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3 May 1989

Prof. Dr. Sinasi Aydemir,
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Dear Prof. Aydemir,

I wish to thank you for your article first sent on 1st February 1989,
and for your follow-up letter of April 19.

The article is in principle suitable for publication. There are some modifications necessary. I would prefer you concentrated on environmental qualities directly with respect to sunlight and privacy and dropped the housing policy part on pages 1-4. If you could focus more on the actual environmental conditions with some case study material, i.e. actual problems on estates it would help vitalize your article into actual conditions which I understand are not very good. The mixture which you have at the moment neither does justice to Turkish housing policy nor the daylight/privacy question of actual projects. The article as it stands is as if you have reduced a much larger study into an over simplification of the facts. It does not really work very well, hence I would suggest you show very clearly the poor environmental quality and use every method possible, photos, drawings etc. You could start your story by saying that the result of housing policies has produced poor environmental conditions and devote the rest of the article to this end. The housing policy does not need much amplification.

I am hoping to publish a whole issue in 1990 on Turkish housing and would like to consider your contribution as part of that issue.

In short I would like to see something more actual and real related to a particular case study. You could begin the piece with short reference to policy problems and with policy recommendations and conclusions to improve the situation.

I hope I have been of constructive help in the matter and look forward to your response. I enclose your material for your further use.

Best wishes,

Yours sincerely,

Nicholas Wilkinson
Editor

p.s. just received your article on. It seems acceptable will read it soon and give you my comments. ~~no~~ learning from experience - mentioning layout

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THE PAST AND THE PRESENT STATE OF TURKISH HOUSING POLICIES:

Financially Aided Cooperative Housing.

Since 1930 Turkey has been experiencing several housing policies. These can be examined in four era.

1. THE EARLY REPUBLICANS (1930-1950)

In these period, the policies mainly related to the provision of housing to the civil servants and middle income families in Ankara, the new capital of the State. Five acts concerning with different aspects of housing passed from the parliament during this period, giving emphasis on Civil Servant Housing (there were influx of civil servants in to the new capital because of newly established civil services) by providing land and loans. Saraçoğlu Mahallesi (Saracoğlu Estate), Yeni Mahalle (A new housing area), Bahçeli Evler (Garden Houses Estate) etc., been built in this era by the State, local government and some housing cooperatives (1).

2. THE EARLY PERIOD OF URBANIZATION (1950-1963).

In 1950's the country started to experience rapid urbanization which caused and has been causing over population in major cities and increasing demand for housing. In this era housing ownership was encouraged both by cooperatives and individual credits (2). In this period the Workers Social Security Organization started to give housing credits with low interest rate (5pc.) and 20 years pay-back period to the workers who were the member of a housing cooperatives. The amount of credits were about 90 pc. of the house cost. At the beginning of this period the minimum size of a housing cooperative, to be able to get credits, should

be 15 members and the house size was maximum 99 m². In this way, although large number of cooperatives hold credits, the total amount of house units was small. Housing Credits Bank also established in this period to give credits to the individuals.

By the end of 1950's, the Ministry of Settlement and Construction was established to set policies for housing and development. However, the provision of regular housing set behind the need of housing of the all income sections of the population.

3. THE PLANNED ERA: 1963-1984 / 1984-1988.

Turkey came in to a new era in 1963 by setting up the State Planning Organization and producing the First Five Year Development Plan 1963-1967 (3). Since 1963 the country has been experiencing the fifth development plan. Each development plan paid different attention to the housing problem.

As a general policy, the share of the housing investments in the GNP. lessened from 20 pc. in the first development plan period to 14.6 pc. in the fourth plan period. In the first part of planned era, the Land Office established (1969). the Cooperatives Law passed from the parliament (1969). Almost in all the development plans, the housing cooperatives supported and encouraged in different ways. Numbers of regulations changed or came to existence, but some of them never been implemented. The main regulations of this period were (4):

- i. Amendments in Workers Social Security Organization Loans. In the 2nd. Plan period the minimum size of cooperatives to be able to get credits increased to 30 members, to benefit from construction economies.
- ii. New Urban Settlement Areas Policy (1979). In law, it is stated that State owned land suitable for housing would have been transferred to local authorities and housing cooperatives, and the

compulsory purchase arrangements would also be made available to the local authorities (but never came into existence).

iii. Regulations For Providing Houses to Civil Servants (1979).

Both the State (as employees) and the Civil Servants were made responsible to pay taxes from their salaries for this fund for ten years, but abrogated in 1980's.

iv. Amendments in Banks Law (1979). All the Banks given permission to finance housing cooperatives.

v. Social Security Organization For Self Employed People (1979). This organization started to give credits for housing cooperatives established by its members. The pay-back period was 15 years with 5 pc. interest rate (very few houses built by this way).

vi. National Housing Policies (1980). New policies set up by law as follows:

- . to provide houses for low and middle income people,
- . to improve squatter housing (Gecekondul) areas,
- . to encourage private enterprise to go into housing sector by their own financial and technical power,
- . to look at housing problem in a wider context as settlement and urbanization process,
- . to give priority to large scale housing schemes and industrialized building systems, etc.

