



26<sup>TH</sup> – 28<sup>TH</sup> NOVEMBER 2019 – DELFT

# **LDE HERITAGE CONFERENCE**

on Heritage and  
the Sustainable Development Goals

## **PROCEEDINGS**

### **Editors**

Uta Pottgiesser  
Sandra Fatoric  
Carola Hein  
Erik de Maaker  
Ana Pereira Roders

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The International LDE Heritage Conference 2019 on Heritage and Sustainable Development Goals (SDGs) took place from 26 to 28 November 2019 at TU Delft, in the Netherlands. The conference examined the theories, methodologies and practices of heritage and SDGs. The conference was organized in collaboration with the TU Delft, the LDE Center for Global Heritage and Development (CGHD), heritage researchers at the three partner universities of Leiden, Delft and Rotterdam and with other consortium and international partners.

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# Preface

Heritage—natural and cultural, material and immaterial—plays a key role in the development of sustainable cities and communities. Goal 11, target 4, of the Sustainable Development Goals (SDGs) emphasizes the relation between heritage and sustainability. The International LDE Heritage conference on Heritage and Sustainable Development Goals, which took place from 26 to 28 November 2019 at TU Delft in the Netherlands, examined the theories, methodologies, and practices of heritage and SDGs. It asked: How is heritage produced and defined? By whom and in what contexts? What are the conceptions of sustainability, and in what ways are these situational and contextual? How can theoretical findings on heritage and SDGs engage with heritage practice?

The conference built on the multidisciplinary expertise of academics in the humanities, social, and spatial sciences, notably the interdisciplinary crossover research program, Design & History, the new theme of Heritage Futures at TU Delft, on active collaboration within the LDE Center for Global Heritage and Development (CGHD), and on heritage-related research conducted by the three partner universities Leiden, Delft and Erasmus in Rotterdam by further associated partners in the consortium and internationally.

At TU Delft the research programs bring together different departments and disciplines: architecture, urbanism, history, landscape architecture, real estate and management, and engineering. They aim to further an interdisciplinary understanding of the transformation of the built environment and, through the consistent use of the past, to enable buildings, cities, and landscapes to become more sustainable, resource-efficient, resilient, safe, and inclusive. Researchers from Leiden University approach heritage from a broad variety of disciplinary perspectives, such as archaeology, museum studies, cultural anthropology, and area studies. Heritage research at Leiden University explores processes of heritage creation, and the appreciation and evaluation of material and immaterial heritage, to gain new insights into the cultural constitution of societies. Creating, acknowledging, and contesting heritage tends to be politically sensitive as it involves assertions and redefinitions of memory and identity. History and social studies scholars from Erasmus University in Rotterdam add further insights into heritage practice.

This conference created a setting where academics and heritage practitioners could explore these questions from specific perspectives. It brought together 120 academics and practitioners keen to develop their understanding of and their input into heritage conservation, and to increase their contributions towards the development of sustainable cities and communities. The three-day conference combined a variety of formats. Participants engaged in nine academic sessions with peer-reviewed papers, eight roundtables on strategic goals, and six workshops spent applying specific methods and tools.

*Uta Pottgiesser*  
*Sandra Fatoric*  
*Carola Hein*  
*Erik de Maaker*  
*Ana Pereira Roders*

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# A Framework to Assess Post-Intervention Sustainability of Urban Heritage Places

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## Abstract

*Heritage places have become the arena of various interventions due to their socio-cultural and economic values. However, new interventions for urban regeneration may have a destructive impact on the physical, social and economic aspects of urban heritage places. As a result, the sustainability of heritage places becomes questionable. The study aims to examine interventions and their impact on sustainability in two urban heritage places in Turkey: Tarlabası, İstanbul and Kemeraltı, İzmir. In Tarlabası, historic buildings were expropriated and destroyed while people living in the area were displaced. A completely different approach was used in Kemeraltı, where a bottom-up approach has been adopted and holistic strategies have been developed considering both residents' needs and the values of heritage place. While interventions in Tarlabası represent unsustainable modes of implementation; interventions in Kemeraltı suggest that there is scope for sustainability where the physical setting is preserved, the social environment is not changed but empowered, and economic activities continue together with control in rent increase. Looking at interventions in Tarlabası and Kemeraltı, and bearing in mind the international documents published by ICOMOS and UNESCO, the study aims to assess the post-intervention sustainability of urban heritage places. To do this, it focuses on intervention approaches, assess their impact on physical setting, social environment, and economic context and categorizes each of them from the most destructive to the most sustainable.*

## Keywords

*Heritage impact assessment (HIA), urban heritage places, sustainability, İstanbul, İzmir*

## 1 INTRODUCTION

Heritage places have been the subject of various interventions to solve diverse problems related to the degradation of physical fabric, the poor socio-economic profile of inhabitants, and the low real-estate value contrary to their economic potential. However, as a result of these interventions, the sustainability of urban heritage places becomes questionable due to the impact of interventions on the physical setting, the social environment and the economic context.<sup>1</sup>

In a general manner, sustainability can be defined as "meet[ing] the needs of the present without compromising the ability of future generations to meet their own needs" (United Nations, 1987, Article 27). For urban areas, the definition of sustainability can be narrowed down as maximizing economic and social benefits to enhance living standards considering environmental limitations and socio-economic equity (Mori and Yamasita, 2015). In the traditional definition of sustainable

1

UNESCO Recommendation on the Historic Urban Landscape Historic Urban Landscape Approach (UNESCO, 2011) and New Urban Agenda (UN, 2016) contribute to the current debate by implicitly emphasizing the necessity of relevant indicators for the assessment of alternative interventions in urban heritage places. Besides, ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (ICOMOS, 2011) proposes indicators for measuring the impact of intervention on World Heritage Sites.

development, there are three pillars to be considered to achieve overall sustainability: social, environmental and economic.<sup>2</sup> As Purvis et al. states (2018, p.682), the three pillars of sustainability are also explicitly embedded in the current sustainability debate revolving around UN SDGs.<sup>3</sup>

The three pillars correspond to the definition of "cultural heritage" in UNESCO Recommendation on the Historic Urban Landscape Historic Urban Landscape Approach (2011) and The Valletta Principles of ICOMOS (2011). These two documents, which also refer to integrating the principles of sustainable development into safeguarding and management of urban heritage places, define cultural heritage as the broader urban context with its natural environment, buildings and open spaces, social and cultural practices as well as economic processes. Therefore, the three pillars (environmental, social and economic) should be considered together during interventions to achieve the overall sustainability of urban heritage places. In this study we define three milieus which correspond to the three pillars within the sustainability debate: (i) the physical setting including natural and man-made components (the physical component of urban areas and buildings) refers to the environmental pillar, (ii) the social environment (the users, i.e. inhabitants, residents, visitors and tourists, their relation with the physical settings and the meanings that they attribute to them) refers to the social pillar, and (iii) the economic context (the economic value of urban heritage places as well as the uses and practices of different users) refers to the economic pillar.

