions. Relatedly, the tender law was proposing a payment mechanism usually after the completion of the work part by part. That is why such mechanisms were considered in the specifications of the work. Since he did not have any educational background in the technical execution of the work, he agreed with an installation engineer for the work named M. Pester.⁴⁶⁷ The construction process including the provision and especially transportation of construction materials was difficult in many senses. For example, even the cement required for construction plasters was not present in the country and it was brought

⁴⁶⁵ Only after the agreement document was brought to the Minister, then he gave the tender of the work to Vehbi Koç and his partner - Burla Brothers. He attorned Ali Rıza Bey as the responsible control of the work and dictated them to obey every will of him during the work. “İlk Büyük Taahhüt İşim: Ankara Numune Hastanesi”, Dündar, Can(Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.76-77.

⁴⁶⁶ Ibid, p.76-77.

⁴⁶⁷ Ibid, p.76-77.

from Sweden and Norway.⁴⁶⁸ “The year that Koç took the tender of this work was 1932 and it was obligatory to finish it in 1933 for the 10th anniversary of the Republic. He succeeded to finish the work for the Republican National Holiday in 1933. (Fig. 5.12a, 12b) It was his greatest work until that day and the building became the largest in Ankara.”⁴⁶⁹ In addition to the construction of *Ankara Numune Hastanesi*, he made the contractorship of *Ankara Devlet Demiryolları Hastanesi*, *Cebeci Çocuk ve Doğum Hastanesi* and *Ankara Hastanesi*.

Vehbi Koç had always been involved in construction material trade work including the period he made contractorship in the early Republican period as mentioned above. He has constructed a construction material shop building in front of the İş Bank building in 1937 whose project was prepared by Ernst Egli.⁴⁷⁰ Besides, in 1939, he also opened a construction material shop in İstanbul in the ground floor of the building he newly constructed for his firm in this city.⁴⁷¹ In this context, he was mostly concerned with the provision of the construction material to his construction sites rather than focusing on the constructional aspects of his contractorship works. Besides, he was concerned with the finance provision and organization of his works. The technical dimension and organization of his construction sites was sustained by specialized technical staff that Koç employed in his works. Besides, he brought foreign specialists with special permissions from the state for his public contract works. He came into important and powerful positions in the construction material sector. For example, he was also dealing with cement trade and very effective on the formation of the market of this material starting from the last days of this period. In his memoirs, Mebus Ergüvenç states for Vehi Koç that “He had bins full of cement, he was a very talented merchant and was bringing cement by hook or by crook”.⁴⁷² He had such a power on the cement sector in this period that he could create a monopoly in the sector if he desired. During the construction of *Ankara Hospital*,

⁴⁶⁸ The cement was coming from Sweden and Norway to Derince with ships and carried to Ankara with a railway. When the ships came to Derince, he was going there from Ankara and dealing with the discharge of materials. Ibid, p.76-77.

⁴⁶⁹ Ibid, p.76-78.

⁴⁷⁰ Ibid, p.92.

⁴⁷¹ He brought Muhterem Kolay to his firm simultaneously with the opening of this shop who was an important name in the trade of construction materials in this period. Ibid, p.66.

⁴⁷² Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.77.

Vehbi Koç was borrowing cement from Ergüvenç. From the memoirs of Ergüvenç, the role of Koç in this field can be understood:

While there was not any pipe factory in the country, he was importing pipe from outside the country ... In those years, there was a cement factory only in Sivas. Koç was bringing cement from outside the country, namely he was the main trader.⁴⁷³

Koç was aware of the potential of trade and contract works and aiming to enlarge his works to İstanbul. Accordingly, “he established his İstanbul Office as *Vehbi Koç ve Ortakları Kollektif Şti.* with a capital of 100000 liras in 1937 by establishing partnership with İsrail Efendi and Emin Bey. The 15 % share of the firm was belonging to İsrail Efendi, 15 % to Emin Bey and 70 % to Vehbi Koç. After a period, again in 1937, he added Bay Altabef to his partnership in the firm; his share decreased 15 % and the others including Bay Altabef had all shares of 15 % in the firm.”⁴⁷⁴ The contractorship of Vehbi Koç in İstanbul includes hints for the understanding of contractorship sector in İstanbul and the organization of any contractor firm in this period. He found a chance to meet big firms in İstanbul and as the contract works progressed, he was introduced with the great contractors of the state and enlarged his vision.⁴⁷⁵ The contractorship career of Vehbi Koç in İstanbul also shows the continuing effectiveness of minorities in public contract works in this period. Depending on his heterogeneous population and socio-economic structure, the ongoing leading role of foreigners and minorities in İstanbul coming from the late Ottoman period had still a very powerful role in the orientation of the construction market and the economy of İstanbul. In this respect, İstanbul presented rather a different perspective in the development of contractorship in Turkey. The contractors of İstanbul were coming to Ankara for public contracts of the state but there was still a different agenda in the ongoing works of İstanbul. There were mostly residence constructions with respect to construction works and the leading elements were the master builders and craftsmen. These people were composed mostly of minorities and including the architects and engineers, the minorities especially in İstanbul were making contractorship rather than engineering or architecture.

⁴⁷³ Ibid, p.77.

⁴⁷⁴ The aim of this inclusion was to provide a staff that knows and sustains every aspect of his works. His three partners were staying in İstanbul, Koç was staying in Ankara. Dündar, Can(Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.66.

⁴⁷⁵ Ibid, p.64.

Koç also worked on different types of public construction works as a contractor. “He constructed the Elazığ-Van railway line (70 km) as a contractor together with Haydar Emre Bey who held an office in Kınacıhan.” Haydar Emre Bey took great contract works in Ankara as analysed in the previous part and since he did not have sufficient capital, they took works as partners including this one.⁴⁷⁶ “Vehbi Koç undertook this work together with Haydar Bey with a price of 6 million liras. The work started in 1939. Due to World War II, the prices started to increase and the capital and credits had gone.”⁴⁷⁷ A similar situation was valid for many contractors of the period. They could not compete with this situation but depending on the politics of the state for protecting and saving the private entrepreneurs of the period, and the influence of personal relationships between the state and private entrepreneurs; the state made an arrangement for saving Haydar Emre and Vehbi Koç in this work. The Prime Minister of the period, Refik Saydam, personally interfered with the issue, met with the two contractors and found a solution considering the conditions of contractors.⁴⁷⁸ So, the issues about such public works could also be brought to the highest levels of the state depending usually on the connections of the contractor of the work with the state. The work they took with six million liras were finished with 15-18 million liras but together with the help of the state, they even made a profit from this work.⁴⁷⁹

Vehbi Koç made contractorship for 10-15 years.⁴⁸⁰ He stated that he could not earn money from construction works as a contractor. He also stated that he could be able to continue in contractorship works in this period thanks to his works in construction material shop. “The disregarding of the difference between the good and bad contractor by the state, the giving of the public contract works to the contractor who gave the lowest price for the work depending on the tender law no: 2490, and the inconsistent economic structure of the country were the basic reasons for his leave of

⁴⁷⁶ Vehbi Koç defines Haydar Bey as a clever and serious contractor who had safe money and taking his materials immediately after he took the work for not taking any risk. Since he worked seriously, the public administrations liked him. Ibid, p.79-80.

⁴⁷⁷ The war had great effects on the country and depending on the character of their works; contractors were composing one of the mostly effected group in the country. The price of 1 kg wheat was 10 kuruş and the daily wage of constructon worker was 1 lira when the work was started. Two years later, these prices became 1 lira for the wheat and 4 liras for the daily wage. Ibid, p.79-80.

⁴⁷⁸ See for more detailed information Ibid, p.79-80

⁴⁷⁹ Ibid, p.79-80

⁴⁸⁰ Aydın, Suavi. Emiroğlu Kudret. Türkoğlu, Ömer. D. Özsoy, Ergi. 2005. *Küçük Asya'nın Bin Yüzü Ankara*, Dost Kitabevi, p.464.

contractorship.”⁴⁸¹ In this respect, monetary reasons were the basic determinant since he was approaching the issue as a business man aiming to gain money and make a profit rather than a man seeing contractorship as his actual profession in which he needed himself to develop technically and professionally.

Although he was a contractor coming from another discipline, he was commonly suffering from the problems that each contractor of the period simultaneously suffered. So, there was a common agenda of the contractors for the problems they faced with while executing their works independent from their professional origins. He drew the profile of different contractors that he met during his contractorship works in his memoirs and expresses “the good contractor as the one who calculates the material necessary for the work correctly and takes the work in its time without making speculation.” He defines two contractors of the period, Haydar Emre and Bedrettin Tümay, as such.⁴⁸² His actual criteria for the successfully executed contractorship was also based on material and financial aspects rather than realizing the professional requirements of contractorship. Under these circumstances, “he gave up the business of contractorship in the 1940s.”⁴⁸³

5.4.2. Erzurumlu Nafiz Bey: The Contractor of İş Bank Building Construction

Being one of the most significant names among contractors coming from other disciplines and presenting rather a different profile when compared with Vehbi Koç, Erzurumlu Nafiz Bey will be examined in this part together with an analysis of one of his most significant public constructions, the İş Bank building. Erzurumlu Nafiz Bey (Ahmet Zade Nafiz Kotan Bey) was the richest and the most important contractor in Ankara at the time after the war. (Fig. 5.13) “He was born in 1885 in Erzurum and settled down in İstanbul in 1913 together with his family.” He did not originally have a construction contractorship background; “rather he had participated mostly in military tenders.”⁴⁸⁴ So, he was also undertaking public works within the framework of contractorship before the Republic but he was executing it in the field

⁴⁸¹ “İnşaat Mütahhitliğini Neden Bıraktım.” Dündar, Can(Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.82

⁴⁸² See for more detailed information Ibid, p.80 .

⁴⁸³ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Mütahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Mütahhitlik Hizmetlerinin gelişimi ve Türkiye Mütahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Mütahhitler Birliği, p.70-71.

⁴⁸⁴ <http://www.biyotarih.com/?p=241>

of commerce. He was more experienced in contractorship when compared with other contractors of Ankara whom mostly started to work in this profession after the Republic. “During the Independence War years, he shifted his works to İstanbul-Ankara line and İnebolu, and earned a lot.”⁴⁸⁵ The increasing public construction works in Ankara after the establishment of the Republic also drew his attention and he started to make construction contractorship by joining public tenders and undertaking public constructions. He established a company named *İnşaat-ı Fenniye* with his brother Necip Bey.⁴⁸⁶ Some of the buildings he constructed as a construction contractor are the Ethnography Museum, the İş Bank Building, Nafiz Bey Apartment, Uzun Apartment and the construction of an additional floor to the Çankaya Villa (1926). He also constructed the Turhal and Eskişehir Sugar Factories with the order of Mustafa Kemal.⁴⁸⁷ (Fig. 5.14)

In the memoirs of Arif Hikmet Koyunoğlu with whom Erzurumlu Nafiz Bey worked together in the Etnography Museum construction, it is stated that “Nafiz Bey was very rich and started contractorship after employing a civil engineer. He did not have anyone knowable in architectural works but his engineer was a good concrete specialist.”⁴⁸⁸ He also worked with Vehbi Koç who called Nafiz Bey as the greatest contractor of Ankara in this period as mentioned in the previous part. In his memoirs, Koç defines Nafiz Bey as a contractor who became a very wealthy and popular contractor but was unsuccessful in the end due to his unplanned expenses and works.⁴⁸⁹ Additionally, he states that Celal Bayar (the Prime Minister) gave the construction contractorship of Eskişehir and Turhal Sugar Factories to Nafiz Bey without making any tender in order to save him from going bankrupt. So, he represents a contractor figure coming from other disciplines who had close relationships with the state. Accordingly, similar to most of his contemporaries coming from other disciplines, he also could not survive in this field and forced to

⁴⁸⁵ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Büyük Müteahhitliğin Doğuş Koşulları”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.71.

⁴⁸⁶ Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nürol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.101

⁴⁸⁷ Ibid, p.101

⁴⁸⁸ Koyunoğlu, Arif Hikmet. 1928. “Mimarlarımız ve İnşaat”, *Hakimiyet-i Milliye*, sayı:2446, 29 Nisan 1928, p.242-44.

⁴⁸⁹ Dündar, Can (Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.75-76.

give up contractorship in this period after a very short time interval in practice. When compared with Vehbi Koç, Nafiz Bey's basic difference in contractorship was his way of executing the works in more disorganized and unplanned ways.

The İş Bank Building Construction

The İş Bank building was constructed in between 1927-1929 and its contractorship was executed by Erzurumlu Nafiz Bey. The architectural project of the building was prepared by Giulio Mongeri. "The control mission of the construction of this building whose construction was intended to start in February 1927," was also given to him. The tendering process of the work including the selection of Erzurumlu Nafiz Bey as the contractor of the work was also sustained with the consultancy of Giulio Mongeri:

The deadline of the proposals related to the construction of the building was 15 March 1927, but it was extended to April 2. The sealed bid tender was executed and the four proposals came into sealed bid were delegated after the end of the deadline to the consultant architect of the bank for the preparation of scientific report, Giulio Mongeri. The summary of the proposals were: Contractor Erzurumlu Nafiz Bey committed finishing the building in 320 working days with a price 451000 liras, *Rellah Company* in 450 days with a price of 616.500 liras, *Milli İthalat ve İhracat Şirketi* in 480 days with a price of 574.000 liras and *Mösyö Aciman* in 375 days with a price of 550.000 liras. The investigation work of the proposals was given to consultant architect Mongeri; and the report prepared by him was examined. It was asked to proposal owners whether they could make reduction in prices or not; and after the administration committee meetings that lasted for two days, the tender of the construction of the İş Bank Central Office building was given to contractor Erzurumlu Nafiz Bey with a price 477.740 liras.⁴⁹⁰

Mongeri was also determinant on the selection of the contractor of the work together with the report he prepared as a consultant and the authorities he was donated by the bank management. Similar to his consultancy for the Ziraat Bank buildings, Mongeri became both the project designer, the consultant architect and the head of construction control of the buildings that the İş Bank constructed. It can easily be stated that he was more influential than the contractor of this work on the

⁴⁹⁰ Giulio Mongeri was also one of the instructors of *Sanayi Nefise Mektebi*, the consultant architect of some other bank buildings (Zirat Bank) and Italian Embassy simultaneously. "Şubeler", Kocabaşoğlu, Uygur (proje Yön.) Sak, Güven. Sönmez, Sinan. Erkal, funda. Ulutekin, Murat. Gökmen, Özgür. Şeker, Nesim. 2001. *Türkiye İş Bankası Tarihi*, 10. Yıl Türkiye Ekonomik ve Toplumsal Tarih Vakfı (proje), Türkiye İş Bankası Kültür Yayınları, Aralık, İstanbul, p.81.

architectural and technical qualities of this building. Nafiz Bey was concerned with the construction material provision for the work and the execution of the works determined in his contract whose general framework was again drawn by Mongeri. So, in public building constructions, whether they were the contractors of the works or not, foreign specialists were usually determining the project preparation and construction processes also undertaking the role of the contractors. Actually, in addition to the requirement of foreign contractors for the execution of significant public buildings, there was also the necessity for foreign specialists for orienting the project preparation, tendering and construction phases of public constructions. The role attributed to local contractors was usually limited in public constructions since most of them were not also capable of executing the professional responsibilities of construction contractorship in contemporary meanings. Accordingly, Mongeri was given the authority in this work for the organization of all these processes since the employer of the work and the related state offices did not have the necessary substructure and staff for its execution.

The construction of the İş Bank building was completed in June 1929. (Fig. 5.15a, 5.15b) During the construction, “since some situations obligatory for the construction which could not be foreseen in the beginning, like concrete pile hacking to strengthen the ground, elevator, lighting arrester and water pumps, or some additions for comfort like marble column and floors, winter garden, bathroom, sculpture base, etc., the building was completed with a price of 636.443 liras, which was far more higher than the tender cost. In July 1926, the building was intended to be constructed with 200000 liras. Besides, 99.675 liras were paid for the furniture and ornamentation of building. The very luxurious manufacture was made an order to Selahattin Refik Bey Factory company. As a result, the new building cost 736.118 liras in total, which was three times higher than the price foreseen in the beginning of the work.”⁴⁹¹

Since surveys were not prepared in detail and the quality of the projects prepared were not enough, the price difference between the actual survey price of the work and the final cost of the construction could be very high as seen in this case. The contractors of the period were experiencing great difficulties in coping with such

⁴⁹¹ Ibid, p.83.

changes and problems in their public constructions because they were taking their progress payments after they finished certain parts of the work. These additional works meant additional costs for the contractor which was not considered in the beginning of the work. Besides, the tender law of the period was not including items for protecting the rights of the contractor in such situations. These were creating financial problems in the sustaining of the work and causing sometimes the bankruptcy of its contractor. Similar to the Ziraat Bank building construction, the ornamental and nationalist architectural style demanded by the public employer for the İş Bank building caused a very high cost considering the conditions of the period. Erzurumlu Nafiz Bey also constructed the İzmir Office of the bank as a contractor. The architectural project of this building was again prepared by the consultant architect of the bank, Giulio Mongeri. “The new building was demanded to be in modern style and reminded of the general administration building in Ankara. In March 1929, the proposals were evaluated and as the most suitable price and proposal, the work was tendered to *Erzurumlu Nafiz Bey ve Şürekası* with a price of 178.000 liras. The construction was completed in the middle of 1930.”⁴⁹²

5.5. Concluding Remarks

The building contractorship did not radically change in terms of public construction works in the 1950s while the great contractorship was transforming seriously together with the socio-economic and political changes in the country. The basic change for construction contractorship in general in the 1950s was the passage from the individual entrepreneurships based on unsettled systems and approaches to institutionalization of contractors starting to develop professional approaches. New contractorship firms were started to be established in this period by both the private and public authorities. Since there was not any construction medium in its required technical, capital and personel frameworks in the early Republican period, individual applications and entrepreneurs were effective in public contractorship works. The basic reflection of this situation was the gaining of the importance of the professions on dominating the contractorship medium. The close relationships with the public authority and the individual capital accumulations became the most significant factor on determining the leading professional class in construction contractorship since

⁴⁹² “İzmir Şubesi”, Ibid, p.111.

technical and legal frameworks were not providing professional and institutionalized formations in the sector, and the simultaneous unsystematical applications were gaining major importance. Accordingly, as also explaining why the analysis of public construction contractors were made according to professions in this study, the profession that the contractor had and his individual capital accumulation were the most important factors for the construction contractorship of the period.

In this context, considering the professions in the early Republican period related to construction contractorship, engineers were the most effective class making construction contractorship since they were holding the majority in public offices of the state even sometimes having administrative positions and having more powerful connections with the public authority. Their dominancy in contractor works were also related with the general characteristic of the profession of being in the constructional side of the architectural medium requiring high sums of money rather than project-design works that necessitated less capital and organization. Since the project and construction works were not conceived as a whole and were evaluated separately in this period, the construction side and engineers played a more important role than architects and other related technical staff due to their relationship with the capital. The existence of the professional and technical backgrounds of engineers led to the production of more successful works especially in great scaled public constructions like ports, dams, railways, etc, necessitating developed engineering background. In any case, while the contractor firms like STFA established by engineers in this period with a considerably disciplinary approach could be able to survive progressively after the 1950s, the greatest contractors of the period like Emin Sazak and Nuri Demirağ were obliged to give up contractorship due to the lack of their commercial perspective of looking at the issue and the insufficiencies in their technical backgrounds. Such a role of engineers as contractors could not be observed in public building constructions since this field was mostly dominated by foreign firms or contractors from other disciplines; and more primitive methods and disorganized processes could be followed in these constructions.

Coming to the architects of the period dealing with building construction works, they faced with similar problems in their contractorship careers as in their own professional field, architecture. The architects could not be effective on the execution

of public constructions as contractors depending on the common problems of architecture as a profession in this period. The reasons such as the insufficient number of architects, the untrust in the capability of Turkish architects, the role of foreign architects in the field, the undefined position of architects from the point of view of the public authority, the lack of organization and capital accumulations in the hands of architects, etc. were preventing the development of architecture as a discipline and the employment of architects as contractors for public works. They were also conceived by the public authority as being in the project side of construction works and intentionally excluded from the constructional aspects of public works by the dominant engineer perspective in public offices. These were inevitably affecting the employment of architects as public construction contractors and causing them to be inefficient in public contractorship field. While the professional aspects and disciplinary requirements of architecture were not mostly remembered by public authorities, the commissioning of architects as construction contractors for public works with high sums of money was not common. So, under these circumstances, architects could not also be effective in the determination of the architectural and material characteristics of public buildings since the realities of the architectural medium mentioned above were preventing them to have their words in the field either as architects or contractors. Only few architects like Arif Hikmet Koyunođu found a chance to apply their architectural approach in public buildings they constructed as contractors by applying their own architectural projects. However, these limited numbers could not have institutionalized the role of architects as contractors in the field again because of the common professional problems.

Apart from foreign contractors holding the majority in the execution of public building constructions from the establishment of the Republic until the 1960s, the construction contractors coming from other disciplines were holding the majority in public building constructions while they were also executing public substructure works.⁴⁹³ Actually, they were filling the gap of private entrepreneurs necessary for

⁴⁹³ While the foreign contractors were the most determinant element of the public building constructions in this period, their dominancies in great-scaled public constructions were started to be broken by local contractors who developed themselves in the constructions executed by these foreigners. After 1930s, the local contractors started to undertake and dominate great scaled public

the execution of public works together with their capital accumulation. However, their commercial approach to the issue and lack of technical and educational background caused them not to be permanent in contractorship field after the 1950s. But still, they sustained their effectiveness by taking different forms in building works apart from public constructions (mass housing and build-seller contractorship) including a period between the 1950s until today in varying degrees. Looking at the effects of their being from other disciplines on the technical and architectural qualities of public construction in the early Republican period, it can simply be stated that their practice did not have basic differences from the contractorship of engineers/architects since their constructions were also oriented by the technical staff composed of architects and engineers. They were usually concerned with the provision of construction material to the site and each financial step of the work accordingly. The basic difference between these two groups was the discontinuity of contractors from other disciplines depending on their way of seeing contractorship as a temporary work and the continuing of most engineer/architect contractors after this period related to their professional approaches to the issue.

The political and socio-economic developments in country scale after the early Republican period caused important changes in the public construction contractorship and its applications as a profession accordingly as partly mentioned above. Actually, some important steps had already been taken by the Republican state in the second half of the 1940s.⁴⁹⁴ The end of the World War II and the related changes in the political and economic character of international relations affected Turkey. The multi-party system was established in the country in 1946 and liberalism started to dominate together with the coming of the Democrat Party to power in 1950. The construction of public works such as highways, ports and dams and the reconstruction of villages and towns (electricity, roads, substructure, etc.) were very

construction field starting from railways. Several public work types like ports, highways, railways had already been dominated by local contractors before 1950s.

⁴⁹⁴ Between 1944 and 1948, Turkey experienced a number of developments related to political and economical integration with the new world order set in post WWII period. These had effects on both building contracting and engineering. The effect of these developments on engineering was related to its education due to the needs of the internationalizing sector; while on building contracting business, it was alteration in finance methods and demands Örmecioglu, Hilal Tuğba. 2010. *Technology, Engineering and Modernity in Turkey: The Case of Road Bridges between 1850 and 1960*. PhD Thesis, Department of Architecture, January, p.53.

important for the Democrat Party government. Many investments were done in this field together with the programs organized by the state and the establishing of new related institutions. These developments inevitably effected construction contractorship services and provided an increase in its working field. Its basic reflections to the development of construction contractorship were the changes in the modes of demand for contractorship services and the finance of substructure investments.

The developments mentioned above were going to give the country a “construction site” outlook in the 1950s due to the sustained politics of the party in power.⁴⁹⁵ There was a demand necessary for the great construction blow of Turkey in between 1946-1960, but there still was not enough financial sources for the execution of these public works. Accordingly, “foreign debt method was the most widely used method for the finance of the public works in this period.”⁴⁹⁶ Besides, foreign effects especially of America in political, financial and technical aspects caused the application of new politics and the formation of new institutions and applications related to the execution of the great scaled public constructions. In this context, two things were realized in this period: the acceptance of *Yabancı Sermayeyi Teşvik Kanunu* in 1 August 1951, and the entrance of Turkey to NATO in 18 February 1952. The law no: 6095, *Kuzey Atlantik Andlaşması Teşkilatı Müşterek Enfrastrüktür Programı Gereğince Türkiye’de Yapılacak İnşa ve Tesis İşlerine Dair Kanun*, enacted in 2 July 1953 had a critical importance for the development of great contractorship in the country since it contributed to the development of both the existing contractorship firms of the period and the appearance of some of today’s big contractorship firms.⁴⁹⁷ The law was facilitating the inclusion of this great foreign

⁴⁹⁵ For seeing the developments in DP period and analysing numerical datas related to public, substructure and development works, and the investments and tenders made to these fields (railways, highways, water works, public construction, ports, etc..) in this period by also comparing with early republican period, see Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Çok Partili Dönem (1946-2000)”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.98-100.

⁴⁹⁶ Ibid, p.102

⁴⁹⁷ Many airports, headquarters fuel systems, telecommunication lines, etc. were built in this period depending on this law. The infrastructure projects executed together with NATO was going to provide economic and technical benefits to both the country and the construction contractors. The most important one was the entrance of foreign exchange at short notice. As the Turkish firms did not have enough experience for realizing the works determined in the construction program, they developed themselves by making subcontractorship to the foreign firms in these works. By this way, they gained experience in great scaled construction works. It also provided the coming of many new technologies

capital and technical source to the finance and organization of public construction works in the country. Besides, foreign capital started to give in more easily to the national market of Turkey and the system started to support the private entrepreneurship in every sector including the field of construction contractorship.

Two institutions established by the state were also very important for the development of the construction contractorship sector in the 1950s: *Karayolları Genel Müdürlüğü* and *Devlet Su İşleri Genel Müdürlüğü*. *Karayolları Genel Müdürlüğü* started a highway program between 1948–1957 by also using foreign exchange and credit; and it provided good opportunities for the development of Turkish construction contractorship firms. The Marshall Aid also provided the usage of a certain budget for the highway program in this period.⁴⁹⁸ “These institutions holds an important place in the education of the local technical staff and the bringing of the new technology for the public construction works. *Devlet Su İşleri* sent more than 3000 of its staff to America during 40 years for educating them and providing experience.”⁴⁹⁹ The investment of these institutions also contributed to the fast growth and capital accumulation of Turkish construction contractorship firms. Consequently, “Turkey partially provided the necessary conditions of the birth of great construction contractorship in between 1930-1950; and the years between 1950-1960 was a period that these conditions matured.”⁵⁰⁰

The 1950s also sheltered significant changes in the field of contractorship services in terms of the increase of the role of professionalization, organization and the educated technical staff. Required demand and politics of public authority for construction works were present and the preparations were done for the development of the required staff depending on these developments. New programs and institutions were put into practice in that period and they were all referring to large-scale constructions and capital relationships, which opened new ways and alternatives for the construction contractors. In this process, “an engineer generation educated in

and work machines to the country and enlarged the technical capacity of these contractor firms for the execution of great-scaled construction works. Ibid, p.102-103

⁴⁹⁸ *Karayolları Genel Müdürlüğü* and *DSİ* were established by taking the American model as a base. The financial help of America and related treatises in 1947-1950 period started the American effect both technically and economically on the program of these institutions. Ibid, p.104-105

⁴⁹⁹ Ibid, p.111.

⁵⁰⁰ Ibid, p.107.

