



**NWSA-ENGINEERING SCIENCES**

Received: September 2012  
Accepted: January 2013  
NWSA ID : 2013.8.1.1A0338  
ISSN : 1308-7231  
© 2013 www.newwsa.com

Sibel Polat<sup>1</sup>  
Neslihan Dostođlu<sup>2</sup>

Uludag University, Bursa-Turkey<sup>1</sup>  
Istanbul Kultur Universty, Istanbul-Turkey<sup>2</sup>  
sibelpolat77@yahoo.com  
neslihandost@yahoo.com

**SHORT-TERM SOLUTIONS TO URBAN REGENERATION: THE CASE OF CENTRAL GARAGE DISTRICT IN BURSA**

**ABSTRACT**

Urban regeneration is a comprehensive process which leads to the lasting solutions of economic, physical, social and environmental problems of urban districts. However, in Turkey the urban regeneration concept is mostly used instead of urban renewal or urban design projects which is more related to physical improvements. This approach has caused transformation in cities with spontaneous and separate piecemeal projects apart from holistic urban context. Thus the aim of this study is to evaluate the operations which was introduced as "an urban regeneration project!" by the Metropolitan Municipality of Bursa, in the old Central Garage District which is located near the Bursa city center as an urban decay area, in terms of the basic aims of urban regeneration concept and to develop a series of recommendations related to the different dimensions of urban regeneration for the ongoing project.

**Keywords:** Urban Decay, Urban Regeneration, Physical-Design, Social, Economic, Legal/Organizational Dimensions, City Square Architectural and Urban Design Project Competition

**KENTSEL DÖNÜŞÜMDE KISA VADELİ ÇÖZÜMLER: BURSA-SANTRAL GARAJ BÖLGESİ ÖRNEđİ**

**ÖZET**

Kentsel dönüşüm, kentsel sorunlara çözüm üretmek amacıyla, değişime uğrayan bir bölgenin ekonomik, fiziksel, sosyal ve çevresel koşullarına kalıcı bir çözüm sağlamaya çalışan kapsamlı bir vizyon ve eylem olarak ifade edilmektedir. Ancak Türkiye'de kentsel dönüşüm kavramı büyük ölçüde sadece fiziksel düzenlemeler içeren ve kentlerde spontane dönüşümlere neden olan, bütüncül kentsel bağlamdan uzak parçacıl kentsel yenileme ve kentsel tasarım projeleri yerine kullanılmaktadır. Bu noktada çalışmanın amacı, Bursa kent merkezi yakınında uzun yıllar bir köhneme bölgesi olarak varlığını sürdürmüş Eski Santral Garaj Bölgesi'nde Bursa Büyükşehir Belediyesi tarafından kentsel dönüşüm projesi adı altında gerçekleştirilen çalışmaları kentsel dönüşüm kavramının temel hedefleri açısından değerlendirmek ve bu bölge için kentsel dönüşümün farklı boyutlarına yönelik öneriler geliştirmektir.

**Anahtar Kelimeler:** Köhneme, Kentsel Dönüşüm, Fiziksel/Tasarıma Yönelik Sosyal, Ekonomik, Yasal/Yönetmelik Boyutlar, Kent Meydanı Mimarlık ve Kentsel Tasarım Projesi Yarışması

## 1. INTRODUCTION (GİRİŞ)

Urban regeneration is a holistic, comprehensive and integrated approach that embraces the three aims (the three e's- economy, equity and environment); maintaining economic competitiveness, reducing inequality and protecting and embracing the environment and that suggests a new generation of partnerships for policy development and delivery that includes innovative configurations of public, private and NGO sectors in more equal relationships [1]. The most fundamental aims of this concept are;

- to supply the sustainable development,
- to prevent the physical decay and preserve the historical fabric,
- to revitalize the economic life,
- to improve the quality of architecture and urban life,
- to stimulate the cultural dynamics,
- to enable the participation of relevant actors in all scales of the regeneration process [2]

Below, a number of principles are identified as the hallmark of urban regeneration by some of the authors [3]. According to their approach, urban regeneration should;

- be based on a detailed analysis of the present condition of an urban area and set a context which consider the historic evolution of an area and the outcomes of previous policies.
- adapt with the physical, social, economic structures and environmental condition of an urban area. Because all towns, cities and regions display a particular blend of problems and potentials which is the manifestation of both external influences and internal characteristics.
- achieve this adaptation through the generation and implementation of a comprehensive and integrated strategy which are developed with the aims of sustainable development and deals with the resolution of problems in a balanced, ordered and positive manner.
- set clear operational and quantifiable objectives.
- use the natural, economic, human and other resources in a sustainable way, including land and existing features of the built environment.
- seek to ensure consensus through the possible participation and co-operation of all stakeholders with an appropriate partnership model.
- measure the progress of strategy towards the achievement of specified objectives and monitor the changing nature and influence of the internal and external forces in urban areas.
- evolve over the years and policy and practice reflect dominant socio-political attitudes and accept the probability that initial programmes of implementation can be revised in future.
- recognise the reality that the various elements of a strategy can progress at different speeds; this may require to maintain a broad balance between the aims.
- be seen as an important element of regional and national success.

Beyond these principles, there is a need to recognize and accept the uniqueness of place and an individual scheme of urban regeneration reflecting the wider circumstances and the requirements of the city or region in which it is located [3]. Also some authors [4], emphasized

some new agendas for urban regeneration which are influencing current practice and will certainly shape future approaches. These are;

- the importance of the globalised economy on a city's or region's approach to regeneration,
- the need to promote an attractive image of the area,
- the increasing competition between cities and regions,
- the importance of long-term local partnerships,
- the integration of sustainable policy goals in regeneration programs,
- the potential of culturally led renewal,
- the benefits of linking new industries to educational and research institutions,
- the need to build in social inclusion policies and foster social capital.