Interventions in urban heritage places may have a positive or negative impact on the three pillars. The negative or positive impact of interventions may either lead to destruction or sustainability. In this research, destructive refers to interventions that cause damage to the physical setting, social environment and economic context such as demolition, displacement of residents and expropriation of private properties. On the contrary, sustainable corresponds to interventions that conserve the urban heritage places and empower their inhabitants.

Considering the potential positive and negative impact of interventions on the destruction or sustainability of urban heritage places, this paper aims to present a framework for assessing post-intervention sustainability. The paper attempts to answer the following question: *"How is the impact of interventions on physical, social and economic aspects of urban heritage places assessed, especially in places where the data is limited?"* To answer this question, the paper introduces seven approaches to assess the impact of interventions on sustainability in urban heritage places.

This paper will first explain the legal context and then introduce the contrasting interventions in Tarlabaşı, İstanbul and Kemeraltı, İzmir, emphasizing the different motivations of public decision-makers.<sup>4</sup> Afterwards, considering what is learnt from the documents published by UNESCO and ICOMOS, the paper illustrates seven intervention approaches. Then, the paper makes a retrospective assessment and attempts to understand the impact of interventions on the sustainability of urban heritage places.

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2 Culture was proposed as the fourth pillar of sustainable development within Agenda 21 and it is contended 'as an enabler for sustainable development' indicating that culture is all embracing (UCLG, 2010)

3 Cultural heritage protection and safeguard has been included in the United Nations Sustainable Development Goals (UN SDGs) as one of the targets necessary to "make cities and human settlements inclusive, safe, resilient and sustainable". Within this goal, Target 11.4 aims to "strengthen efforts to protect and safeguard the world's cultural and natural heritage".

4 In renewal areas, public decision-maker initiates the project. Then, he/she invites various stakeholders to realize the project according to their priorities and motivations, i.e. architects and planners for project design, real estate developers for project funding.

## 2 THE LEGAL CONTEXT: A POLICY INSTRUMENT CHALLENGING THE SUSTAINABILITY OF URBAN HERITAGE PLACES IN TURKEY

To control the potential negative impact of interventions on preservation and sustainability, heritage places in Turkey are subject to regulations. However, in recent years, new policy instruments have been configured in order to overcome the existing control mechanisms and allow extensive interventions on heritage places in line with the interests and priorities of decision makers. The Law No. 5366/2005 on *Renovating, Conserving and Actively Using Dilapidated Historical and Cultural Immovable Assets* (also known as “renewal law”), which was introduced for the transformation of registered urban heritage places, is one example of these new policy instruments. The significance of the renewal law compared to other legal instruments lies on the extensive rights that it gives to local authorities, such as expropriation and displacement of residents in the renewal areas identified within registered urban heritage places.

As a result of the introduction of the renewal law, urban heritage places in Turkey are currently under more threat compared to the previous years, and new interventions may imply drastic changes in the physical, social and economic aspects of urban heritage places. These changes in registered urban heritage places necessitate an evidence-based framework for heritage impact assessment to reduce the (potentially) negative impact of interventions on the sustainability of cultural heritage.

However, heritage impact assessment is challenging in Turkey due to the lack of transparency of government institutions and the unavailability of official statistics related to the socio-economic profile of inhabitants. For example, in Turkey, if official data about ongoing projects is needed for prospective, accompanying and retrospective impact assessment, governmental agencies are hesitant to share them due to large number of legal cases against the ongoing projects.

To assess the impact of interventions on sustainability, the paper focuses on two projects in İstanbul and İzmir: Taksim 360 and İzmir History. The reason behind selecting these projects is the fact that they represent two totally contrasting intervention approaches (while the former is top-down, the latter is bottom-up), that have had different impact.

## 3 TWO URBAN HERITAGE PLACES WITH OPPOSING INTERVENTION APPROACHES: TARLABAŞI IN İSTANBUL AND KEMERALTI IN İZMİR

Since 2005, six projects have been implemented by the use of renewal law in Turkey and these projects have had different impact on the sustainability of urban heritage places. Due to their totally different approaches, two projects are of special interest: Tarlabası in İstanbul and Kemeraltı in İzmir. While Taksim 360<sup>5</sup> in Tarlabası had an irreversible negative impact on the sustainability of an urban heritage place, İzmir History<sup>6</sup> project in Kemeraltı has contributed to the preservation of heritage places and the empowerment of the inhabitants.

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5 The renewal project in Tarlabası is entitled “Taksim 360”. In İstanbul, Tarlabası has negative connotation for being characterized with crime and “problematic” social groups. Thus, the investor chose to give the name of Taksim to the project, since Taksim is the cultural and commercial district in the center of İstanbul and it is very close to Tarlabası.

6 İzmir History is the name of the renewal project in Kemeraltı.

Tarlabaşı, which is a central district of İstanbul, was built in the late-nineteenth and early-twentieth centuries as a primarily middle-income, non-Muslim neighborhood. However, the area lost its original population, particularly after the 1950s, and consequently the buildings became attractive residences for incoming rural migrants. From the 1980s until now, Tarlabaşı was a predominantly housing area inhabited by migrants. The area was characterized by crimes related to robbers and drug dealers.