İstanbul Technical University in years 1940-1950 was very effective” by establishing new contractor firms, joining public construction tenders and executing public constructions accordingly.⁵⁰¹ Besides, significant associations related to the development of construction contractorship, such as the Chamber of Civil Engineers and the Chamber of Architects in 19 December 1954 with the law no: 6235, and the Association of Turkish Contractors in 1952, were established during the period of Kemal Zeytinoglu (an engineer) as the Minister of Public Works starting from 23 December 1950.⁵⁰² Consequently, the professionalization of contractorship gained more importance in especially large scaled public constructions having financed and oriented by the state. The settlement of construction contractorship on more professional bases fastened in this period together with the establishment of related professional organizations and political choices, the increase of the technical staff educated both inside and outside the country, and the meeting of local contractors with developed technical and organizational structures of foreign contractors working in the country in this period. In this process, the role of engineers on public contractorship services increased and dominated both the architects and contractors from other disciplines since their effective positions in state offices increasingly continued and the importance of technical and educational background increased.

Although it did not radically change and sit on its required professional and technical basis, building contractorship also started to change and enlarge its servicing fields especially together with the transforming structure of cities. New contractor types especially on building construction works started to occur in cities in the 1950s. The fastening of private entrepreneurship, newly established free working project-construction offices and the increase of small building contractors were the basic developments of the period in addition to large- scale public and military investments mentioned above. “In the second half of the 1950s, the first architectural corporations

⁵⁰¹ In this learning and construction process, today’s biggest contractorship firms such as TEKFEN Holding (1956), FNN, ENKA (1957), GÜRIŞ (1956) and GAMA (1958) was established. In these firms, a generation of engineers graduated from İTÜ in 1940-50s and experienced in public institutions, drew attention. Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Çok Partili Dönem (1946-2000)”, *İnşaatçuların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.108.

⁵⁰² Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “Çok Partili Dönem (1946-2000)”, *İnşaatçuların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.100.

and companies were started to be established. An architectural office with only one person started to evolve into a capitalist organization unit.”⁵⁰³ Two new types of small scaled building contractorships were observed starting from the 1950s. The first one was defined by Emiroğlu as ‘slum housing contractor’. It was also called as master builder and “this master builder was an intercessor-organizer who undertook the arrangement of relationships with both the craftsman who sustained the construction process and the municipality organization against the destruction of the houses”.⁵⁰⁴ This housing system shaped big portions of especially big cities especially in the 1960s. The second one was a type of contractorship based on landownership which did not require great capital accumulations. Emiroğlu defines its system as such:

The legal arrangements made in the 1950s and legitimization of condominium ownership created possibilities in the development of private entrepreneurship in the construction sector. By this way, apart from the people who made or had someone make multi-storeyed residences on the land they owned, the way of a construction activity with a capital partnership opened. Land against flat received from contractor for landownership provided both the facilitation of the entering of private entrepreneurs enough capital to construction sector and obtaining of the land owners annuity.⁵⁰⁵

This was defined with the term “builder-and-seller contractorship” and created a new kind of practice for contractors which had great impacts on the formation of cities especially like İstanbul. “The contractor was contracting with the land owner in this system and converting the land to a building without buying the land by paying and selling the rest of the apartment after sharing it with the land owner. It means the production of a residence without necessitating almost any capital accumulation. This system was firstly sustained by the architects” in this period.⁵⁰⁶ Consequently, considering the developments related to both the great and building contractorship,

⁵⁰³ On the other hand, the economical and political developments of the period increased the private sector sourced job opportunities. The residence wasn’t the only working subject anymore. According to these developments, the system that forced the architect to work also as the contractor of the work that undertake the application, started to become unobligatory. Only project maker architect type started to appear. Tanyeli, Uğur. 2004. *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.127.

⁵⁰⁴ Emiroğlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.175.

⁵⁰⁵ Ibid, p.178-179.

⁵⁰⁶ Tanyeli, Uğur. 2004. *İstanbul 1900-2000 Konutu ve Modernleşmeyi Metropolden Okumak*, Akın Nalça, p.129.

“the 1950s were the years that great contractorship was developed with the fastening of substructure investments and the small building contractorship was developed together with the start of “apartmentalization” occurred by the acceptance of flat received from contractor for landownership.”⁵⁰⁷

⁵⁰⁷ Emirođlu, Kudret. 2006. *Kentleşme, Yapı ve Konut 1923-1950 Dönemi*, İNTES, Nisan, Ankara, p.178-179.



Figure 5.1: Ziraat Bank General Administration Building (1929)

Source: <http://www.inankara.com.tr/galeri-9-f-587/eski-ankara-fotograflari/eski-ankara-fotograflari-1.php>

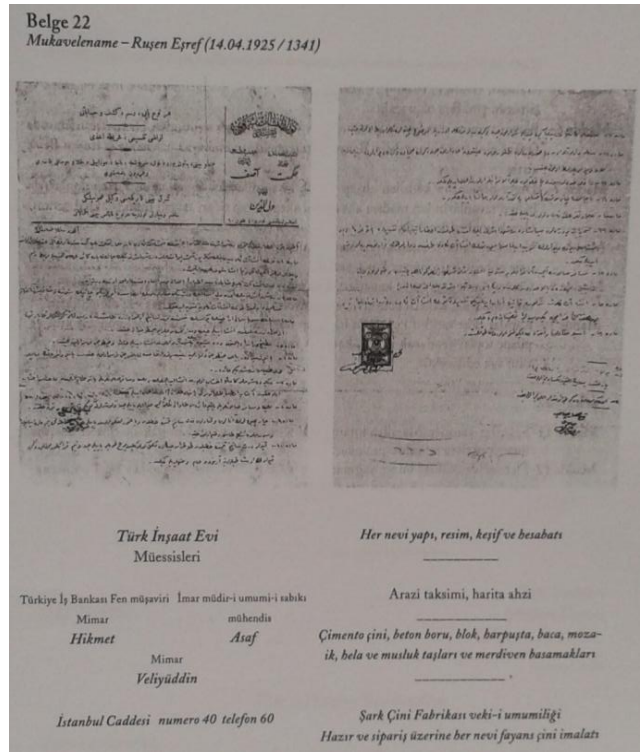


Figure 5.2: A contract signed by Arif Hikmet and his partners Asaf and Veli Bey with his employer Ruşen Eşref Bey – Afyon National Deputy for the construction of his two-storeyed building.

Source: Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.467.

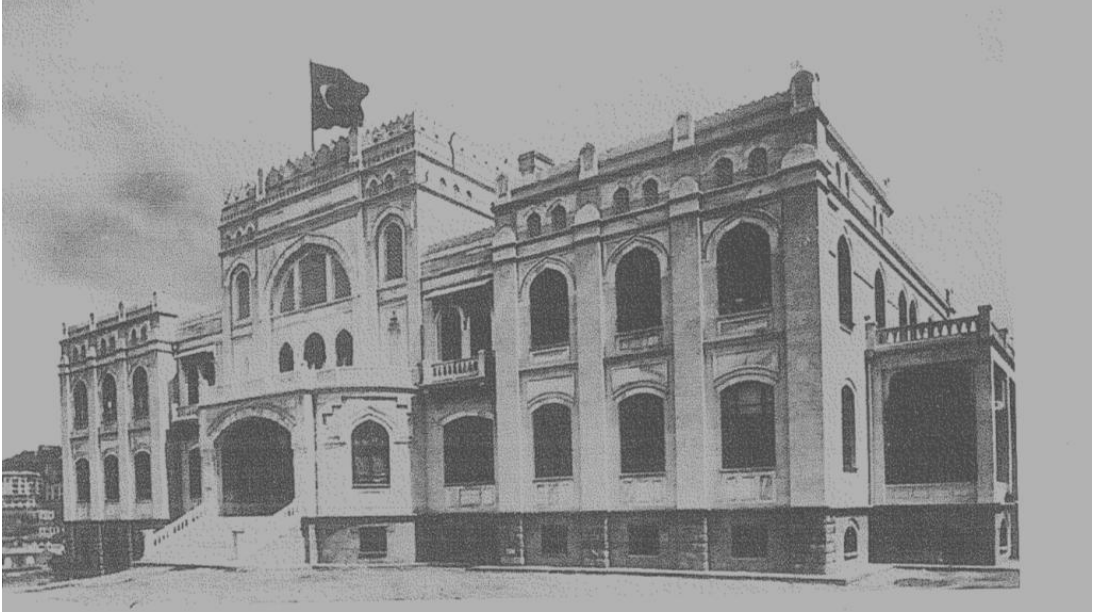


Figure 5.3: Türk Ocağı Building (1929)

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye'de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.70.



Figure 5.4: Bursa Tayyare Sineması Building (designed by Arif Hikmet Koyunoğlu)

Source: Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.278.

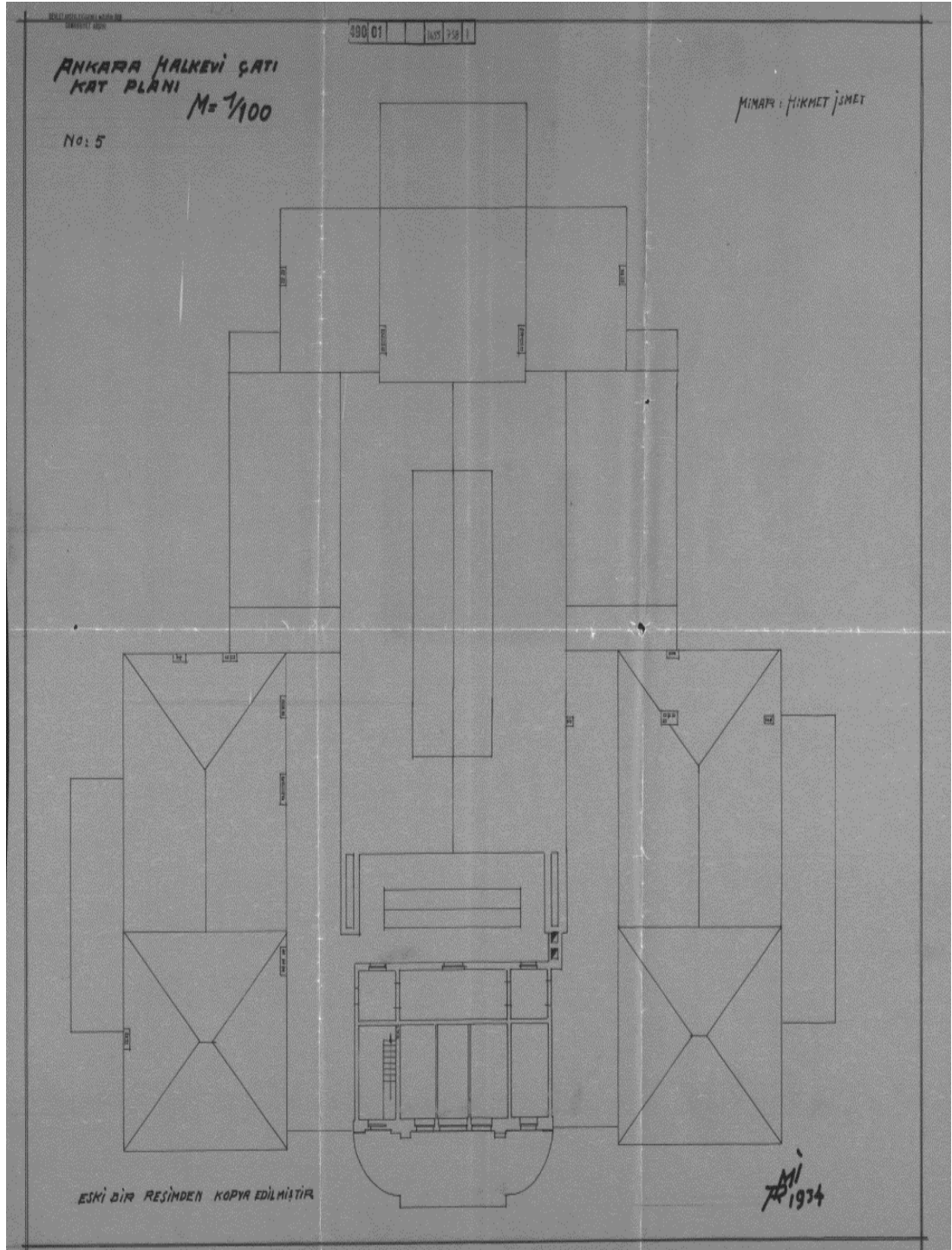


Figure 5.5a: Roof Floor Plan of *Türk Ocağı* Building (converted to Ankara Halkevi Building)

Source: Prime Ministry Republic Archives

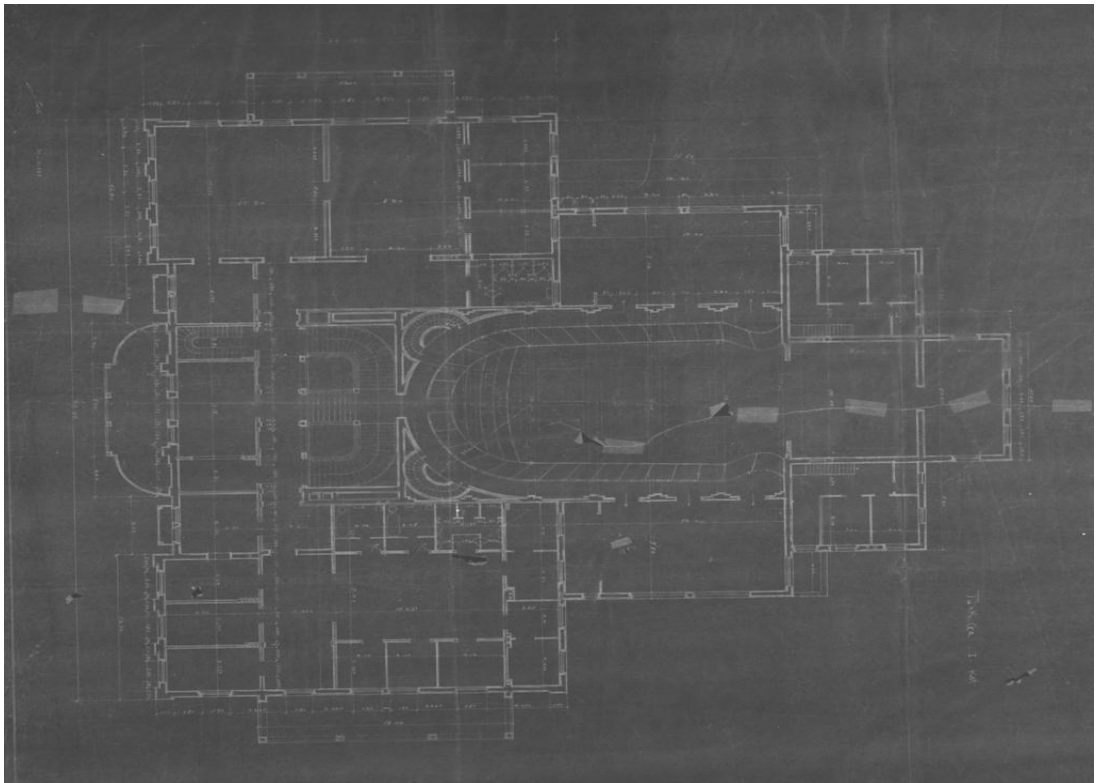


Figure 5.5b: First Floor Plan of *Türk Ocağı* Building (converted to Ankara Halkevi Building)

Source: Prime Ministry Republic Archives

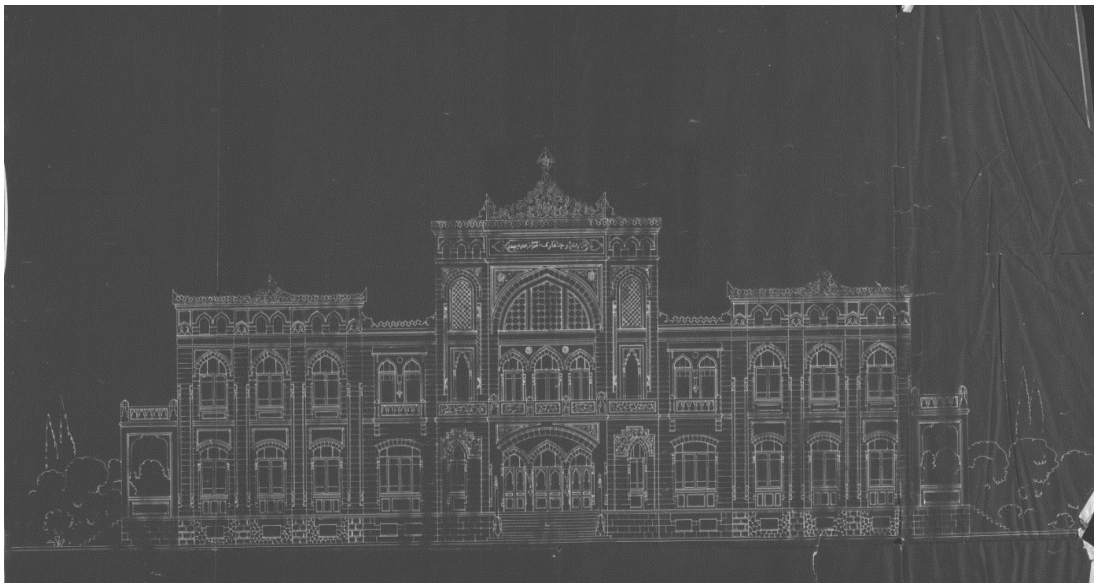


Figure 5.5c: Facade of *Türk Ocağı* Building (converted to Ankara Halkevi Building)

Source: Prime Ministry Republic Archives

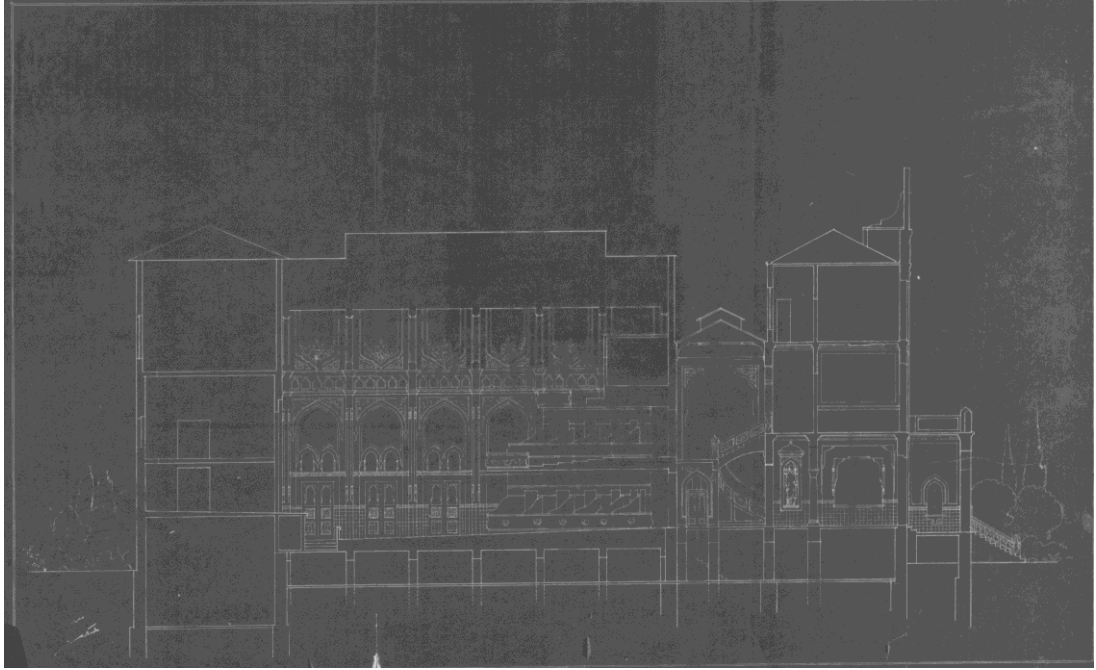


Figure 5.5d: Section of *Türk Ocağı* Building (converted to Ankara Halkevi Building)
Source: Prime Ministry Republic Archives

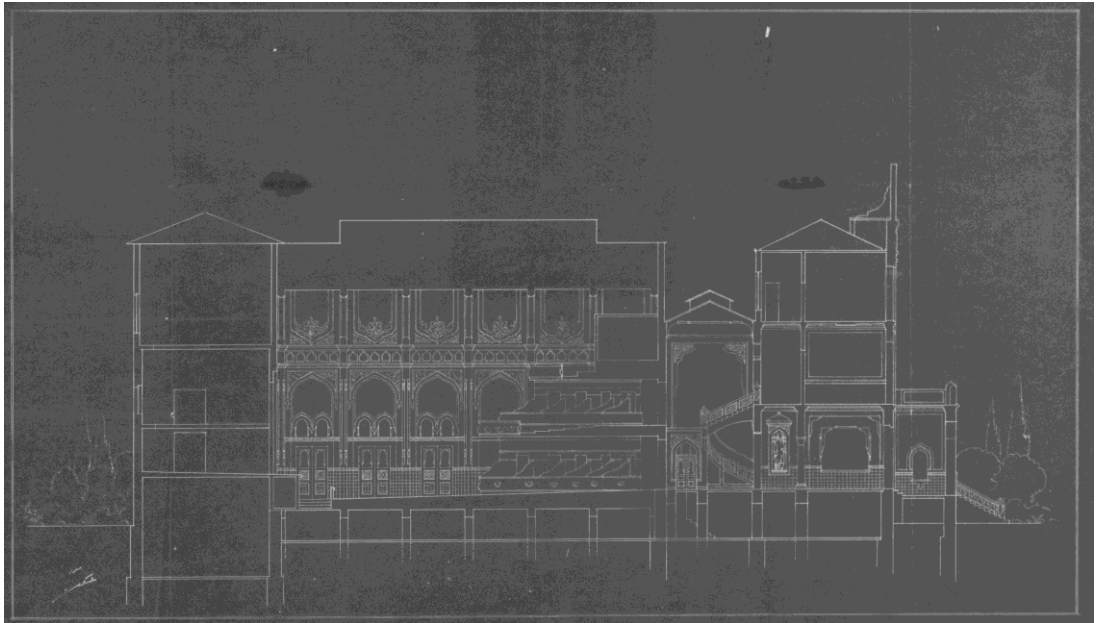


Figure 5.5e: Section of *Türk Ocağı* Building (converted to Ankara Halkevi Building)
Source: Prime Ministry Republic Archives



Figure 5.6: Sivas-Erzurum Railway Line (1934)

Source: “İmar-Ulaşım”, *Bugünün Bilgileriyle Kemal'in Türkiye'si, La Turquie Kemaliste*, Boyut Yayınları, p.164.



Figure 5.7: Winning Competition Project of Holzmeister for TBMM Building(1938)

Source: Alpagut, Karşlı Leyla. 2010. “III. Türkiye Büyük Millet Meclisi Binası *Clemens Holzmeister Çağın Dönümünde Bir Mimar*, Boyut Matbaacılık, Eylül, p.100

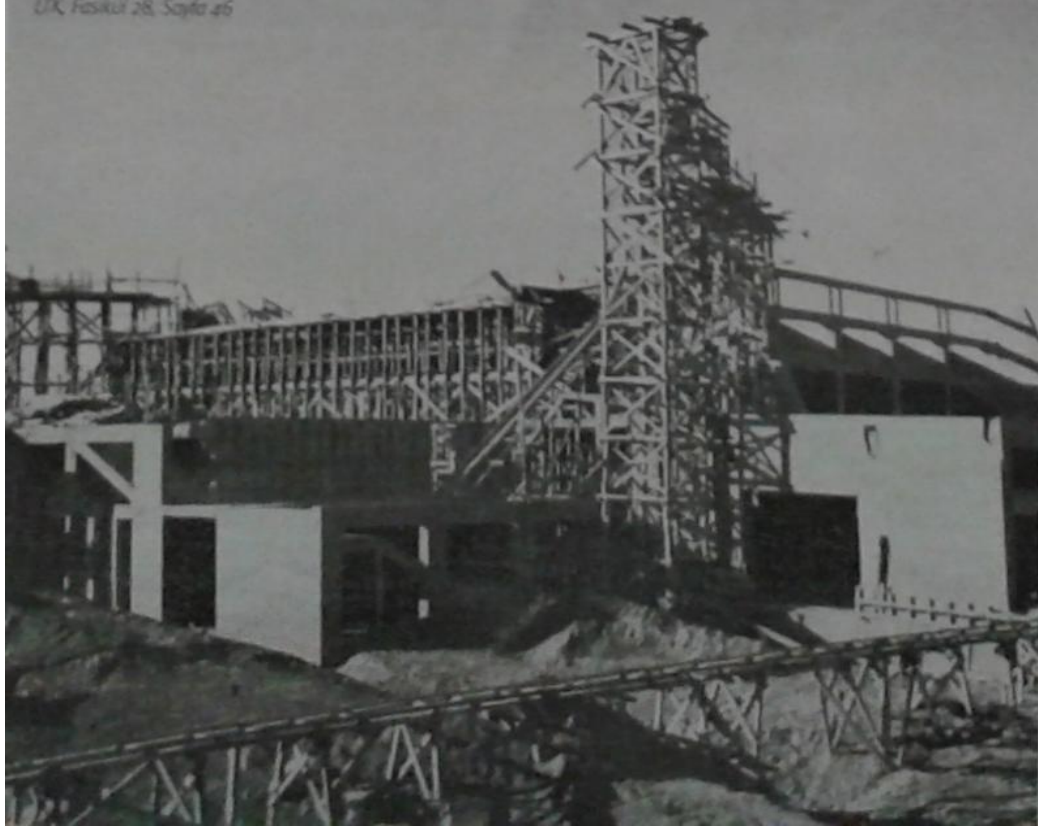


Figure 5.8a: National Assembly Building Construction

Source: *Cumhuriyetten Günümüze Kemal'in Türkiyesi, La Turquie Kemaliste*, Boyut Yayınları, p.210)



Figure 5.8b: National Assembly Building Construction-2

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye'de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.96.



Figure 5.9: National Assembly Building Construction–1945 (Mebus Ergüvenç with Clemens Holzmeister).

Source: Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.64.

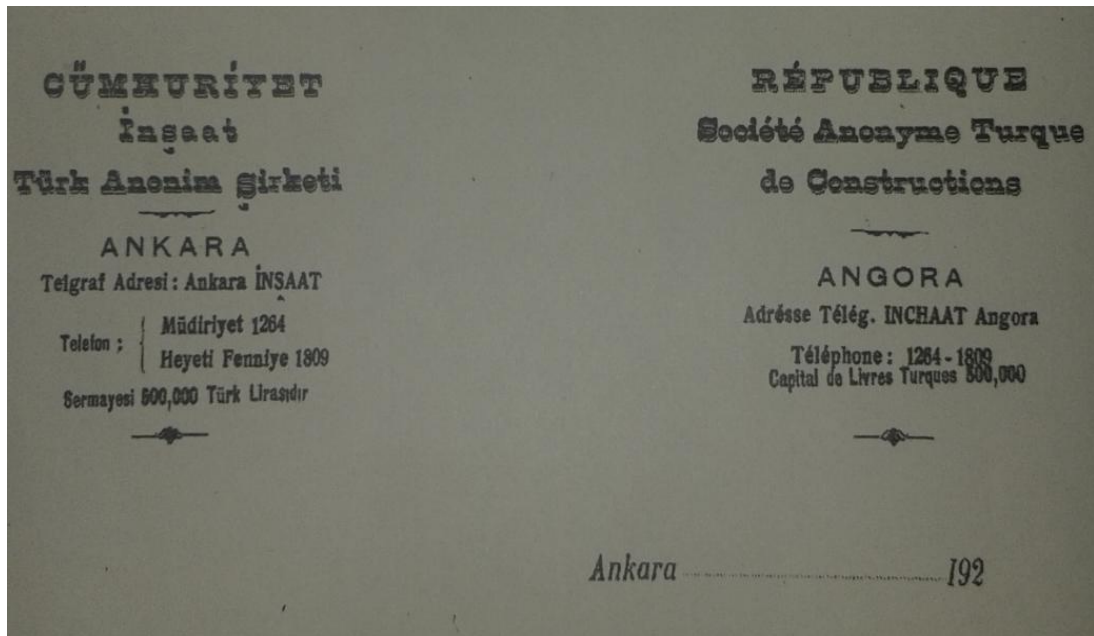


Figure 5.10: The motto and address of Emin Sazak's firm: *Cumhuriyet İnşaat Türk Anonim Şirketi*

Source: Sazak, M. Emin. 2007. *Emin Bey'in Defteri Hatıralar*, Tolkun Arş. Dan. ve Yayın. Ltd. Şti. Ekim, p.225.