The main shortcomings of these policies were not mentioning at all the local authorities and housing cooperatives. However, those policies never came into existence.

vii. Large Scale Housing Act (1981). This was the most comprehensive act on housing in general by setting up new terms and limits for housing e.i. in land area required for the smallest housing unit, size of housing groups, size of houses and varying credit limits, interest rates and pay-back periods according to house size and the settlement size in which housing groups take place., e.i, the larger the house and the larger the settlement smaller the credits,

higher interest rate and shorter pay-back period. One of the aim of this variation was to discourage growth of major cities and bigger, luxurious houses.

Because of political priorities of those days, this act also not came in to force.

viii Housing and Participation to State Enterprize Fund Act(1984)(4). With this act all other loan organizations merged in to this fund. Either in or out of the structure plan areas, the housing sites should be designated by the local authorities to guide and control the housing cooperatives. The minimum size for a housing site and size of housing groups should be as neighbourhood size. The previous limitations on house sizes loosened up to 150 m², the pay-back period for loans set for as 15 years, and the interest rates varies from 15 to 40 pc(the smallest the house size the less is the interest rate).

Between 1963-1980, 1.350.825 houses were built and 31.7pc, of them were publicly financed. Only 16.2 pc, of the houses were built by cooperatives who supported by the Social Security Organization. Until 1984, the Workers Social Security Organization was the most important agent in the coop housing movement, however, its share was not high.

Since 1984, The State Enterprize Participation Fund is the main source in housing. As mentioned earlier all the loan organizations merged in to this fund. The Fund's revenues come from different taxes and the Fund Authority allocates credits to the housing coops and individuals.

Between 1984-1988, 7935 coops are given credits(to built 433538 houses). In this era earlier limitations on coop and house sizes are loosened. The average coop size is 74 members(houses), and the house size varied between 60-150m²(see table 1).

Table 1: Distribution of Credit Given Houses by House Sizes.

House size(m2)	No.of houses	%
60	16379	2.6
61-80	672121	10.8
81-100	370323	59.6
101-150	167202	26.9

Source: Housing and Public Enterprise Participation Authority's
Statistics (31.12.1988)
(Toplu Konut ve Kamu Ortaklığı İdaresi İstatistikleri
31.12.1988),.

ENVIRONMENTAL QUALITIES OF THE COOP HOUSING ESTATES:

As stated earlier, the coop housing movement supported low income people to built houses by cooperative organizations. The main source of cooperatives was the Workers Social Security Organization which could also build housing estates itself. The Security Organization has strict regulations in terms of location and other aspects of housing built by itself. But they were rather loose for the cooperatives, e.i. there were no requirements on housing sites such as land use density in terms of population per hectar, no. of dwellings per hectar etc.

A wide range of survey done on coop housing in ten major cities in Turkey to investigate the environmental quality reached by coop housing movement. The main findings are: (6)

. The coop housing movement would be used as a tool for creating planned large scale housing communities by integrating the coop housing sites with the parent cities. In practice, however, coop housing did not lead the cities to an orderly expansion. Most of the housing groups scattered around urban fringe are not large enough to support their own amenities, and they are distant to the urban utilities and amenities such as schools, playgrounds, etc. (Table 2).

Table 2. Physical Characteristics of Coop. Housing

Coop. Characteristics	Izmit	Coop. Locations Sivas	Trabzon
No. of Coops (pre 1980)	193	65	69
Population	8072	3391	2536
Average coop size in members.	39	53	69
Land use ratio: area of houses /			
coop. plot area	0.30	0.42	0.48
total building area /			
coop. plot area	1.60	1.82	2.71
ratio of car park provided / car park required by regulation	0.44	0.06	0.05
ratio of play areas / total coop. area	0.36	0.16	0.04
Distance to primary school	615 m.	315 m.	456 m.
Distance to playgrounds	1356 m.	700 m.	1623 m.
Distance to secondary school	1305 m.	555 m.	875 m.
Distance to market place	1350 m.	500 m.	778 m.
Distance to health centre	1407 m.	736 m.	510 m.
Distance between house and work	1370 m.	3418 m.	4060 m.
Daylight conditions: Dwellings not having sunshine (%)			
21 Dec. Between 10-12-14 hours	13.25	35.57	57.72
21 June. " 10-12-14 "	4.14	12.26	27.47
All the year round	4.00	12.00	27.00

Note: Daylight conditions measured in the Architectural Lab. of Black Sea Tech. Uni. on the Coop Housing Models.