In summary, it is clear that regeneration must be more than merely physical renewal, and through the new agendas growing scope exists to deliver on social, economic and environmental issues in a more integrated and responsive way.

From this perspective, it should be emphasized that urban regeneration projects should involve four basic dimensions, such as physical/design, social, economic and legal/administrative dimensions. Physical dimension is related to transportation links between the district and the city, housing stock, technical and social infrastructure and environmental problems [9]. Design dimension includes the urban design process which orients urban development, physical change and conservation [20]. Social dimension concerns the matter of accessing public services such as health care, education and housing needs, in addition to these crime, social exclusion and participation to planning process. Economic dimension includes to increase the quality and the quantity of job opportunities in and around the selected district. Legal/administrative dimension concern the local decision-making structure and local public relations and the participation of other interest groups and the type of the leadership [21].

## **2. RESEARCH SIGNIFICANCE (ÇALIŞMANIN ÖNEMİ)**

This study emphasizes that urban regeneration is a multi-dimensional concept and although there are many lessons to be learned from different regeneration projects, it should be developed specifically for each area.

Thus, in this study, the old Central Garage area was chosen as a case study to evaluate urban regeneration implementations in Turkey in terms of the most fundamental aims of urban regeneration. In this context, the district was analyzed in three periods. The first period (1954-2005) starts from the opening of the Central Garage to the date when a project competition was declared to regenerate the area. The second period includes the project competition process (2005-2007), and the third period includes the developments after 2008, when the City Square Shopping Center was constructed in this area. After the analysis of these three periods, the drawbacks of this urban regeneration process were discussed to put forward the urban regeneration approach in Turkey. These results are important to see the difference between the approaches of West and Turkey in terms of the urban regeneration concept and its implementations. In addition to this, some recommendations were developed in terms of physical/design, social, economic and legal/administrative dimensions of urban regeneration to contribute the urban regeneration process of the

Central Garage project and to point out the other dimensions of urban regeneration in addition to the physical dimension.

### **3. URBAN REGENERATION APPROACH IN TURKEY (TÜRKİYE'DEKİ KENTSEL DÖNÜŞÜM YAKLAŞIMLARI)**

However in Turkey, urban regeneration concept has been generally comprehended superficially. To understand the urban regeneration approaches in Turkey, it will be useful to present the brief historical analysis of urban regeneration implementations in Turkey in the 20<sup>th</sup> century.

The urban regeneration approaches in Turkey are classified in three periods, 1950-1980, 1980-2000 and after 2000s [5]. Similar to these periods, some authors state that in the period between 1923-1950 in which a single party leadership and industrialization through a centralized government was dominant, the urban renewal approaches (expropriations to open wide boulevards, urban parks and inner city residential areas) oriented to republican modern image were implemented by the government [6]. Actually, these implementations had begun with the Westernization attempts based on the Tanzimat reforms in the 19<sup>th</sup> century.

In the second period, to solve the problems resulted from the migrations related with the economic development oriented to liberalization and the industrialization based on import substitution together with a populist multi-party political life [7] legalizing and upgrading the squatter settlements, redevelopment of these areas by building apartment blocks or renewal of these areas by building new residential areas for upper and medium income groups were accepted beside the main urban renewal projects in the historical patterns by the centralized government.

In the third period, with the affects of liberal foreign economic policies and globalization, industrial areas and accordingly residential areas began to select new sites out of the city center in which urban decay began to be seemed. Thus, in this period, urban renewal projects in risky districts where quality of life and unearned income were declined, upgrading and improving plans in the squatter settlements and inner city residential areas and conservation or gentrification interventions in the historical city centers, developing new gated communities out of the city were accepted by the municipalities which took over new authorities from the government.

After the 2000s, as a result of global trends which put forward the concepts like sustainability, equality, democratization, partnerships between the municipalities and the private sector accelerated and for the first time, regeneration have been defined with a law as a strategy. Although, in the Ninth Development Plan (2007-2013), rehabilitation, upgrading and revitalization which deal with social policies more than physical improvements should be the base of the urban regeneration as [8] stated, the concept have been evaluated in a limited and paradoxal context as urban renewal and conservation. In this period, urban renewal projects in the squatter settlements and in the districts which lost its function like old industrial and terminal areas, upgrading the residential areas of medium and lower income groups, developing new gated communities out of the city, in/near the forest areas or high-rise buildings in the city center for upper and medium income groups and conservation or gentrification interventions in the historical city centers have been accepted.

As is seen, urban regeneration has not been evaluated in a deliberative approach and has not been implemented as a strategy in

Turkey because of the political and economical factors. It has been actualized according to the conceptual and practical dynamics of the country [5] Thus, the urban regeneration concept generally is used instead of urban renewal or urban design projects which is more related with physical improvements. The implementations which have caused transformation in cities with spontaneous and disjoint projects apart from holistic urban context, mostly changed or renewed the physical structures of the districts or cities and have not been evaluated in terms of social transformation. This approach was defined as short-term, fragmented, ad hoc and project- based without an overall strategic framework for city-wide development by Hausner as the inherent weakness of approaches to regeneration. Besides this, the biggest mistakes that have been made in urban regeneration implementations are lack of clarity of purpose, excessive control from the centre, poor coordination, one dimensional initiative, treating neighborhoods in isolation and a naive view of community potential [9]

#### **4. THE METHOD OF THE RESEARCH (ARAŐTIRMA YÖNTEMİ)**

Methods that have been used in this study are literary and archival analysis, and interviews with competent people from related institutions. In addition, demographic, economic, social and physical characteristics of the District have been analyzed, conditions of buildings and streets have been observed, and the problems and expectations of 134 local people (70 employees, 60 minibuss drivers, 4 inhabitants) and 14 professionals (architects and urban planners working in this city) about the District have been determined by means of questionnaires in 2005 in the context of a master thesis [10]. After that, the authors analyzed the historical planning process of Bursa Central Garage District and City Square Architectural and Urban Design Project Competition and they participated the seminars about the competition and followed its reflections in the media.