Figure 5.11: Tile Factory - Vehbi Koç (1931)

Source: DüNDAR, Can (Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.74.



Figure 5.12a: Numune Hospital Construction (1933)

Source: DüNDAR, Can (Hazırlayan). 2006. *Özel Arşivinden Belgeler ve Anılarıyla Vehbi Koç*, Doğan Kitap, Şubat, p.77.



Figure 5.12b: Ankara Numune Hospital (1933)

Source: Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği, p.66.



Figure 5.13: Nafiz Kotan (Erzurumlu Nafiz Bey)

Source: <http://www.biyotarih.com/?p=241>

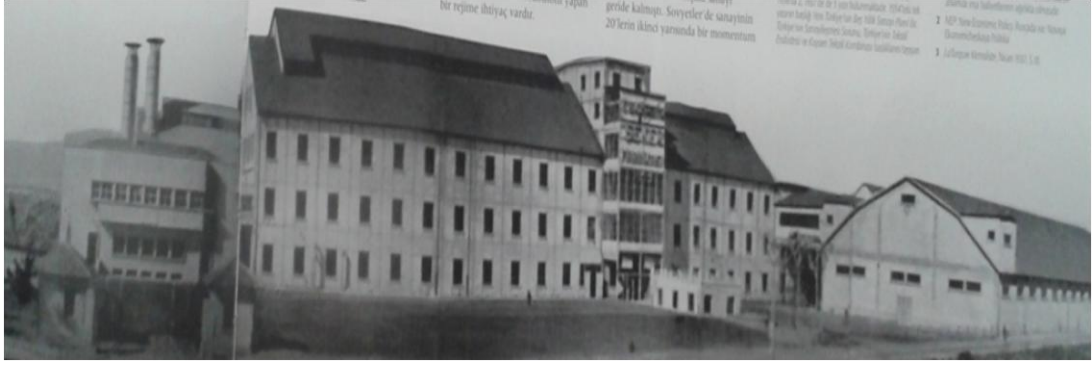


Figure 5.14: Eskişehir Sugar Factory

Source: *Cumhuriyetten Günümüze Kemal'in Türkiye'si, La Turquie Kemaliste*, Boyut Yayınları, p.106-107)



Figure 5.15a: Inner View of Ankara Central Office of İşbank (1929)

Source: Kocabaşoğlu, Uygur (proje Yön.) Sak, Güven. Sönmez, Sinan. Erkal, Funda. Ulutekin, Murat. Gökmen, Özgür. Şeker, Nesim. 2001. *Türkiye İş Bankası Tarihi*, 10. Yıl Türkiye Ekonomik ve Toplumsal Tarih Vakfı (proje), Türkiye İş Bankası Kültür Yayınları, Aralık, İstanbul, p.82



Figure 5.15b: The Meeting Hall of the Directory Comitee of the General Administration building

Source: Kocabaşođlu, Uygur (proje Yön.) Sak, Güven. Sönmez, Sinan. Erkal, Funda. Ulutekin, Murat. Gökmen, Özgür. Şeker, Nesim. 2001. *Türkiye İş Bankası Tarihi*, 10. Yıl Türkiye Ekonomik ve Toplumsal Tarih Vakfı (proje), Türkiye İş Bankası Kültür Yayınları, Aralık, İstanbul, p.82

CHAPTER 6

CONCLUSION

The construction contractorship in local context emerged and developed firstly with public construction works in the early Republican period in Turkey apart from a few small-scale entrepreneurships in the late Ottoman Period. Being the strongest capital owner and the public authority of the period holding the power of arranging the construction medium in its hands, the Republican state was the most influential actor on the development of construction contractorship throughout the period. The developments such as the increase in the number of the graduates of *Mühendishane* and Academy of Fine Arts, the establishment of the Ministry of Public Works and the enactment of tender laws, the politics of the state for creating a national bourgeoisie for executing public construction works and the increase of the technical staff coming to and going outside the country were the basic determinant elements of the development of local construction contractorship in this period occurred as a result of the direct or indirect attempts of the state. Since the Republican state gave priority to the construction of railways, the first contractors of the period emerged in public railway constructions in the field of great contractorship.

Although not constituting the main axis of this study, it should be stated that the development of great public construction works and accordingly great contractorship in local context was given of higher importance than the public building constructions and contractorship by the public authority. While the early steps of the later development of public great contractorship were taken in this period with the related politics of the state, the public building contractorship did not witness radical changes in terms of professionalization and commissioning. However, there were not any determined strict borders between great and building contractorship working fields for public constructions since it was frequently seen that the great contractors of the period were also executing public building constructions or *vice versa*. The two points that should be noted in this point as the conclusive statements of this study is, firstly, the contribution of great contractorship to the development of building contractorship together with the transferred capital, technical staff and

background to public building construction contractorship; and secondly, both of these two professional fields were sharing more or less the common problems and developments depending on the conditions of the country and the politics of the Republican State.

In this context, for the comprehension of the development of public construction contractorship in this period in its main lines and the role of construction contractors on the public buildings and architectural medium in general, the subjects should be considered together with an expression of the position of the Republican state and its offices about the aforementioned issues. Although it did not have direct effects on the architecture of public building constructions, the characteristics of the relationship between the state and contractors were one of the important determinants on the development of public construction contractorship and public building constructions in this period, including the problems of contractorship and the appearance of unqualified public buildings. The politics of the state for the contractors to work firstly in state offices, and their leaving of the state after gaining enough experience and working as contractors seems obligatory considering the conditions of the period as explained in this study. However, the contractor was again working with state offices together with the role of his background as a state officer and his continuing relationships accordingly. So, although the tender laws were also effective on the public contractorship services with their insufficiencies in content, the personal relationships between the state and the contractors were becoming of major importance since the law was also applied by the officials of the state. In other words, the sustaining of the bureaucratic sides of construction work by state officials with individual decisions were also one of the important problems of public construction contractorship services since it sometimes gave way to degenerated and problematic applications.

This state-contractor relationship type was very determinant on the sustaining of public building construction contractorship services in this period, and making the controlling mechanisms and ethical qualities of the sustaining of these works interrogative. Besides, the occurrence of a contractor class for public building constructions from other disciplines was also an outcome of similar relationships. The lack of private entrepreneurs having the required education, technical

background and finance accumulation for the execution of public constructions had significant effects on the quality of public building constructions. This led to the inclusion of people from other disciplines than those related fields of architecture and engineering undertaking public building constructions due to the content of the existing tender laws of the period.⁵⁰⁸

Actually, the first thing considered for the selection of the contractor of these public buildings were his owning of the required capital and power for the work rather than his technical experience or educational background. The basic reason of this situation was the absence of the capital for the execution of these works even in the hands of the state due to the contemporary hardships experienced in the country as mentioned in this study. The necessity of providing the private capital for public works was of a higher necessity than searching for the most qualified contractor for the work since the sole execution of the work with minimum standarts was compulsorily consented by the public authority. So, architectural qualities of many public buildings of this period were sourced from this priority given to the contractors' having the required capital for the work without considering their professional capabilities. Although the public authority had many mistakes in terms of legal and tehcnical organization of public constructions, the selection of such contractors and the architectural qualities of public constructions was the natural outcome of the compulsions mentioned above since it was sometimes very hard for the public authority to find any contractor to execute the required public construction. Under such circumstances, the public building construction contractors of the period could not be permanent in the sector and provide any capital accumulation from these works because most of them were not donated with the required professional backgrounds for sustaining in the sector or

⁵⁰⁸ The possibility of sustaining construction contractorship with workmanship weighted and with primitive ways rather than machine and capital accumulation weighted; provided the entrance of the people who had little capital accumulation and enterprising spirit to the contractorship works. Since most important elements were the workers and masterbuilders, subcontractorship gave birth and developed in this period in order to control the primitive construction site organization and many workers. Some of these contractors developed themselves and became the great contractors of the later period

the conditions and possibilities of the country were not letting them to survive progressively in these works.

The general architectural characteristics of many public buildings especially in Ankara were defined by the public authority and his approaches for Republican architecture representing the modernization and development of the country. In any case, the state declared its politics of creating the “Turkish modern” architecture with the declarations of his officials and publications many times especially by the Ministry of Public Works.⁵⁰⁹ Accordingly, while architects of public buildings were usually forced to apply the architectural insistences of the public authority, contractors of public buildings did not mostly have a role in the determination of the architectural qualities of buildings. However, they were highly effective on the structural quality and multi-disciplinary engineering applications (electricity, heating and installation, elevators, etc.) of buildings together with their significant role on the level of success in the application of the already determined architectural features such as the application of construction materials, decorative elements, color choices, etc.

On the other hand, many public works including the public building constructions of the period were constructed by foreign contractors or contractorship firms. Their basic roles on the development of construction contractorship were their contributions on the settlement of the disciplinary bases of contractorship as a profession and on the education and gaining experience of Turkish technical staff the principles of construction contractorship inside the public constructions they executed for the state in this period.

The basic role of public contractors on the construction of public buildings was the constructional quality in terms of material concerns such as techniques and materials rather than visual concerns related with the artistic or architectural qualities of the building. There is no evident proof about the role of contractors on the architectural

⁵⁰⁹ The *Ministry of Public Works* openly states his concrete mission of creating the national modern architecture of the country and the necessary ways to be applied to reach this aim including the definition of the roles of engineers and architects in the introduction of his official publication *Bayındırlık İşleri Dergisi* in 1936. See for more detailed information *Bayındırlık İşleri Dergisi* (Yönetmelik Kısım), 3. Yıl, Sayı:5, İstanbul Devlet Basımevi, 1936.

decisions related to public building constructions. However, they were directing the finance of the work and selecting the construction material and technique determined in the specification, organizing the work program and providing the technical staff, workmanship and work machines necessary for the work. These were inevitably affecting the architectural characteristics of the work including the execution of the artistic details and workmanship quality having of major importance on the architectural quality of buildings. Hence, since the professional sufficiency or experience of the contractors of the period on construction works were not enough and did not have the necessary historical background in this period, most contractors of the period could not be able to execute their contractorship works properly, sustain the construction process in its required technical and organizational frameworks; and many of them gave priority to the monetary sides and material concerns of construction works. This situation reflected negatively on the architecture of some of the public buildings of the period, and caused many unfinished public building constructions coming from these insufficiencies of the contractors of the period.

In this framework, the actual profession of the contractor of the public building construction could gain importance although its direct reflections were not easy to observe in most of the public buildings constructed in this period. While the contractors coming from other disciplines were taking the monetary dimension of the work to the fore since they did not have the related disciplinary education on construction works, the engineer and architect contractors were giving priority to the architectural quality, technical dimension and organization of the public buildings they undertook.

On the other hand, as a result of the existence of outer factors such as the insufficient conditions of construction works in the country (problems in finding and transporting the required construction materials, provision of the capital for the sustaining of the work, etc.), and the construction contractors' employment of architects and engineers for public constructions they undertook, no obvious differences could be seen between the buildings constructed by the architect or engineer contractors and the ones coming from other disciplines in terms of architectural and engineering frameworks. Consequently, used in this study basically for the most comprehensive definition and comprehension of the public construction contractorship of the period,

the execution of contractorship services by people having different professional backgrounds did not radically affect the quality of most of the public buildings constructed in this period. Although engineers and architects having educational background about the profession found more rational solutions to the problems they faced during construction processes and some more technically and architecturally successful buildings were built by these “professional” contractors, the insufficiencies sourced from the newly born and still developing profession in this period together with the lack of concrete necessities such as the provision of required construction materials, technical staff and the capital for the work, prevented the effect of this professional background coming to the fore.

While the contractors did not have a specific role on the architecture of public buildings, they had great impacts on the development of the architects of the period in terms of commissioning and professionalization. The contractors mostly employed engineers and architects in the public constructions they undertook. In this context, the role of the contractors on the architectural projects or applications of the architects including the public buildings could not exactly be known. However, it can be stated that the economical concerns of contractors sometimes prevented the professional requirements of architecture depending on their patronages on the architects whose reflections were also seen on the public buildings. On the other hand, the numbers of architects making construction contractorship with professional bases in this period were very few since it was almost impossible for them to execute a public building construction by providing the required capital while it was even very difficult for them to establish a private office and make projects. However, the efficient actors of the construction medium seem to intentionally have excluded the architects from the application field of public construction works depending on the dominancy of engineers in related offices of the state and the perception of architecture as a profession accordingly.

Local and foreign contractors of the period also played definitive roles in the public building construction activities and development of architecture from different sides. The introduction of new technologies in construction works, new architectural trends and technical staff to the country and some of the first attempts for producing construction materials were realized by these contractors. For example, as

construction materials were coming to Ankara under difficult conditions, the first attempts of stone quarry opening and searches, sand and lime picking, and tile and washbasin production were realized by these contractors.⁵¹⁰

Another basic contribution of the contractors on the public building constructions of the early Republican period is the role they played in the orientation of financial sources to the field of construction works. As is known, architecture and construction works had very important problems in this period varying from the absence of legal arrangements related to the discipline to the deficiencies in the introduction of architecture as a profession. But what is more important as a problematic issue for the architectural production of the country in general is the lack of finance and investment for the realization and organization of construction works. In other words, the total budget or capital reserved for these works either by the public or the private sector was not enough for both the contemporary development of architecture with its professional requirements and its shaping of the buildings of the country with necessary aesthetical and disciplinary elements. So, although it did not make significant changes in the architectural developments of the period, the involvement of contractors in especially public construction works fastened the improvement of the construction sector and architecture of the country together with the increase of the capital used for these works.

The development of construction contractorship partially led Turkish architects to develop as involved in the large-scale building construction projects and develop themselves in technical and theoretical sides by taking place in the construction team of contractors. Despite being in very limited amounts, architects found a chance to involve in large-scale complex building constructions and develop their architectural knowledge and experience practically by meeting with new technologies, materials and approaches in construction works together with the possibilities presented to them with the public construction works undertaken either by local or foreign contractors. While the early construction contractors of the period were developing

⁵¹⁰ In the early years of the Republic, the road from İnebolu and the railway from Haydarpaşa was mainly used for Ankara to carry construction materials. Marble was coming from Marmara island and tiles were coming from Marsilya port. Cengizkan, Ali. 2004. "Ankara Hukuk Mektebi", *Koçzade Ahmet Vehbi Bey ve Bir İnşaatın Öyküsü Ankara Hukuk Mektebi*, Vehbi Koç vakfı, İstanbul, p.10.

themselves professionally by making subcontractorship in public constructions of foreign contractors, architects could find a chance to meet with contemporary technological and aesthetical improvements since the constructions realized by these contractors were large-scaled and required highly technical and organizational background, which led to the development of the field of architecture in general in the country. Architects developed themselves in these works both technically and financially; and some of them preferred to work as architect-contractors. Besides, in the coming and introduction of important foreign architects to Turkey, and with their working in the construction sector and presenting new technical and aesthetical developments to the architectural medium, contractors had significant roles together with the contracts or agreements made with these foreign contractors for the design and construction of specific public buildings or the agencies established by the local entrepreneurs for these foreign contractors making public works in the country.

This study basically reveals the fact that there were many significant determinants on the construction processes of public buildings of the period including the major roles of their construction contractors and the insufficiencies or absences of the capital and construction materials required for the execution of these works. Although these works were oriented by the most powerful authority of the period, i.e. the state having legal authority and economic power, even such basic necessities of many of these constructions could not be answered due to the conditions of the country. So, the architecture of these buildings was mostly the direct or indirect outcome of the togetherness of these components special to the work rather than an organized architectural production process determined according to the disciplinary framework of the profession. In this respect, architectural historiography on these public buildings should consider that the role of their contractors hold a major place amongst the determinants since architectural thoughts and applications for these buildings were mostly coming behind or determined according to how they performed their works. The contractors were especially significant also as a result of their patronage on architects and their determinant roles on the selection of construction materials, techniques and technical staff because of their financier role in constructions. Hence, the approach of the conventional architectural historiography putting the architect and the architectural point of view on the main

axis of studies seems to need revisions accordingly in order not to cause a misunderstanding about the actual reasons of architectural formations and choices in the construction of buildings.

Although there were positive developments in the construction sector and architectural production of the country as resulted from the involvement of contractors in public construction works, this included a small portion of the country scale construction medium and the public construction contractorship had problems similar to the other professions related to construction works. Actually, the problems were not only caused by public authorities or the principles of procurement laws. The legal arrangements can not solely arrange the field of construction on their own. The conditions of the country also had important roles on the resulting situation. There was not enough amount of capital accumulation, qualified technical staff and adequate construction members, including even the simple unqualified construction workers, in the country after the establishment of the Republic. Besides, the production or obtaining of construction materials and their transportation to the construction site, was not properly achieved on time in many public building constructions. So, the planning, direction and control of construction works became difficult for most of the construction contractors.

As a result, the accomodation of the proper organization and finance of construction works with clearly determined legal frameworks and tender mechanisms, and solving the confusions in the professionalization of the professions related with construction works was a matter of the systematical combination of each single element (engineering, architecture, contractorship, craftsmanship, etc.) of the construction medium with a common awareness and organization by the related authority, the state. Considering the architectural developments realized in the early Republican period, it is seen that the struggles for achieving such an organized system in the execution of the construction works of the country could not reach a succesful end during the period; and the struggles only fastened or contributed to the later developments in these works only after the 1950s. Nevermore, construction contractorship in local context was firstly started and developed in early Republican period in addition to the early steps taken in the last days of Ottoman empire. Besides, the works of construction contractors had many positive effects on the

execution of construction works in the country and shaping of the architectural environment of the country in this period as expressed in the study.

Looking at the construction contractors of the period for what they left to the following period, most contractors of the period could not provide any capital accumulation and obliged to recede from the profession or went bankrupt. The ones who could provide certain capital accumulation were the great contractors among whom railway contractors held the first place. They mostly transferred capital accumulation they gained from construction contractorship field to investments in other sectors. For the field of building construction contractorship, certain amount of technical experience was transferred to the following period by the local engineers, architects, etc. as contractors who worked in the large-scale public building constructions. In addition, great contractors made the early steps of gaining the public construction market from the hands of foreign contractors together with the start of the construction contracts they obtained firstly for railway constructions. Consequently, the early Republican period could not have provided significant developments in terms of both the institutionalization of contractorship as a profession and the occurrence of the required capital accumulation. Those transferred to the following decades were a certain amount of experience for the professionals, i.e. architects, engineers and technical staff to work in construction contractorship works.

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Kocaeli vilâyeti Belediyesi müşavir Mimarlığına tayini lüzumlu görülen 306 sayılı mimarlık ruhsatnamesini heiz hollanda tebesından - Lodvig Maryus Vanderberg'in bu vazifede çalıştırılmasına izin verilmesi ; Nafia Vekilliğinin 22/II/939 tarih ve II854/I7608/I4480 sayılı tezkeresile yapılan teklifi üzerine İcra Vekilleri Heyetince 30/II/939 tarihinde kabul olunmuştur .

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7/4/938 tarih ve 2/8467 sayılı kararnemeye ektir:

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C. İ. V. Zr. V. Mu. Mü. V. Tl. V.
Rana Karahan M. M. V. A. Çetinkaya Tl. V.

Müteahhit İbrahim Çalıışkan'a ihale edilen ve kâfi miktarda çimento temin edilememesi yüzünden teahhüt müddeti zarfında bitirilemeyen Perşembe Hükümet Köşkü tamiratı müddetinin, 181 iş gününün ilâvesi suretiler, 15/7/1943 tarihine kadar uzatılmasına temin için, Maliye Vekilligi Baş Hukuk Müşavirliğinin mütealassına muhalif olarak, 2/10/1942 tarihli mukevelede belgiklik yapılması, Nafia Vekilliginin 7/1/1944 tarihli ve 49/26-181/192 sayılı tezkeresiyle yapılan teklifi üzerine, 4033 sayılı kanunun 31 inci maddesine tevfiaken, İcra Vekilleri Heyetinin 9/3/1944 tarihli toplantısında kabul olunmuştur.

REİSİCULHUR

İsmail Hakkı

Bş. V. Ad. V. M. M. V. Da. V. H. V.
E. Sams *R. Tünel* *A. P. Mutluoğlu* *Halim Uzun* *M. M. V.*

Ma. V. Mf. V. Na. V. İk. V. S. İ. M. V.
H. Akpınar *Yücel* *Y. D. Y.* *K. D. L.* *S. H. Akatas*

G. İ. V. Zr. V. Mü. V. Tı. V.
İ. H. H. *S. R. Hatipoğlu* *A. F. Celilsoy* *Ç.*

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KARARNAME

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Sıhhat ve İctimaî Muavenet Vekilliginden yazılan 15/I/1942 tarihli ve 13/260 sayılı tezkere de; 2/15291 sayılı kararname ile emaneten inşası kabul edilen Tıp fakültesi müstemiâtından Ankara Doğum ve nisaiye kliniği inşaatına muktazi ceman 6000 metre mikâbı moloz ve çakıl'ın, 25/6/1941 tarihinden 25/II/1941 tarihine kadar beş ay içinde tamamen teslim edilmek şartıyla müteahhit Hamdi Öztunçaya ihale edildiği ve müteahhidin 28/9/1942 tarihinde müracaat ederek benzin tahdidî dolayısıyla günde üç defadan fazla sefer yapamayacağından teahhüdünü bu müddet zarfında ifaya imkân kalmadığını neyan ederek müddetinin 15/5/1942 tarihine kadar uzatılmasını istediği ve bu hususta müslâası sorulan Maliye Vekâleti Baş Hukuk Müşavirliğince, mukavele ve şartnamede mücbir sebep kabul edilmemiş olduğu ve müteahhidin benzine ihtiyaç hasıl etmeyen nakil vasıtaları kullanmak suretiyle de teahhüdünü yerine getirebileceği ileri sürülerek müteahhidin bu talebinin kabulüne imkân olmadığı bildirilmekte ise de; nakil vasıtalarının bol olduğu normal zamanlarda bile, benzine ihtiyaç hasıl etmeyen nakil vasıtaları kullanıldığı takdirde yarısından fazlası teslim edilmiş olan bu malzemenin geri kalan kısmının nakli için bir yıldan fazla bir zaman isteyeceği ve esasen müteahhidin bu moloz ve çakılların bir kısmını teslim eylediği ve mukavelenin fesni takürinde nakil vasıtalarından bir çoğuna Devletçe el konması, mevcut kamyonlardan çoğunun moloz ve çakıl nakline müsait olmaması; benzin tahdidî gibi sebeplerden ötürü bu işe yeniden talip bulunacağı şüpheli olmakla beraber ihale ve mübayaâ formaliteleri yüzünden aradan uzun zaman geçeceği ve bu hal ise bu güne kadar eski müteahhit tarafından inşasına başlanmış ve mühim kısımları noksan kalmış olan bu büyük binanın tabii tesirler altında harap olmasını

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17430

ve binnetice hazine zararını mucip olacağı cihetle müteahhidin sun'u teksiri olmadan mahza Hükümetçe benzine konulan tahdidden doğan bu vaziyetten dolayı müteahhidin ceza ödemesi doğru olmadığından adı geçen müteahhit Hamdi Öztunçayla münakit mukavelenin 15/5/1942 tarihine kadar uzatılması hususunda Muhasebei umumiye kanununun 136 ıncı maddesine tevfikeyen bir karar ittihazı istenilmiştir.

Bu iş İcra Vekilleri Heyetinin 12/2/1942 tarihli toplantısında görüşülerek; müteahhit Hamdi Öztunçayla münakit çakıl ve moloz mukavelesi müddetinin teklif veyhile ve Muhasebei umumiye kanununun 136 ıncı maddesine tevfikeyen, 15/5/1952 tarihine kadar uzatılması kabul olunmuştur.

REİSİCÜMHUR

İsmail Hakkı

Bş. V. Ad. V. M. M. V. Da. V. Ha. V.
N. R. Baydary *A. N. Nemmeney* *A. D. Kuntay* *Ş. K. Özyaz* *S. Sami*

Ma. V. Mf. V. Na. V. İk. V. S. İ. M. V.
A. Ağral *F. Günel* *A. F. Cebesoy* *İ. Dery* *Dr. H. Akalın*

G. İ. V. Zr. V. Mü. V. Ti. V.
S. Karadiz *M. İ. Akman* *F. Engin* *200. Ö. K.*

683 18 01 02 97 122 17



Kararname

Madde: I - 926 senesinde Hopada Gümrük binası inşasını taahhid eden Mimar Kiremzinin, müddetinde mukavele hükümlerini yerine getirmemesinden dolayı irad kaydedilen 6300 lira teminatı kat'ıye akçası ile ilavei inşaata sarfettiği 7873 lira 12 kuruşun tahsilini teminen İstanbul İkinci Ticaret mahkemesinde açtığı dava neticesinde, talep ettiği 14173 lira 12 kuruşun dava tarihinden itibaren yüzde beş faiz ve ücreti vekâlet ve masarifi muhakeme ile birlikte hazinedene tahsiline karar almıştır. Bunların tutarı olan 20057 lira 94 kuruştan faiz, ücreti vekâlet, masarifi muhakeme, ilavei keşfinihale tenzil nisbeti farkı ve bu kısmın bedeline ait istihlâk vergisi tutarı olan (6242) lira (82) kuruşun istemekten Müteahhid Kiremzi ferağat ettiği için mahkûmu bîhden 13815 lira 12 kuruş Kiremziye tesviye edilmek suretile işin sulhan halli tensip edilmiştir.

Madde: 2 - İşbu kararnamenin icrasına Maliye Vekili memurdur.

26 Haziran 1936

REİSİCUMHUR

BASVEKİL

MALİYE VEKİLİ

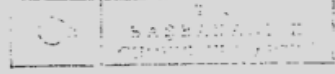
K. Atatürk

X. Z. İsmail

H. Ağralı

M.N.

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Semanpazarı Posta, Telgraf ve Telefon binası inşesi için müteahhit Bekir İhsan Ünal ve ortağı Feridun İşmen ile yapılan 5/12/1945 tarihli sözleşmede değişiklik yapılması hakkındaki Ulaştırma Bakanlığının 14/8/1946 tarihli ve 1562/231 sayılı teklifi ile sözleşme süresinin 202 gün uzatılmasına dair olan Danıştay Üçüncü dairesinin 12/9/1946 tarihli ve 25/23 sayılı, Genel Kurulunun 23/9/1946 tarihli ve 148/139 sayılı mütalâeleri, Bakanlar Kurulunca II/II/1946 tarihinde incelenerek; sözü geçen sözleşmede Danıştayın düşüncesine göre değişiklik yapılması; 4454 sayılı kanunun 28 inci maddesine göre, kararlaştırılmıştır.