The project in Tarlabaşı was initiated in 2007 and it aimed at constructing luxurious mixed-use complex through the demolition of historic buildings except for the façade. In order to solve “social problems” in the area, buildings were expropriated and destroyed while people living in the area were displaced. Consequently, the rent value of Tarlabaşı has dramatically increased, while socio-cultural values are almost totally lost.

A completely different approach was adopted in Kemeraltı, a central heritage place with residential, commercial, administrative and religious buildings in İzmir. Despite the distinctive architectural features of Kemeraltı, with more than 1000 registered building belonging to different periods such as Hellenistic, Roman and Ottoman, the area had significant social and physical problems. Kemeraltı, which stood out as a prestigious living area turned out to be a depressed urban area, when the original inhabitants started to leave and moved to new districts. Currently, the social structure of the area is diverse consisting mostly of immigrants from eastern cities of Turkey and Syria.

Contrary to the top-down approach in Tarlabaşı, İzmir Metropolitan Municipality initiated İzmir History Project adopting a bottom-up approach, the principal aim of which is to empower the residents and consider their needs while preserving the heritage place.

	PHYSICAL SETTING	SOCIAL ENVIRONMENT	ECONOMIC CONTEXT
TARLABAŞI	Demolishment of many buildings, keeping only facades	Expropriation of buildings and displacement of residences	Dramatic increase in real estate value
KEMERALTI	Restoration of historic buildings, construction of new buildings which are in harmony with heritage	Different users are involved through workshops, participatory meetings, etc.	Control mechanisms to avoid rent increases

TABLE 1 Summary of Interventions inTarlabaşı (İstanbul) and Kemeraltı (İzmir).

## 4 A NEW FRAMEWORK FOR ASSESSING THE IMPACT: SEVEN INTERVENTION APPROACHES

This study proposes a new framework for heritage impact assessment by breaking interventions into seven approaches, which define the main topics to categorize the attitudes of decision-makers. The seven intervention approaches are the following: governance, ownership, urban land, existing social structure, existing uses and functions, design, rent increase and post intervention control mechanisms

In order to compare the impact, an "intervention bar" is prepared for each approach and the interventions in İstanbul and İzmir are scaled according to the impact of interventions on sustainability (from the most destructive to the most sustainable), physical setting [phy], social environment [soc], and economic context [eco].