#### **5. CASE STUDY: URBAN REGENERATION PROJECT IN THE OLD CENTRAL GARAGE DISTRICT (ALAN ÇALIŐMASI: ESKİ SANTRAL GARAJ BÖLGESİ KENTSEL DÖNÜŐÜM PROJESİ)**

##### **5.1. Historical/Spatial Development and Planning Activities in The Old Central Garage District: 1954-2005 (Eski Santral Garaj Bölgesi'nin Tarihsel/Mekansal GeliŐimi ve Bölgedeki Planlama ÇalıŐmaları)**

The old Central Garage District is located to the northwest of Bursa, at the intersection of Istanbul, Izmir and Ankara highways (Figure 1). Until the 1940s, there were mulberry trees and vegetable gardens in this area. In 1954, a Central Garage began to be built in this area with the aim of uniting dispersed and small garages in Bursa [11].

The Central Garage (Figure 2), which was the largest garage of the Balkans in that period, was so distant from the city center that people criticized its location. The Complex which was projected by Prof. Mesut Evren (İTÜ) ve Ms. Eng-Arch. Ali Nihat Hasekiođlu (İTÜ) covered approximately 1.7 hectares. It was constituted of the garage building in the north, hotel building and the offices under the canopy in the south, passenger hall building, bus service building and platforms in the middle of the complex. Building was the examples of rationalist-purist style which was the result of independent and universal architectural movements developed after the Second National Architecture Period [12].

It was used as the bus terminal of Bursa until 1978 when a big fire in the Garage building caused part of the building to collapse

[13].After this event, the remaining part of the Garage was used until 1986 without any changes. Because of the increasing population in Bursa due to high migration rate, the capacity of the Central Garage became insufficient during the 1980s. Thus, an architectural competition was organized for a new Garage building in 1986, but none of the prize winning projects were implemented.

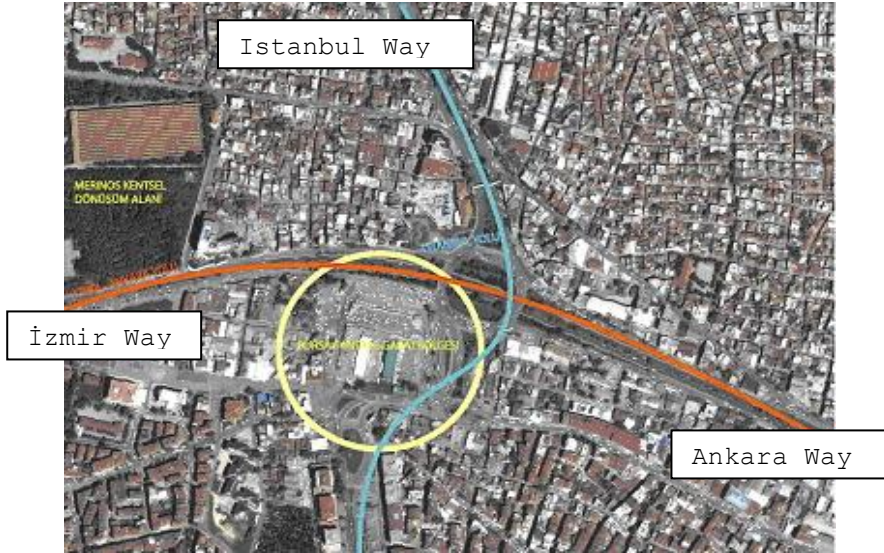


Figure 1. The aerial view of the old Central Garage area, 2005  
(Şekil 1. Santral Garaj'ın havadan görünüşü, 2005)

Not only the increasing population in the city, but also the traffic problems resulting from the location of the Garage brought about the need for a new bus terminal outside the city center. The new bus terminal of Bursa was built on Istanbul highway, and began to be used in 1997, causing the Central Garage to lose its function.

Until 2006, the area was used by minibuses as a terminal for inner city transportation and as a parking lot; the old terminal building and the tents (Figure 3) served as a cheap marketplace (Figure 4), and also as a refectory for poor people during Ramadan months. The old hotel building and the old garage management offices were used as offices and shops. In the course of the time, economic, physical, functional and social obsolescence, filtering and urban decay started in the Central Garage District. Besides, lack of confidence and social dilapidation started to be experienced in the District because of low-income groups like street urchins, beggars, prostitutes and pedlars [10].

However the District has the characteristics of a transition area between the traditional and new city centers, because of its location. Thus, a few government facilities were established near the area, and it was anticipated that the new administrative and commercial center of the city would develop in this District in the 21st century. In addition, the area was expected to be the new tram junction of east and west districts of Bursa. Thus, the potential of this area was comprehended by local authorities, and the District was declared as a "special planning area". In 1996, the old Central Garage District Urban Design Project was assigned to a private planning company by the Metropolitan Municipality of Bursa [10].