CUMHURBAŞKANI

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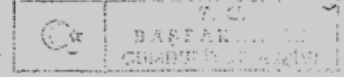
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| Başbakan <i>[Signature]</i> | Devlet Bakanı Başb. Yardımcısı <i>[Signature]</i> | Devlet Bakanı <i>[Signature]</i> | Adalet Bakanı <i>[Signature]</i> | Millî Savunma Bakanı <i>[Signature]</i> |
| İçişleri Bakanı <i>[Signature]</i> | Orişleri Bakanı <i>[Signature]</i> | Maliye Bakanı <i>[Signature]</i> | Millî Eğitim Bakanı <i>[Signature]</i> | |
| Bayındırlık Bakanı <i>[Signature]</i> | Ekonomi Bakanı <i>[Signature]</i> | Sa. ve So. Y. Bakanı <i>[Signature]</i> | Gümrük ve Tekel Bakanı <i>[Signature]</i> | |
| Tarım Bakanı <i>[Signature]</i> | Ulaştırma Bakanı <i>[Signature]</i> | Ticaret Bakanı <i>[Signature]</i> | Çalışma Bakanı <i>[Signature]</i> | |

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T. C.
BAŞBAKANLIK
MUAMELÂT UMUM MÜDÜRLÜĞÜ
Kararlar Müdürlüğü

Karar sayısın
5
6050

KARAR



P.T.T. Sanatoryom ve Preventoryom binasının inşası için P.T.T. İşletme Genel Müdürlüğü ile müteahhit Hasip Tamer ve ortakları arasında akdedilmiş olan sözleşmede değişiklik yapılması hakkındaki Ulaştırma Bakanlığının 26/3/1947 tarihli ve 688/282 sayılı teklifi ile sözleşme süresinin 29/II/1947 tarihine kadar uzatılmasına dair Danıştay Genel Kurulunun 2/6/1947 tarihli ve 47/86/79 sayılı kararı Bakanlar Kurulunca 27/6/1947 tarihinde incelenerek; sözü geçen sözleşmede Danıştay kararına göre değişiklik yapılması; 4454 sayılı kenununun 28 inci maddesine göre, kararlaştırılmıştır.

CUMHURBAŞKANI

İsmet İnönü

Başbakan *R. Paşa* Devlet Bakanı Başh. Yardımcısı *M. Özalp* Devlet Bakanı *M. Kemal* Adalet Bakanı *S. B. İsmail* Milli Savunma Bakanı *R. Paşa*

İçişleri Bakanı *H. Hüsnü* Dışişleri Bakanı *M. Kemal* Maliye Bakanı *H. Hüsnü* Milli Eğitim Bakanı *R. Paşa*

Bayındırlık Bakanı *C. K. Yılmaz* Ekonomi Bakanı *M. Kemal* Sa. ve So. Y. Bakanı *S. B. İsmail* Gümrük ve Tekel Bakanı *B. Özalp*

Tarım Bakanı *B. Özalp* Ulaştırma Bakanı ve Çalışma B.V. *S. B. İsmail* Ticaret Bakanı *H. Hüsnü* Çalışma Bakanı *B. Özalp*

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Appendix A-8



- K A R A R -

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Maddde : 1.- Millî Müdürlük Hükümet konağı inşaatı hakkında Bayındırlık Bakanlığı ile müteahhit Nevfik Dinmaz, Celâlettin Neçilî ve Aydın Boysan arasında bağtlanan 25.7.1946 tarihli sözleşme yazılı sürenin, inşaatta varacağı gecikmede müteahhide atıl ve isnat olunacak bir kusur bulunmamasına binaen, 260 gün uzatılmak suretiyle sözleşmenin, 5.8.1948 gün ve 47/25 sayılı Danıştay düşüncesine dayanakları değiştirilmesi, 4553 sayılı Kanunun 31 inci maddesi gereğince onanmıştır.

Maddde : 2.- Bu karar hükümleri yürütmeye, Maliye ve Bayındırlık Bakanları sorumludur.

21. Ekim 1948

Cumhurbaşkanı

Başbakan

Maliye Bakanı

Bayındırlık Bakanı

030 11 1 1 201 56 14

T. C.
D A N I Ő T A Y
Karma Daire
Esas No: 27
Karar No: 25

T U T A N A K

Hakkâri Hükümet Konağı inşaatı süresinin uzatılması hakkında olup 4353 sayılı kanunun 31 inci maddesine göre gereğinin yapılması için Yüksek Başbakanlıktan ivedili olarak 31/ 7 / 1948 gün ve 6/2692 sayılı yazı ile Danıştay Başkanlığına gönderilip 3 üncü daireye hava le buyrulan Bayındırlık Bakanlığının 21/ 7/948 gün ve 10715/11410 sayılı yazısı 4904 sayılı Kanun gereğince teşekkül eden Karma Dairemiz tarafından tetkik olundu.

Bakanlığın adı geçen yazısında :

Bakanlığımız ödeneği ile yaptırılmakta olan Hakkâri Hükümet Konağı inşaatı (647.413.08) lira keşif bedeli üzerinden eksiltmeye çıkarılarak %1 tenzilatla müteahhit Tevfik Sınmaz, Celâlettin Seçilen ve Aydın Boysan'a ihale edilerek 25/ 12 / 947 gününde bitirmek şartile 26/ 7 / 946 tarihinde sözleşmeye bağlanmıştır.

İşin başlangıcında normal vaziyette kolayca temin edilen çimentonun bedariki gün geçtikçe müşkilât arzetye başlamış ve 16/4/-947 gününde Ekonomi Bakanlığınca alınan bir kararla çimento tevziye tutulmuştur.

Müteahhidin evvelce piyasadan temin etmiş olduğu çimentonun bitmesi üzerine 26/ 6 / 947 gününde Sivas Çimento Fabrikasına yaptığı siparişler 95 gün sonra yani 29/ 9 /947 tarihinde Kurtalan'a sevke dilmeğe başlamış olduğu ekli belgelerden anlaşılmıştır.

Ancak bu tarihlerde Kurtalan'da n Hakkâriye nakliyat yapılı masına imkân olmadığından bu nakliyatın yolların işlemeğe müsait zamanı olan 1948 senesi Temmuzuna kadar geçkeceği Valiliğin 9/5/947 gün ve 309 sayılı yazısından anlaşılmakta olduğundan ,gerek çimentonun zamanında temin edilememesinden gerek nakliyatın 1948 senesi Temmuzuna kadar yapılmamasından dolayı hasıl olan 280 gün gecikmeden ötürü sözleşme süresinin 3/ 10 / 948 gününe kadar uzatılması Bakanlığımızca uygun görülmekte ise de her iki hal sözleşmesinde mücbir sebep olarak yazılı olmadığından mukavelesinde mevcut olmayan bu mücbir sebeplerden dolayı sözleşme süresinin uzatılması, 4353 sayılı kanunun

.f..

31 inci maddesinde gösterilen merciinden mütalâa almak suretile yapılabilir.

Gerekli belgeler eklice sunulmuştur. Sözleşme süresinden sonra geçen her gün için kesilecek ceza miktarı mukavelenin 5 inci maddesi gereğince 50 lira gecikme müddeti de 280 gün bulunduğundan ötürü (14000) lira ceza tahakkuku bahis konusu olmaktadır. 4353 sayılı kanunun 31 inci maddesi gereğince bu hususta mütalâaları alınmak üzere Danıştay Başkanlığına havale buyrulmasını yüksek müsaadelerini saygılarımla arz ederim. Denilmiştir.

İş incelendikten sonra gereği düşünüldü :

Teklif teskeresinde tafsil olunan sebeblere nazaran bu hususta vukua gelen gecikmede müteahhide atf ve isnat - olunacak bir kusur olmadığı anlaşıldığından teklif veçhile sözleşme süresine 280 gün ilâvesi uygun olacağı oybirliğiyle düşünülerek dosyanın Yüksek Başkanlığa sunulmasına 5/ 8 / 948 tarihinde karar verildi.

| Başkan | Üye | Üye | Üye | Üye |
|----------|---------------|----------|----------------|----------|
| T. Hıtaç | R. Çelebioğlu | H. Arkök | F. Kalaycıoğlu | R. Gökse |
| imza | imza | imza | imza | imza |



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Karar sayısı
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Maarif Vekâletinden yazılan 3/5/937 tarih ve 4/I56I sayılı tezkerede; 3037 sayılı kanuna tevfi kanunla Ankarada yapılacak fakülte ve mekteplerle İstanbul Üniversitesinin inşaat ve tamirat ve tesisat işlerinde çalıştırılmaları gerekli görülen mimar ve mühendisler için kadronun 1/4/937 tarihinden itibaren değiştirilmesine zaruret hasıl olduğundan ücretleri 3037 sayılı kanunla tesin edilerek 936 mali yılı maarif vekillliği bütçesine (Ankarada yapılacak fakülte ve mekteplerle İstanbul Üniversitesinin inşaat, tamirat ve tesisat masrafları) faslı na konulan tahsisattan tediye edilmek üzere yeniden hazırlanan kadronun tasdiki istenilmiş ve Maliye Vekillüğinden yazılan 27/5/937 tarih ve III42/204I sayılı mutaleanamlarda; gerek bütçe kanunları ve gerek diğer mevzuat itibarile tatbiki İcra Vekilleri Heyetinin kararına bağlı bulunan kadrolar tasdik edilmeden hiç bir suretle memur istihdam edilmemesi Başvekâletin 16/4/937 tarih ve II74 sayılı tamimi iktizasından olup bahsi geçen kadronun geçmiş aylara da teşmili muvafık olamayacağından mezkûr kadronun karar tarihinden muteber olmak üzere tasdiki lâzım geleceği bildirilmiştir.

Bu iş İcra Vekilleri Heyetince 31/5/937 tarihinde görüşülerek, ilişik kadronun Maliyenin mutaleası veçhile 31/5/937 tarihinden muteber olmak üzere tasdiki onanmıştır.

31/5/937

REİSİCUMHUR

K. Atatürk

Bş. V.

J. İmreli

Ad. V.

E. Sarıoğlu

M. M. V.

K. Özgenç

Da. V.

S. Kaya

Ha. V. V-

E. Sarıoğlu

Ma. V.

H. Arslan

Mf. V.

J. Arkan

Na. V.

A. Çetinkaya

İk. V.

C. Başoğlu

S. İ. M. V.

M. R. Akdoğan

G. İ. V.

M. R. Akdoğan

Zr. V.

M. R. Akdoğan

880 1 1 42 75 47 5

T. C.
BAŞVEKÂLET
Muameleât Müdürlüğü
Şube:
Sayı: 13457

T. C.
BAŞBAKANLIK
CUMHURİYET ARŞIVI

KARARNAME

926 senesinde Miteahhit Ali Yaver oğlu Mustafa efendiye yaptırılan ve fakat muamelesi Müzayede, minakasa ve ihalat kanununa uygun x olmadığından ücreti verilmiyerek 1513 numaralı kanuna göre tasfiyeye tabi borçlar arasında kalan Viranşehir muayene evine ait 2064 liranın daha ziyade beklettirilmesi doğru bir iş olamayacağından ,yapılan tamirlerin Müzayede, minakasa ve ihalat kanununun 18 inci maddesinin(Z) fıkrasına göre pazarlık sayılarak işini vaktinde yapan miteahhidine verilmesi; Sıhhat ve İctimaî Muavenet Vekilliğinin 26/9/932 tarih ve 179/6510 sayılı ve Maliye Vekilliğinin 8/9/932 tarih ve 12612/603 sayılı tezkereleri üzerine İcra Vekilleri Heyetince 3/II/932 tarihinde kabul olunmuştur .

3/II/932

REİSİCUMHUR

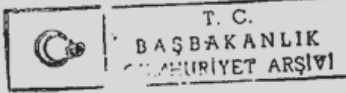
Özay M. Kemal

Bş.V. Ad.V. M.M.V. Da.V.
Ş. D. B. Yusuf Kemal Zevce S. W. W.

Ha.V. Ma.V. Mi.V. Na.V.
Ş. D. B. Abdülkadir Ş. Zevce S. W. W.

İk.V. S.İ.M.V. G.İ.V. Zr.V.
Ş. D. B. Ş. D. B. Ali Rana Z. W. W.

030 18 01 02 31 69 13



T.C.
Maliye Vekâleti

Baş Hukuk Müşavirliği ve
Munakemat Müdürlüğü

Ankara,

Sayı:

Ozü:

Karar

19769

Ek:

Madde 1.- Seyhan İlinde Adana-Karaisalı yolundaki Çakıt Köprüsü inşaatı hakkında Bayındırlık Bakanlığı ile müteahhit Hamdi Hikmet Barkın arasında bağitlanan 25/8/943 tarihli esas sözleşme ile 10/2/944 tarihli ek sözleşmenin, 12/7/945 gün ve 45/107/94 sayılı Danıştay mütalâasına dayanılarak bozulması, 4353 sayılı kanunun 31 inci maddesi gereğince onanmıştır.

Madde 2.- Bu karar hükmünü yürütmeye Maliye ve Bayındırlık Bakanları memurdur.

24 - Ekim - 1955

Cumhurbaşkanı

İsmail Hür

Başbakan

S. Sarı

Maliye Bakanı

M. Ak

Bayındırlık
Bakanı

Yusuf Say

Y.B.

| | | | | | | |
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|-----|----|---|--|-----|----|---|

T.C.
DANIŞTAY
Dördüncü Daire
Esas: No: 27
Karar: No: 30

Özeti: Çakıt köprüsünün
için yapılan sözleşme
ması hakkında:

TUTANAK

Çakıt köprüsünün inşası için 25.8.943 tarihinde müteahhit Hamdi Barkın ile yapılan sözleşmenin bozulması isteğini taşıyan ve Baş Bakanlığın 22.6.945 tarih ve 80/87-6/1390 sayılı yazısı ile Danıştay Başkanlığına gönderilen Bayındırlık Bakanlığının 15. Haziran.945 tarih ve 52-17/ko./6886/6331 sayılı yazısı ve ilişkileri dairesimize verilmiş incelenmiştir:

Bakanlığın bu yazısında: Seyhan ilinde Adana-Karaisalı yapılacak (150 000) lira keşif bedelli Çakıt betonarme köprüsü inşası için 25.8.943 tarihli sözleşme ile müteahhit Hamdi Hikmet Barkın'a ihale edilmiş inşaat sırasında temel kısımlarında meydana gelen fazla hafriyattan dolayı fazla iş yapılması ve bu arada 4 numaralı ayağa ayaklar için iki sıra palplanş çakılması gerektiği ; temel işlerine ait olup yapıldığı 2 nci keşfe göre (45.408,88) lira tutan bu artış, ilk keşif bedelinin % 20 sini geçtiğinden % 20 nin dışında kalan bu fazla inşaat için 2490 sayılı kanunun 19 ncu maddesi gereğince Bakanlar kurulundan karar alınarak sözleşme miktarının arttırılması hususunda 9.5.945 tarihli mektupla müteahhidin düşüncesi sorulmuş ise de kendisinden alınan 6.6.945 tarihli keşifte artışta, temel hafriyatında çekilen aşırı güçlüklerden dolayı yaptığı işlerin olagan üstü giderlerin zararını gerektirdiğinden ötürü geri kalan işler için aynı şart ve fiatlarla yapamayacağından ilişkisinin kesilmesini istediği bildirilmiştir. Filhakika 2490 sayılı kanunun 19 ncu maddesine dayanılarak müteahhitle sözleşme uyulmak suretiyle işin pazarlıkla kendisine yaptırılması mümkün ise de müteahhit uzlaşmaya yanaşmadığından esas sözleşmenin bozulması ile bütçe işlerinin tamamının Yeni baştan eksiltmeye konulması lazım geldiği bu hususta hazırlanan ek sözleşme projesine göre müteahhidin bu köprüde şimdiye kadar yapmış olduğu işlerin Bakanlıklarınca tayin edilecek yetgili bir kurul tarafından yapılacak kabul işleminden sonra ilgisinin kesilmesi ve ancak bu arada müteahhide verilen bazı malzeme ile diğer işlere alacaklarının tahakkükünden veya teminatından alıkonulması uygun görüldüğü bildirilerek

4353 sayılı kanunun 31 nci maddesine göre Danıştay'ın düşüncesi istenilmiştir.

Çağrı üzerine gelen Bayındırlık Bakanlığı şoseler Fen heyetinde de yüksek mühendis Nazım Berksan ve Köprüler Fen Hey'etinde Yüksek Mühendis Fehim Okan açıklamalarda bulunduktan ve idarece, işin gecikmesinden dolayı sözleşme hükümlerine göre, müteahhitce ödemesi gereken tazminat vaz geçilmesinin; müteahhide vaktinde çimento verilememesi, vagon bulmaktaki güçlükler, kendisinin işi yaptığı sırada olan feyzanlardan ve işi bitirememekten gördüğü zararlar gibi sebeplerden ileri geldiğini belirttikten sonra işin gereği düşünüldü.

Çakıt betonarme köprüsünün temel kısımlarında yapılan fazla işin ihale bedelinin % 20 sini geçmesinin ve müteahhitle sözleşme miktarının arttırılması işinde uyulmamasına göre 2490 sayılı kanunun 19 ncu maddesi gereğince sözleşmenin bozulması ve ancak bozma tasarısı üzerinde aşağıda yazılı değişikliklerin yapılması oy birliğiyle uygun görülmüştür.

- 1 - Sözleşme tasarısında, ilk sözleşmenin bozıldığı belirtilmiştir.
 - 2 - Tasarının 2 nci maddesinin birinci fıkrası (müteahhidin işi şimdiye kadar yapmış olduğu işler için Bayındırlık Bakanlığının in edilecek yetkili kurul tarafından birlikte yapılacak geçici ve kabul işleminin gerektireceği göre gözönünde bulundurulmak suretiyle kısa bir sürede müteahhidin teminat paraları kendisine geri verilerek) şeklinde açıklanmıştır.
 - 3 - Tasarıda, yapılan işlerin sözleşme ve şartlaşma uygunluğuna ilişkin recesi hakkında bir hüküm bulunmadığından; tasarının 8 nci maddesine işlerde esas sözleşme ve şartlaşma hükümlerine uygun olmayan cihetle işin olduğu anlaşıldığı takdirde görülecek eksiklerin ikmali ve tamiri için sözleşme ve şartlaşmada yazılı hükümler saklı kalmak üzere) kaydı eklenmiştir.
 - 4 - Tasarıda bunlardan başka esasa dokunmayan bazı kelime değişiklikleri yapılmıştır.
- Gereği yapılmak üzere dosyanın yüksek Başkanlığa sunulmasına 945 tarihinde karar verildi.

Başkan
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Aslı gibidir
15.9.945
28

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| 330 | 45 | 4 | 128 | 20 | 17 |
|-----|----|---|-----|----|----|

T. C.
DEVLET ŞURASI
Reisliği
Danıştay Genel Kurulu
Esas: 45/107

K. 94

Çakıt köprüsünün inşası için 25.8.945 tarihinde müteahhid Hamdi Hikmet Barkın ile yapılan sözleşmenin bozulması isteğini teyakk ve Yüksek Başbakanlığın 22.6.945 tarih ve 80/87-6/1390 sayılı tasarı ile Danıştay Başkanlığına gönderilen Bayındırlık Bakanlığının tasarı üzerine Üçüncü Dairece verilen kararı havi 5.7.945 gün ve 27/30 sayılı mazbata okundu.

Bu mazbata da : " Çakıt betonarme köprüsünün temel kısmında yapılan fazla işin ihale bedelinin % 20 sini geçmesine ve müteahhidle sözleşme miktarının arttırılması işinde uyulmamasına göre 249 sayılı kanunun 19 uncu maddesi gereğince sözleşmenin bozulması ve bozma tasarı üzerinde aşağıda yazılı değişikliklerin yapılması oybirliği ile uygun görülmüştür.

1 - Sözleşme tasarı nda, ilk sözleşmenin bozulduğu belirtilmiştir.

2 - Tasarının 2 inci maddesinin birinci fıkrası (müteahhidin bu köprüde şimdiye kadar yapmış olduğu işler için Bayındırlık Bakanlığınca tayin edilecek yetkili bir kurul tarafından birlikte yapılacak geçici ve kesin kabul işleminin gerektireceği süre gözönünde bulundurulmak suretile en kısa bir sürede müteahhidin teminat paraları kendisine geri verilecektir) şeklinde açıklanmıştır.

3 - Tasarıda, yapılan işlerin sözleşme ve şartlaşmaya uygunluğu derecesi hakkında bir hüküm bulunmadığından, tasarının 8 inci maddesine (bu işlerde esas sözleşme ve şartlaşma hükümlerine uygun olmayan cihetler bulunduğu anlaşıldığı takdirde görülecek eksiklerin ikmali ve tamiri için sözleşme ve şartlaşmada yazılı hükümler saklı kalmak üzere) kaydı eklenmiştir.

4 - Tasarıda bunlardan başka esasa dokunmayan bazı kelime değişiklikleri yapılmıştır." denilmiştir.
Gereği düşünüldü : sözleşmenin bozulması yolundaki daire kararları uygun görüldüğünden terim değişiklikleri ve açıklamağa ait bazı ibare tashih ve ilâvelerile bozma sözleşmesi de 127.945 gününde oybirliği ile kabul edildi.

Danıştay Başkanı İmza
Üçüncü D. Başkanı İmza
Birinci D. Başkanı S.Odabaşoğlu bulunmadı
İkinci D. Başkanı İmza
Dördüncü Başkanı K.Arar bulunmadı
Birinci D. Başkanı İmza

Üye İmza

Üye İmza

Üye İmza

Üye İmza

Üye C.Oyhan bulunmadı

Aslı gibidir
14.9.45

283 11 1 178 20 4

T.C.
D.A.N.I.F.A.Y.

Bonma Sözleşmesi

Üçüncü Daire Danıştay 3 üncü Dairesince kabul edilen yekil

Esas No : 27
Karar No : 30

Seyhan ilinde Adana - Karaisalı yolundaki Çatınar me köprüsünün yapılması hakkında Bayındırlık Bakanlık miteahhit Hamdi Hikmet Barkın arasında bağatılanan 25.6.194 ve 5716 sayılı sözleşme 10.2.1944 tarihli eki ile bozulunun yerine aşağıdaki sözleşme konulmuştur.

1 - Köprünün temel kısımlarında husule gelen bedelinin yüzde yiraisini geçen fazla inşaat için 2490 sayınınun 19 uncu maddesi gereğince sözleşme tutarının arttırmiteahhit rıza göstermemiş ve bu hususta kendisi ile uyuşula olduğundan esas sözleşme, tarafların rızasıyle bozulmuştur

2 - Miteahhidin bu köprüde şimdiye kadar yapmış duğu işler için Bayındırlık Bakanlığınca tayin edilecek yetli bir kurul tarafından birlikte yapılacak geçici ve kesin kabı leminin gerektireceği süre gözümünde bulundurulmak suretiyle kısa bir sürede miteahhidin teminat paraları kendisine geri v lecektir.

Ancak miteahhidin, İdareden almış olduğu iki yüz üç ton çimentodan proje ve atışmanlarına göre sarfedilmediği laşılan (35 940) ton çimento bedelini teşkil eden (2 958 90) ile köprü inşaatında çalıştırılmak üzere kendisine verilmiş erlerden miteşekkil işçiler için Bayındırlık Bakanlığınının 12.5.9 gün ve 6678 sayılı emrine göre ödenmesi lâzım gelen (2 404.08) liranın ve ayrıca çimento quvalları için idarese ödenmiş olan (360) liralık diposito bedelinin teminatından kesilmesini miteahhit kabul etmiştir.

3 - Miteahhit 10.2.944 gün ve 1129 sayılı ek sözleşme ile kendisine verilmiş olan 27268 motör numaralı altı bin lira kıymetindeki Morris kamyonu Seyhan Bayındırlık Müdürlüğüne teslim edecektir.

Ancak, bu teslim sırasında özel komisyonca yapıranma payı olarak kestirilecek bedelin teminat parasından kesilmesini miteahhit kabul etmiştir.

4 - Miteahhide verilen betoniyer ve baraka için amortisman bedelinden ödemesi lâzım gelen (350) liranın kesilmesini de miteahhit kabul etmiştir. Baraka ve betoniyer miteahhide ait olacaktır.

128/30

5 - Miteahhidin kısmen yaptığı demir ve per
Bayındırlık İşleri Genel şartlaşmasının 29 uncu maddes
atlandırılarak eksiltme indirmeleri düğüldükten sonra tut
sine ayrıca ödenecektir.

6 - Miteahhidin, sözü geçen köprüler için in
rinde ve feyezan sahası dışında, yağmış olduğu kum ve çakıldı
namesindeki niteliklere uygun olanları ölçülerek elde edilece
rat bedellerine % 25 nisbetinde miteahhit kâr ve gideri eklen
miteahhidin alacağı buna göre hesaplanacaktır.

7 - Sözü geçen köprüde şimdiye kadar yapılan iş
için (134) gün gecikme husule gelmiştir. Miteahhidin bu günkü
dolayısıyla tulumbayı vaktinde sağlayamaması ve taşıma işlerinde
gecikme husule gelmesi dolayısıyla bu (134) günlük gecikmeden (1
günüğe karşılık olan cezanın aranılmamasını ve geri kalan (24)
lük ceza için teminat parasından (480) liranın kesilmesini taraf
kabul etmiştir.

8 - Bu işlerde esas sözleşme ve şartlaşma hükümler
uygun olmayan cihetler bulunduğu ikinci maddede yazılı kabul kurul
tarafından anlaşıldığı takdirde görülecek eksiklerin ikmal ve tamiri
için esas sözleşme ve şartlaşmada yazılı hükümler saklı kalmak üzere
tarafklar bu köprü inşaatından doğan her türlü iddialardan dolayı b
birlerini ibra ederler.

9 - Bu ek sözleşmenin bağatlanmasından doğan bütün
giderler miteahhide aittir.

Aslının Aynasıdır.

17.9.1945

11 1 134/203 1

T. C.
M. M. V.
Emakin İnşaat Ş. Md.

Kısım:
H. Sayı: 3192
U. Sayı: 1007



Ankara
1917/1943

Baş Vekalet

İlişiği

Polatlıdaki Topçu okuluna ait Hastane, Gazino ve laboratuvar binalarının 12/8/942 tarihli mukavele ile inşaatını teahhüt eden Mütcahhit Şerif Çapan tarafından yüksek katınıza sunulup 10/6/942 gün ve 5/3522 sayı ile vekaletimize havale buyurulan 10/6/943 tarihli istida tetkik edildi.

Mumailih Mütcahhit tarafından aynı mevzu üzerinde ANKARA üçüncü Muterliği vasıtasıyla 7/5/943 tarihile çekilmiş birde ihbarname mevcuttur. Bu ihbarnameye verilen 22/5/943 Gün ve 2594/8295 sayılı teskerede bilhassa munakasa şartnamesinin 18 inci maddesine müsteniden mukavelenin 14 üncü maddesinde (Mütcahhide ihale tarihinden sonra verki resimlerin konması, malzeme fiyatının yükselmesi ve nakliye, işçi ücretlerinin artması gibi taleplerde bulunulmayacaktır.) kayıt ve şartları tebaruz ettirildikten sonra bağlı bulunduğu mukavele hükümleri hilafına olarak her hangi bir fiyat farkı talebinde bulunmağa hakkı olmadığı bildirilmiştir.