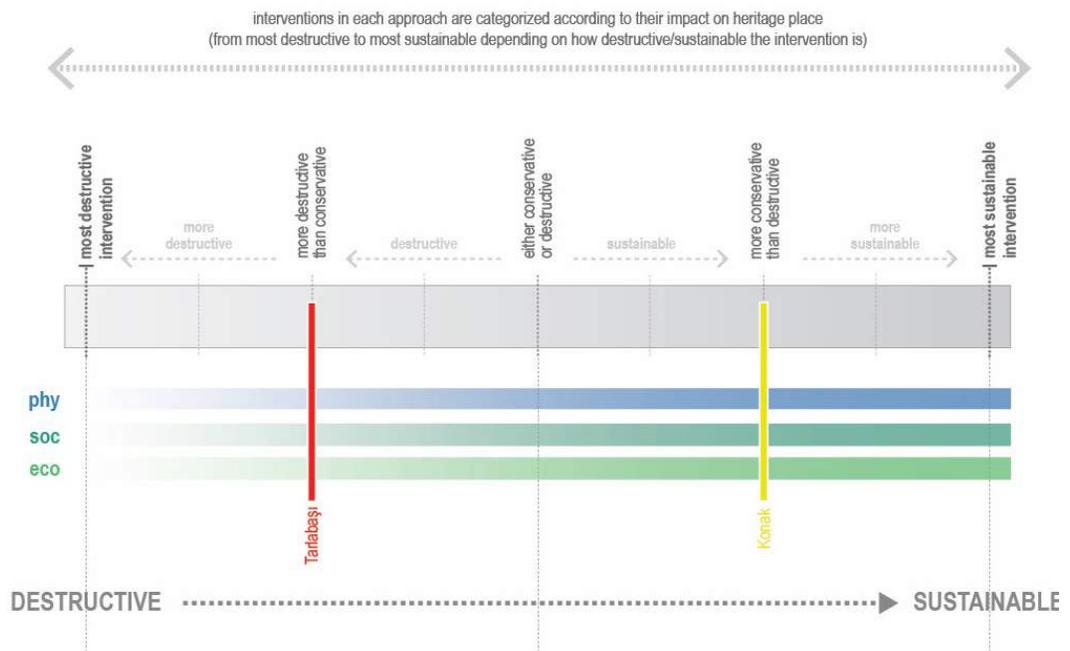


FIG. 1 Intervention Bar. Source: Özçakır, 2018

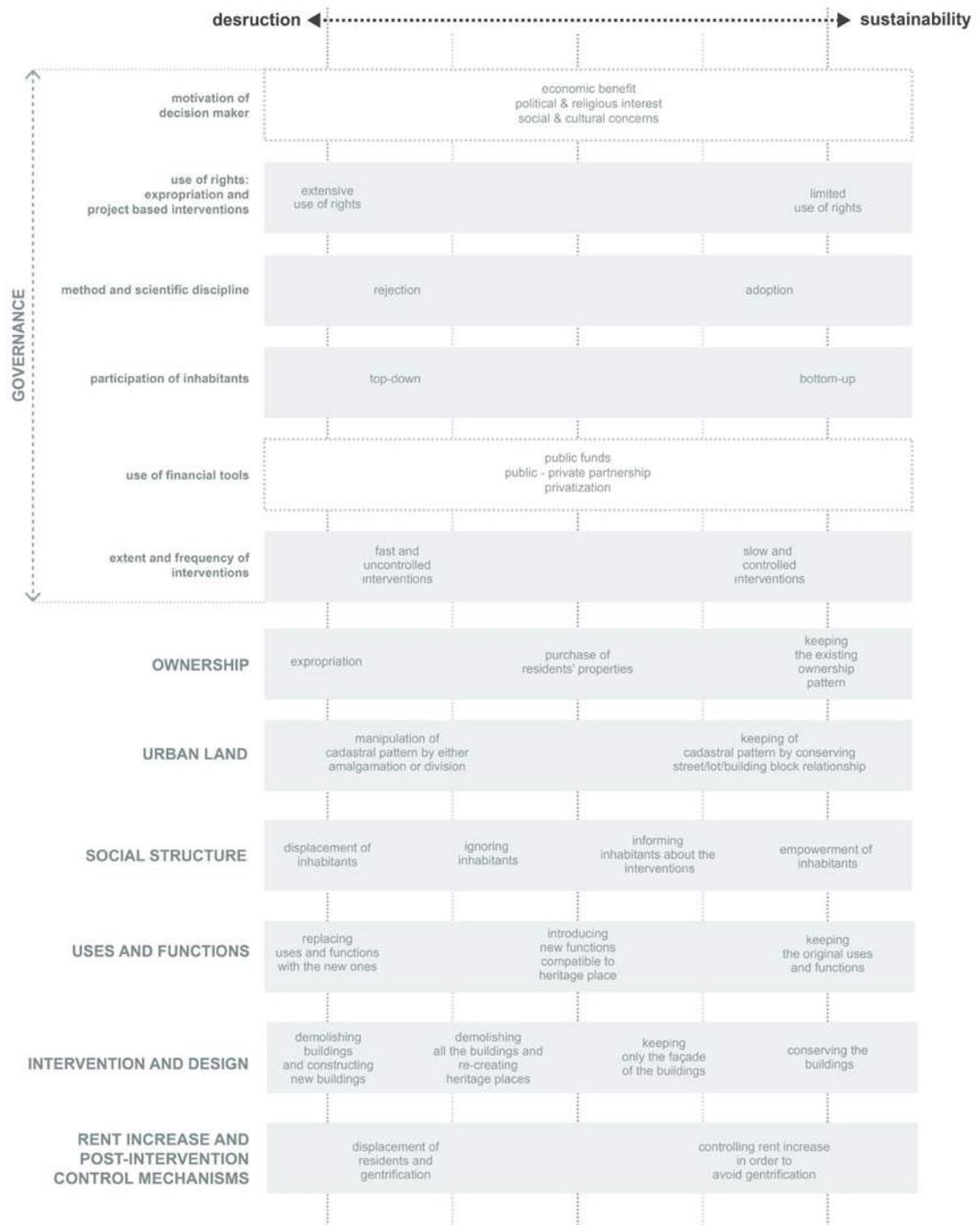


FIG. 2 Seven Intervention Approaches and Different Degrees of Intervention in Each Approach<sup>7</sup>. Source: Özçakır, 2018

7

In the figure, sub-approaches in "motivation of stakeholder" and "use of financial tools" are given in a white rectangle. The sub-approaches are also located in the middle, without categorizing them according to their impact on destruction or sustainability. The sub-approaches in "motivation of stakeholder" and "use of financial tools" do not have a direct impact on the sustainability or destruction of the heritage places, instead, they refer to general tendencies of public-decision makers for interventions and way of financing the interventions.

## 4.1 GOVERNANCE APPROACH

The governance approach relates to defining the general framework of interventions. Hence, it is a general approach which defines the principal motivation behind the interventions. This approach consists of six sub-approaches: motivation of decision makers, use of rights (expropriation and project-based interventions), adoption of methods and scientific discipline, participation of inhabitants, use of financial tools, and the extent and frequency of interventions.

### 4.1.1 Motivation of Decision Makers

The motivation of the public decision-maker, which often corresponds to the mayor as the local elected representative of the voters living in the town or city, is the main determinant of the aim and scope of interventions. While the motivation of decision makers in Taksim 360 concentrated on economic benefit, İzmir History aims at the preservation of physical settings and the empowerment of inhabitants. The motivations of decision-makers can also be understood from the speeches of the decision makers in public media.

Ahmet Misbah Demircan, the mayor of Beyoğlu<sup>8</sup> in İstanbul, states that “[w]ith the Tarlabası project, the economic value of the dilapidated buildings has already increased by 40 times and the area has become one of the most valuable districts in the region”. On the contrary, Aziz Kocaoğlu, the mayor of İzmir Metropolitan Municipality, defines the aim of İzmir History Project as to regenerate the historic center of İzmir, by organizing workshops with architects, city planners, craftsmen, businessmen and academicians who contribute through a participatory approach.

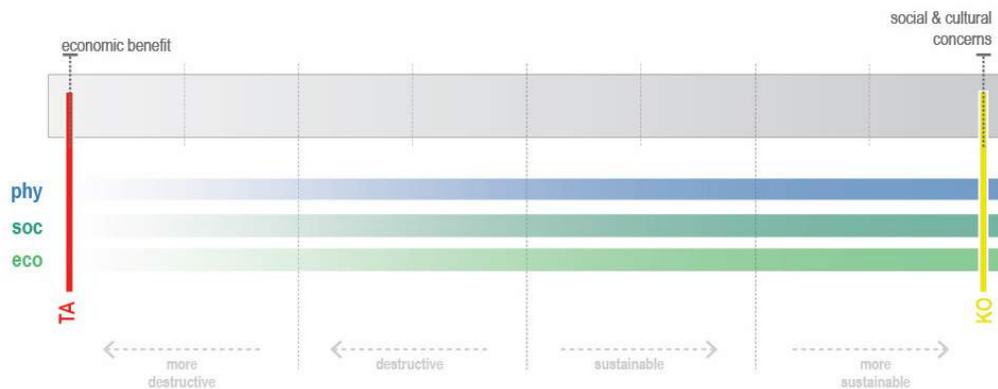


FIG. 3 Motivation of Decision Maker

### 4.1.2 Use of rights given by the legal instrument

Before the renewal law, it was almost impossible to implement partial projects in entire registered conservation sites, since Law No. 2863 on Conservation of Cultural and Natural Properties required the preparation of comprehensive conservation master plans before the initiation of any new projects. Considering the huge sizes of legally protected (registered) conservation areas both in

İstanbul and İzmir, Taksim 360 and İzmir History projects are partial projects implemented in huge conservation areas.

As for expropriation, nearly all the historic buildings were expropriated in Tarlabası and the inhabitants were displaced after the expropriation. In İzmir, instead, there was a limited number of expropriations, in İzmir only for the construction of generator projects which aim at attracting new people to the heritage place such as the fish market or the university research center.