. Housing densities (population per hectare) or land use densities are also realized higher than the related structure plans' densities.

. Daylight conditions (7), total amount of sun litted hours over seasons have been ignored during orientation and relative location of the houses (Fig.1;2,3). The environmental conditions were and still are under the standarts of regulations.

. Until 1984, The Workers Social Security Organization which was responsible of its members healt and welfare, financed workers coop housing, but never controlled the environmental quality reached by this way. Infact, it could do so during the project approval before authorizing the coop for credit.

The Housing and Participation to State Entreprize Fund Act (1984) seems encouraging self-sufficient housing schemes by requirements on the location, provision of amenities and services as mentioned earlier.

Taking advantage of this policy, some of the local authorities set up large scale housing organizations and planned large housing estates with full amenities varying in sizes up to 200000 population, e.i, Konakkent in Trabzon for 6000 (Fig.4), Batikent in Ankara for 200000 population. So far, except Batikent, 9 Local Authorities set up housing organizations to built 9854 houses (Table 3) (8).

The large scale housing practice has spreaded to all large and middle size cities and to some resort areas. These housing areas are called as new towns, despite their sizes they never be new town as in the British experience, but in terms of economic entity, resembles to large scale housing estates or satellites. In practice, the quality of life, however, not expected to resemble to those.

The coop housing practice still far from creating balanced communities either in social composition of dwellers or technical and social infrastructure being provided especially where the coop sizes are not big enough. Apart from a few examples which are re-

Table 3. Land Use Characteristics of post 1984 Housing Cooperatives

Characteristics.	1 Kuşkent/ ORDU	2 Yeniyerleşmeler/ MANİSA	3 Konakent/ TRABZON
Population	17482	5022	5765
No. of dwellings(members)	3385	1116	1153
Housing	48.6 Ha.	15.1 Ha.	8.62 Ha.
Open spaces	12.10 Ha.	7.55Ha	4.76 Ha
Sport	2.6 Ha.		
Education	5.7 Ha.	0.74 Ha.	0.50 Ha.
Social services	1.7 Ha.	0.49 Ha.	
Shopping	1.9 Ha.	-	0.38 Ha
Roads+pedestrian roads	10.5 Ha.	5.03 Ha.	4.76 Ha.
Density: No. of dwellings/ha	54	50	86
Pop./ha	206	216	431
Total area	85.0 Ha.	32.5 Ha.	19.0 Ha.

1. Kentkur Haber Bülteni 1987/11 No.11 ,Ankara
2. Kentkur Haber Bülteni 1987/1988, No.3 ,Ankara
3. Konakent Projesi, 1988, Trabzon.

cently built up, it is observed that, in general, housing groups are occupied much earlier than the completion of the social and physical infrastructure.

The future of housing coops financed by the State funds or private sector needs more long term selective loans, because low and middle income groups who are the most needed in housing and their incomes are far beyond to cope with the housing prices .