Figure 2. The Central Garage before the fire, 1978  
(Şekil 2. Yangından önce Santral Garaj, 1978)



Figure 3. The old Central Garage area and its environment, 2005  
(Şekil 3. Eski Santral Garaj alanı ve çevresi, 2005)



Figure 4. The old terminal building and the tents, 2005  
(Şekil 4. Eski terminal binası ve çadırlar, 2005)

This company carried out comprehensive analyses, developed a few alternative projects for the area, and prepared relevant reports, plans and an urban design project. As a result of this process, it was concluded that the old Central Garage District should be developed as a mixture of land uses, (Figure 5) and in 1998 the new plan which proposed high-rise and low-rise buildings, public open spaces and buildings under the ground level in the old terminal area was approved by the Municipality.

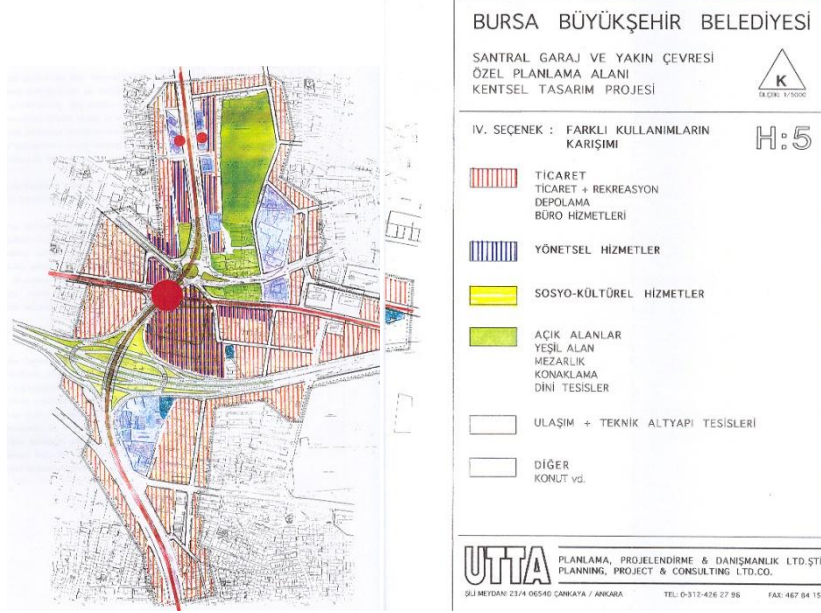


Figure 5. Mixed land use proposal for the Central Garage District,  
1996  
(Şekil 5. Santral Garaj alanı için karma arazi kullanım önerisi, 1996)

According to the urban design project, a complex which comprised transportation, social, cultural, recreational and commercial activities on the basement floor, daily commercial and recreational activities on the ground floor, offices, private and public services on the upper floors and green terraces near the junction (Figure 6), would be built in the old terminal area (UTTA, 1997). But none of them were implemented. In spite of the compressive analysis, reports and plans, neither a special method, nor a clear model was developed for the District in these proposals. In addition, the necessary urban design principles could not be formed, and large blocks which were not suitable for the area were proposed in the project (Figure 7).

After this phase, because of the technical, functional and spatial problems related with the changes in the transportation system, the plan was revised, and the old terminal area was proposed as a "special designed building block", but the plan was not approved. In 2000s, the local authority proposed a different project for the Central Garage Area, but this project (Figure 8) was not implemented too.

Finally, the implementer development plan was changed in 2005, and the old terminal area was determined as a mixed use public square, followed by the decision to organize an architectural and urban design competition for this area [10].



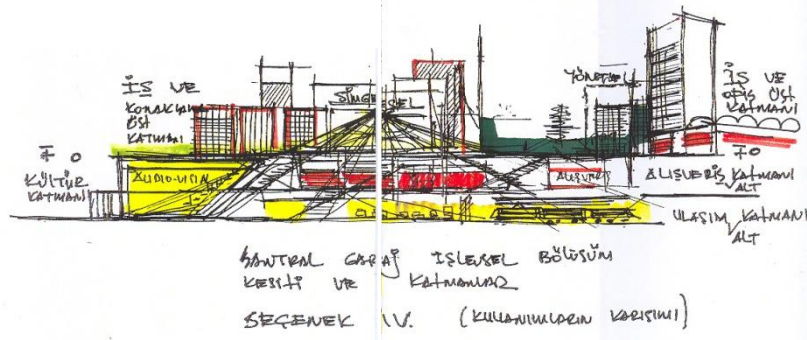


Figure 6. The proposed section of the Central Garage Area and the layers, 1997  
(Şekil 6. Santral Garaj alanı için önerilen kesit ve katmanlar, 1997)



Figure 7. The rendering of the District according to the development plan, 1998  
(Şekil 7. İmar planına göre bölge için önerilen yapılaşmanın simülasyonu, 1998)



## Kent Meydanı projemiz böyleydi

Bursa'nın meydan eksikliği ilk defa Erdoğan Bilenser tarafından gündeme getirildi ve bu eksikliğin giderilmesi amacıyla Santral Garaj Kent Meydanı Projesi hazırlandı.