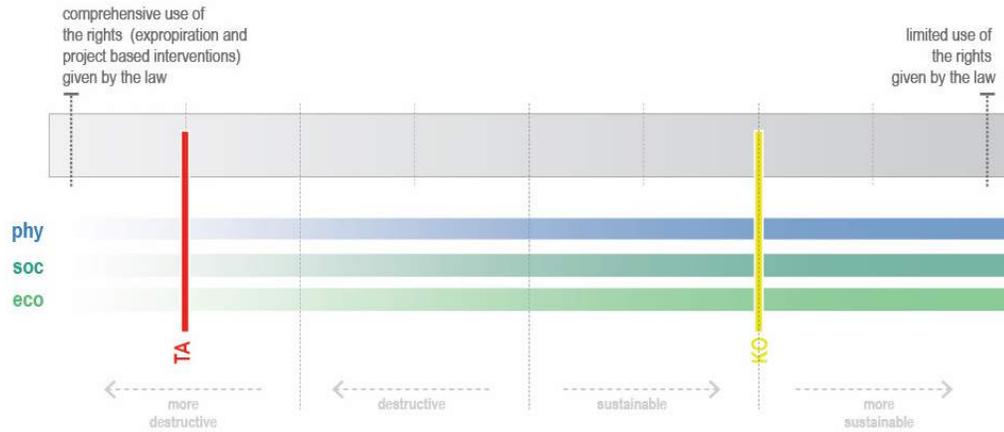


FIG. 4 Use of Rights

### 4.1.3 Method and scientific discipline

In terms of adoption of the conservation methods defined by ICOMOS and UNESCO, as well as scientific knowledge provided by the participation of academicians, interventions in İzmir are more promising. In İzmir History project, conservation specialists from two public universities prepared the street rehabilitation and restoration projects. The participation of academicians specialized in heritage conservation has had a positive impact on the project in İzmir.

Though an advisory council composed of academicians was established for Taksim 360 project, the academicians in the advisory body were not specialized in the conservation of cultural heritage.

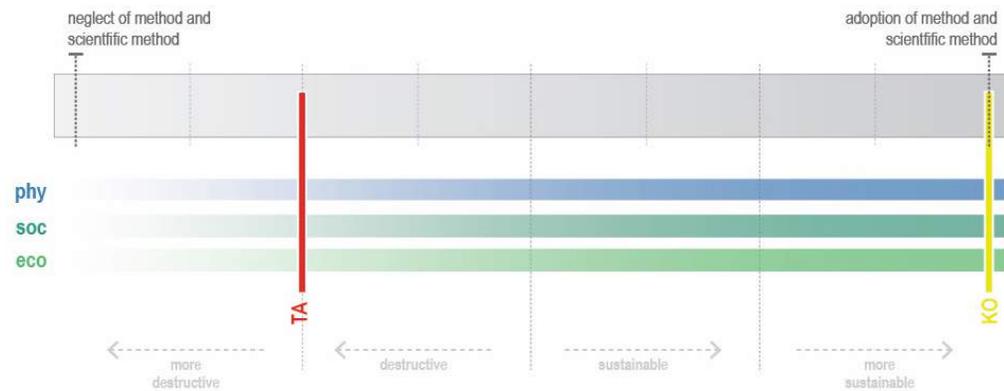


FIG. 5 Method and scientific discipline

#### 4.1.4 Participation of inhabitants

Participation of different stakeholders, especially the inhabitants, is one of the success criteria of projects to achieve sustainability. With reference to this aspect, interventions in Tarlaşaşı and Kemeraltı adopted totally different strategies. In İstanbul, the residents were only informed about the project and asked to sell their properties otherwise their apartments would be expropriated. In İzmir, projects for the empowerment of women and young population were introduced. Moreover, participatory meetings were arranged in İzmir to get feedback from different stakeholders.

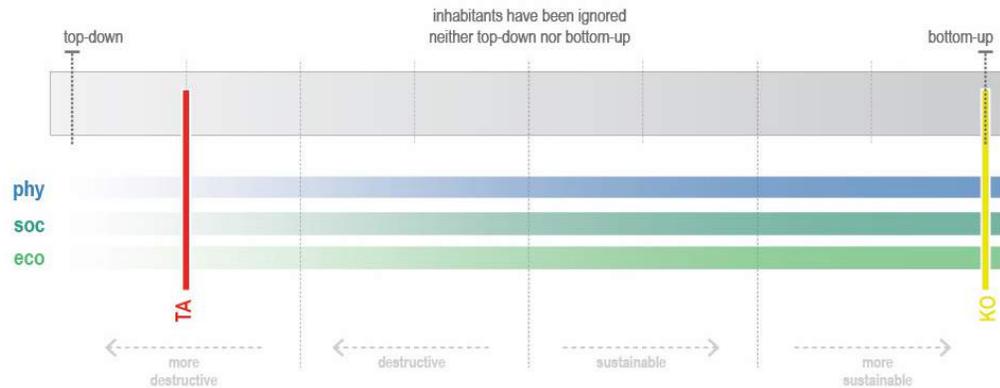


FIG. 6 Participation of Inhabitants

#### 4.1.5 Use of financial tools

Today, as a result of neo-liberal policies, the governments pay less and less for the preservation of cultural heritage and thus, there is a rising interest in using “Public Private Partnership” for funding the conservation of cultural heritage. Both in İstanbul and İzmir, the Public-Private Partnership model has been used for the implementation of the projects. But, there is a very crucial difference between these two projects in terms of implementation. In İstanbul, after the expropriation of the properties by the municipality, all the property rights were transferred to GAP, a private construction company, which is responsible for the implementation of the project. On the other hand, the urban project in İzmir is funded by TARKEM (Historic Kemeraltı Cooperation), which is a company with multiple shareholders, among which the biggest is İzmir Metropolitan Municipality. Hence, the municipality has still right to voice its main concerns for the implementation.