Mütcahhidin yüksek katınıza sunduğu bu dilekçesinde mukavelenin açık hükmüne rağmen kendisine hiç bir müdbir sebep ve hesaba istinat etmeyen fiyat farkı verilmesi yolundaki talebi hem mukavele hukukunu ve hemde Devlet İnşaatında tatbiki zaruri bulunan arttırma ve eksiltme kanununu ihlal eder bir mahiyette bulunmaktadır. Çünkü mukavelenin aktinden sonra şu veya bu vesile ile Mütcahhide fiyat farkı verilmesi lazım gelse idi, iki tarafın haklarını ve vazifelerini tesbit ve işe bir istikrar temin etmek maksadıyla teşhümleri bağlayan mukaveleye ne lazım kalırdı? Bundan başka, dilekçede adı geçen ve Devlet Şurasına gönderilmiş bir mütalaa mahiyetindeki İcra Vekillri Heyeti kararından sonra Devlet Şurasınca verilmiş 12/12/942 Tarihli kararda:

Şimdiye kadar Devlet Şurasınca ecnebi menşeli malzeme-ye münhasır olmak üzere ve 0/010dan fazla tereffül ile yalnız Memleketin her cihetten yüksek menfaatına taalluk eden ve bir an evvel ikmalî Devletce iltizam edilmekte bulunan Demir yolu inşaatı işlerinde yerli malzeme ve işçi ücretleri için fiyat farkı verilmesi istisnai olarak kabul edilmiş olup bundan başka olan inşaat işlerinde teşmil edilmiş değildir. Bu itibarlada dilekçede sert edilen fiyat farkı hususundaki talebin yerine getirilmesine kanuni imkan bulunmadığını ve mütcahhidin bu gibi müphem ve sebepsiz itirazlarında dailerde ihtas edeceği munakasalar için şimdiden hazırlanması düşünülen birer zeminden başka birşey olmayacağını saygılarımla arz ederim.

0.11

J.F.

D.

Şerif Çapan
21.7.1943

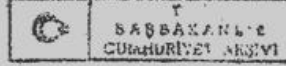
H. M. V.

M. P. Mütcahhit

Cevaplarda şubenin tarih ve numaralarının yazılması lazımdır.

20.7.1943 4955

T. C.
ŞURAYİDEVLET
Mülkiye Bölgesi
E. No 1342
K. 1663



Sui niyet ve ihmalleri görülen müteahhitlerin Taahhütlerini ifa hususunda diğer işlerde tekliflerini kabul edilmemesi hakkında Muhasebe Umumiye kanununun Vekâletlere bahsettiği salâhiyetin hususî idare işlerinde sureti tatbikinde tereddüt edildiğinden bahsile keyfiyetin Şûrayı Devletçe tetkik ve bir karara raptedilmek üzere Malatya Vilâyetinden gönderilen evrakın tevdimi mutazammın Dahiliye Vekâletinin Baş Vekâleti Celileden muhavvel 15/ 5/ 930 tarih ve 435 7 - 431 numaralı tezkeresi melfuflarıyla birlikte okundu :

icabı teemmül edildi :

Muhasebe Umumiye kanununun 118 inci maddesinde mülhak ve hususî bütçelerin hesabat ve muamelât hususî kanunlarda muharrer kuyut mahfuz kalmak üzere bu kanun ahkâmına tâbi olacağı ve idareî Umumiye Vilâyet kanununun halen mevkiî meriyette bulunan idareî hususiyeyi Vilâyet faslınının 75 inci maddesinde de emvali hususiyeyi Vekâletinin emvali Umumiye Devletten madut bulunduğu sarahaten yazılı olması sebebiyle Muhasebe Umumiye kanununun 27 inci maddesinde tasrih edildiği veçhile taahhüdâtında ihmal ve sui niyetleri bulunduğu herhangi bir Vilâyetçe tebeyyün eden eşhas ve şirketlerin idareî hususiyeye işlerine müteallik herhangi bir tekliflerinde idareî Hususiyelerin kabul etmeye salâhiyetleri olacağı kanunun ahkamî umumiyesine muvafık görülmüş ve bir Vilâyetçe yapılacak ret keyfiyetinin diğer Vilâyetler idaresine bildirilmesi hususunda o Vilâyet Encümenince ittihaz olacağı karara binaen Dahiliye Vekâletine vaki olacak işar üzerine Vekâletçe yapılması muvafık olacağı mütalea kılınmıştır .

keyfiyetin bir kerede Heyeti Umumiye arzına ittifakla karar verildi.

Karar tarihi:20/5/930

Reis

H. Halıcı

Aza

H. Hacı

Aza

H. E. E. E.

Aza

C. H. H.

Aza

H. H. H.

| | | | | | | |
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| 030 | 10 | | | 104 | 930 | 10 |
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3

T. C.

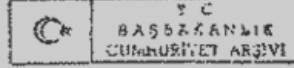
NAFİA VEKÂLETİ

Yapı ve İmar İşleri Reisliği

Ş.

Sayı: 10415

17359



Yüksek Başvekâlet Makamına

14/10/1939

Ön ihale işlerinde alınacak tedbir H.

İhâti

Devlet tarafınca yaptırılan bina inşaatının ekserisinde kullanılan kalorifer , sıhhi , soğuk hava , mutfak , çamaşırhane ve her nevi elektrik tesisatı malzemesi bugüne kadar Alman ve kısmen Leh mamulâtı olmuştur . Tesisat işleriyle iştigal eden tüccar ve müteahhitlerin büyük bir kısmı Almanya ile muamele yaparak malzemeyi oradan celp edegelmiş ve bu da Alman mamulâtının evsafının , muhtelif memleketlerde cari olan ticari anlaşmaların ve rekabet teşkilat ve imkenlerinin ayrı ayrı tesirleri altında doğmuştur . Bugün ise bu memleketlerin hali harpte bulunmaları piyasamızda tesirini icra etmeye başlamış ve bundan dolayı devletçe yaptırılan tesisat işleri girişmiş bulunan müteahhitler Almanya'ya verdikleri siparişlerin vaziyeti: hazıra dolayısıyla ifa edilemediği ve ihale şartname ve mukavelelerde yazılı malzemelerin ise piyasamızda bulunmadığı beyanıyla bunların yerine daha dün evsafa şu veya bu malzemenin kullanılmasına müsaade edilmesi veya vaziyete intizaren mukavele müddetlerinin temdit olunması gibi taleplerle Vekâletimize müracaatta bulunmaktadır .

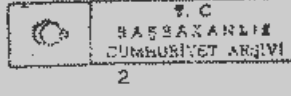
Diğer taraftan artırma , eksiltme ve ihale kanunu hükümleri dairesinde aktedilmiş bulunan bu nevi mukavele ve şartname hükümlerini , bunlarda muharrer esbabı mücbire haricinde olarak ihale hukukun imkân mevcut olmamakla beraber , adetleri günden güne çoğalan bu kabîlî hadise ve talepler muvacehesinde keyfiyetin şüphesiz bir tetkike tâbi tutulması lüzumlu görülmüştür .

Müteahhitlerle aktedilen mukavele ve şartnamelerin mühim bir kısmında mücbir sebeplerin nelerden ibaret olduğu tasrih edilmiş ve bir kısmında ise meskût geçilmiş olup , gerek bu işde ve

030 10 134 960 18

3

T. C.
NAFİA VEKÂLETİ
Yapı ve İmar İşleri Reisliği
Ş:
Sayı:



Öz:
19
18

İhtisâs:

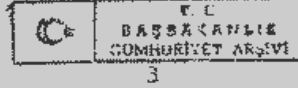
gerek emsali diğer meselelerde müteahhitler tarafından ileri sürülen çeşitli talepleri yalnızca hukuki ve akdi cepheden tetkik ederek bir karara varılması derpiş edildiği takdirde, işbu taleplerin mukavele ve şartnamelerde yazılı mücbir sebeplerden olup olmadığını tetkik ile neticesine göre kabul veya reddetmek ve şayet mukavele ve şartnamelerde mücbir sebepler tasrih ve tadat edilmemiş ise bu takdirde Devlet Şurasının mütealeasına müracaat ederek alınacak karara göre hareket eylemek zaruri bulunmaktadır .

Ancak ; hukuki mahiyette olan bu tetkik ve kararın , ihalesi icra kılınan işlerin behemhal ve bir an evvel intacı hakkındaki hükümet arzusunun tatmin etmeyeceği aşklar olmakla beraber , bir taraftan da hadîsata ahireyi dahi evvelinden derpiş etmesine imkan bulunmayan müteahhit vatandaşları izrar edeceği de bedihidir . Her ne kadar teşhüt işlerinin icrasına yarayacak malzemenin memleket dahilinden mi, yoksa hariçten muayyen bir memleketten mi tedarik edileceği hakkında mukavele ve şartnamelere sarıf kayıtlar derç edilmemekte isede ihalelerin mevzuunu teşkil eden işlerin mühim bir kısmının malzemesi memleketimizde mevcut olmaması hasebile ötedenberi Avrupadan ve bu weyanda bilhassa Almanyadan tedarik edilmekte olup, son dünya vukuatının bunların tedarikini müşkilata uğrattığı muhakkaktır . Her müteahhîm her serdettiği mazereti bilâ tetkik ve derhal kabule imkan olmamakla beraber bunlardan şayanı kabul olanları mevcut bulunabileceğini de nazarı dikkate almak zaruri görüldüğünden, meselenin tetkikile alınması icabeden idari ve hukuki tedbirlerin neden ibaret olması lazımgüleceği hakkında incelemelerde bulunmak üzere, ihale işleriyle bilhassa meşgul olan Maliye , Millî Müdafaa , İktisat , Uyanakalat , Gümrük ve İnhisarlar , Nafia , Ticaret ve Sıhhiye Vekâletlerin mürabhaslarından müteşekkil bir heyet...

030 10 134 960 18

4

T. C.
NAFİA VEKÂLETİ
Yapı ve İmar İşleri Reisliği
Ş.
Sayı:



Orn:
18

İlgi: teşkili Vekâletimizce muvafık olacağı düşünülmektedir .
Keyfiyet tasvip buyrulduğu takdirde gereğinin yapıl-
masına Yüksek Mühürlerini arz ederim .

Asa
ky.

Mafia Vekili
A. T. Celal

yayın işleri m.

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| T. C. BAŞVEKÂLET Yapı İşleri Dairesi Müdürlüğü Sayf : | | M 9090 | | Dosya İşareti 121 | |
| T. C. BAŞVEKÂLET Müdürlüğü | | | | | |
| Önce | Fabli | Bafra Vekilliğine | | | |
| Evvel | Numarası | 4/1 | | | |
| Müddet | | 15.X.1939 | | | |
| Müddet tarihi | | 14.X.1939 tarih, Yapı ve İmar İşle- | | | |
| Müddet | | 18.X.1939 ri Meisliği, 10415/17559 sayılı tezkeraleri | | | |
| Müddet tarihi | | cevabıdır: | | | |
| Müddet adedi | | 6 | | | |
| Sedris | Özellik | 5935 | | | |
| No. | Numarı | 19-10-39 | | | |
| Müddet | | ihale işlerinde alınacak tedbir keyfiyeti | | | |
| Sedris tarihi | | tedbir vechile | | | |
| Müddet tarihi | | ni, tedkik ve tesbit etmek üzere Vekilliğiniz | | | |
| Müddet tarihi | | de bir hey'etin teşkili muvafık görüldük | | | |
| Müddet tarihi | | bu hey'ete tayin edilecek mümessil isminin | | | |
| Müddet tarihi | | Vekilliğinize bildirilmesi hususunun Malîye | | | |
| Müddet tarihi | | Millî Müdarece, Şirket, Münkâlet, İktisad, | | | |
| Müddet tarihi | | Gümrük ve İmbisarlar ve Ticaret Vekillikleri | | | |
| Müddet tarihi | | ne yazılmış olduğunu arz ederim. | | | |
| Müddet tarihi | | B.Y.K. | | | |
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Appendix A-15

APPENDIX B

Contractors of Public Works in Early Republican Period Together With Their Professional Backgrounds and Working Fields (in chronological order):

Aran Kampas (Electricity contractor): (27/12/1923)

Kadri Cemil (Electricity contractor): (11/1/1928)

Semih Saip Efendi (Installation contractor): (8/1/1929)

Abdlmecit Yařar (Contractor-architect): Road and Pages (1936)

Adil Denktař (Contractor-architect): Construction (1936)

Cemil Finci (Contractor-architect): Road, Construction and Water (1936)

İsmail Necati Kaytaz (Contractor-architect): Construction (1936)

İsmet Yardımcı (Contractor-architect): Construction (1936)

İzzettin Nuri Tařren (Contractor-architect): Construction(1936)

Tahsin Sermet (Contractor-architect): Construction(1936)

Yahya Ahmet Bali (Contractor-architect): Water works (Installation-1936)

Zht Bařar (Contractor-architect): Construction (1936)

Mehmet Derviş Çelikleř (Contractor-engineer): Each type of Public Works Contractorship (1936)

Mustafa Ak (Contractor-engineer): The way and its details construction contractorship (1936)

Cemal Cim (Contractor-engineer): Each type of Public Works Contractorship (1936)

Mehmet Galip Sinop (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ali Baba (Contractor-engineer): The way and its details construction contractorship (1936)

Ali Galip Purut (Contractor-engineer): Each type of Public Works Contractorship (1936)

Reřit Brekçi (Contractor-engineer): Each type of Public Works Contractorship (1936)

Halit Kurřuncu (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ali Necip Sinkil (Contractor-engineer): The way and building construction works (1936)

Osman Kirişçi (Contractor-engineer): The way and building construction works (1936)

Ekrem Tuncel (Contractor-engineer): The building, way and its details construction works (1936)

Fethi Halil ve Kardeşleri (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ferdi Karman (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ahmet Atman (Contractor-engineer): The building, way and its details construction works (1936)

Naci Seltik (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ahmet Cemil Arduru (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ekrem Hakkı Ayverdi (Contractor-engineer): Each type of Public Works Contractorship (1936)

Fazlı Yüce (Merchant): The way and its details construction contractorship (1936)

Aziz Suvör (Contractor-engineer): Each type of Public Works Contractorship (1936)

Fikri Ataç (Contractor-engineer): The way and its details construction contractorship (1936)

İbrahim Galip Fesci (Contractor-engineer): Each type of Public Works Contractorship (1936)

Haydar Emre (Contractor-engineer): Each type of Public Works Contractorship (1936)

Mustafa Vahit Akpak (Contractor-engineer): Each type of Public Works Contractorship (1936)

Panzo Stavropolo Kollektif Şti. (Contractorship): Construction material and tools contractorship (1936)

İsak Krespi ve Mahdumları Kollektif Şti. (Contractorship): Construction material, paint and its tools contractorship (1936)

Civata Türk Limited Şti. (Contractorship): Nail and rivet contractorship (1936)

Yorgi Mavrodi (Contractorship): Construction material and paint (1936)

Salti Frango Kollektif Şti. (Contractorship): Furniture and its tools contractorship (1936)

Yusuf Kapancı ve Mahdumları Kollektif Şti. (Contractorship): Construction material and tools contractorship (1936)

Maden Kömürü Şirketi Türk A.Ş. (Contractorship): Mine Coal contractorship (1936)

Hilmi Selvili ve Hasan Keresteci Kollektif Şti. (Contractorship): Travers and Construction material contractorship (1936)

Kevoork Malhasyan (Contractorship): Construction material, iron and tools contractorship (1936)

Kraft ve Ostroski sahibi Fret. V. (Contractorship): Construction material, iron and tools contractorship (1936)

Ali Rıza Güvendi (Contractorship): Machine, iron and tools contractorship (1936)

Emin (Comission Agent): Gunpowder, iron and tools contractorship (1936)

İbrahim Çolak (Owner of a Timber Factory): Any kind of timber and travers

Halit ve Şürekası K.Ş. (Comission Agent): Loading and Discharge of Public Works (1936)

Hayim Benbasad (Comission Agent): Construction material contracts (1936)

Ahmet Hamzaoğlu (Contractorship): Clothes and material contractorship (1936)

Makine ve Endüstri İşleri Türk A.Ş (Contractorship): Machine and Industry Works Contractorship

Nicola Zervudaki (Contractorship): Each kind of paint and material contractorship (1936)

Hans Frank ve Şirketi Komandit Ş. (Contractorship): Each kind of Construction material and tools contractorship (1936)

İlyas Batum (Timber Merchant): Any kind of timber and travers

Şark Merkez Ecza Türk A.Ş. (Contractorship): Pharmacy, medicine and health material contractorship (1936)

Yusuf Kavasoglu (Comission Agent): Each kind of Construction material contractorship (1936)

Alüminyon Matra Fab. T. L. Ş. (Comission Agent): Each kind of Construction material contractorship (1936)

Ramazan Sarıkaya (Contractorship): Travers and each kind of timber contractorship (1936)

M. Rüştü Yazıcıoğlu (Contractorship): Construction material (1936)

A.E.G. Türk A.Ş. (Contractorship): Each kind of electrical installation (1936)

Elektrik Türk A.Ş. (Contractorship): Each kind of electrical installation (1936)

Staana Romana Petrol A.Ş. (Contractorship): Gas, fuel and diesel fuel (1936)

Fehmi Akyüz (Cartographer): The present maps of cities and towns (1936)

Burhan Arif Ongun (City Planning): The development plans of cities and towns (1936)

Celal Esat Arseven (History of Architecture Professor): The development plans of cities and towns (1936)

Tahsin Ölçken (Contractorship): The maps of cities and towns (1936)

Abdürrezzak Remzi Kaya (Contractorship): The maps of cities and towns (1936)

Mehmet Sadık Hükümen (Contractor): The building, way and its details construction works (1936)

Vehbe Beçit (Contractor-engineer): The way, bridge and building (1936)

Adil Denктаş (Contractor-architect): Construction (1936)

Behçet Koçansu (Contractor): The way, bridge and building (1936)

Hamit San (Contractor): The building, way and its details construction works (1936)

Hüseyin Yücel (Contractor): The building, way and its details construction works (1936)

İmar Yurdu (Contractor): Construction (1936)

Adil Özev (Contractor-engineer): Each type of Public Works Contractorship (1936)

Yahya Ahmet Bali (Contractor-architect): Water Works (1936)

Hüseyin Arif Şaylan (Contractor-architect): Construction (1936)

Ali Emin Daş (Pavement Contractor): Parquet pavement construction (1936)

Sinan Karaveli (Contractor): Stone preparation, pavement and soil works (1936)

Yahya Granit (Contractor): The way and its details, construction works (1936)

Kamil Görkmen (Contractor): The way, railway, bridge, water and construction (1936)

İsmail Hakkı Saka (Contractor): Construction (1936)

Ali Rıza İnanç (Contractor): Pavement (1936)

Yol ve Yapı Limited şirketi (Contractor): Each type of Public Works Contractorship (1936)

Muzaffer Salih Belgen (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ali Agah Sezer (Contractor): Construction, the present maps of cities and towns (1936)

Taşcıoğulları (Contractor): The building, way and its details construction and material (1936)

Fahri Dural (Contractor): Construction (1936)

Tahsin Sermet (Contractor-architect): Construction (1936)

Mühendis Nuri Nafiz, Nesim Sisa, Refail Roso Kollektif Şti. (Contractor): Construction (1936)

Fasih Saylan (Contractor): Water installation, construction material and tools (1936)

Fehmi Ölçüm (Contractor-engineer): Each type of Public Works Contractorship (1936)

Rasih Arıman ve Halil Somer fenni inşaat Şti. (Contractor): Each type of Public Works Contractorship (1936)

Hasan Basri (Contractor-engineer): Each type of Public Works Contractorship (1936)

Süleyman Arısan (Contractor): The building, way and its details construction works (1936)

Zeki Toros (Contractor): The building and water installation (1936)

Ahmet Faip Yapıcı (Contractor): The building, way and its details construction works (1936)

Nabi Yalbuzdağ (Contractor): The building, way and its details construction works (1936)

İzzettin Nuri Taşören (Contractor-architect): Construction (1936)

Adil Kavukcuoğlu (Contractor): The building and its details construction works (1936)

Mehmet Macit Özkökten (Contractor): The building, way and its details construction works (1936)

Mühendis Rifat Osman ve Sırrı Arif İnşaat Şti (Contractor): Each type of Public Works Contractorship (1936)

İbrahim Hakkı Buluğ (Contractor-engineer): Each type of Public Works Contractorship (1936)

Aziz Akal (Contractor): The way and its details construction works (1936)

Hüseyin Urhan (Contractor): The way and its details construction works (1936)

Salih Göysal (Contractor): The building, way and its details construction works (1936)

Nuri Öner Hamamcioğlu (Contractor): The way and its details construction works (1936)

Abdülmecit Yaşar (Contractor - architect): The building, way and water works (1936)

Cemil Finci (Contractor - architect): The building (1936)

Fuat Hordoloş (Contractor): The way and railway works (1936)

Mustafa Sebati Karaözbek (Contractor): The building, way and its details construction works (1936)

Mehmet Sait Alan (Contractor): The building (1936)

Hayri Erçin ve Ortakları Kollektif Yapı Şirketi (Contractor): Each type of Public Works Contractorship (1936)

Ahmet Turhan (Contractor): The building (1936)

Niyazi Erek (Contractor): The building (1936)

Yakup Kefeli (Contractor): The building, way and its details construction works (1936)

Osman Fevzi Antep (Contractor): Heating Installation (1936)

Türk Filips Limited Şirketi (Contractor): Radio, Telegraph, Telephone and Electricity (1936)

Nihat Geyran (Contractor-engineer): Each type of Public Works Contractorship (1936)

Saffet Yalçın (Contractor-engineer): Each type of Public Works Contractorship (1936)

Hasan Tahsin Kiral (Contractor): The building, way and its details construction works (1936)

Selim Sinani (Contractor): The way and its details construction works (1936)

Bursa Ortak İnşaat Şirketi (Contractor): The way, bridge and construction works (1936)

Cemil Serdengeçti (Contractor): The building (1936)

Yasin Taşel (Contractor): The building, way and its details construction works (1936)

Kemal Çerman (Contractor): The building, way and its details construction works (1936)

Gençağa Eryurt (Contractor): The building, way and its details construction works (1936)

Osman Miat Gökmen (Contractor): The building, way and its details construction works (1936)

Habil Arıkol (Contractor): The building, way and its details construction works (1936)

Ali Sölpük (Contractor): The building, way and its details construction works (1936)

Saadettin Kalay (Contractor): The building, way and its details construction works (1936)

Hayrullah Dayı (Contractor): The building, way and its details construction works (1936)

Ömer Yaman (Contractor): The building, way and its details construction works (1936)

Zühtü Başar (Contractor - architect): The building (1936)

İzzet Baysal (Contractor - architect): The building (1936)

Süreyya Sami Arım (Contractor-engineer): Each type of Public Works Contractorship (1936)

Ömer Genç (Contractor): The building, way and its details construction works (1936)

İsmail Necati Kaytaz (Contractor - architect): The building (1936)

Osman Somtaş (Contractor): The way and railway works (1936)

Davit Parker Pistiryakof (Contractor-engineer): Each type of Public Works Contractorship (1936)

Sadi Gezdur (Contractor-engineer): The way, railway, bridge, water and building (1936)

Kazım Tekeli (Contractor-engineer): The building, way and its details construction works (1936)

İbrahim Etem Naci (Contractor): The building (1936)

Rasim Hayri Cingi (Contractor): The building, way and its details construction works (1936)

Refet Ozmanoy (Road Contractor): The building (1936)

Niyazi Evren (Road Contractor): The building (1936)

Mustafa Ođlu Müslüm ve Kardeři Hakkı Delen (Contractor): The way and railway works (1936)

Nafız Kotan (Contractor): Each type of Public Works Contractorship (1936)

H.Ş.Karintz (Contractor-engineer): Construction material and tools contractorship (1936)

Ticaret Türk Anonim řirketi (Contractor): Construction material, travers and timber contractorship (1936)

Ali Nuri ve řeriki İktisadi Milli İş Yurdu Kollektif řirketi (Contractor): Construction material and tools and iron bridge montage contractorship (1936)

Hüsnü Nail Seden (Contractor): Construction material and tools contractorship (1936)

M. ve A. Hanef Kardeşler Kollektif řirketi (Contractor): Construction material and tools contractorship (1936)

Yakup Dikmen (Loading discharge Contractor): Loading and discharge (1936)

Moris Danon (Contractor): Material (1936)

Anadolu Çimentoları Türk Anonim řirketi Arslan Çimento Fabrikası (Cement and water lime contractor): Cement and water lime contractor (1936)

Türk Çimento A.Ş. (Contractor): Material (1936)

Hüseyin Hüsnü Özbay (Travers Contractor): Travers (1936)

Ali Taze (Loading discharge Contractor): Loading and discharge (1936)

Ali Çavuş Taze (Loading discharge Contractor): Loading and discharge (1936)

Orak Ticaret ve Sanayi Evi (Loading discharge Contractor): Construction material and tools contractorship (1936)

Mordoh Poremantz (Loading discharge Contractor): Construction material (1936)

Salih Tarlan (Loading discharge Contractor): Loading and discharge (1936)

Fehmi Başođlu (Forest Contractor): Travers and timber contractorship (1936)

Abdullah Azer (Electrical Engineer Contractor): Construction material and tools contractorship (1936)

Leon Parunak (Engineer Contractor): Heating Installation (1936)

Talip Kuriş (Timber Contractor): Travers (1936)

Ali Kula (Timber Contractor): Travers (1936)

Hüseyin Benderli (Balast Contractor): Highroad stone preparing and balast (1936)

Albert Sion ve Biraderi K.Ş. (Balast Contractor): Glass and Crystal material (1936)

Talat Erler (Electricity Contractor): Electricity construction material and tools contractorship (1936)

Zeki İsmet ve Ortakları Ko. Şr. (Construction Material Contractor): Construction material, tools and electricity construction material contractorship (1936)

Alfert Şivartz (Contractor): Construction material, tools and electricity construction material contractorship (1936)

Sait Arif ve Sait Ömer Kollektif Şti. (Contractor): Electricity construction material, tools and installation contractorship (1936)

Hanrik Kranzfeld (Contractor): Construction material and tools contractorship (1936)

Alfred Levi (Contractor): Construction Material (1936)

Ferit Zarifoğlu ve Şeriki Koll. Ş. (Contractor): Construction material and tools contractorship (1936)

Celalettin Derviş Bükey (Contractor): Construction Material and pharmacy (1936)

Helyos Müessesatı kollektif Şirketi (Electricity Contractor): Electricity construction material and tools contractorship (1936)

Raif İnceer (Contractor): Soil Excavation and ballast preparing (1936)

Kanaat Kitabevi (Contractor): Stationery (1936)

Şeref Gensoy (Construction Material Contractor): Construction material and tools contractorship (1936)

Harun Saffet Gürson (Construction Material Contractor): Construction material (1936)

Yusuf M. Şarr Mahdumları Şti. (Construction Material Contractor): Construction material (1936)

A Kalinikos (Furniture Contractor): Furniture (1936)

Nuri Killioğlu (Construction Material Contractor): Construction material (1936)

İbrahim Taşkıran (Balast Contractor): Balast (1936)

Vefik Hayri Tümer (Construction Material Contractor): Construction material and tools contractorship (1936)

Sazmaş Sanayi ve Ziraat Makinaları Türk Anonim Şirketi (Construction Material and Electricity Contractor): Electrical Installation Construction material (1936)

Yılmaz Eksport Emport Limited Şti. (Construction Material Contractor): Construction material and tools contractorship (1936)

Orman Çiftliği Umumi İdaresi (Construction Material Contractor): Construction material and tools contractorship (1936)

Raşit Tuğrul (Map Contractor): The present map works of cities and towns (1936)

Hüseyin Avni (Map Contractor): The present map works of cities and towns (1936)

Profesör Yansen (Architect): The development plans of cities and towns (1936)

Sait Erer (Map Works): The present map works of cities and towns (1936)

Aytal Kovaç Albert (Map Project Works): The present map works of cities and towns and water installation projects (1936)

Muzaffer Sövüktekin (Construction Contractor): The building, way and its details construction works (1937)

Behiç Hayri Tümer (Construction Material Contractor): Construction material works (1937)

İsak Niyego (Glass and Mirror Contractor): Glass, crystal and mirror type construction material (1937)

Vitalis Beyo (Contractor and Commissionaire): Construction material (1937)

Cemil Oktay (Construction Material Contractor): Balast preparing works (1937)

Fehmi Susunar (Contractor): Water installation (1937)

Aşım Köknar (Contractor-engineer): Each type of Public Works Contractorship (1937)