Figure 8. City Square project proposed by the old local authority, 2000s.  
(Şekil 8. Eski yerel yönetim tarafından önerilen Kent Meydanı projesi, 2000s)

**5.2. The Evaluation of Bursa Central Garage City Square  
Architectural and Urban Design Project Competition  
Results: 2005-2007 (Bursa Santral Garaj Kent Meydanı  
Mimari ve Kentsel Tasarım Yarışması Sonuçlarının  
Deđerlendirilmesi: 2005-2007)**

The specifications of the Bursa Central Garage City Square Architectural and Urban Design Project Competition emphasized that as the historical city center became insufficient for the increasing requirements of the city in the course of time, the strategic location, the transit and functional importance, and the intensive usage of the Central Garage District have increased the importance of the arrangement in this area. Because of these reasons, the old Central Garage area had to be organized in order to provide open spaces and public squares in the city.

In the competition program, it was stated that the old Central Garage area should be integrated with its environment, the design and planning techniques should be real and practicable, the design of the city square should be evaluated together with the development plans of the region because the project which won the first prize was to be presented to the City Council as a proposal of the new development plan of the area.

According to the specifications, structural arrangements with maximum building lot index 3 could be made on the north of the old Central Garage area, whereas, a city square and necessary functional arrangements which would give vitality to the square and symbolic reference to urban identity, were to be designed on the south. The square on which social and cultural activities like meetings, ceremonies, open air concerts, art facilities were expected, was going to belong to the public. In addition to these, spaces related to eating and drinking, entertainment, shopping, working, management and parking were to be considered and developed by competitors [15].

The jury which consisted of professionals, academicians from various universities, and representatives of the Municipality and various chambers, evaluated the projects according to criteria, such as the scenario and the concept about social, economic and cultural conditions, language of urban design, integration of planning and design principles, evaluation of distant and close environment, solution of transportation, usage of green areas, functional allocation, spatial montage, originality, architectural identity and feasibility balance, structural montage and usage of new technology. Finally, Dr. Seçkin Kutucu (architect), Dr. Ebru Yılmaz (architect), Tomurcuk Yonca Kutucu (architect), Uđur Bozkurt (urban designer) from Dokuz Eylül University won the first prize among 39 competitors.

In the urban design report of the first prize project, it was stated that the project suggests re-organizing the intensive vehicle and pedestrian movements and functions which support the old Central Garage area, by taking into consideration the suggested development plans. The new city square aimed to be a joint between the north of the city and Fevzi Çakmak Street which is an important urban axis that shapes the project. Pedestrian flows on the east and west directions (Kültürpark, Merinos and Ulu Street), and metro users intersect on the platforms which guide and attract people, and integrate with its environment [16].

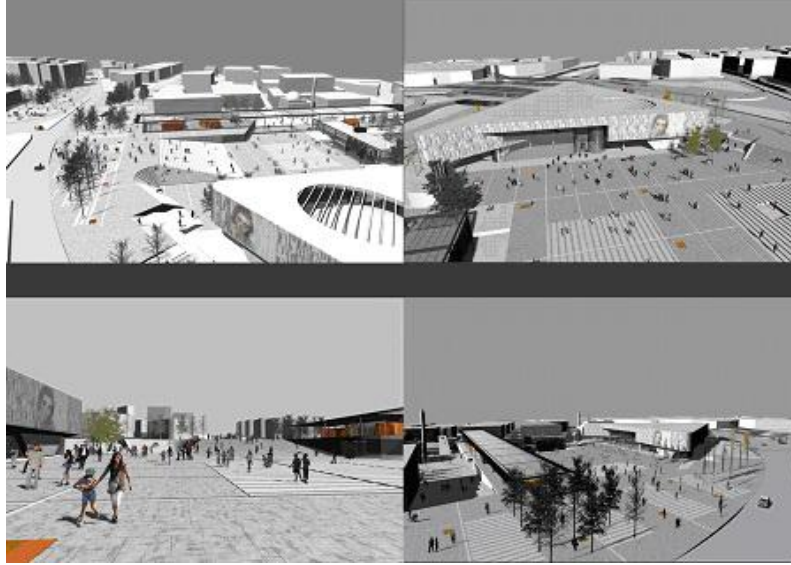


Figure 9. Simulations from the first prize project of the Bursa Central Garage City Square Architectural and Urban Design Project Competition

(Şekil 9. Bursa Santral Garaj Kent Meydanı Mimari ve Kentsel Tasarım Projesi Yarışması'nda birinci olan projeden simülasyonlar)

As stated in the architectural design report, the project constituted of three elements (Figure 9), the canopy (and the kiosks under canopy for temporary functions) resembling a door for the people coming from west, the info box designed as a screen which re-programs the socio-cultural activity platform for different times and the cultural center, a triangular box near the junction point giving a sheltered facade to the activity platform [16]. But in the working drawings, the cultural center building was re-designed as a commercial center, a new building including the entrances of the shopping center and cafes, was designed instead of the kiosks under the canopy, the info box building functioned as an exhibition hall and a part of the shopping center [17].

According to the jury report of the first project, the project was found to be distinctive with its functional organization, proportions of solid and void, and emphasis on the city square, and shows maturity about montage and relations of vehicle-pedestrian traffic and parking lots. It was also found successful because of its stable approach about spatial usage and factors like orientation and wind. In addition to these, its relationship with the environment, solution of layers, having the ability to be applied in phases indicated a sensitive approach. But it was discussed by the jury that additional indoor parking under the ground level could be arranged for the new functions, and the main pedestrian axis on the west could be emphasized more. In addition, it was suggested that the length of the cantilevers in the meeting and foyer floors should be shortened and a steel cable system should be examined [18].

After the results of the competition were announced, the projects were exhibited for a period of time. In June 2006, the Municipality decided to implement the first project in two years by means of a private partnership that would also be responsible for administrating the complex for 30 years.