#### 4.1.6 Extent and Frequency of Interventions

The degree of interventions in Tarlabası was too extensive compared to a very limited amount of time. Thus, nearly all of the historic properties were expropriated, then the residents were displaced, and the historic buildings were demolished. Contrary to this, interventions in İzmir were controlled and relatively time-consuming, also because of the use of participatory meetings with different stakeholders.

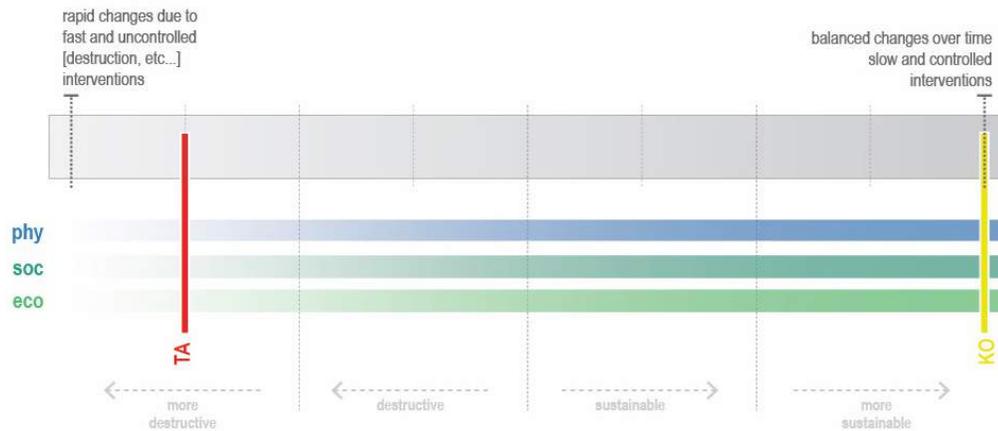


FIG. 7 Extent and Frequency of Interventions

#### 4.2 APPROACH TO OWNERSHIP

Ownership refers to the right to possess urban land, it may be altered (i.e. through expropriations) for new interventions in heritage places. In Tarlabası, existing ownership was totally modified; nearly all of the properties were expropriated and those not expropriated were purchased by the construction company. In İzmir, instead, the existing ownership pattern was kept, and only some of the properties were expropriated for the implementation of generator projects aiming at attracting new visitors from diverse backgrounds such as university students.

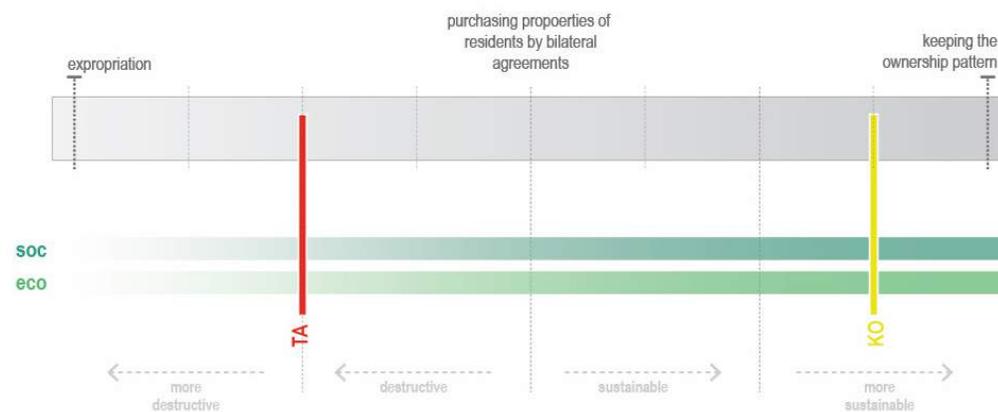


FIG. 8 Approach to Ownership

### 4.3 APPROACH TO URBAN LAND AND CADASTRAL PATTERN

Urban land is defined as the cadastral pattern which is composed of building lots and blocks. In urban heritage places, the cadastral pattern becomes the evidence of continuous inhabitation throughout time. In Tarlaşaşı, following the expropriation of historic buildings, nearly all the building lots were amalgamated and the whole cadastral pattern was changed in order to obtain larger building lots for constructing new mixed-use complex. However, in İzmir, the existing cadastral pattern was kept. In fact, some of the building lots have been amalgamated in exceptional cases for the implementation of generator projects.

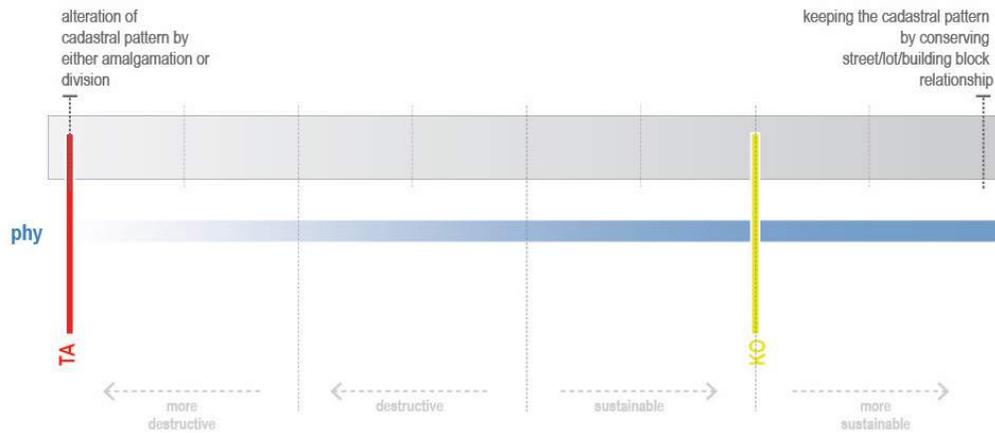


FIG. 9 Approach to Urban Land

### 4.4 SOCIAL STRUCTURE

In Tarlaşaşı, the residents were displaced after the expropriation of historic properties. In İzmir, instead, there are many projects for the empowerment of disadvantaged inhabitants to help them gain new vocational skills through educational programs.

