A STUDY ON URBAN AND ARCHITECTURAL DESIGN OF GOVERNMENT BUILDINGS: İNÖNÜ AND DUMLUPINAR BOULEVARDS IN ANKARA

A THESIS SUBMITTED TO
THE GRADUATE SCHOOL OF NATURAL AND APPLIED SCIENCES
OF
MIDDLE EAST TECHNICAL UNIVERSITY

BY

ELİF BEKAR

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR
THE DEGREE OF DOCTOR OF PHILOSOPHY
IN
ARCHITECTURE

JULY 2025

Approval of the thesis:

A STUDY ON URBAN AND ARCHITECTURAL DESIGN OF GOVERNMENT BUILDINGS: İNÖNÜ AND DUMLUPINAR BOULEVARDS IN ANKARA

submitted by **ELİF BEKAR** in partial fulfillment of the requirements for the degree of **Doctor of Philosophy** i**n Architecture, Middle East Technical University** by,

Prof. Dr. Naci Emre Altun
Dean, **Graduate School of Natural and Applied Sciences** _____

Assoc. Prof. Dr. Ayşem Berrin Çakmaklı
Head of the Department, **Architecture** _____

Prof. Dr. Fatma Cânâ Bilsel
Supervisor, **Architecture, METU** _____

Examining Committee Members:

Prof. Dr. Celal Abdi Güzer
Architecture, METU _____

Prof. Dr. Fatma Cânâ Bilsel
Architecture, METU _____

Assoc. Prof. Dr. Mustafa Haluk Zelef
Architecture, METU _____

Prof. Dr. Zeynep Uludağ
Architecture, Gazi University _____

Prof. Dr. Adnan Aksu
Architecture, Gazi University _____

Date: 07.07.2025

I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Name Last name : Elif Bekar

Signature :

ABSTRACT

A STUDY ON URBAN AND ARCHITECTURAL DESIGN OF GOVERNMENT BUILDINGS: İNÖNÜ AND DUMLUPINAR BOULEVARDS IN ANKARA

Bekar, Elif
Doctor of Philosophy, Architecture
Supervisor: Prof. Dr. Fatma Cânâ Bilsel

July 2025, 268 pages

Based on the premise that government buildings are representative of the public architecture in a country, and they greatly contribute to shaping the identity of a capital city, the present thesis examines the government buildings in Ankara, the capital of the Turkish Republic, through their changing relation with the urban context, and their public, symbolic, and functional dimensions. The thesis study focuses particularly on how the architectural and urban qualities of the government buildings in Ankara have changed over time. In this scope, it explores the effects of this change on the development of the capital city and the underlying factors driving this transformation. The political and ideological context of the periods in which the government buildings have been produced, the architectural and urban design approaches adopted, their designers' attitude, and the design processes are examined, with the objective to offer a critical assessment of how these structures are conceived and produced today.

This study adopts a methodological approach that categorizes topics along spatial, periodic, and methodological dimensions. In this scope, the government buildings constructed on Dumlupınar Boulevard after 2010 are examined in detail, based on

the analyses of the architectural and urban characteristics of the selected buildings. The findings are evaluated in relation to the factors determining the architectural and urban aspects of government buildings. These findings primarily reveal the effects of the changing urban planning approach that has determined the urban context in which the buildings are built, characterized by a car-oriented, linear urban development, a piecemeal planning approach, and a lack of urban design. These factors influence the urban, formal and functional organization of the studied buildings that are mostly isolated within their parcels, which restrains their public use and accessibility, breaking their visual and spatial relationship with the public space as well as with each other. It is seen that while the architectural approach to the design of the government structures is partly shaped by the political and ideological orientations of the period; the changing methods in the acquisition of these public building projects have also been effective in shaping the built environment.