However from the beginning of the competition until the present, a lot of arguments have been made about the aim of the competition,



the context of the specification, requirements from competitors, program, project evaluation criteria, the award winning projects, and the first project. After this phase, some critiques began to be made by different groups. The most important critique about this competition was that the project was only limited to the old Central Garage area, while it was stated in the specifications that the district should be integrated with the other new projects in the region. The district was not developed according to a comprehensive and participatory urban regeneration project because local authorities, who wished to be elected again, wanted to present concrete projects to citizens in a short time.

The other arguments about the competition are about the insufficiency of the size of the city square and green areas. Especially the area on which triangular building located, did not been used as open spaces for the public, as indicated in the specification and development plan reports.

In addition to these, the president of the Chamber of City Planners emphasized that this project should be evaluated in the context of urban regeneration law and transportation master plan, and that not only the physical context, but also the social aspects of the project should be developed. Besides, he stated that access possibilities to the square are not enough, therefore it cannot answer the needs of the gathering and dispersing of people at the same time, and the building lot index, which is 3, is very high for a junction like this area [19].

The project was also discussed during a meeting at the Department of Architecture in Uludag University. It was emphasized that the main city square was not described sufficiently, and that there were not enough precautions for climatic conditions. The access of handicapped or old people and people with children to the square was described as poor, the large triangular block directed to the junction was found very dominant, and the historical or architectural culture of the city was not reflected in the project [17].

Besides, some important changes were made in the project during the implementation phase. The total building area of the project, which was 28.000 m<sup>2</sup> in the competition phase, was increased to 70.000 m<sup>2</sup>. Instead of 2 stories (1 story shopping center and 1 story indoor parking), 4 stories (2 stories shopping center and 2 story indoor parking) were planned to be built under the ground level. The reason for this change was to make the project more profitable! and practical [19].

In spite of these critiques, construction started in September 2006, and has continued quite fast, since then. However, as the buildings got completed, the arguments about the project increased, which caused the Chamber of Architects in Bursa to organize a "General Meeting about the City Square" to clarify the subject by inviting related parties of the project. The most important critique about the project was the fact that the buildings covered the silhouette of the city on the north because of the increase in height and the negative effects of this development on the city's identity. In general, it was argued that there is a scale problem in the project. Especially the triangular building and the canopy were criticized as being high and large (the highest point is +17.00, the lowest point is -20.10, while the square is -2.20). Besides the shopping center plan solutions and the facade materials were not innovative.



Figure 10. Borders of the Central Garage urban regeneration project on the master plan  
(Şekil 10. Nazım plandaki Santral Garaj kentsel dönüşüm projesi sınırları)

During this meeting, the architects indicated that they located the triangular building to save the city square from noise and traffic, and that the project should not be compared with the other buildings in the area because according to the development plan, these buildings are to be demolished in a short period of time, and that the buildings they proposed had lot index of 1.46, except parking areas, while the legal limit was 3. About the priority given to commercial functions rather than socio-cultural functions, the architects explained that the triangular building was re-designed as a commercial center because the Metropolitan Municipality of Bursa decided that the square should not compete with the cultural functions in Merinos and Kültürpark Districts in the nearby area. Besides, the project was not financed by the public, so the Head Office of Pensioners' Institute-one of the owners of the plot- demanded to raise the value (speculative income) of this area [17].

### 5.3. The City Square Shopping Center and The Central Garage Urban Regeneration Project: After 2008 (Kent Meydanı Alışveriş Merkezi ve Santral Garaj Kentsel Dönüşüm Projesi: 2008'den Sonra)

After this competition in 2007, the district near the City Square (12 hectares) was declared as the Central Garage urban regeneration and development district, and the borders of the project area was determined and the master plan was changed (Figure 10, 11).

In 2008, the City Square Shopping Center (Figure 12) was opened. The physical information about the project are listed below:

- The area of the plot: 14.761m<sup>2</sup>
- The area of the open space: 6.500m<sup>2</sup>
- The total building area: 72.774m<sup>2</sup>
- The total indoor parking area: 28.000m<sup>2</sup> (800 vehicles)
- The rentable area: 25.511m<sup>2</sup>



Figure 11. The first phase of the Central Garage urban regeneration project  
(Şekil 11. Santral Garaj kentsel dönüşüm projesi birinci etabı)

However, after the City Square, neither development has happened about the project. In this period lots of project proposals including commercial areas and offices were produced for the west of the City Square by different firms (Figure 13, 14, 15), however the Municipality expropriated and demolished only three buildings in the area in 2012.



Figure 12. The City Square Shopping Center and its environment  
(Şekil 12. Kent Meydanı Alışveriş Merkezi ve Çevresi)



Figure 13. A proposed project for the west of the City Square  
(Şekil 13. Kent Meydanı batısı için önerilen projelerden biri)



Figure 14. A proposed project for the west of the City Square  
(Şekil 14. Kent Meydanı batısı için önerilen projelerden biri)



Figure 15. A proposed project for the west of the City Square  
(Şekil 15. Kent Meydanı batısı için önerilen projelerden biri)

#### 6. CONCLUSION AND RECOMMENDATIONS (SONUÇ VE ÖNERİLER)

The arguments related to the City Square in the old Central Garage Area of Bursa, which have continued for years, resulted in the organization of a competition, but the implemented project was criticized by many groups, and it has not satisfied many citizens. In fact, although the old Central Garage Area was described as an urban

regeneration project in the report (Visions and Plans for Healthy Bursa) prepared by the Metropolitan Municipality of Bursa, an approach related only with the physical dimensions of the District was adopted, and the District was developed in terms of an urban design project. The Municipality neither prepared a systematic project for the District, nor utilized the analyses, reports, and the urban design project made before this stage. Because in Turkey as the local authorities change with the local elections, the urban planning consultants and design firms working with the municipalities change too. This causes discontinuity of urban projects with waste of time, money and effort.