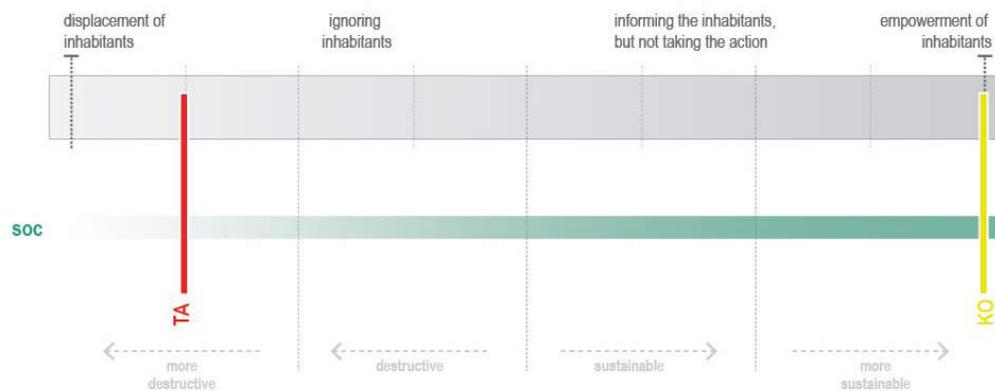


FIG. 10 Approach to Social Structure

## 4.5 APPROACH TO EXISTING USES AND FUNCTIONS

Before the initiation of Taksim 360, Tarlabası was a residential quarter. The new project replaced the existing uses and functions with new income generating ones and proposed a high-end mixed-use complex, composed of offices, hotel and mall. On the contrary, many of the original functions of the existing buildings have been kept in İzmir.

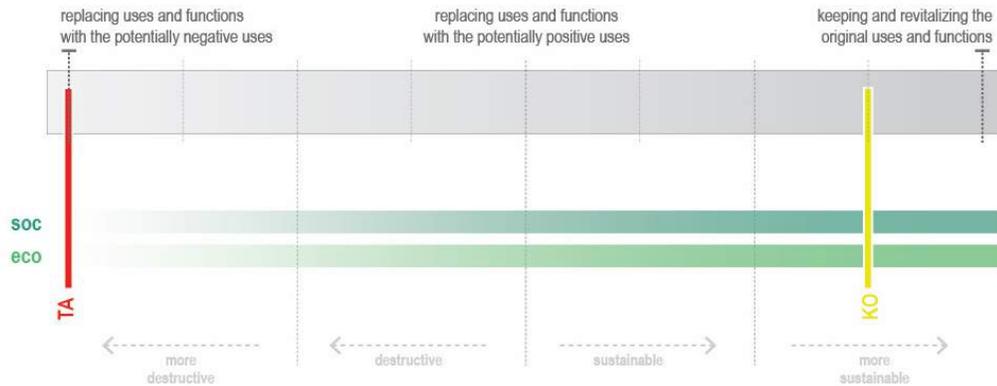


FIG. 11 Approach to Existing Uses and Functions

## 4.6 INTERVENTION AND DESIGN APPROACH

The interventions in heritage places may range from the demolition of historic buildings and the construction of new ones, to the conservation of historic buildings in their own contexts. The project in Tarlabası proposed to demolish the historic buildings by keeping only their façades. As such, Taksim 360 adopted a façadist approach in which the original plan layout of the buildings was destroyed. On the contrary, the conservation of historic buildings in their own contexts was the principal concern at İzmir History Project.

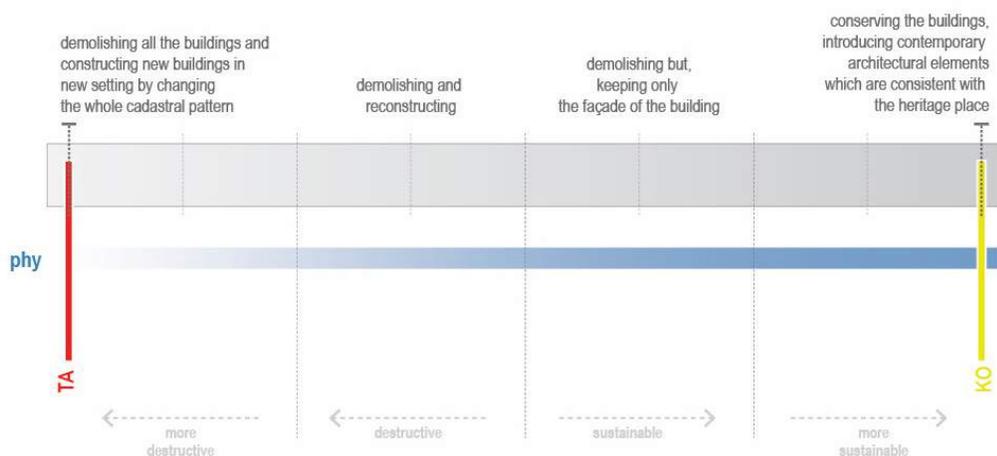


FIG. 12 Intervention and Design Approach

## 4.7 RENT INCREASE AND POST-INTERVENTION CONTROL MECHANISMS

Following the initiation of the project in Tarlaşa, there has been a dramatic rent increase in the area according to official data regarding real estate prices. In Tarlaşa, because of the interventions, real estate prices have increased by 500% (Fig. 13). In fact, some increase in rent is also evident in İzmir (Fig. 14), but it is much lower compared to Tarlaşa. Additionally, İzmir Metropolitan Municipality plans to take measurement against gentrification in urban heritage places in order to avoid the displacement of the existing inhabitants.