Lüsyen Juber (Contractor and Commissionaire): Water works (1937)

Rıfat Kavukçuoğlu ve Şeriki Eşref (Contractor): The building, way and its details construction works (1937)

Hamit Baldat (Contractor): The building, way and its details construction works (1937)

Selahaddin Durusan (Contractor-engineer): Each type of Public Works Contractorship (1937)

Cabir Sepen (Electricity and Machine Contractor-engineer): Electricity and Machine Works (1937)

İktisadi ve Sınai Tesisat ve İşletme Türk Anonim Şirketi (Contractor): Construction material works (1937)

Nuri Beler ve Ortağı (Contractor): Construction material (1937)

Şevket Eren (Contractor): The building, way and its details construction works (1937)

Hasan Hayri Karadelen (Contractor-engineer): Each type of Public Works Contractorship (1937)

Şevket Losfar (Contractor-engineer): Each type of Public Works Contractorship (1937)

Adil Pekyar (Contractor): Construction material (1937)

Uşer ve Şeriki (Contractor): Construction material and tools (1937)

Abdullah Demiralay (Contractor): Railway, way and its details, building and balast (1937)

Nevzat Gürkan (Contractor): Building (1937)

Halit Salih Teker (Contractor): Construction material and its tools (1937)

Hamdi Beydağı (Contractor): Building (1937)

Etem Bayniş (Contractor): Electricity works, its installation and material (1937)

Halit Yurtören (Contractor): The way and its details (1937)

Ludvig Maryüs Vanderberg (Specialist): The development plans of cities and towns (1937)

İskender Oral (Contractor): The building, way and its details construction works (1937)

İnşaat Limited Şirketi (Contractor-engineer): Each type of Public Works Contractorship (1937)

İsmet Yardımcı (Contractor Architect): Building (1937)

Halimoğlu Mustafa Ogun (Contractor): Building (1937)

Omsim Şirketi (Contractor): Each type of Public Works Contractorship (1937)

Prost (Specialist): The development plans of cities and towns (1937)

Feyzi Didinal (Contractor): Building (1937)

Giorgio Giras ve Osman Nebi Oğlu Şirketi (Contractor): Construction material (1937)

- Ropen Babikyan (Contractor):** Woodwork and carpentry (1937)
- Hüsam Karaca (Contractor):** The building, way and its details construction works (1937)
- Hohtif A.G. İnşaat Şirketi (Contractor):** Each type of Public Works Contractorship (1937)
- Ahmet Ali Aksu (Contractor):** The building, way and its details construction works (1937)
- Ali Rıza İncekara (Contractor):** Building (1937)
- Osman Olgun (Contractor):** Building (1937)
- Sedat Gazi Askeroğlu (Contractor):** The building, way and its details construction works (1937)
- Yunus Biraderler Kollektif İnşaat Şirketi (Contractor):** Water and Building Works (1937)
- Kudret İsfendiyaroğlu (Contractor Mechanical Engineer):** Each type of Public Works Contractorship (1937)
- Nazmi Akduman (Contractor):** Construction Material (1937)
- Şalom Biraderler İzak ve Jak Kollektif Şirketi (Contractor):** Construction Material (1937)
- Nizamettin Evrentuğ (Contractor):** The way and its excavation works (1937)
- Hüseyin Ural (Contractor):** The building and its details works (1937)
- Maden Kömürü Felemenk Anonim Şirketi (Contractor):** Mine Coke (1937)
- Hüsnü (Contractor):** The building, way, its details and water works (1937)
- Kağıtçılık ve Matbaacılık Türk Anonim Ş. (Contractor):** Stationery (1936)
- Halit Tecim (Contractor):** Construction Material and Clothes (1937)
- Mehmet Edip Con (Contractor):** The way and its detail works (1937)
- Türk Yağ Limited Ş. (Contractor):** Soap and oil works (1937)
- İ. Hakkı Kıdoğlu (Contractor):** The building, way and its details construction works (1937)
- Etem Korçan (Contractor):** The building, way and its details construction works (1937)
- Fadh Verdi (Contractor):** Electricity installation and its material (1937)
- Emin Said (Contractor):** Construction Material (1937)
- Ahmet Karaca (Contractor):** Excavation works and balast (1937)

Haznedar Tuğla ve Kiremit Ateş Tuğlası Fabrikası L. Ş. (Contractor): Construction Material (1937)

Mehmet Hotamışli (Contractor): The building, way and its details construction works (1937)

Sadi Atagören (Contractor architect): The building and water works (1937)

Emin İlter (Contractor): The building, way and its details construction works (1937)

Ali Eşref Kurdemir (Contractor): Construction Material (1937)

Abdulahik Hikmet Arkuvaç (Contractor): The building, way and its details construction works (1937)

H. Kenan Halet (Contractor engineer): The present map works of cities and towns (1937)

Memduh Çingil (Contractor): The way and construction material works (1937)

Osman Hüsnü Edes (Contractor-engineer): Each type of Public Works Contractorship (1937)

Kazım Nuri Çörüş (Contractor): The way, canal and soil works (1937)

Cemal Hünel Madenci (Contractor): The building, way and its details construction works (1937)

Asım Kömürcüoğlu (Contractor architect): The building, renovation of historical artifacts and the plans of cities and towns (1937)

Emin Özbek (Contractor): The building, way and its details construction works (1937)

Mustafa Keskiner (Contractor): The building, way and its details construction works (1937)

Nail Ülkümen (Contractor): The present map works of cities and towns (1937)

Albert Kazes ve Şeriki (Contractor engineer): Mine Coke (1937)

Fuat Ergin (Contractor): The present map works of cities and towns (1937)

Sabri Söyler (Contractor): The present map works of cities and towns (1937)

Eyüp Demir (Contractor): The present map works of cities and towns (1937)

Nafiz Zorlu (Contractor): The way and its details construction works (1937)

M. Muhiddin Korkmazoğlu (Contractor): The way and its details construction works (1937)

Jak Acıman (Contractor-engineer): Each type of Public Works Contractorship (1937)

Abdülkadir Soysal (Contractor): The building, way and its details construction works (1937)

İzakino Arditti (Contractor): The building and mechanical installation works (1937)

Hüseyin Altay (Contractor): The building, way and its details construction works (1937)

Ferid Hasman (Contractor): The building and pavement works (1937)

Ernst Kreuzer (Contractor): Construction material and its details works (1937)

Recep Bakkalbaşı (Contractor): The building, way, its details and construction material works (1937)

Kelam Dedeoğlu (Contractor): Soil excavation, its transportation and stone preparation works (1937)

İ. Rahmi Arı (Contractor engineer): The present map works of cities and towns (1937)

Halit Tekmen (Contractor): The present map works of cities and towns (1937)

Adnan Yar (Contractor): Building (1937)

Mithat Bayri (Contractor): The present map works of cities and towns (1937)

Şevki Çakıroğlu (Contractor engineer): The way and its details and stone preparation (1937)

Ziya Çanakçı (Contractor): Building (1937)

Battal Alçiçek (Contractor): The building, way and its details construction works (1937)

Hattas İnşaat Ş. (Contractor): Each type of Public Works Contractorship (1937)

Şükrü Kaylar ve Ahmet Saracoğlu Kollektif Şirketi (Contractor): Building (1937)

Zekeriya Yontar (Contractor): The building, way and its details construction works (1937)

Süleyman Atlanç (Contractor): Balast and Soil works (1937)

Hugo İstinnes Rederay A. G. (Construction Material Contractor): Construction material works (1937)

Y. Agop Kerestecan (Construction Material Contractor): Furnace and sanitary installation (1937)

Türk Sondaj L. Şir. (Contractor): Drilling works (1937)

Yani Lives (Contractor engineer): Building (1937)

İbrahim Refet Köseoğlu (Contractor): The way and its details construction works (1937)

Ernst Egli (City Planning Specialist): The development plans of cities and towns (1937)

Ferruh Atav (Contractor-engineer): Each type of Public Works Contractorship (1937)

Sırrı Dural (Contractor-engineer): Each type of Public Works Contractorship (1937)

Kamil Görkmen (Contractor-engineer): The present map works of cities and towns (1937)

Mustafa Tozoğlu (Contractor-engineer): The way and its details construction works (1937)

Cemil Serdengeçti (Contractor-engineer): Water works (1937)

Osman Sontaş (Contractor-engineer): Water works (1937)

Sondaj Ataşman Konsolidasyon Anonim Şirketi Vekili A. Halit Mayer (Contractor): The agent of the drilling and injection firms (1937)

Abdullah Tan (Contractor): Building (1937)

Haymil İnşaat Şirketi (Contractor): Each type of Public Works Contractorship (1937)

Ahmet Halil ve Şür. (Contractor): Timber and travers (1937)

Salih Sabri (Contractor): The building, way and its details and bridge construction works (1937)

Mahmut Efe (Contractor): Building (1937)

Ali Küçükka ve Ferit Küçükka (Timber Contractor): Timber and Travers (1937)

Mehmet Nuri Altıok (Comission agent): An agent of Erikson firm providing electricity and telephone material (1937)

Bernard Tubini (Comission agent): An agent of English factories providing machine material and its tools (1937)

Ragıp Üsterci (Contractor): The way and its details and bridge construction works (1937)

Otomobil Ticaret T. Anonim Şirketi (Comission agent): Construction material works (1937)

Hacı Ali Karamercan (Contractor): The building, way and its details construction works (1937)

Salahi Gültekin (Contractor): The way and its details construction works (1937)

Salih Arpaciođlu (Contractor): The building, way and its details construction works (1937)

Şekip Yılmaz ve Zeki Güleç ortaklar (Contractor): The building (1937)

Murat Yılmaz (Contractor): The building, way and its details and bridge construction works (1937)

Raşit Andaç (Contractor): The building, way and its details construction works (1937)

Mustafa Özek (Contractor): The building (1937)

Mehmet Sadık (Stationery Contractor): Stationery and press works (1937)

Mehmet Şal (Contractor): The building (1937)

Asım Türkün (Contractor): The building, way and its details construction works (1937)

Vehbi Koç ve Ortakları Kollektif Şirketi (Construction Material Contractor): Each type of Construction material and its tools (1937)

A Seyfettin Kayatürk Skoda Fabrikası Vekili (Construction Material Contractor): An agent of Skoda Factories providing construction material and its tools (1937)

M. Miraç Işıl (Contractor): The building (1937)

Dursun Murtazaođlu (Contractor): The way and its details construction works costing 50000 TL (1937)

Süleyman Yolsal (Contractor): The way and its details construction works

Halil Yetkin (Contractor): The building, way and its details construction works (1937)

Türkel Limited Şirketi (Contractor): The building and construction material (1937)

Şerafettin Albay (Construction Material Contractor): Construction material works (1937)

Hamdi Arsel (Electricity Engineer Contractor): Electricity Installation (1937)

Halil Rüştü Kural (Comission agent): An agent of Electrojen Industry firm providing construction material (1937)

Sururi Sayarı (Architect): The building (1937)

Atıf Dinar (Contractor engineer): Each type of Public Works Contractorship costing 250.000 TL

Hasan Tahsin Gürsoy (Map Contractor): The present map works of cities and towns (1937)

Hayri Ünman (Contractor): The way and its details construction works

Abidin Karakaş (Contractor): The building, way and its details construction works (1937)

Bekir Sıtkı Akkoyunlu (Contractor): The building (1937)

Muhiddin Sarp (Contractor): Stationery material (1937)

Dejo Giyermati (Comission agent): Construction material works (1937)

Ardaş Antaranikyan Bayer (Contractor): Furnace installation and its material(1937)

Necmi Onulduran (Contractor): The way and its details construction works

Şaban Soyak (Contractor): Soil works and ballast preparation

Mustafa Konur (Contractor): The building, way and its details construction works (1937)

Lazaro Frango ve Mahdumları Kollektif şirketi (Contractor): The furniture belonging to construction material works (1937)

Hakkı Baran ve oğlu Mehmet Baran (Contractor): Ballast preparation

Avni Keleş (Contractor): The building, way and its details construction works reaching to 20.000 TL (1937)

Süleyman Çakılcı (Contractor): The building, way and its details construction works (1937)

Mustafa Görgün (Contractor): Soil works, tunnel, ballast preparation, way and its details construction works reaching to 50.000 TL (1937)

Adil Ellisekiz (Contractor): The way and its details and timber construction works (1937)

Ragıp Üzer (Contractor): The way and its details construction works (1937)

Suat Karaosman (Comission agent): An agent of Hugo Stinnesin providing construction material (1937)

Hilmi Çelikiz (Contractor): The way and its details construction works reaching to 12.000 TL

İshak Arı (Contractor): The way and its details construction works (1937)

Sedat Erkoğlu (Contractor-Architect): The building (1937)

Ziya Sevindik (Contractor): The building and water works reaching to 40.000 TL

Sırrı Dede (Transportation Contractor): The construction material and transportation works

Süleyman Uzgur (Contractor): The building and water works costing reaching to 16.000 TL

Naci Şahin (Contractor): The building, bridge, way and its details construction works reaching to 40.000 TL (1937)

İbrahim Aysan (Contractor): The way and its details and ballast construction works (1937)

Şiveyzerişe Luft Fermesung Anonim Şirketi (Contractor): Each type of map preparation from the air. (1937)

Muhtar Arbatlı ve Şeriki Mühendis Samet (Contractor-engineer): Each type of Public Works Contractorship (1937)

Vebolit Limited Şirketi (Construction material contractor): Construction material (1937)

Mehmet Ölçmen (Construction Material Contractor): The building, way and its details construction works (1937)

Mümtaz Gökçen (Map Contractor): The present map works of cities and towns (1937)

Remzi Ali Arsay (Construction material contractor): An agent of firms providing construction material (1937)

Ivan Maymalin (Contractor engineer): Each type of Public Works Contractorship reaching to 20.000 TL (1937)

Seyfullah Necip Kardeşler Kollektif Şirketi (Contractor): The building, way and its details and construction material (1937)

Seyfullah Turan (Contractor): The building (1937)

Kamil Kıbrıshoğlu (Contractor): The building, way and its details construction works (1937)

Mustafa Ecirölçen (Contractor): The building (1937)

İlya Karakaş (Contractor): Stone Works (1937)

Mustafa Ağaça (Contractor): The way and its details and railway construction works reaching to 40.000 TL (1937)

İbrahim Öz (Contractor): The building (1937)

Yorgo Sofyanos ve Şeriki (Contractor): Furniture (1937)

Süleyman Yolsal (Contractor): The building (1937)

Leon J. Alyanak (Comission agent): An agent of some factories providing railway material (1937)

Gazi Battal (Contractor): The way and its details construction works (1937)

M. Nuri Kahraman (Contractor): The way and its details construction works (1937)

Rayin Haymer (Comission agent): An agent of some factories providing construction material and tools for water works (1937)

Şükrü Türkmen (Contractor): Small buildings, timber and travers (1937)

APPENDIX C

Public Buildings and Their Contractors in the Early Republican Period
(in chronological order):

Gazi ve Latife Okulları (1924-26):

- **Contractor-Architect:** Mukbil Taş

Ankara Palas (1924-1927):

- **Contractor:** Contractor Behçet

Birinci Büyük Millet Meclisi (1925)

- **Contractor-Architect:** Vedat Tek

Maliye Bakanlığı Binası (1925) (First Ministry Building of the Republic):

- **Contractors:** Contractor-Architect Yahya Ahmet and Engineer İrfan

Çocuk Esirgeme Kurumu (1925-1927):

- **Contractor:** Erzurumlu Nafiz Bey

Vakıf Numune Mektebi (Mimar Kemalettin İlk Mektebi) (1926)

- **Contractor:** Contractor Engineer Cemal ve Hakkı

Ankara III. Vakıf Apartmanı (Himaye-i Etfal Apartmanı) (1926):

- **Contractor:** Contractor-architect Yahya Ahmet

Sıhhat ve İçtimai Muavenet Vekâleti ve Lojmanı ile Memur Apartmanı (Firstly made as Hudut ve Sevahili Sıhhiye Müdüriyeti) - (1926):

- **Contractor:** (Contractor Redlich und Berger Brüder)

TC Ziraat Bankası Head Office (Building - A) (1926-1929):

- **Contractor:** Philip Holzmann firm
- **Technical Works (Installation works):** Brückner Firm (Germany)

- **Electricity Works:** Zeiss firm

Maarif Vekâleti (1926-1927):

- **Contractor:** Austrian Firm Rellah

Ankara I. Vakıf Apartmanı (Belvü Palas) (1927):

- **Contractor:** Contractor Redlich und Berger Brüder

Etnography Museum (1927):

- **Contractor:** Erzurumlu Nafiz Bey

Divan-ı Muhasebat (Sayıştay) Binası (1928):

- **Contractor:** Contractor-Architect Arif Hikmet Koyunoğlu

Hukuk Mektebi - İlk Mektep (1928):

- **Contractor:** Contractor-Engineer Mustafa Cemal (later, engineer M. Thann and Contractor Koçzade Vehbi in 1928-29)⁵¹¹

Merkez Hıfz-ı Sıhha Enstitüsü Bakteriyoloji ve Kimyahane Binası (1928)

- **Contractor:** Redlich und Berger Brüder and Contractor Koçzade Vehbi⁵¹²

Yüksek Ziraat ve Baytar Enstitüsü (1928-1933):

- **Contractor:** German Baunacht firm

Ankara Numune Hastanesi İsmet Paşa Pavyonu (1928-33):

- **Contractor:** Redlich und Berger Brüder Firm and Contractor Koçzade Vehbi,

⁵¹¹ Cengizkan, Ali. 2004. "Ek 2. 1920li Yıllarda Ankara'da Yeni Yapılar *Ankaranın ilk planı 1924-25 Löcher Planı*, Ankara Enstitüsü Vakfı, Arkadaş Yayıncılık, p.230.

⁵¹² Ibid, p.229.

Maltepe Old Havagazi Factory (1929):

- **Contractor:** German Didier Firm⁵¹³

Çubuk Barajı, Gazinosu ve Su Süzgeci (1929-1936):

- **Contractor:** Tahsin Bey⁵¹⁴

Türk Ocağı Binası (1930):

- **Contractor:** Rellah Firm
- **Electricity Works:** Ganz Firm
- **Heating and Water Installation Works:** Körting Hannover Firm
- **Turkish Representative of Körting Hannover Firm:** Bahaeddin bey (“Türk Makine Yurdu”)⁵¹⁵

Tuzla İçmeler Kaplıca Hotel Costruction (1930-1932):

- **Contractor:** Simota Efendi⁵¹⁶

Eskişehir Sugar Factory (1933):

- **Contractor:** Erzurumlu Nafiz Bey

Ankara Gar Binası (4 Mart 1935-30 Ekim 1937):

- **Contractor:** Abdurrahman Naci Demirağ
- **Control:** Alaettin Arısan (Assistant Director of Road Office in State Railways).⁵¹⁷

⁵¹³ <http://aev.org.tr/Ankaranin-tarihi-arkeolojisi-ve-mimarisi/anittepe-maltepe/viii02-maltepe-eski-havagazi-fabrikasi/>

⁵¹⁴ The contract was made in 1 December 1929 with the contractor and he started the work in 28 May 1930. The cost of the tender was 2.324.229 TL and it was the first dam constructed by a Turkish engineer. Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara, p.52.

⁵¹⁵ Kuruyazıcı, Hasan. 2008. *Osmanlı'dan Cumhuriyet'e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.263.

⁵¹⁶ Ateş, Sevim. 2011. “Robert Oerley’in İstanbul’da Bilinmeyen Bir Yapısı: Tuzla İçmeler Kaplıca Otel”, *Mimarlık*, Eylül-Ekim 2011 / 361. p.27:

⁵¹⁷ <http://e-imo.imo.org.tr/DosyaDizin/WPX/Portal/Yayin/tmh/2006/442-443-Binalar.pdf>

Karabük Demir Çelik Fabrikaları ve Yerleşkesi (1937-39):

- **Contractor:** English *H. A. Brassert and Co. Ltd. London Firm* (The *English Export Credit Guarantee Department* was the establishment that gave a credit for this work.)⁵¹⁸

Devlet Demiryolları Binası (1939):

- **Contractor:** Haymil Firm

İnönü Stadyumu (1939-1943):

- **Contractor:** Abdülkadir Taşdelen Bey

Türkiye Büyük Millet Meclisi (TBMM) Binası (1939-1961):

- **Contractors:** Abdurrahman Naci Demirağ, Ferit Ölçer, Muzaffer Birinci, Mebus Ergüvenç, Hayri Kayadelen, Garanti İnş. Ort., Muzaffer Budak, Hans Röllinger.⁵¹⁹

Adliye Vekâleti Binası (1941):

- **Contractor:** Contractor-Architect Bedri Tümay

Nuri Demirağ Gök Uçuş Okulu (1941):

- **Contractor:** Nuri Demirağ

İstanbul Üniversitesi Fen Edebiyat Fakültesi (1943-1952):

- **Contractor-Architects:** Sedad Hakkı Eldem, Emin Onat
- **Control:** Paul Bonatz

Anıtkabir: (1944-1953): Completed in four stages

- **Contractor:** Contractor-engineer Hayri Kayadelen (Contractor of first stage):1944-45
- **Consultant:** Hamdi Peynircioğlu, Sabiha Gürayman, Said Kuran, İsmet Aka

⁵¹⁸<http://www.mimarlarodasi.org.tr/mimarlikdergisi/index.cfm?sayfa=mimarlik&DergiSayi=51&RecID=1258>

⁵¹⁹ <http://e-imo.imo.org.tr/DosyaDizin/WPX/Portal/Yayin/tmh/2006/442-443-Binalar.pdf>

İş Bankası (İzmir Office):

- **Contractor:** Erzurumlu Nafiz Bey⁵²⁰

Bursa Tayyare Sineması:

- **Contractor:** Nuri-Sermed-Sisa-Rosu” Firm. (Some of the buildings made by this firm in this period are *National Library* and *Big Cinema* in İzmir.)⁵²¹

Ankara Medical Faculty:

- **Contractor:** Rıfat Köknar (He went bankrupt due to the increase of dollar from 80 kuruş to 3 liras.)⁵²²

⁵²⁰ Kocabaşoğlu, Uygur (proje Yön.) Sak, Güven. Sönmez, Sinan. Erkal, Funda. Ulutekin, Murat. Gökmen, Özgür. Şeker, Nesim. 2001. *Türkiye İş Bankası Tarihi*, 10. Yıl Türkiye Ekonomik ve Toplumsal Tarih Vakfı (proje), Türkiye İş Bankası Kültür Yayınları, Aralık, İstanbul.

⁵²¹ Kuruyazıcı, Hasan. 2008. *Osmanlı’dan Cumhuriyet’e Bir Mimar Arif Hikmet Koyunoğlu Anılar, Yazılar, Mektuplar, Belgeler*, Yapı Kredi Yayınları, İstanbul, p.274.

⁵²² Ergüvenç, Mebus. 2006. *İnşaatlarda Yetmiş Yıl: Hatırladıklarım*, İNTES, Ankara, p.85.

APPENDIX D

Public Construction Contractors of the Period and Their Executed Constructions (in chronological order)

Müteahhit Kemal: Contractor of an electricity factory in Zonguldak (14/5/1923)

Müteahhit Saadettin Efendi: (19/2/1924)

Müteahhit Osman: Tendering of construction of Samsun villages to him (28/6/1924)

Müteahhit Çamurdanzade Hilmi: Construction of *huğ* (*Kamıştan evler*) in Kozan (7/10/1924)

Hüseyin Efendi: Contractor of the restoration of Adapazarı-Hendek way (28/12/1924)

Karahafızade Hüseyin: Contractor of Kırklareli-Edirne way closed inlet (4/1/1925)

Hüseyin Remzi Bey (Contractor-architect): Contractor of *Mahzen-i Evrak* building (27/9/1925)

Anastasyadis: 1925

Müteahhit Fevzi Bey: Winter house fuel provision (02/02/1926)

Müteahhit Mühendis Hikmet: Contractor of Ankara Numune Hastanesi laundry restoration (14/11/1926)

Ali Yaveroğlu Mustafa: Contractor of *Muayene Evi* in Viranşehir (1926)

Mühendis Ali Haydar Bey: Contractor of *Öğretmen Okulu* in Ankara (30/8/1927)

Jack Acıman: Contractor in Ankara as a Canadian citizen for 29 years (21/10/1928)

Arif Hikmet Koyunoğlu (Contractor-architect): Contractor of Türk Ocağı Building (1929)

Nur Hayri Şirketi: It was established by Hayri Karadelen in 1929.

Arif Balkan: He started to make contractorship after he left from *Public Works Directory* in 1920s from the workmanship early on.

Müteahhit Ahmet: Contractor of Trabzon Karaköse way (3/11/1932)

Müteahhit Nuri: (probably Nuri Demirağ) (3/12/1933)

Hüseyin Münir and Said: Contractors of Ankara drinking water (27/6/1935)

Bedri Ener: He started contractorship in 1937.

Sadi Atagören (Contractor-architect): Water and construction (1937)

Asım Kömürcüoğlu (Contractor-architect): The Renovation of Buildings and Historical Esthers and development plans of towns. (1937)

Abdurrahman Naci Demirağ: Contractor of Menderes River adjustment (22/9/1938)

Köksallar: Contractor of *Tunceli Hükümet Konağı* construction. It was established by Şerif Göksal in years 1930s.

Aziz Ergör: Contractor of *Muhacir Evleri* in Tekirdağ (31/12/1939)

Halil Genç: Contractor of *Ankara City Graveyard* excavation construction (9/10/1941)

Hayri Yunt (Contractor - Civil Engineer): He started contractorship in 1941.

Kulak İnşaat: It was the first construction firm established in Adana in 1941.

Sadık Diri and Halit Köprücü Kollektif Şti: Contractors of a wharf in Marmara Sea (5/6/1942)

Hasan Fehmi Dağlar: Contractor of Kısırmandıra-Alantepe-Terkos way (20/7/1942)

Hamdi Öztunçay: Contractor of *Ankara Doğum ve Nisaiye Kliniği* construction (related with pebble and rubble) (12/2/1942)

Zeki Rıza Sporel and His Partner: Contractor of Ski Center construction contract (28/8/1942)

Abidin Mortaş (Contractor-architect): Contractor of Maliye Okulu in Ankara (1943-1944)

İbrahim Çalışkan: Contractor of the restoration of *Perşembe Hükümet Konağı* (9/3/1944)

Nüzhet Bara: Contractor of Adapazarı-Kandıra-Agva way (14/4/1945)

Hamdi Hikmet Barkın: Contractor of Çakıt Bridge Construction in Seyhan (24/10/1945-cancellation of contract date)

Agah Çağlar and his partner Arslan Şenay: Contractors of Devrek-Tefenni way construction (9/11/1945)

Enver Muratoğlu: He established *Yol-Yapı* firm in 1945.

Cemil Özgür: He started contractorship in 1946.

Nurettin Evin (Contractor-Civil Engineer): He established his contractorship firm in 1946.

Bekir İhsan Ünal and his partner Feridun İşmen: Contractors of *Samanpazarı PTT Building* (11/11/1946)

Reşit Bozyük: Contractor of *Eskişehir Automatic Telephone Power Plant building* (16/5/1947)

Halim Baylan and Hasan Yılmaz: Contractors of Kırıkkale PTT building (16/5/1947)

Şerif Çapan: Contractor of *PTT İşletme Genel Müdürlüğü Meslek Binası 3. Kısım inşaatı* (25/6/1947)

Hasip Tamer and his Partners: Contractor of *PTT Sanatoryum and Prevantoryum Building* (27/6/1947)

Fuat Mahir: Contractor of the construction of 4700 brackets for Adana PTT Administration (27/7/1948)

Nail Söylev and Veysi Koçak: Contractors of *Bozdoğan Hükümet Konağı* construction (21/10/1948)

Tevfik Sınmaz, Celalettin Seçilen and Aydın Boysan (Contractor-architect): Contractors of Hakkari Hükümet Konağı construction (21/10/1948)

Salih Aslan: Contractor of 800 mounting houses in Erzincan that were brought from Austria (1948)

Ziya Çarmıklı (Contractor-Civil Engineer): He made contractorship in 1940s. He had an office in İstanbul.