Keywords: Capital Cities, Government Complex, Urban Context, Project Acquisition Methods, Architectural Form and Functional Organization

ÖZ

HÜKÜMET YAPILARININ KENTSEL VE MİMARİ TASARIMI ÜZERİNE BİR İNCELEME: ANKARA'DA İNÖNÜ VE DUMLUPINAR BULVARLARI

Bekar, Elif
Doktora, Mimarlık
Tez Yöneticisi: Prof. Dr. Fatma Cânâ Bilsel

Temmuz 2025, 268 sayfa

Hükümet yapılarının bir ülkedeki kamu mimarisinin temsilcisi olduğu ve bir başkentin kimliğinin şekillenmesinde önemli bir rol oynadığı öncüllerinden yola çıkan bu tez, Türkiye Cumhuriyeti'nin başkenti Ankara'da bulunan hükümet yapılarını, kentsel bağlamla değişen ilişkileri ile, kamusal, sembolik ve işlevsel boyutları açısından incelemektedir. Bu tez çalışması, özellikle Ankara'daki hükümet yapılarının mimari ve kentsel niteliklerinin zaman içinde nasıl değiştiğine odaklanmakta; bu kapsamda, söz konusu değişimin başkentin gelişimi üzerindeki etkilerini ve bu dönüşümü yönlendiren temel faktörleri araştırmaktadır. Hükümet yapılarının üretildiği dönemlerin siyasal ve ideolojik bağlamı, planlama kararları, benimsenen mimari ve kentsel tasarım yaklaşımları, tasarımcılarının tutumları ve tasarım süreçleri incelenerek, bu binaların günümüzde nasıl ele alındığına, tasarlandığına ve üretildiğine ilişkin eleştirel bir değerlendirme yapılmaktadır.

Bu çalışma, konuları mekânsal, dönemsel ve yöntemsel boyutları üzerinden kategorize eden metodolojik bir yaklaşım benimsemiştir. Bu çerçevede, Dumlupınar Bulvarı üzerinde 2010 yılından sonra inşa edilen hükümet yapıları, seçilen örneklerin

mimari ve kentsel özelliklerini çözümleyen analizlere dayanılarak ayrıntılı biçimde ele alınmıştır. Araştırmanın bulguları, hükümet yapılarının mimari ve kentsel niteliklerini belirleyen etkenlerle ilişkilendirilerek değerlendirilmiştir. Bu bulgular öncelikle, değişen kentsel planlama yaklaşımı doğrultusunda şekillenen, otomobil odaklı, doğrusal bir kentsel gelişim ile karakterize edilen kentsel bağlamın ve kentsel tasarım eksikliğinden kaynaklanan parçacıl planlama anlayışının etkilerini ortaya koymaktadır. Bu faktörler, çoğunlukla kendi parselleri içinde büyük boşluklar içerisinde yalıtılmış olan ve bu nedenle kamusal kullanımı ve erişilebilirliği kısıtlanan yapıların kentsel, biçimsel ve işlevsel organizasyonunu etkilemekte; bu durum, yapıların kamusal alanla ve birbirleriyle olan görsel ve mekânsal ilişkilerini koparmaktadır. Hükümet yapılarının tasarımına ilişkin mimari yaklaşımın kısmen dönemin ideolojik yönelimlerinden ve politikalarından etkilendiği; projelerin elde edilmesinde kullanılan yöntemlerin değişiminin de yapılı çevrenin biçimlenmesinde etkili olduğu belirlenmiştir.

Anahtar Kelimeler: Başkentler, Hükümet Yerleşkesi, Kentsel Bağlam, Mimari Tasarım, Proje Elde Etme Yöntemleri, Mimari Form ve İşlevsel Organizasyon

To my dear mother and father, Habibe and Hüseyin Bekar

ACKNOWLEDGMENTS

I would like to begin by expressing my deepest gratitude to my thesis advisor, Professor Dr. Cânâ Bilsel, for her belief in me and my potential. This thesis would not have been possible without her generous sharing of knowledge, time, and energy throughout the entire process. I am sincerely thankful for her patience and guidance, especially during the moments when I felt lost along this long and challenging journey. Being both her student and assistant has not only been a source of pride, but also given me a vision that will illuminate my path throughout my academic career.