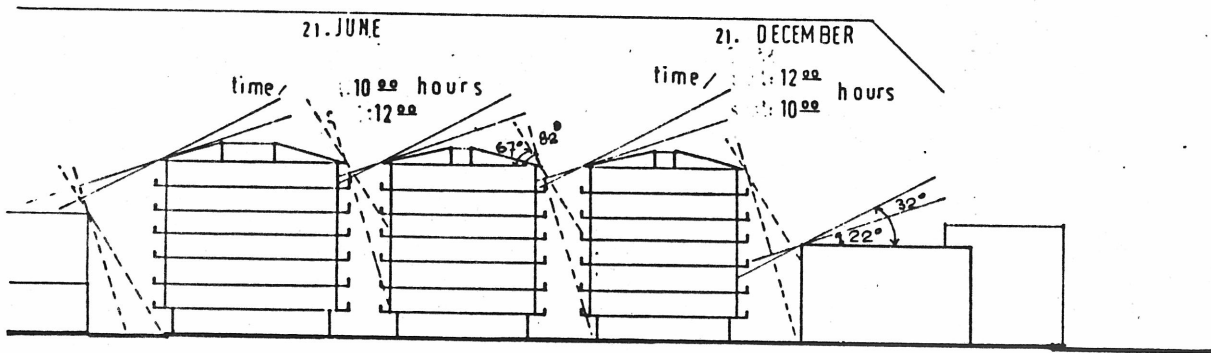
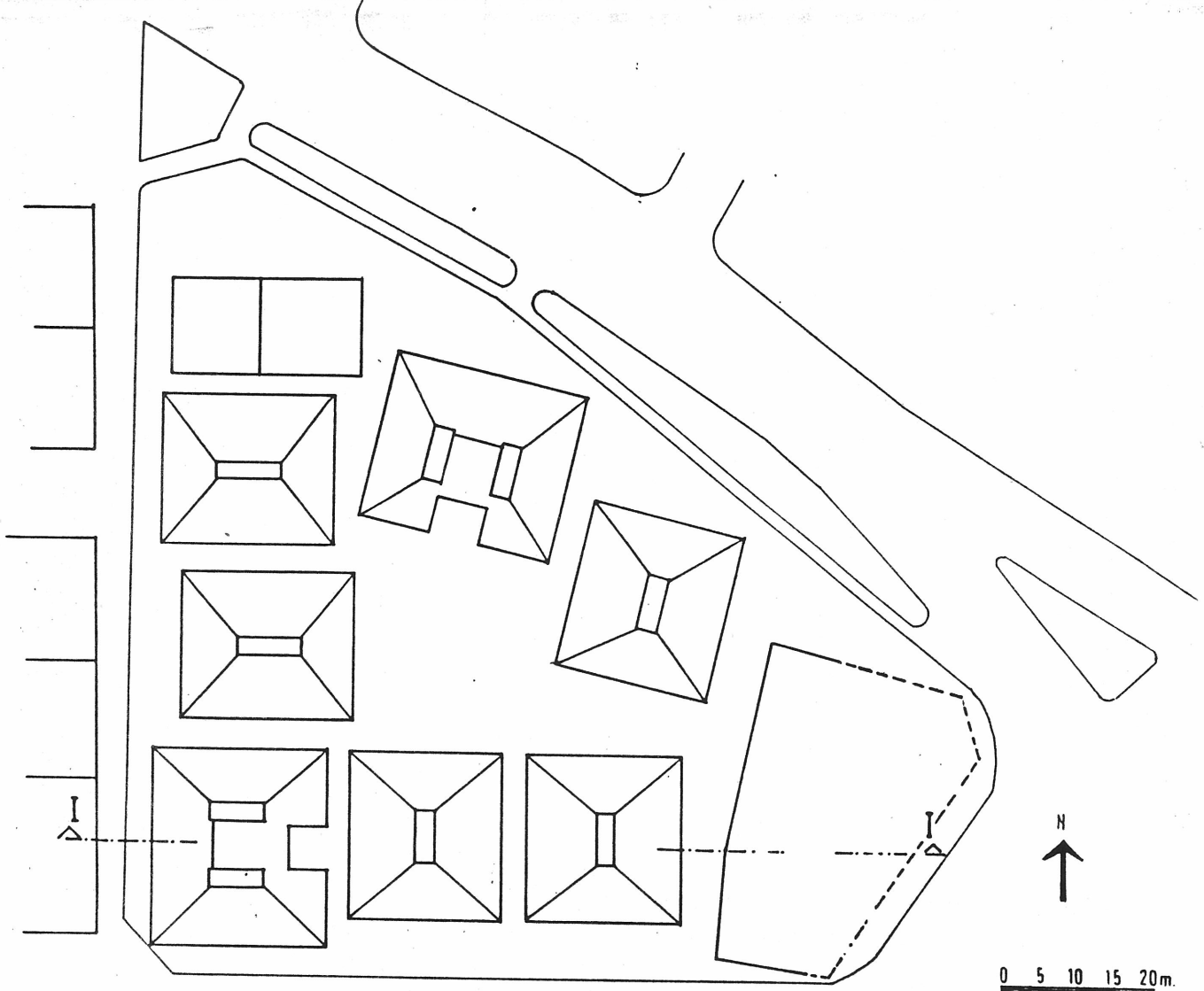
References:

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5. Resmi Gazete Toplu Konut Kanunu, 2.3.1984, Kanun No: 2985
6. Aydemir.Ş, S. Erkonak, C. Teymur (1982) Toplu Konutun Kenttsel Gelişme Aracı Olarak Kullanılabilirliği: İzmir-İstanbul-Trabzon Örnekleri, Dünya Şehirci-

lik Günü,4-6 Kasım 1982, 9 Eylül Üni-
versitesi,İzmir.

The coop housing survey done in the follow
ing cities:Trabzon,Samsun,Erzurum,Adana,
Konya-Kayseri,Sivas,İzmit,Zonguldak,Sam-
sun which are major cities in Turkey.