If the project is evaluated in terms of the basic aims of urban regeneration, it can be described as an implementation causing transformation in the District which has been in physical and social dilapidation. The project does not propose the sustainability of the historical pattern. Especially, the old terminal building which reflected certain features of modernism and had an important place in the collective memory of Bursa, was demolished during the implementation.

It can be estimated that economic life will become more active with the new commercial facilities. This complex can improve the economic dynamics and contribute to the physical and social renovation in the District, which has locational and transportational potentials for development.

If the project can be integrated with the functions in the Merinos District, it can form the basis for increasing the quality of architecture and urban life, and improve the cultural dynamics. Because the concept of the quality of urban life contains not only physical, but also social, cultural, political elements and processes, it requires people to participate in these processes effectively and to benefit from the possibilities and opportunities of the city equally. Certainly, the implemented project which looks more like a shopping center, should be revised in social and cultural aspects.

Lastly, although the presidents of the Chambers of Architects, Urban Planners etc. were involved in the jury process of the competition and the projects of the competitors were exhibited in a public space, the social and legal/organizational dimensions of the project were not analyzed comprehensively. Thus, the local people and the other related actors did not participate in the project process effectively.

In these contexts, many policy recommendations can be developed for the different dimensions of the Central Garage Urban Regeneration Project.

- **Recommendations related to the physical-design dimension of the Central Garage Urban Regeneration Project.**

In order to ensure functional/physical competence and integrity in the district;

- The project should be carried out in accordance with the macro planning hierarchy of the city.
- The new city center of Bursa was developed on the north of the old city center on the current axis of Fevzi Çakmak Street till the old Central Garage Area and on the Haşim İşcan Street in 1990s. However, Bursa city center area planning should be addressed again because of the new developments on the Istanbul Way and the increase in the density of the district apart from this planning [22].
- A methodological design process should be monitored in the light of the macro-scale planning decisions, the purpose, the



methodology, and the implementation tools should be defined and an urban design guide including urban design policies of Bursa should be established for the old and new central business districts.

- Functional decisions should be evaluated in the context of the central business district and the whole city associated with the concepts of urban identity, city square and city entrance. The functions which are not suitable to the general character of the district should be transported to available places in the city, the current appropriate functions should be maintained. The new proposed functions should be suitable to the physical and socio-economic structure of the district and should be integrated with the existing residential and commercial areas
- The district should be developed with a mixed-use approach including socio-cultural and trade facilities, residential areas and offices, and public functions. A spatial organization should be developed for the proposed new functions and the district should be evaluated more efficiently.
- Public buildings and civil architecture samples which have architectural quality, but which lost their functions and structural qualities should be conserved and restored in accordance with their original spatial structures.

In order to ensure health, comfort and safety conditions in the district;

- Associated with the Bursaray underground system and other public transportation systems, pedestrian priority zones should be developed in the city center. To ensure optimum communication, auto/pedestrian relationship should be revised again.
- The vehicle traffic and roundabout designs should be re-organized and the functions requiring heavy vehicle transportation should be prevented.
- New car parking areas should be organized under the ground.
- Waste separation and storage systems should be considered for the environmental cleaning and health.
- Plumbing systems of buildings and the technical infrastructure of open spaces should be controlled and renewed and optimum physical comfort conditions should be provided in the district.
- **Recommendations related to the social dimension of the Central Garage Urban Regeneration Project.**

In order to ensure social and cultural vitality and integration;

- The district should be equipped with different functions which support a lively environment.
- New public open spaces which increase the quality of urban life and emphasize the urban identity should be generated.
- Public dialogue should be established in the district during the analysis phase. The purpose of the study, the objectives and the decisions should be announced to the public and direct participation to the project process should be ensured.

Suggestions and requests of the public should be taken into account, discussion opportunities should be created in the project process, the possible consequences of the project should be explained to public and, different solutions and alternatives should be generated for the needs of different user groups.

- Property rights of local people should be protected. It is important to prevent gentrification in the district.
- With the support of media, public opinion about the project should be measured and public support should be established.
- Rewarding the best implementations, the regeneration process should be encouraged.
- After the implementation of the project the district should respond to the needs of different user groups[23].
- **Recommendations related to the economic dimension of the Central Garage Urban Regeneration Project.**

In order to ensure economic vitality in the district following recommendations should be considered.

- Private sector firms and public institutions which could invest in the district should be explored.
- In order to attract new business opportunities to the district, the current infrastructure facilities should be improved.
- The quality and quantity of employment opportunities should be increased in the district.
- Empty public lands and building stock should be evaluated.
- Labor, land and capital balance should be provided
- Economically, the region-wide initiatives should be compatible with a more comprehensive urban, regional, national, and even international policies
- **Recommendations related to the legal/organizational dimension of the Central Garage Urban Regeneration Project.**
- In these context, first of all, the Law entitled as "The Transformation of Areas Under Disaster Risk" (No: 6306) and its application regulation should be revised by a well-attended meeting of experts in terms of its drawbacks.

In order to enhance organizational proficiency in the project process following recommendations should be considered.

- An autonomous organization including experts from different disciplines, public-private institutions, non-governmental organizations and other related actors should be established to manage and coordinate the project process and to provide negotiation between the governmental and local authorities and local people. This organization should ensure the direct participation of all of the actors to the project process and should lead local people to create an association[24].