I owe a gratitude to my thesis monitoring committee members, Assoc. Prof. Dr. Haluk Zelef, and Prof. Dr. Zeynep Uludağ for kindly serving as my committee members and for their brilliant comments and suggestions. I also would like to thank my defense committee members Prof. Dr. Celal Abdi Güzer and Prof. Dr. Adnan Aksu for their precious contributions. I am grateful to Ilgın Kurum Güçlü and Özge Erkmen for their kind help during the archival research. I would also like to thank Mehmet Öz, Hüseyin Keçeci, and Günay Erdem for accepting my interview request.

Growing up in Anıttepe and within the old TÜİK (DİE) building, as the child of civil servants, has become a meaningful starting point for this thesis and deepened my connection to my study. I am thankful to my parents for inspiring me in this regard as well. My warmest gratitude also goes to my dear brother, Gürhan Bekar, his wife Hilal Bekar, and my wonderful nieces, Ayça and Asya Bekar. Their pure energy has continuously uplifted me throughout this process. And a heart-felt gratitude goes to my dear Güney Özcan for his endless love, support, and sacrifices throughout this journey. His constant care, patience, and belief in me have been a true source of strength and motivation. Without him, none of this would have been possible. I am also lucky to be surrounded by many friends, I would especially like to thank Ceren Cindioğlu Yoğsul, Hilal Küçükyıldız, Nihan Büşra Kezer for their friendship and support.

TABLE OF CONTENTS

ABSTRACT v

ÖZ vii

ACKNOWLEDGMENTS x

TABLE OF CONTENTS xi

LIST OF TABLES xiv

LIST OF FIGURES xv

LIST OF ABBREVIATIONS xxiv

CHAPTERS

1 INTRODUCTION 1

1.1 Definition of the Problem 1

1.2 Aim and Scope of the Thesis 4

1.3 Literature Review 7

1.4 Methodology 15

1.5 A Research Method for The Determination of the Factors Affecting Urban and Architectural Aspects of Government Buildings 18

2 CAPITAL CITIES AND GOVERNMENT BUILDINGS 23

2.1 Capital Cities as Government Centers 25

2.2 Architecture and Urban Design of Government Complexes 54

2.3 Critical Analysis of Concepts, Approaches, and Examples for Future Discussions 66

3 FROM THE MINISTRIES QUARTER TO THE DEVELOPMENT OF ESKİŞEHİR ROAD AS THE PRINCIPAL GOVERNMENTAL AXIS 77

3.1 Governmental Buildings in Ankara during the Establishment Years 77

3.2 Planned Development of Ankara as the Capital City and the Creation of the Ministries Quarter 82
3.3 Development of Eskişehir State Highway and Extension of Governmental Complexes on İnönü Boulevard after 1950s 91
3.4 Development of Eskişehir Road as the Governmental Axis of Ankara after the Metropolitan Area Master Plan 1990 101
3.5 SITE-SPECIFIC FACTORS: Successive Development Plans and Land-Use Decisions that Shaped Eskişehir Road Governmental Axis 104
3.6 The Image of the Resulting Built Environment 125
4 TIME-SPECIFIC FACTORS: CHANGING POLICIES AND APPROACHES TO THE ARCHITECTURE OF PUBLIC BUILDINGS 129
4.1 A Historical Account of Public Building Production Practices in Türkiye 129
4.2 Prominent Approaches in the Production of Public Buildings After 2010 141
5 METHOD-SPECIFIC FACTORS: ACQUISITION PROCESS OF GOVERNMENT BUILDINGS IN TÜRKİYE 151
5.1 Discussions on Different Types of Architectural Project Acquisition Methods 151
5.2 Legislation, Regulations and Specifications 162
5.3 Continuities and Transformations: The Emerging Determinants in the Design of Government Buildings 164
6 CASE STUDY ON GOVERNMENT BUILDINGS ON DUMLUPINAR BOULEVARD CONSTRUCTED AFTER 2010 173
6.1 Government Buildings Along İsmet İnönü and Dumlupınar Boulevards (Eskişehir Road Stage I) 173