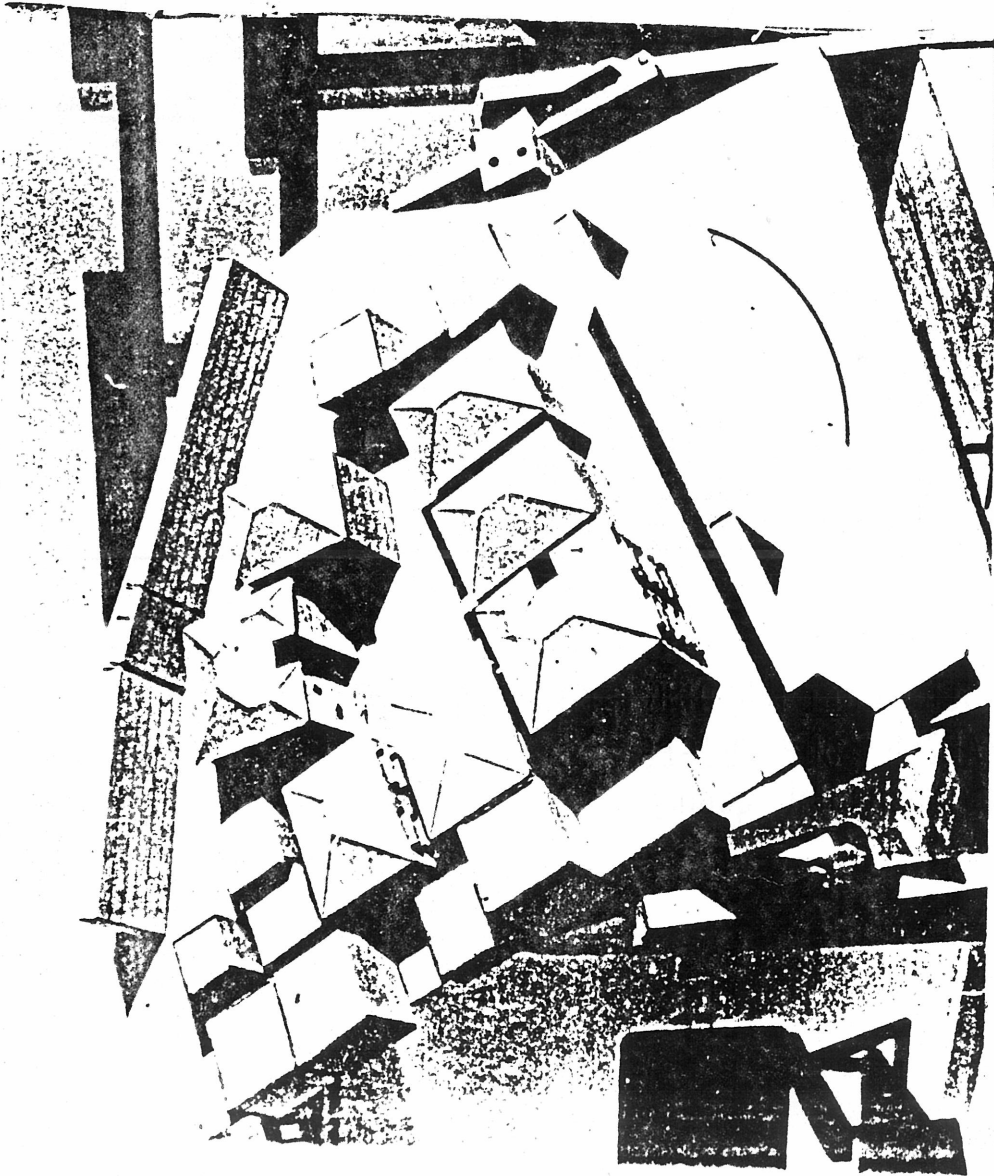
7. Daylight conditions were tested in the laboratory conditions at
the architectural laboratory,Black Sea Technical University.
8. Toplu Konut ve Kamu Ortaklığı İdaresi İstatistikleri(Ş.Önel/
9.1.1989/C:Lotus/Sule,Ankara.



I-I ELEVATION

Figure 1 . SUNLIGHT and BUILDING DISTANCES
 TRABZON: COOP HOUSES.
 environmental quality

Fig. 1-a: Karayollari Coop Housing. 1:200 scale
model sunlight experiment in laboratory
conditions. Model is facing north. Only
sought facing facades get sun at noon
in 21st June. East-west facades are un-
der shadow almost all the day. The space
in the middle stays sunny as a play
area. Privacy is ignored between buildings.