In order to ensure economic, flexible, implementable, and sustainable solutions in the project process following recommendations should be considered.

- As well as its current budget, the project should be able to generate its own resources.
- Project decisions should be put in a concrete and realistic manner. The project should be developed in stages and should start from the phase that will accelerate the project. Solutions that may adapt to the conditions arise in the future should be developed, the returns and checks should be made at certain stages.

As a conclusion, the biggest mistake in this case was the organization of the project competition before the District was declared as an urban regeneration and development district. However, the competition should had been one of the action plans of the urban regeneration project which has physical/design, social, economic and legal/managerial dimensions in the context of Bursa Central Business District Planning process in an interdisciplinary way with a multi-sectoral partnership model.

#### REFERENCES (KAYNAKLAR)

1. Kocabaş, A., (2006). Kentsel Dönüşüm (Yenileştirme) İngiltere Deneyimi ve Türkiye'deki Beklentiler. İstanbul: Literatür Publications.
2. Kocabaş, A., (2006). Kentsel Dönüşüm (Yenileştirme) İngiltere Deneyimi ve Türkiye'deki Beklentiler. İstanbul: Literatür Publications.
3. Erden, Y.D., (2003.) Kentsel Yenileşmede Bir Araç Olarak Dönüşüm Projeleri. Ph.D. Dissertation, İstanbul: Mimar Sinan University of Fine Arts Institute of Science and Technology.
4. Roberts, P. and Sykes, H., (1999). Urban Regeneration: A Handbook. London: Sage Publications.
5. Couch, C., Fraser, C., and Percy, S., (2003). Urban Regeneration in Europe. Oxford: Wiley Blackwell Publishing.
6. Ataöv, A. ve Osmay, S., (2007). Türkiye'de Kentsel Dönüşüme Yöntemsel Bir Yaklaşım. METU JFA. Volume: 24, Number: 2, pp:57-82.
7. Gürler, E., (2003). Kentsel Yeniden Üretim Süreci Üzerine Karşılaştırmalı Çalışma: İstanbul Örneđi. Urban Regeneration Symposium. İstanbul, Symposium book, pp.113-158.
8. Bilgin, İ., (1996). Anadolu'da Modernleşme Sürecinde Konut ve Yerleşme. Tarihten Günümüze Anadolu'da Konut ve Yerleşme. Ed. Sey, Y. İstanbul:History Foundation Publications, pp. 313-328.
9. Günay, B. (2007). Kentsel Yenileme/Dönüşüm. Dokuzuncu Kalkınma Planı 2007-2013, Yerleşme- Şehirleşme. Ankara: DPT:2708-ÖİK:661, pp. 67-71.
10. Turok, I., (2004). Urban Regeneration: What Can Be Done and What Should Be Avoided? International Urban Regeneration Symposium, İstanbul, Symposium book. pp.63-82.
11. Polat, S., (2005). Mimarlık ve Kentsel Yaşam Kalitesinin Sağlanmasında Dönüşüm Projelerinin Rolü: Bursa - Santral Garaj Bölgesi Örneđi. Unpublished master thesis, Bursa: Uludağ University Institute of Natural Sciences.  
<http://www.bursaterminali.com> (Access date: 20.08.2005).
12. Polat, S., (2008). Yok Olan Tarih, Kimlik, Bellek: Bursa-Santral Garaj Örneđi. DOCOMOMO- Local Evaluation of Modernism in the Architecture of Turkey IV. Bursa: Symposium book, pp:63.
13. Doğru Hakimiyet Newspaper. (28.08.1979). News about the Central Garage.
14. UTTA (1997). The Report of Santral Garajı ve Yakın Çevresi Kentsel Tasarım Planlaması, Seçeneđin Geliştirilmesi. Ankara: UTTA Planning, Projecting&Counseling Ltd. Co.
15. The Metropolitan Municipality of Bursa. (2005). The specification of Bursa Central Garage City Square Architectural and Urban Design Project Competition. Bursa.
16. Kutucu, S., Yılmaz, E., Kutucu, T.Y., and Bozkurt, U., (2005). The Urban Design and the Architectural Design Report of the First Prize Project of Bursa Central Garage City Square Architectural and Urban Design Project Competition.



17. Kutucu, S., Yılmaz, E., Kutucu, T.Y., and Bozkurt, U., (19.07.2007). Presentation made during the general meeting about the new City Square arranged by the Chambers of Architects of Bursa.
18. The Jury of Bursa Central Garage City Square Architectural and Urban Design Project Competition. (2005). The 12<sup>th</sup> written report of the Bursa Central Garage City Square Architectural and Urban Design Project Competition. Bursa.
19. Kolaylı, N. and Kartal, N., (13.02.2007). Gündem, a discussion program of As TV. Bursa.
20. Velibeyođlu, K., (1999). Urban Design in the Postmodern Context (<http://www.angelfire.com/ar/corei/ud.html>)
21. Gibson, M. and Kocabaş, A., (2000). London: Sustainable Regeneration- Challenge and Response. 1. International Urban Design Meeting. Istanbul, Symposium book, pp. 177-228.
22. Chamber of Urban Planners Bursa Branch (2004). Bursa Kentsel Şartı Raporu.
23. Gratz, R.B. and Mintz, N., (1998). Cities Back From the Edge- New Life for Downtown. New York:John Wiley & Sons, Inc.
24. Gilbert, R., Stevenson, D., Girardet, H., and Stren, R., (1996). Making Cities Work. The Role of Local Authorities in the Urban Environment. London: Earthsoon Publications Ltd.