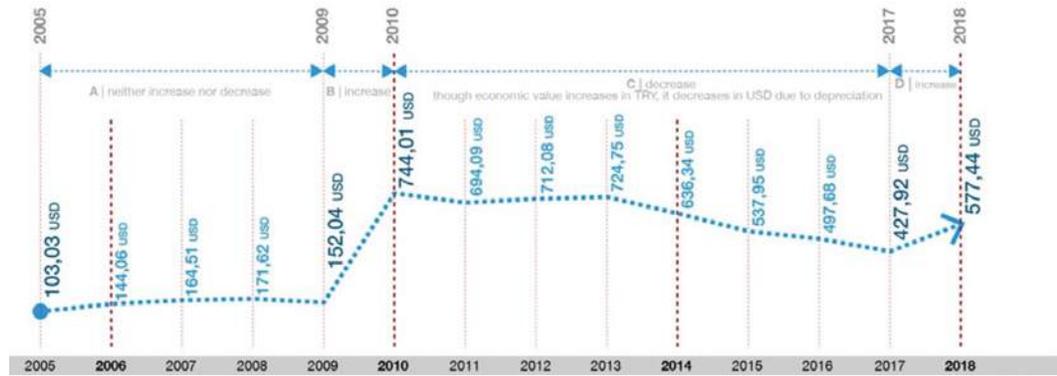


FIG. 13 Rent Increase in Tarlaşa, İstanbul. Source: Özçakır, 2018

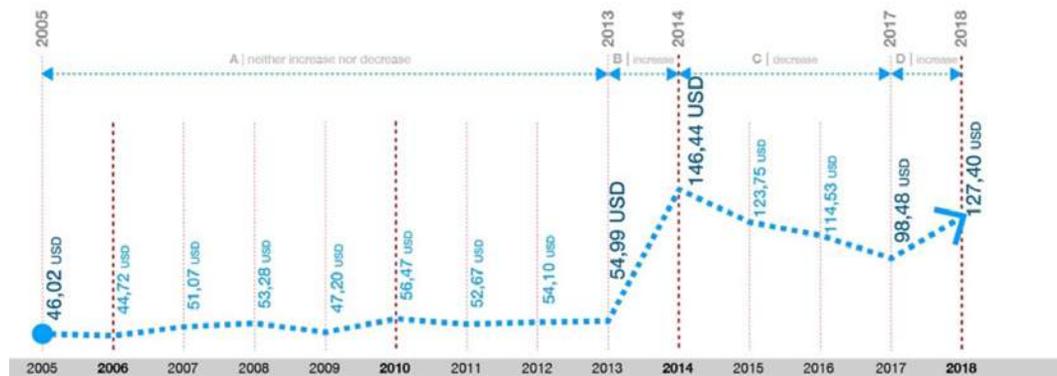


FIG. 14 Rent Increase in Kemeraltı, İzmir. Source: Özçakır, 2018

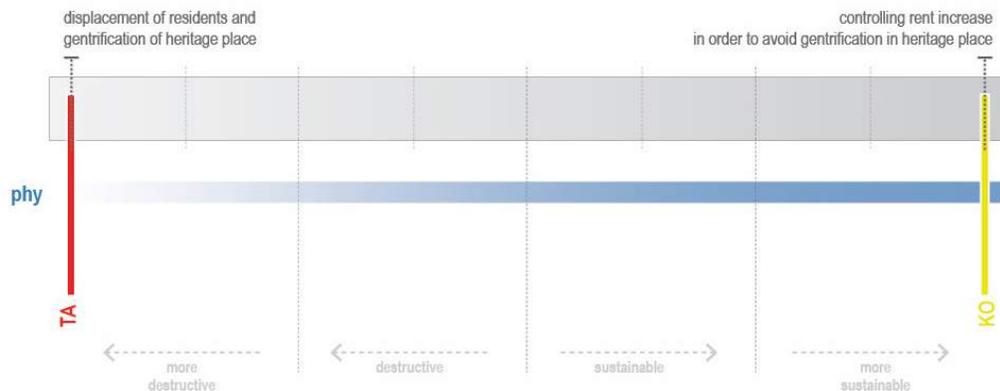


FIG. 15 Rent Increase and Post-Intervention Control Mechanisms

## 5 ASSESSING THE POST-INTERVENTION SUSTAINABILITY IN TARLABAŞI & KEMERALTI

This paper aims to introduce a new conceptual framework understanding and assessing the changes in urban heritage places using seven intervention approaches. The analysis considered two cases in İstanbul and İzmir. The top-down interventions in Taksim 360 implied the expropriation of historic buildings and the displacement of the existing residents, the demolition of the buildings keeping only the façades and constructing new luxurious building complex. As a result of the project, real estate values increased since private construction company sells residences, offices and shops in a mall at very high prices. On the contrary, the bottom-up interventions in İzmir, where the project considered the needs of different stakeholders such as residents, academicians and private enterprises in its decision-making process, attempted to establish common ground among them for the planning and design. Though there were several control mechanisms to avoid rent increases in İzmir, some rent increase has been observed.

Fig. 16, which aims at depicting seven approaches together for the overall assessment of post-intervention sustainability, clearly illustrates that while interventions in Tarlabası represent unsustainable modes of implementation; interventions in Kemeraltı suggest that there is scope for sustainability where physical setting is preserved, social environment is empowered and the rent increase is controlled.

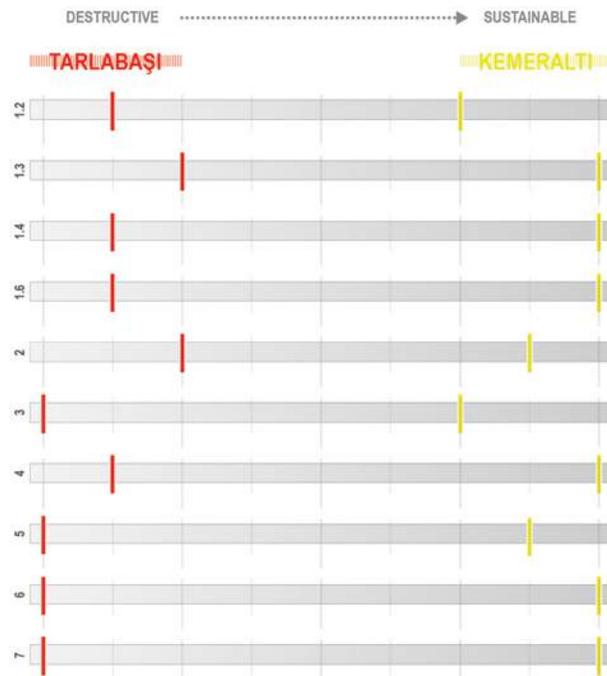


FIG. 16 Post-Intervention Sustainability in Tarlabası, İstanbul and Kemeraltı, İzmir

## Acknowledgment

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