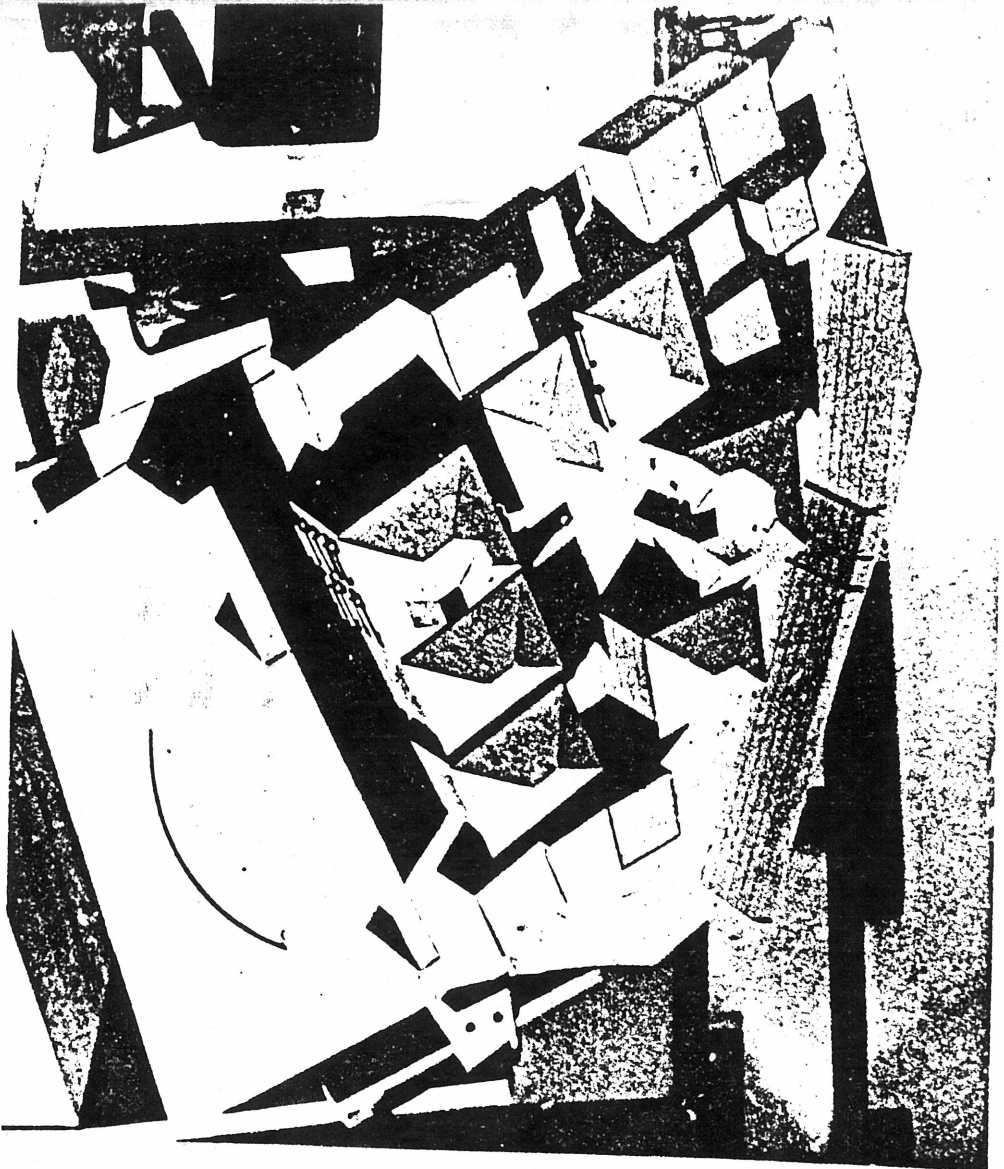


Fig.1-b.Karayollari Coop Housing.

The same experiment at 12 noon , in 21st. March . Almost all the facades are under shadow.The conditions are worse before 10 a.m,and after 14 p.m. Winter time conditions are worser than this.