6.1.1 Phase I: Government Buildings Along İsmet İnönü Boulevard ... 173
6.1.2 Phase II: Government Buildings Along Eskişehir Road Stage I (Dumlupınar Boulevard Stage I) ... 183
6.2 Government Buildings Along Eskişehir Road Stage II (Dumlupınar Boulevard Stage II) ... 188
6.2.1 Ministry of Agriculture and Forestry (2012) ... 189
6.2.2 Ministry of Trade (2013) ... 200
6.2.3 Ministry of Environment, Urbanization and Climate Change (2014) 203
6.2.4 Ministry of Interior – Disaster and Emergency Management Presidency (AFAD, 2016) ... 209
6.2.5 Ministry of Transport and Infrastructure – Information Technologies and Communications Authorities (BTK, 2016) ... 215
6.2.6 Ministry of Health (2017) ... 220
6.2.7 Ministry of Energy and Natural Resources – Energy Market Regulatory Authority (EPDK, 2020) ... 225
6.3 Unveiling Patterns: A Comparative Evaluation of the Case Studies ... 228
7 CONCLUSION ... 235
REFERENCES ... 249
APPENDICES ... 265
A. Map of the Location of Government Buildings Clustered Around Eskişehir Road ... 265
B. Applied Ethics Research Center Approval ... 267
CURRICULUM VITAE ... 268

LIST OF TABLES

TABLES

Table 2.1. Framework of Inquiry: Architectural and Urban Dimensions of Government Buildings.....75

Table 5.1. Factors Affecting Urban and Architectural Aspects of Government B. 171

LIST OF FIGURES

FIGURES

Figure 1.1. “New (2015) and old (1957) buildings of Turkish Statistical Institute (TÜİK) in 2019”. Source: Photographs taken by the author 2
Figure 1.2. Map of the Location of Government Buildings Clustered Around Eskişehir Road (A larger version of the map is also available in the appendix) 22
Figure 2.1. a.b. Grands Projets of Mitterand, The Ministry of the Economy and Finance Building, 1984-1989. Source: a. https://www.lemoniteur.fr/article/bercy-un-palais-de-la-republique.2048315 b. https://fr.wikipedia.org/wiki/ 31
Figure 2.2. Axel Schultes and Charlotte Frank’s “Federal Ribbon” Plan 1993 Source: https://ctbconf.files.wordpress.com/2013/04/band_entwurf_schultes_frank_800_for_julia.jpg 34
Figure 2.3. L’Enfant Plan 1791. Source: Minkenberg, M. (2014), p. 77..... 38
Figure 2.4. “Key to the Mall System: A. Capitol B. The Mall C. Monument Section D. Lincoln Monument E. White House F. Washington Common G. Park Spaces” – The red dash line indicates Pennsylvania Ave. Source: Moore, C. (1902 Ed.), p. 35. 39
Figure 2.5. The Grouping of the Buildings of the Executive (top) and Legislative (right) Departments. Source: Moore, C. (1902 Ed.), p. 62. 41
Figure 2.6. Plan of Canberra Designed by Burley Griffin / 1913. Source: Minkenberg, M. (2014), p. 87. 43
Figure 2.7. a. National Capitol Development Comission-Map of Canberra 1952 b. Details of the Government Group and the Capitol. The red dash line indicates Land Axis. Source: https://archimaps.tumblr.com/post/41968687458/map-of-canberra-1962 b. Vale, L. (2008), p. 157. 44
Figure 2.8. “Specialization of the Urban Space” in Ankara (Re-drawn by Zeynep Kezer from H. Jansen’s 1928 Ankara Master Plan). Source: Kezer, Z. (1998), p. 13. 47