Eyüp Sabri Çarmıklı: He started contractorship with local possibilities in the beginnings of 1940s. He died in 1947 and his job was taken over by his 13 year old son Nurettin Çarmıklı.

Garanti Koza: The firm was established in 1948.

Kemal Akın (Contractor-Civil Engineer) He started contractorship in 1948.

Muzaffer Budak: Contractor of *Sivas PTT building* (30/3/1949)

Tevfik Genç Bölgen: Contractor of Adana Automatic Telephone Power plant building (25/11/1950).

İbrahim Yolal Construction Contractorship Firm: Contractor of *İstanbul Radio Building, Beşiktaş Cold Air Store, İzmit Paper Factory 2. Part Construction and Haydarpaşa Fleet.*

İzzet Baysal (Contractor-architect): He made contractorship in Ankara until 1944 after he finished his military mission in 1942. He designed *Bolu State Sospital, Bolu High School, Agriculture Bank Houses, Girls Institute and Closed Lockup*, and he was the contractor of *Melen Bridge*.

Suat Kadri Erim: (Contractor-Civil Engineer): He was one of the partners of *Garanti İnşaat*.

Note: The sources of Appendix B and Appendix D are:

- Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara.⁵²³
- *Bayındırlık İşleri Dergisi (1936-1937)*
- Prime Ministry Republic Archives
- Selçuk, Hasan. Tahsin. 2008. “ 1931 Yılı Akademi Mezunlarından Bir Mimar, İzzet Baysal”, *100 Yılda İki Mimar Sedat Hakkı Eldem-Mehmet Emin Onat*, Sempozyum 16-17 Ekim 2008. TMMOB Mimarlar Odası İstanbul Büyükkent Şubesi, p. 244-245.

⁵²³ The graduates from the engineering school of the period between 1923 and 1950 and made construction contractorship in this period are: There were three family firms in this generation: Sazaklar, Köksallar and Çarmıklılar. The other graduates who made construction contractorship were Celal Gündoğdu (Ank.), Ahmet Başar (Ank.), Hüseyin Türkmen (Ank.), Siyamettin Saner (İst), Alaettin Tulpar (Ank.), İ. Akif Arıman (İzm.), Şahap Demirağ (İst.), A. Lebib Pekin (Ank.), Necmettin Sünget (Ank.), Sabahattin Kürklü (Ank.), Necdet Burgul (Ank.), Emcet Zadi (Ank.), Osman Çamlı (Ank.), Haydar Sicimoğlu (Ank.), Fuat Diriker (Ank.), Sedat Üründül (Ank.), Lebib Aydın (Eskiş.), A.Cemal Kura (İst.), Necdet Simker (Ank.). Demir, Abdullah. 2006. *Anılarla İnşaat Sektörü*, Nurol Matbaacılık ve Ambalaj San. A.Ş., 2. Baskı, Aralık, Ankara. p.75-77, p.96 and p.104-108.

APPENDIX E

Definitions of the Terms Related with Contractorship

Public Procurement:

“It simply refers to the contracts awarded (for pecuniary interest) by a public purchaser (‘contracting authority’) or a ‘utility’ (entities operating in the water, energy, transport and telecommunications sectors) in order to meet their requirements like works, supplies or services to a contractor, supplier, or service provider respectively.

Public Procurement may be further defined as the purchase of goods, services, works and supplies by public authorities and enterprises, constitutes one of the traditional instruments employed by governments of any description to sustain their own operations and to provide various public utilities.”⁵²⁴

“It is a very important instrument through which governments meet their requirements so as to sustain their own operations and to supply various public facilities by awarding contracts in accordance with a predetermined set of rules defining qualification, evaluation and conclusion criteria, within a time schedule.”⁵²⁵

Specification:

“A written document describing in detail the scope of the work, materials to be used, method of installation and quality of workmanship for a parcel of work to be placed under contract; usually utilized in conjunction with working (contract) drawings in building construction.”⁵²⁶

Contract Documents:

They include the project (plans, drawings, etc.), specifications, contract, the owner-contractor agreement and related changes and items.

“Of necessity, contract documents are legally worded and unique; that is to say, each new structure is peculiar into itself and as such requires that not only individual drawings will be different from others, but that the specifications which may go into

⁵²⁴ Yüksek, Murat. 2005. “Introduction”, *Legal Framework Comparison of Public Procurement Law with State Procurement Law*, Master Thesis, Graduate School of Natural and Applied Sciences of Middle East Technical University, January, p.1.

⁵²⁵ Ibid, p.114.

⁵²⁶ M. Harris, Cyril. 2006. *Dictionary of Architecture and Construction* (4th ed.), the McGraw-Hill Companies.

hundreds or thousands of pages will be written for just one particular building. The standard contract documents may have additional clauses added and possibly some deletions. No matter how well a contractor may know the standard documents that accompany drawings and specifications, it is of the utmost importance that he first look through the general conditions of contract and other documents for changes from the standard documents.”⁵²⁷

Construction Bidding:

“Construction bidding is the process of submitting a proposal (tender) to undertake, or manage the undertaking of a construction project. The tender is treated as an offer to do the work for a certain amount of money (firm price), or a certain amount of profit (cost re-imburement or cost plus). The tender which is submitted by the competing firms is generally based on a bill of quantities, a bill of approximate quantities or other specifications which enable the tenders attain higher levels of accuracy.”⁵²⁸

Force Account Work Method:

“It is a method used by the constitutions organized for executing small-scaled works or constructions. The constitution sustains the work himself alone by establishing a construction site. There isn’t a contract and the obligations this contract expressed in this method.”⁵²⁹

“This method is classically the “Do it yourself” style. The mission of architect-engineer is small and the manager is the owner of the work. The owner provides the material, staff and work power alone or takes the workers emaneten. As the owner contracts the direction of the work himself, there’s no charge of contractor and subcontractor. Emanet usulü should be preferred for easily applicable small projects or short period works. This method is prefered in public sector and public institutions have some small scaled projects executed by one antoher.”⁵³⁰

⁵²⁷ Wass, Alonso. 1972. *Construction Management and Contracting*, Prentice-Hall, Inc., Englewood Cliffs, New Jersey, p.80.

⁵²⁸ http://en.wikipedia.org/wiki/Construction_bidding

⁵²⁹ Ceyhun, Ekrem. 2003. *Yapı İşletmesi, Maliyet Hesabı ve Şantiye Tekniği*, İTÜ İnşaat Fakültesi Matbaası, p.336.

⁵³⁰ Aksay, Serkan. 2008. *İnşaat Sözleşmeleri ve Yüklenici Seçim Kriterleri*, Y.Lisans Tezi İstanbul Teknik Üniversitesi Fen Bilimleri Enstitüsü, Haziran, p.46.

The Lump Sump Price:

“It is the realization of a designed construction with a constant price. Besides, it includes the material, workmanship, charges and contractor profit. It is the simplest and most widely applying field method. It is applied in small-scaled construction works being short term and its scope being well determined.”⁵³¹

Unit Price:

“In this method, a constant price is determined for each iş kalemi. The contract cost is the sum of the multiplication of the unit prices of each work item with the realized amount. In the scope of each unit price, material, workmanship, charges and contractor profit exists.”⁵³²

Bill of Quantities Chart:

“It is a chart that shows principal unit values of construction materials necessary for the calculation of unit costs based on ‘*analysis price charts*’ which was published by *Ministry of Public Works* each year together with some changes in unit prices.”⁵³³

Lump Sump contract:

“The stipulated sum contract is suitable for a project which can be completely and accurately documented in time to permit estimating and bidding. It has the advantage of establishing a fixed price before construction is started and creates competition among the bidders.

In order to be assured of the qualifications and responsibility of the bidders, private owners may invite only those contractors whom they have investigated and found satisfactory. Even in public bidding, some progress has been made in assuring responsibility by Requiring prequalification.”⁵³⁴

⁵³¹ Ibid, p.47.

⁵³² Ibid, p.48.

⁵³³ Batmaz, Eftal Şükrü, Emiroğlu, Kudret, Ünsal, Süha. 2006. “2490 sayılı Artırma, Eksiltmeve İhale Kanunu”, *İnşaatçıların Tarihi Türkiye’de Müteahhitlik Hizmetlerinin gelişimi ve Türkiye Müteahhitler Birliği*, Mart, Tarih Vakfı & Türkiye Müteahhitler Birliği p.88.

⁵³⁴ G. Bush, Vincent. 1973. “Contractors Growth”, *Construction Management A Handbook for Contractors, Architects and Students*, Reston Publishing Company, Inc. Reston, Virginia, p.7.

Bid Method:

“Called also as *determinate competitive bidding*, the bid system was an application that permitted the bidding of the construction of ports, embankments, railroad, railway construction, water installation, big factories and other industry installation and plumbing works among several firms and makes the execution of big and important projects possible by the firms which have required financial sources, machine park and technological information in its time and proposed quality.”⁵³⁵

⁵³⁵ Demirci, Gülcan. 2009. *İnşaat Projeleri İhalelerinde Yüklenici/İstekli Yeterlilik Değerlendirme Sistemi*, Yüksek Lisans Tezi Anadolu Üniversitesi Fen Bilimleri Enstitüsü, İnşaat Mühendisliği Anabilim Dalı, Ocak.

APPENDIX F

Glossary of the Terms Related with Contractorship

- Bargaining method:** Pazarlık Usulü
- Bidding, tendering:** İhale, ihale açma
- Bid method:** Davet usulü
- Building contractor:** İnşaat müteahhidi
- By contract:** Götürü olarak
- Calling for tenders, submission:** İhaleye çıkarma
- Competitive Bidding Method:** Eksiltme usulü
- Contract:** Sözleşme
- Contract documents:** Sözleşme evrakı
- Contractor:** Yüklenici, müteahhit
- Contractor's estimate:** Keşif
- Contract price:** Sözleşme tutarı, ihale bedeli
- Contract work:** Götürü iş
- Fixed price-lump sump price:** Götürü fiyat
- Force account work method:** Emaneten Yapım usulü
- Lump-sum contract:** Götürü fiyatlı sözleşme
- Open bidding:** Açık arttırma
- Progress Payment:** Hakediş
- Public Procurement:** Kamu İhalesi
- Sealed-bid tender:** Kapalı zarf usulü ihale

Selected bidder: İhaleyi kazanan

Specification: Şartname

Subcontractor: Taşeron

Survey: Keşif

Tender blank: Teklif mektubu

Tender documents: İhale evrakı

Unit-price contract: Birim fiyatlı sözleşme

APPENDIX G

TÜRKÇE ÖZET

Amaç

Bu çalışma, erken Cumhuriyet dönemi Türkiye'sinde yapı müteahhitliğinin gelişimini analiz etmeyi amaçlamaktadır. Bu bağlamda bir diğer amaç da; yapı müteahhitliğinin, dönemin bina inşaa işleri ve mimarlık ortamı üzerindeki rolünü, yapı müteahhitlerince inşa edilen kamu binalarının üretim süreçlerine odaklanarak incelemektir. Çalışmada ana hatlarıyla, kamunun büyük ölçekli altyapı inşaatlarını gerçekleştiren dönemin büyük müteahhitleri ve gerçekleştirdikleri kamu inşaatları ile yapım işleri dışında verilen müteahhitlik hizmetlerinin çerçevesi de kısaca çizilecektir. Bunun temel sebebi dönemin yapı müteahhitlerinin bir bölümünün, bu dönemde yapı müteahhitliği ile büyük müteahhitliği bir arada yürütmüş olması ve bu iki iş sahası arasında finansal boyut başta olmak üzere, çeşitli boyutlarda iç içe geçmişlik ve karşılıklı etkileşimin söz konusu olmasıdır.

Yapı müteahhitleri, inşaat işi için gerekli olan finansmanı sağlayan ve kaynakların kullanımını yöneten, işin tüm sürecini organize eden ve sahip oldukları mühendislik bilgisi çerçevesinde işin teknik ve malzeme boyutunda da son derece etkin aktörlerdir. Bunun yanında, müteahhitlerin yapının mimarisi ve yapım sürecinde etkin tüm aktörler (mimarlar, mühendisler, vs.) üzerinde belirleyici rolleri vardır. Yapıya ilişkin birçok mimari kararın da, bazen mimarın bile katkısı olmadan müteahhitler tarafından verilebildiği görülür. Dolayısıyla, tarihin çeşitli zaman ve dönemlerinde farklı türlerde müteahhitlik örnekleri görülmekle birlikte, müteahhitlerin bina yapım süreçlerindeki rollerinin incelenmesinin, bir bina yapımının tarihsel analizini yapma, üretim süreçlerinin ara yüzlerini anlama ve etkin tüm aktörlerin rollerini anlama noktasında aydınlatıcı olacağı düşüncesi tezin ana omurgasını oluşturmaktadır.

Müteahhitler, yapım süreciyle ilişkili aktörler içerisinde sermaye ve yapım ilişkisini merkezde yaşamalarından ötürü, sermayenin mimarlık üretimi üzerindeki rolünün daha net bir şekilde ortaya konulmasında önemli ipuçları barınırırlar. Bu tezin temel

amaçlarından biri de zaten, çalışılan dönem ekseninde bu konuya da cevap aramaktır. Bunun yanında, mimarları erken Cumhuriyet dönemi mimarlığının merkezine oturtan tarih yazımının aksine müteahhitlik, uygulama sahasının kapsamlılığı ve disiplinlerarası yönüyle mimarlık tarihi yazımına yeni bakış açıları sunabilme potansiyeline sahip bir meslek sahasıdır. Bu noktada gözden kaçmaması gereken en önemli husus da, tüm önemli kamu binaları müteahhitler eliyle ve mevcutta yürürlükte olan ihale kanunu çerçevesinde yapılırken, bu binalara yönelik yapılmış mimarlık tarihi analizlerinin hemen hiçbirinde, müteahhitlerin yapıların ortaya çıkışı üzerindeki rolü üzerinde durulmamış olduğu görülür. Müteahhitlerin, bu binaların yapıma sürecindeki rolleri ele alınmadan, o dönem kamu binası inşaat işleri ve mimarlık ortamı üzerine gerçekleştirilecek bir mimarlık tarihi yazımının da eksik olacağı düşünülmektedir. Aynı düşünce paralelinde, bu çalışmada söz konusu biçimde bir anlatımı sağlayabilmek için, müteahhitlerle birlikte o dönem yapı üretiminde etkin diğer aktör ve koşulların da bir bütün olarak ele alınması amaçlanmıştır. Herhangi bir unsuru merkeze alan değil, her bir unsurun üretim süreci içerisindeki rollerini anlamaya çalışan bir okuma biçimi ortaya koyabilmek bu çalışmanın temel hedeflerinden biridir. Dolayısıyla, yapı müteahhitleri ve söz konusu etkin aktörler, gerektiği yerde karşılaştırmalı olarak incelenecek ve mümkün olduğunca her aktörün bu süreçte oynadığı rol, müteahhitler üzerine odaklanılarak ele alınacaktır.

Netice itibarıyla, müteahhitlerin yapıları çevrenin şekillenmesinde günümüzde de, geçmiş dönemlerde de önemli katkıları mevcuttur ve bu noktada, çalışılan dönem içerisindeki rolleri açığa kavuşturulmadığı sürece, dönemin bina yapım işleri ve mimarlığına ilişkin gelişmelerin tam anlamıyla anlaşılması mümkün olmayacaktır. Elbette ki her binanın üretim sürecinde müteahhitliğin varlığı kesin bir koşul değildir. Diğer yandan, aslında her binanın tasarım ve yapım süreci farklı türlerde müteahhitlik eylemlerini içerir. Müteahhitlik, bir araştırma sahası ve profesyonel bir meslek olarak, yapım işleri ve mimarlık üzerine değerlendirme yaparken salt bağlamın belirleyiciliği üzerine bir söylem geliştiren ya da bir meslek dalını ön plana alarak değerlendirme yapan bir okuma biçimi sunmaktan öte, yapı üretim sürecini etkin tüm aktörlerle birlikte ve sebep sonuç ilişkilerini, somut olay örgüsüne dayandırarak inceleme şansı sunmaktadır. Bu çalışmada da benzer bir amaç

güdülmekte olup, temel hedef sadece erken Cumhuriyet dönemi yapı müteahhitlerini incelemek değil, bu dönem kamu binaları yapım süreçlerini ve mimarilerini belirleyen asli unsurları ve bu unsurların rollerini görebilmektir.

Mimarlık, önemli miktarda sermaye birikimi gerektiren bir meslek dalıdır ve müteahhitler de yapım süreçlerinde gerekli sermayeyi sağlayıp organize eden, yapı malzeme ve tekniklerinin belirlenmesinde öncül rolleri olan bir meslek grubudur. Dolayısıyla, malzeme seçimi ve binanın maliyetinden binanın boyut ve karakteristiklerine kadar mimari özellikleri belirleyen birçok hususta belirleyici rolleri vardır. Bu çerçevede, bu çalışmada erken Cumhuriyet döneminde yapı müteahhitliğinin gelişimi, kamu binaları müteahhitleri ve müteahhitliğine odaklanılarak incelenecektir. Büyük ölçekli altyapı müteahhitliğinin (demiryolları, limanlar, yollar, vs.) de inceleneceği bu çalışmada, dönem mimarisinin tarihsel analizinde önemli yer tutan kamu binaları eksen teşkil edecektir. Yapı müteahhitleri bu binaların yapımında önemli bir rol oynadığından, bu çalışmada erken Cumhuriyet dönemi mimarlık ortamının önemli bir aktörünün ele alınması ve döneme ilişkin mimarlığa farklı bakış açıları sunulması amaçlanmaktadır.

Çalışmanın Yöntemi

Kavramsal olarak bu çalışmanın merkezinde yer almakla birlikte müteahhitlik, bir meslek olarak ele alınmasının yanında genel kapsamlı bir terim olarak da ele alınacaktır. Bu çalışmada müteahhitlik, sembolik olarak herhangi bir yapının finansal, teknik ve organizasyon yönüyle gerçekleştirilmesinin temsili olarak ele alınacak ve bu işlemlerin yapım üzerindeki rolünün analiz edilmesinde bir araç olarak kullanılacaktır. Dolayısıyla yapı müteahhitliğinin meslek olarak gelişimi ve o dönem mimarlık ortamındaki etkileri incelenirken, müteahhitlik kavramı aynı zamanda bu dönemde yapılan binalarda uygulanan farklı yapım ve finansman modellerini araştırma ve anlama noktasında bir anahtar kelime olarak kullanılacaktır. Bu çerçevede, yerel uygulamalar da dahil olmak üzere kamu binaları dışındaki diğer yapılar ve bu yapılar için uygulanan farklı müteahhitlikler de, dönem müteahhitliğinin gelişimi ve mimarlık ortamının şekillenmesinde önemli rol oynadıkları için inceleneceklerdir.

Bunun yanında, yapım işinin diğer aktörleri (devlet, mimarlar, mühendisler, ustalar, kalfalar, vs.) ve özellikle kamu binaları yapım süreçlerindeki pozisyonları da, o dönem bina yapım işlerinde izlenen rol paylaşımının tespiti amacıyla incelenecektir. Bu doğrultuda, müteahhitlerin yapım işlerini sürdürürken bu önemli aktörlerle kurduğu ilişki de karşılıklı olarak ele alınacaktır. Bu tip bir yaklaşımın da bu dönem kamu binaları üretim süreçlerinin anlaşılmasına, müteahhitler de dahil bu süreçlerdeki çoğul aktörlerin rollerinin tartışılmasına ve kamu binaları üretim süreçlerinin ara yüzlerinin kapsamlı olarak incelenmesine yardımcı olacaktır. Erken Cumhuriyet Dönemi bina yapım işi finansman türleri ve gelişimi de ortaya konularak, bu dönem müteahhitlik türleri ve karakteristik özellikleri, mesleğin gelişimi üzerinde o dönem dinamiklerinin rolüyle birlikte analiz edilecektir. Bu bağlamda, dönem müteahhitlerinin bazı önemli yapım işlerinin ara yüzlerinin incelenmesi yoluyla, ekonomi ve sermayenin yapım işleri üzerindeki rolü de ele alınacaktır. Erken Cumhuriyet dönemi, tezin ana inceleme dönemini teşkil etmekte olup, bunun temel sebebi müteahhitliğin yerel bağlamda ilk olarak bu dönemde mesleki kimlik kazanması ve devletin ilgili kanun ve düzenlemeleriyle otonom bir karakter kazanmış olmasıdır.

Temel bir yöntem olarak, çalışma süresince mümkün olduğunca döneme ait bilgi, belge ve kaynaklara ulaşılmaya çalışılmıştır. Ele alınan dönem itibarıyla, o dönem müteahhitlik yapan bir canlı tanık ile görüşme yapabilmek mümkün olmamıştır. Ancak, erken Cumhuriyet döneminin son yıllarında mühendislik öğrencisi olan ve bir süre de yapım işleri sektöründe çalışan; 1950’li yıllardan itibaren kamuya müteahhitlik hizmetleri vermeye başlayan ve halen varlığını sürdüren *Gürüş İnşaat ve Mühendislik A.Ş’nin*. kurucusu İdris Yamantürk ile yine aynı yıllarda mühendislik ve müteahhitlik hizmeti vererek 1964 yılında *Yüksel İnşaat Limited Şirketi’nde* işe başlayan ve halen bu şirketin ortakları arasında yer alan İrfan Tufan Karaoğlu ile görüşmeler gerçekleştirilmiştir. Oldukça yararlı geçen bu görüşmelerde, erken Cumhuriyet dönemi müteahhitliği ve inşaat sektörünün durumu konuşulmuş, özellikle 1950’li yıllarda yapı müteahhitliğinin gelişimi hakkında ayrıntılı bilgiler elde edilmiştir. Bunun yanında, erken Cumhuriyet döneminde özellikle büyük müteahhitliğin gelişimi üzerine çalışmaları bulunan Prof. Dr. İlhan Tekeli ile bir görüşme gerçekleştirilerek konuya ilişkin akademik bir bakış açısı ve yöntem

geliştirilmeye çalışılmıştır. Son olarak da 1950’li yıllarda Devlet Su İşleri’nde mühendis olarak çeşitli kamu inşaatlarında üst düzey görevlerde çalışan, üniversite hocalığı sonrasında özel sektörde de çalışmış olan ve erken Cumhuriyet dönemi müteahhitliğini de içerir şekilde; Cumhuriyet’in kuruluşundan 2000’li yıllara gelen süreçte inşaat sektörü ve müteahhitliğe ışık tutan *Anılarla İnşaat Sektörü* kitabının yazarı Abdullah Demir ile bir görüşme gerçekleştirilmiştir. Bu vesileyle, o dönem yapı müteahhitliği yapmış çok sayıda kişinin ismine ulaşılmıştır.

Çalışma süresince temel yöntem olarak belirlenen bir diğer husus da, yapı müteahhitliğini incelemeyi önce, onu etkileyen tüm belirleyici unsurları ve işi birlikte yürüttüğü tüm diğer aktörleri öncelikli olarak ele alma anlayışıdır. Müteahhitlerin gerçekleştirdikleri yapım işleri sürecinde, işin tüm bağlam, sorun ve aktörleriyle birebir karşı karşıya kalan unsurlar olmaları ve bu etkileşimin yapı müteahhitliğinin eylemleri ve gelişimini belirleyici yanları olması sebebiyle, öncelikli olarak erken Cumhuriyet dönemi proje ve yapım işlerinde etkin diğer tüm aktörler, üretim biçimleri ve hukuki düzenlemeler ele alınacaktır. Sonrasında da, mesleğin kendi iç dinamikleri ve profesyonel çerçevesi doğrultusunda direkt etkisi altında kaldığı ve politikalarını ona göre belirlemek zorunda kalabildiği makro ve mikro ekonomik unsurların rolü, mesleğin uygulama ve çalışma prensiplerinin çerçevesini çizen ihale kanunları ve diğer hukuki düzenlemelerle yapı malzeme ve teknikleri hususunda ülkedeki durum, yapı malzemelerin temini ve şantiyeye erişimi gibi hususlar ayrıntılı olarak ele alınacaktır.

Devlet arşivlerine gidilerek, konuya ilişkin yazılı belge anlamında o yıllarda devlet ve müteahhitler arasında gerçekleştirilen resmi yazışmalara erişilmiştir. Bu dönemde kamu inşaatı yapan müteahhitlerin en büyük işvereni olan devletle gerçekleştirilen bu yazışmalar vasıtasıyla devlet-müteahhit arasındaki ilişkinin niteliği ve yapı müteahhitlerinin temel mesleki konu ve sorunları hakkında ciddi bilgilere ulaşılmıştır. Buna ilaveten, Bayındırlık Bakanlığı kütüphanesine gidilerek erken Cumhuriyet döneminde Bakanlıkça yayınlanan *Bayındırlık İşleri Dergi’sinin* sayılarına ulaşılmış ve bu dönem devlete iş yapan müteahhitlerin listesi ile devlet gözüyle müteahhitlik sektörü, kamu inşaatları ve yapı sektörünün genel durumu ile ilgili ayrıntılı bilgilere erişilmiştir. Buradan elde edilen verilerle, bu dönemde kamuya iş yapan ve yapım işleri dışında disiplinlerden de gelen müteahhitleri de

içeren bir yapı müteahhitleri listesi; gerçekleştirdikleri yapım işleri ve iş sahalarıyla birlikte tezde sunulmaktadır.

Kamu binaları inşaat müteahhitliğini anlama üzerine odaklanılan bu çalışmada, söz konusu hedefi gerçekleştirmek için öncelikle yapı müteahhitleri, almış oldukları eğitim ve profesyonel arka planlarına göre sınıflandırılmışlardır. Bu yöntemin tercih edilmesinin en önemli sebepleri, disiplinler arka planın yapılan işin niteliği üzerinde belirleyici olabileceği ve mümkün olduğu ölçüde farklı yapı müteahhitleri türlerinin sınıflandırılarak anlatılabilmemesinin en muhtemel yolunun bu şekilde bir gruplandırma olacağı düşüncesidir. Farklı disiplinlerden gelen dönemin bazı önemli müteahhitleri, gerçekleştirdikleri önemli kamu binası inşaatları ve mesleki kariyerleriyle birlikte değerlendirilecektir. Bu çerçevede, bu dönem gerçekleştirilen iki büyük kamu binası inşaatı olan *İş Bankası* ve *Ziraat Bankası* binaları, bu düşünce çerçevesinde müteahhitleri ve yapım süreçleriyle birlikte incelenecek; ayrıca büyük şehirler dışında kamu binası inşaatları yapım ve müteahhitliği koşullarının anlaşılması için *Hakkari Hükümet Konağı* binası yapım süreci ele alınacaktır.

Çalışmanın Yapısı

Tezin yapısı ve içindekiler kısmı kurgulanırken, öncelikle müteahhitler dışında o dönem bina üretim işlerinde etkin tüm aktör ve unsurlar ele alınmaya çalışılmıştır. Çalışmada, sadece devletin yaptırdığı kamu inşaatları değil, özel sektörde ve kırsalda gerçekleştirilen inşaatlar ve aktörleri de ele alınmıştır. Başka bir deyişle, mimarlık ortamı tüm yönleriyle ve tarihsel arka planıyla birlikte değerlendirilmiştir. Sonrasında, yapım işlerinin kurallarını belirleyen hukuki çerçeve çizilecek ve bu noktada müteahhitlik uygulamalarının yol ve biçimlerini belirleyen ihale kanunları anlatılarak müteahhitlik konusuna geçilecektir. Buraya kadar devam eden genelden özele anlatım yapısı bundan sonra da sürdürülecektir. Bu doğrultuda, önce genel anlamda müteahhitlik tüm yönleriyle ele alınacak, sonrasında yapı müteahhitliği özelinde bir inceleme sürdürülerek yapı müteahhitliği türleri ve iş sahaları tartışılacak, son olarak da devlet eliyle yaptırılan kamu inşaatları ve yapıları ile bunları inşa eden yapı müteahhitleri üzerinde durulacaktır.