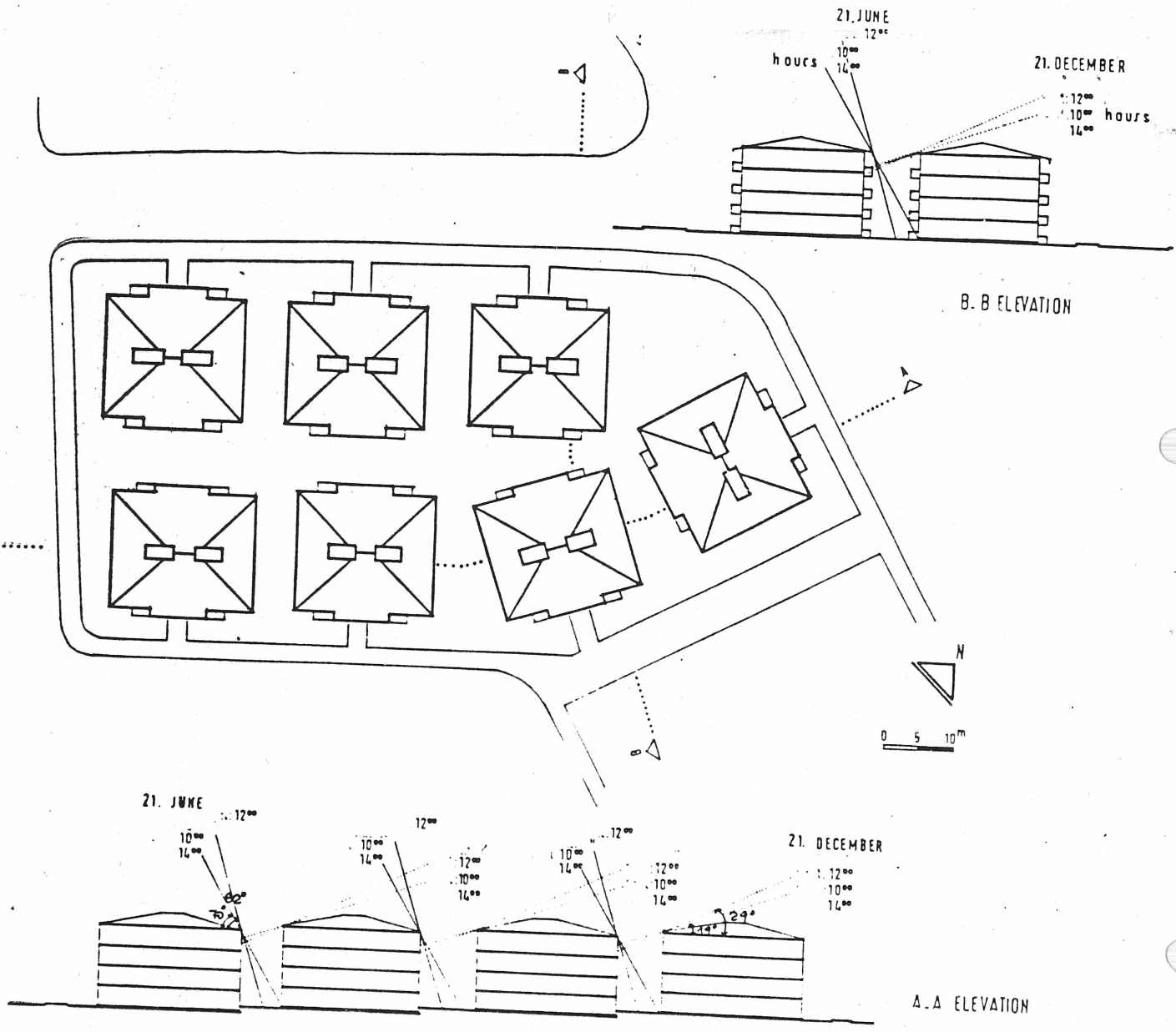


Figure 2. SUNLIGHT and BUILDING DISTANCES. SIVASSIZ COOP HOUSES environmental quality.

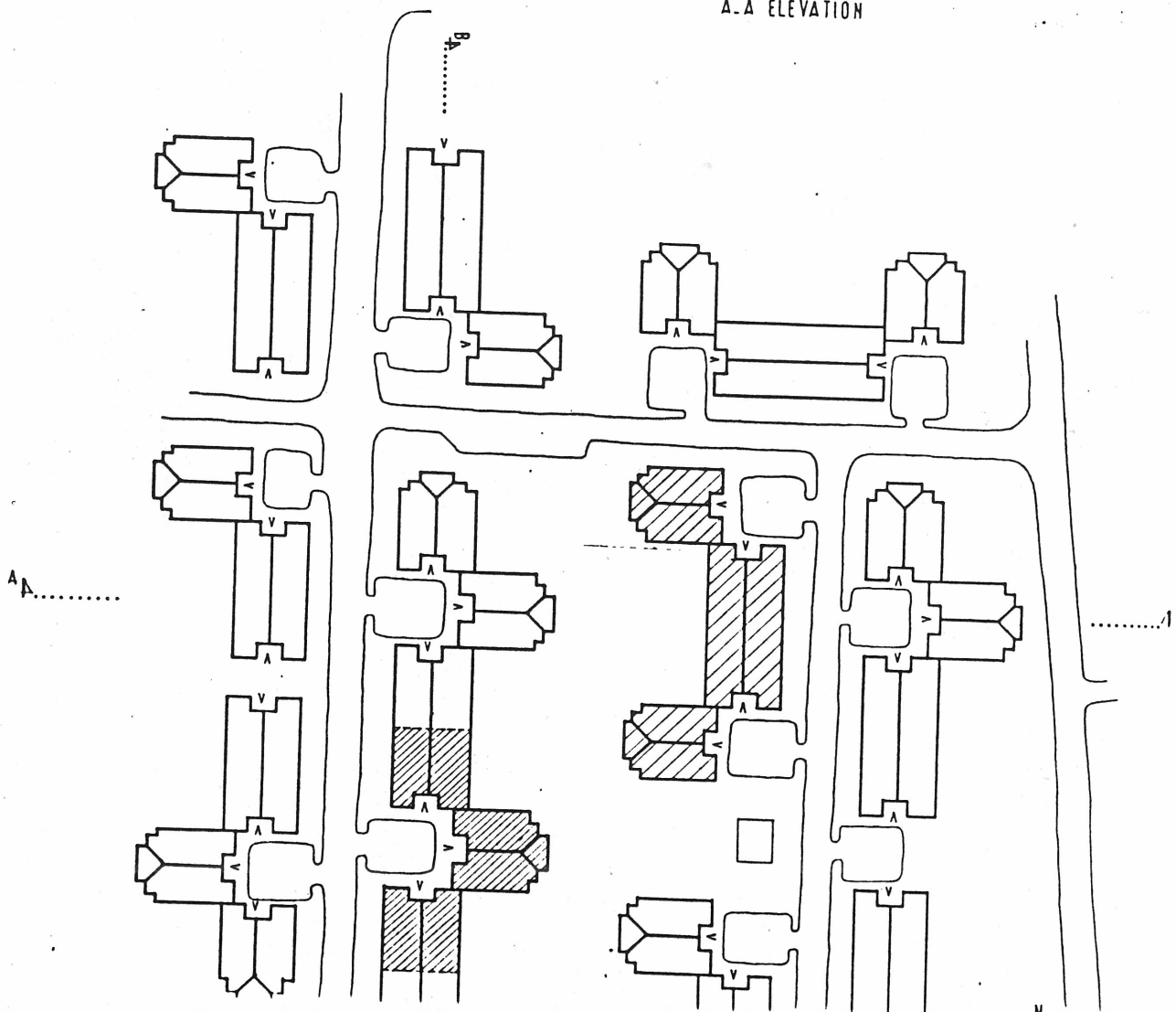
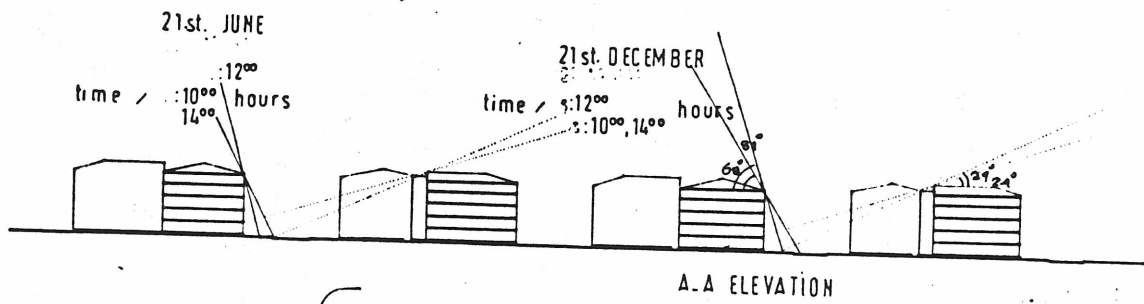
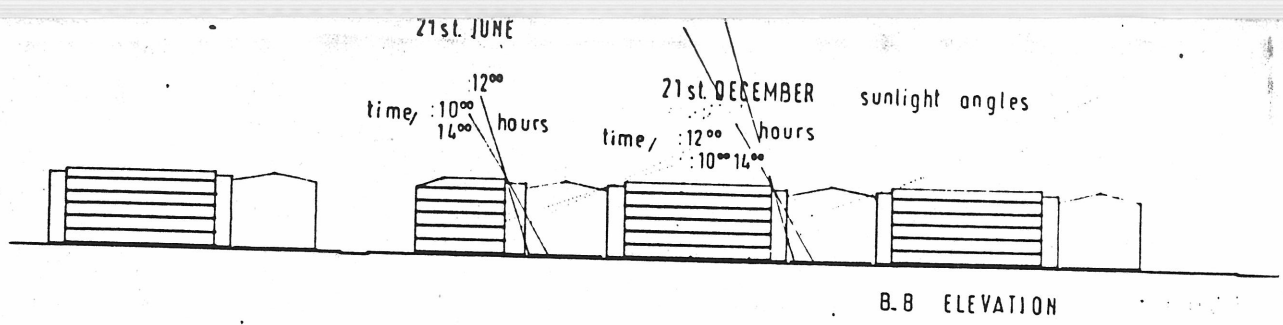


Figure 3. SUNLIGHT and BUILDING DISTANCES
IZMIT: COOP HOUSES.
environmental quality

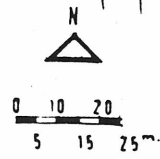


Figure 4. City of Trabzon, Konaklar
Housing Layout. 18 Hectar

Land purchased by the City Authority through the State Housing fund. The intention was to provide planned housing site with full utilities. So, the plan designed to split the land into housing plots to sell to coops and individuals. The layout designed for 6000 people. The amenities are: primary school, an existing secondary school, a neighbourhood centre, play areas, sport fields, and parks. There are various house types with varying sizes (100-120m²).