Tüm bu yaklaşımlar çerçevesinde, çalışmanın giriş kısmından sonraki ilk bölümünde, dönemin yapı inşaatı işleri tüm yönleriyle incelenecektir. Öncelikle yapım işlerinde etkin tüm aktörler ana rolleriyle birlikte incelenecek; buna müteakip de bu dönem gerçekleştirilen tüm yapı üretim biçimleri ele alınacaktır. Bu bölümün son kısmında da yapım işlerini belirleyen tüm kanun ve düzenlemeler ele alınacak; özellikle de bu dönemde çıkarılan ve yapı işleri ile müteahhitliğin temel prensiplerini belirleyen ihale kanunları ayrıntılı olarak ele alınacaktır. Sonraki bölümde, müteahhitlik mesleğinin erken Cumhuriyet dönemindeki gelişim süreci tüm yönleriyle incelenecek olup, genelde müteahhitlik özelde de yapı müteahhitliği üzerine yoğunlaşılacaktır. Bu doğrultuda, ilk kısımda müteahhitliğin mesleki yönü incelenecek, sonrasında da Osmanlı döneminde müteahhitliğe ilişkin tüm gelişmeler, yapı işlerine odaklanılarak ele alınacaktır. Daha sonra, erken Cumhuriyet döneminde müteahhitliğin ülke ekonomisi üzerindeki rolü ve ekonomiye dair gelişmelerle karşılıklı ilişkisi değerlendirilecektir. Müteahhitliğin bu dönemdeki gelişimini belirleyen en önemli iki unsur olan ihale kanunları ile yapı malzeme ve teknikleri ise takip eden iki kısımda ele alınacaktır. Son kısımda ise bu dönem müteahhitleri ve müteahhitlik hizmetlerinin karakteristik özellikleri ele alınacaktır.

Sonraki bölümde, dönemin kamu inşaatları müteahhitliği; büyük müteahhitlik ve bina müteahhitliği olarak iki ana başlık altında ele alınacaktır. Burada, bina müteahhitliğinin gelişimi üzerinde de etkisi bulunan dönemin büyük müteahhitleri de incelenerek, kamu inşaatları müteahhitliğinin genel bir çerçevesi çizilecektir. Son olarak da, o dönem yapım işlerinin her yönüyle belirlenmesinde ve müteahhitliğin gelişiminde en etkin aktör olan devletin yapı müteahhitliği üzerindeki rolü tüm yönleriyle değerlendirilecektir. Bu kısımda da öncelikle devletin dönemin yapı müteahhitleri ile olan ilişkisin temel niteliklerini gösteren resmi yazışmalar ele alınacaktır. Bunun yanında, devlet tarafından bu dönemde kurulan ve yapı müteahhitliği işleri gerçekleştiren bir kurum olan *Emlakbank Yapı Limited Şirketi* incelenecektir.

Çalışmanın son bölümde ise dönemin kamu binaları inşaatlarının müteahhitleri incelenecektir. Bu çerçevede öncelikle dönemin kamu binası inşaatlarında önemli bir yer işgal eden yabancı müteahhitler ve müteahhitlik firmaları üzerinde durulacaktır. Bu bağlamda ilk olarak, o dönem iş yapan yabancı bir firma tarafından

gerçekleştirilen yapı müteahhitliğini ve bina mimarisi üzerindeki etkisini görme amacıyla, yabancı bir müteahhit firma tarafından inşa edilen *Ziraat Bankası* Binası yapım süreci ele alınacaktır. Ardından dönemin kamu binası müteahhitleri mesleki formasyonlarına göre sınıflandırılarak, inşa ettikleri kamu binaları ve mesleki kariyerleriyle birlikte ele alınacaktır. Bu tür bir analizin temel sebebi de, ele alınan mesleğin kamu binası inşaatını gerçekleştiren birey ya da firmanın müteahhitlik hizmetinde oynadığı rolü görebilmektir. Bu doğrultuda, müteahhitlik yapan mimarlar ilk grup olarak incelenecek olup, öncelikle müteahhitlik ve mimarlık ilişkisi tüm yönleriyle incelenecektir. Sonrasında, dönemin önemli mimar müteahhit figürlerinden biri olan Arif Hikmet Koyunoğlu, gerçekleştirdiği kamu bina inşaatları, müteahhitlik kariyeri ve mimarlığıyla kurduğu karşılıklı ilişkiler çerçevesinde incelenecektir. Dönemin mimarlarından biri olan Aydın Boysan tarafından gerçekleştirilen *Hakkari Hükümet Konağı* yapım işi, ülkenin kırsal kesimlerinde gerçekleştirilen bir kamu binası yapımı işi ve müteahhitlik hizmetini anlama amacıyla incelenecektir.

Müteahhitlik yapan mühendisler, bu dönem yapı müteahhitliğinin gelişimi üzerindeki rolleriyle birlikte takip eden kısımda incelenecektir. Bu doğrultuda, dönemin önemli bir mühendis müteahhidi olan Mebus Ergüvenç, inşaatını müteahhit olarak gerçekleştirdiği meclis binası inşaatı işiyle birlikte incelenecektir. Sonrasında, bina inşaa müteahhitliğinin erken Cumhuriyet döneminin son yıllarında ve 1950’li yıllardaki durumunu ele almak için dönemin diğer bir mühendis müteahhidi olan İrfan Tufan Karaoğlu analiz edilecektir. Farklı disiplinlerden gelen müteahhitler de, bu bölümün son kısmında incelenecektir. Mühendislik ve mimarlık gibi yapım işleriyle ilgili disiplinlerden gelmeyen müteahhitlerden oluşan bu insanlar, kamu binaları inşaatlarının gerçekleştirilmesinde önemli bir yer tutmaktadırlar. Konunun genel bir çerçevesini çizdikten ve bu insanların müteahhitlik yapma nedenleri incelendikten sonra, dönemin bu grupta yer alan iki önemli müteahhidi olan Vehbi Koç ve Erzurumlu Nafiz Bey, müteahhitlik kariyerleri ve gerçekleştirdikleri kamu bina inşaatlarıyla birlikte ele alınacaktır. Ayrıca, müteahhit Erzurumlu Nafiz Bey tarafından yapımı gerçekleştirilen *İş Bankası* binası yapım işi de, yapım süreci ve müteahhitlik yönüyle incelenecektir. Son kısımda ise yapı müteahhitliğinin devam

eden süreçte nasıl bir yol izlediğini anlamak adına 1950’li yıllarda yapı müteahhitliğinin gelişimi üzerinde durulacaktır.

Sonuç kısmında ise, bu bölüme kadar yapılan tüm incelemeler çerçevesinde kapsamlı bir analiz yapılarak, yapı müteahhitliğinin erken Cumhuriyet dönemindeki gelişimi ve özellikle kamu binalarının inşasındaki rolü değerlendirilecektir. Sonuç kısmından sonra yer alan ekler kısmında da erken Cumhuriyet döneminde devlete yapım işi gerçekleştiren müteahhitler, mesleki arka planları ve çalışma sahalarıyla birlikte verilecektir. Ayrıca, bu dönemde inşa edilen kamu binaları ve inşaatları ile bunları yapan müteahhitler de, takip eden kısımlarda liste olarak gösterilecektir.

Sonuç

Osmanlı Dönemindeki küçük ölçekli birkaç girişim dışında, Türkiye’de yerel bağlamda yapı müteahhitliği ilk olarak erken Cumhuriyet döneminde ortaya çıkmış ve gelişmiştir. Cumhuriyet hükümetinin milli bir sermaye birikimi ve burjuva sınıfı yaratma düşüncesi çerçevesinde gerekli düzenlemeleri yaptığı ve bu doğrultuda gelişmesinin ilk adımları atılan müteahhitlik, meslek olarak ve hukuki çerçevesi eksiklerine rağmen çizilmiş olarak bu dönemde doğmuş ve ilk yerli müteahhit ya da girişimci sınıfı da ülkede bu dönemde doğup gelişmiştir. Cumhuriyetin kuruluşu ile birlikte acil olarak, kamunun büyük ölçekli ve kompleks yapım işleri ile resmi binalarını inşa edecek, konusunda uzman bir özel sektör oluşturma ihtiyacı doğmuştu. Devlet, bu ihtiyacın giderilmesi için öncelikle birtakım hukuki düzenlemeler yaptı. Bu düzenlemeler ve bahse konu politik yaklaşım çerçevesinde ortaya çıkan yeni yapılanma ile birlikte, çoğunluğu önce devlette resmi görevlerde çalıştıktan sonra istifa ederek özel sektöre geçen ve o dönem oldukça etkin yabancı müteahhitlik firmalarının şantiyelerinde çalışarak tecrübe kazanmış ve kendini geliştirmiş yerli mimar ve mühendisler ortaya çıkmaya ve müteahhitlik yapmaya başladılar.

Yukarıda ifade edilen örnekte belirleyici rolü görüldüğü üzere devlet, erken Cumhuriyet dönemi süresince inşaat ortamını düzenleme yetkisini elinde tutan en güçlü otorite olması ve dönemin en büyük sermaye sahibi olması yönüyle, yapı müteahhitliğinin gelişiminde en etkin aktör olma özelliğini taşımaktadır. Bu yüzden

de, dönemin mimarlık ortamında etkin tüm diğer aktörler için de ortak olmak üzere, yapı müteahhitliğinin gelişiminde de yine devlet, merkezde yer alan en güçlü aktör pozisyonunda olmuştur. Müteahhitler de bu dönem içerisinde, devletin belirlediği kanun ve düzenlemelerle tanımlı sınırlar çerçevesinde hareket edebilmiş, süreç içerisinde mesleki bir örgütlenme içerisine girememişlerdir. Ancak yine de, bu dönem içerisinde devletle müteahhit arasındaki ilişki, karşılıklı iyi niyet ve güven prensipleri çerçevesine yürütülmüştür. Devlet ile müteahhit arasında gerçekleştirilen resmi yazışmalarda da görüleceği üzere, yapım işi süresince ortaya çıkan ve ihale yasalarında çözümü öngörülmeleyen birçok ciddi sorun, devletin bu temel anlayışı çerçevesinde çözülebilmektedir.

Cumhuriyet hükümeti demiryolları yapımına öncelik verdiği için, dönemin ilk büyük müteahhitleri demiryolları inşaatları ile ortaya çıkmıştır. Bu dönemde, devletin izlediği politikalar çerçevesinde büyük müteahhitliğin gelişiminin ilk önemli adımları atılmış olmakla birlikte, kamu bina inşaatları müteahhitliği radikal bir değişime tanıklık etmemiştir. Öte yandan, çalışma sahaları bağlamında büyük müteahhitlik ile bina müteahhitliği arasında çok katı sınırlar hiç olmamıştır. Zira, dönemin büyük müteahhitleri aynı zamanda hem büyük ölçekli altyapı projelerini, hem de kamu binası inşaatlarını gerçekleştiriyorlardı. Bu anlamda da büyük müteahhitlik, aktarılan sermaye birikimi ve teknik altyapı ile kamu bina inşaatları müteahhitliğinin gelişimine büyük katkı yapmıştır. Bu iki müteahhitlik sahası da, ülkenin koşulları ve devletin politikalarına bağlı olarak bu dönem süresince ortak sorun ve gelişmelere tanıklık etmiştir.

Kamu binaları mimarisinin belirlenmesinde direkt etkileri olmasa da, devlet ve müteahhitler arasındaki ilişkinin niteliği, kamu bina inşaatları ve müteahhitliği üzerindeki en önemli belirleyicilerden biriydi. Bu çalışmada da ifade edildiği üzere devlet, müteahhitleri önce kendi kurumlarında resmi görevle çalıştırıp belli bir tecrübeyi edinerek devletten ayrıldıktan sonra müteahhit olarak çalışmalarını öngören bir politika izlemekteydi. Bahse konu devlet-müteahhit ilişkisi, bu dönemde kamu bina inşaatları müteahhitlik hizmetlerinin sürdürülmesinde çok belirleyiciydi ve bu işlerin yürütülmesiyle ilgili kontrol mekanizmalarını sorguya açık bırakıyordu. Esasen, kamu inşaatlarını gerçekleştirecek müteahhitlerin seçiminde gözetilen ilk husus, o kişi ya da firmanın teknik tecrübesi ya da eğitimi değil, işi yapmak için

gerekli sermaye ya da güce sahip olmasıydı. Bu durumun temel sebebi, bu çalışmada da sıkça ifade edildiği üzere, ülkede mevcut olumsuz koşullardan kaynaklı olarak bazen devletin bile elinde bu inşaatları gerçekleştirecek yeterli sermaye birikiminin olmayışıydı. Bu noktada, kamu inşaatları için gerekli sermayeyi temin etmek, söz konusu koşullar nedeniyle bir iş için en nitelikli müteahhidi bulma çabasının önüne geçiyordu. Dolayısıyla, bu dönem yapılan kamu binalarının önemli bir kısmı, işi yapabilecek bir sermayeye sahip olan girişimcinin öncelikli tutulup mesleki yeterliliğin arka planda bırakılması hususundan olumsuz etkilenmiştir. Bu koşullar altında, dönemin birçok inşaat müteahhidi sektörde devam edebilme adına gerekli mesleki birikim ve profesyonel altyapıya sahip olamadığı için kalıcı olamamış ve bu işlerden bir sermaye birikimi elde edememiştir.

Ankara'daki kamu binaları başta olmak üzere çoğu kamu binasının genel mimari özellikleri, devlet tarafından ve ülkenin modernleşme ve gelişimini temsil edecek bir Cumhuriyet mimarisi yaratma düşüncesi çerçevesinde şekillenmiştir. Dolayısıyla, kamu binalarının mimarları genellikle kamu otoritesi olan devletin anlayışını uygulamak zorunda kalırken, bu binaların müteahhitlerinin çoğu zaman bu binaların mimari niteliklerinin belirlenmesinde bir rolleri olmadı. Ancak, belirlenmiş olan mimari yaklaşımların uygulanmasında önemli rol oynayan strüktürel nitelik ve multi-disipliner mühendislik uygulamalarının başarısı hususlarında önemli bir belirleyici rol oynadılar. Bu noktada, yapı malzemelerinin belirlenmesi ve inşası, renk ve dekorasyon unsurlarının uygulanması gibi hususlarda yapı müteahhitleri ciddi anlamda etkili oldular. Öte yandan bu dönemde, kamu binaları başta olmak üzere pek çok kamu inşaatı yabancı müteahhitler ya da firmalarca gerçekleştirildi. Bu firma ya da kişilerin ülkede bu dönem yapı müteahhitliğinin gelişiminde oynadıkları en temel rol de, devlet için gerçekleştirdikleri kamu inşaatlarında çalışan yerli teknik personelin bu inşaatlarda işi öğrenmelerine ve tecrübe kazanarak müteahhitlik sektörüne yönelmelerine; dolayısıyla da yerli müteahhitliğin profesyonel bağlamda temellerinin atılmasına yapmış oldukları katkıdır.

Kamu bina inşaatlarını gerçekleştiren müteahhitlerin en önemli rolü, bu binaların sanatsal ve mimari yönlerinin belirlenmesinden ziyade yapım teknikleri, mühendislik ve yapı malzemeleri gibi daha somut noktalarda olmuştur. Müteahhitlerin kamu binalarına ilişkin mimari kararlar üzerindeki rollerine ilişkin çok ayrıntılı veriler

yoktur. Ancak, sonuçta müteahhitler işin finans boyutunu yöneten, iş programını organize eden, yapı malzemesini temin eden ve gerekli teknik personeli belirleyip yöneten kişiler olmaları nedeniyle kaçınılmaz olarak işin mimari yönlerini etkileyen pek çok noktada yer almışlardır. Dolayısıyla, bu dönem yapı müteahhitlerinin önemli bir bölümü, profesyonel yeterlilikleri ve mesleki tecrübeleri olmadığı ve gerekli tarihsel arka plana sahip olmadıkları için, işlerini gerekli teknik gereksinim ve organizasyon çerçevesinde yapamamış; koşulların da ciddi etkisiyle müteahhitliği kalıcı bir iş sahası olarak görmek yerine maddi gelir elde edilecek bir yatırım sahası olarak görmüşlerdir. Bu durum da gerçekleştirilen bazı kamu binası inşaatlarının mimari ve teknik yönlerine olumsuz olarak yansımış, yine temel neden koşullar olmak kaydıyla çok sayıda tamamlanmamış, geç tamamlanabilen ya da belli noktalarda yetersiz kalan binaların ortaya çıkmasına sebebiyet vermiştir.

Bu çerçevede, her ne kadar direkt etkilerini görmek çok kolay olmasa da, kamu binası müteahhitinin asli mesleki arka planı önem kazanabiliyordu. Farklı disiplinlerden gelen müteahhitler konuya ilişkin gerekli disiplinler eğitim ve bakış açısına sahip olmadıkları için işin ekonomik boyutunu ön planda tutarken, mimar ve mühendis müteahhitler işin teknik kalitesi ya da mimari niteliklerini de göz önünde tutarak üstlendikleri kamu binası yapım işini gerçekleştirmeye çalışıyorlardı. Her ne kadar ‘profesyonel’ olarak tanımlanabilecek mimar ve mühendislerden oluşan bu müteahhit grubu yapım sürecinde karşılaştıkları sorunlara daha rasyonel çözümler bulmuş ve teknik ve mimari yönden bazı başarılı kamu binaları bu grup tarafından gerçekleştirilmiş olsa da; mesleğin yeni doğan ve gelişmekte olan yapısından kaynaklı yetersizlikler ve gerekli yapı malzemesinin, teknik personel ve sermayenin sağlanamaması gibi ülke koşullardan kaynaklı eksikliklerden ötürü, bu profesyonel arka planın kamu binası inşaatlarında ön plana çıkabilmesi pek mümkün olmamıştır.

Erken Cumhuriyet dönemi müteahhitlerinin, kamu binaları mimarileri üzerinde çok etkisi olmasa da, mimarların görevlendirilmelerine ve profesyonelleşmelerine önemli katkıları olmuştur. Müteahhitler, üstlendikleri kamu inşaatlarının çoğunda mimar ve mühendis çalıştırmışlardır. Bu çerçevede müteahhitler, mimarlar üzerindeki işveren pozisyonları sayesinde bazen işin ekonomik boyutunu mimarlığın mesleki gereksinimlerinin önünde tutmuş; bu durum da yine bazı olumsuz örneklerle kamu binalarına yansımıştır. Bu dönem müteahhitlik yapan mimar sayısı çok azdır ve

inşaat ortamındaki etkin aktörlerin uygulamalarıyla, mimarların kamu binası yapım işlerinin uygulama boyutunda etkili olamadıkları görülür. Öte yandan, yerli ve yabancı yapı müteahhitleri dönemin kamu bina inşaatları ve mimarlığın gelişiminde de bazı önemli roller oynadılar. Yapım işlerinde yeni teknolojik gelişmelerin ülkede kullanılmaya başlanması, yerli ve yabancı kaliteli teknik personelin bu işlerde çalıştırılmaları ve bazı önemli yapı malzemelerinin üretimi için ilk adımların atılması gibi bazı hususlar, söz konusu müteahhitler tarafından gerçekleştirilmiştir. Bu müteahhitlerin dönemin kamu binası inşaatlarının yapımına ve ülke mimarisine bir diğer önemli katkısı da finans kaynaklarının yapım işlerine yönlendirilmesinde oynadıkları roldür. Dönem mimarisinin gelişiminde gözle görülür ciddi bir etki yaratmamış olsalar da, müteahhitlerin yapım işleri için ayrılan sermayenin artışına yapmış oldukları katkı ile birlikte, ülke mimarisi ve yapı sektörünün ilerleyişi hızlanmıştır.

Yapı müteahhitliği, Türk mimar ve mühendislerinin büyük ölçekli inşaatlarda çalışabilme şansını doğurması ve kendilerini teknik ve teorik olarak geliştirebilmesinin önünü açması yönüyle de önem arz eder. Ayrıca, önemli yabancı mimar ve mühendislerin ülkeye gelişinde ve dünyadaki yeni malzeme, teknoloji ve mimari yaklaşımların ülkeye kazandırılmasında müteahhitler, yapı sektörüyle ilişkili yabancı teknik uzmanlarla yapmış oldukları anlaşma ya da iş ortaklıkları ile yabancı müteahhit firmaların yerli firmalar üzerinden kurdukları acenteler vasıtasıyla ciddi katkılar yapmışlardır. Temel yapı malzemeleri olmasa da (çimento, demir,vs..), bazı önemli yapı malzemelerinin ülke içinde üretilmesi, yurt dışından temini veya ülke içerisinde pazarının oluşturulması gibi hususlarda müteahhitler, kurdukları küçük ölçekli tesisler ve yaptıkları girişimlerle katkılar sağlamışlardır.

Müteahhitlerin kamu inşaatları vasıtasıyla ülkenin yapım işleri ortamına girmiş olması sayesinde ülke mimarisi ve yapı sektöründe bazı olumlu gelişmeler ortaya çıkmış olsa da, bu ülke ölçeğinde gerçekleştirilen yapım işlerinin çok küçük bir kısmını teşkil ediyordu ve müteahhitlerin de, yapı sektörü ile ilgili diğer disiplinlerin yaşadıklarına benzer ciddi sorunları vardı. Aslında, sorunlar sadece devletin uygulamaları ya da ihale kanunlarından kaynaklanmıyordu. Ülke koşulları da bu sonuca gelinmesinde çok etkili oldu. Cumhuriyet'in kuruluşu sonrası ülkede yeterli miktarda sermaye birikimi, nitelikli teknik kadro ve iyi tanımlanmış düzenli bir

yapım işleri sistemi mevcut değildi. Yapı malzemesi ve bunun şantiyeye temini de bir diğer önemli sorundu. Erken Cumhuriyet dönemi Türkiye'si gibi, yapım işlerinin belli finansal birikim, teknik altyapı ve tam anlamıyla işleyen bir hukuki çerçevede yürütülemediği ve mevcut koşulların etkisi bağlamında anlık çözümlerin inşa eylemlerine yön verdiği ülkelerde, yapı müteahhitleri ve müteahhitliğinin de söz konusu sorunları yaşaması doğaldı.

Dolayısıyla, bu dönemde yapım işlerinin planlanması, yönetimi ve finanse edilmesi pek çok yapı müteahhidi için çok zordu. Bu durum ve yukarıda belirtilen nedenler de çok sayıda müteahhidin meslekte devam edebilmesini ya da yüklendiği kamu binası inşaatını sorunsuz bir şekilde tamamlayabilmesini zorlaştırıyordu. Sonuç olarak, bu koşullar altında erken Cumhuriyet dönemi yapı müteahhitlerinin kendilerinden sonraki döneme ne bıraktıklarına bakıldığında, pek çok müteahhidin ciddi bir sermaye birikimi elde edemediği ve mesleği bırakmak ya da iflas etmek durumunda kaldığı görülür. Belli oranda sermaye birikimi elde etmeyi başaranlar, sadece demiryolu müteahhitleri başta olmak üzere büyük müteahhitlerdi. Onlar da çoğunlukla yapı müteahhitliğinden elde ettikleri sermaye birikimini başka sektörlerdeki yatırımlar için kullanmışlardır.

Bina yapı müteahhitliği alanında ise, müteahhit olarak çalışan yerli mimar ya da mühendislerce gerçekleştirilen büyük ölçekli kamu binası inşaatlarında elde edilen belli miktarda teknik tecrübe sonraki dönemlere aktarılabildiği. Bunun yanında, büyük müteahhitler, ilk olarak demiryolu inşaatları için elde etmeye başladıkları yapı taahhütleri ile kamu inşaatı marketini yabancı müteahhitlerin elinden alma sürecinin ilk ve en ciddi adımlarını atmışlardır. Netice itibarıyla, gerekli sermaye birikiminin ortaya çıkışı ve müteahhitliğin bir meslek olarak kurumsallaşması anlamında erken Cumhuriyet dönemi müteahhitliği çok belirgin kazanımlar elde edememiştir. Sonraki dönemlere aktarılanlar ise sadece yapı müteahhitliği işlerinde çalışan mimarlar, müteahhitler ya da bu işlerde görev almış diğer teknik personellerce elde edilmiş olan belli tecrübeler ve teknik birikimdir. Sonuç olarak, Osmanlı döneminde atılmış önemli adımlar olmakla birlikte yerel bağlamda yapı müteahhitliği, hem büyük müteahhitlik, hem de bina müteahhitliği anlamında ilk olarak erken Cumhuriyet döneminde doğmuş ve gelişmiştir. Bu dönemi takip eden 1950'li yıllar ise, ülkenin değişen politik ve sosyo-ekonomik yapısı ile birlikte özellikle büyük müteahhitlik

anlamında köklü deęişiklik ve gelişmelerin yaşandıęı bir dönem olmuştur. Kamu bina inşaatları müteahhitlięi bağlamında ise fazla deęişiklik olmamakla birlikte, bu dönemde deęişen ekonomik ve kentsel yapıyla birlikte farklı türlerde bina müteahhitlięi örnekleri ortaya çıkmaya başlamıştır.

APPENDIX H

CURRICULUM VITAE

PERSONAL INFORMATION

Surname, Name: Şener, Mehmet
Date and Place of Birth: 10.07.1979 – Tefenni / BURDUR
Nationality: Turkish (TC)
Marital Status: Single
Profession: Architect
E-mail: germinal_msener yahoo.com

EDUCATION

2003-2006 Middle East Technical University, Ankara
Faculty of Architecture, Department of Architecture
Master of History of Architecture

1998-2003 Middle East Technical University, Ankara
Faculty of Architecture, Department of Architecture

WORK EXPERIENCE

Summer 2005 AGM Engineering Trade Limited Company
Worked in the design and drawing of architectural projects

2007 - ... Ministry of Health Construction and Renovation
Department Chairmanship

PUBLICATION AND ARTICLE

Basic Politics Leading the Relationship between State and the Contractor in Early Republican Period (*Erken Cumhuriyet Döneminde Devlet Müteahhit İlişkisini Yönlendiren Temel Politikalar*), *Dosya 25: Mimarlık ve Politika*, TMMOB Chamber of Architects, Ankara Office, June 2011.

CONGRESS AND SEMINAR

Reviewing the Periodical *Yapı* (1941-1943): A Study on Architectural Practice and Ideology in Turkey during the Second World War (*Yapı Dergisi (1941-1943): 2. Dünya Savaşı Türkiye'sinde Mimarlık Pratiği ve İdeolojisi Üzerine Bir Çalışma.*) *Sanat Tarihi'nde Gençler Semineri*, Istanbul Technical University Faculty of Architecture, 13-15 December 2006.

FOREIGN LANGUAGE

English (Advanced), German (Beginner)

FIELDS OF INTEREST

Hospital Architecture and Design, History of Art and Architecture, Early Republican Period Architecture, Cinema, Football, Basketball, Three Cushion Billiards

APPENDIX I

TEZ FOTOKOPİSİ İZİN FORMU

ENSTİTÜ

- Fen Bilimleri Enstitüsü
- Sosyal Bilimler Enstitüsü
- Uygulamalı Matematik Enstitüsü
- Enformatik Enstitüsü
- Deniz Bilimleri Enstitüsü

YAZARIN

Soyadı :
Adı :
Bölümü :

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