Figure 2.9. Government Quarter (Hükümet Mahallesi) in 1932 Ankara Master Plan by H. Jansen. Source: Jansen ve Ankara: Harita, Plan ve Eskizlerle Başkentin Tasarım Öyküsü Exhibition.....47
Figure 2.10. Pilot Plan of Brasília and the Capitol Designed by Lucio Costa and Oscar Niemeyer: 1. Plaza of the Three Powers 2. Ministries. Source: Minkenberg, M. (2014), p. 94.....50
Figure 2.11. a. Uffizi Ground Floor Plan b. Uffizi, Firenze. Source: a. http://thecityasaproject.org/2012/08/the-office-and-the-loggia-giorgio-vasaris-architecture-for-bureaucracy/ b. https://www.uffizi.it/en/the-uffizi.....55
Figure 2.12. a. Bâb-ı Âli and Its Entrance. Source: a. b. Avcı, Y. (2017), p. 43.....57
Figure 2.13. Bâb-ı Âli Complex (1904). Source: Avcı, Y. (2017), p. 268.....57
Figure 2.14. a. Washington in 1930s b. Canberra in 1979. Source: a. https://commons.wikimedia.org/wiki/File:The_Capitol_and_Mall,_Washington,_D._C._%283678123521%29.jpg b. https://www.archives.act.gov.au/find_of_the_month/2017/june/previous-find-of-the-month-62017 61
Figure 2.15. a. Canberra Parliament Building b. Ministry Buildings on the Monumental Axis and Parliament Building at the center in Brasília". Source: Minkenberg, M. (2014), p.90-p.95.....63
Figure 2.16. a. Multi-wing plan scheme of the Grand National Assembly of Türkiye (1938-63) b. Ministry Buildings in Ankara. Source: a. Balamir, A. (2018), p.296 b. Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019), p.59.....65
Figure 2.17. Google Earth Satellite Image Dated 13.02.2025 Washington D.C. (Eye Level: 3.40 km). Source: Google Earth.....72
Figure 2.18. Google Earth Satellite Image Dated 13.02.2025 Canberra (Eye Level: 3.40 km). Source: Google Earth.....72
Figure 2.19. Google Earth Satellite Image Dated 13.02.2025, Ministries Quarter an the National Assembly Building in Ankara (Eye Level: 3.40 km). Source: Google Earth 73

Figure 2.20. Google Earth Satellite Image Dated 13.02.2025, The Capitol in Brasília (Eye Level: 3.40 km). Source: Google Earth 73
Figure 3.1. “Public Buildings on the 1924 Ankara Map 1. Government House 2. Ministry of Internal Affairs 3. Gendarme 4. Prison 5. Municipality 6. Ministry of Foreign Affairs 7. School of Industry 8. Public Garden 9. Ministry of Education 10. Grand National Assembly 11. Taşhan 12. Ministry of Finance”. Source: Avcı, Y. (2017), p. 299. 80
Figure 3.2. “Suluhan and Its Surroundings Historical Trade Center Map” Obtained by Combining Ankara Cadastral Maps of 1929” Source: Tunçer, M. (2001), p.8481
Figure 3.3. a. 1925 Lörcher New City-Governmental City Plan b. Lörcher 1925 Proposal for the Ministries Quarter. Source: Cengizkan, A. (2018), p.40-p.86 85
Figure 3.4. a. 1930 Jansen New City Revision Plan b. Ministries Quarter and the Grand National Assembly Source: a. Cengizkan, A. (2018), p.111. b. Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019), p.60 87
Figure 3.5. Talatpaşa Boulevard in the Jansen Plan of 1932 92
Figure 3.6. Eskişehir Road and İnönü Boulevard in the Yücel-Uybadin Plan. 93
Figure 3.7. “Devlet Mahallesi” (State District) in Yücel-Uybadin Plan..... 95
Figure 3.8. a.1959 “Maliye Sitesi” Winning Project b. 1967 “İkinci Bakanlıklar Sitesi Parselasyon Planı” (Second Ministries Campus Parcel Plan). Source: a. Arkitekt, 1961/10, p. 18-39. b. Ankara 1985’den 2015’e p.38..... 96
Figure 3.9. 1973 “Maliye ve Gümrük Bakanlığı Sitesi” Architectural Competition Layout Scheme. Source: Mimarlık, 1975/04, p. 17-23. 97
Figure 3.10. İnönü Boulevard in the 1959 City Plan of Ankara / General Directorate of Mapping. Source: Vekam 2017, 71-77. 100
Figure 3.11. İnönü Boulevard in the 1972 City Plan of Ankara / General Directorate of Mapping Source: Vekam 2017, 71-77. 100
Figure 3.12. İnönü Boulevard in the 1976 City Plan of Ankara / General Directorate of Mapping. The buildings marked in red, called “Resmi Binalar” (Official Buildings) on all maps and indicate the public buildings.” Source: Vekam 2017, 71-77 100

Figure 3.13. “Eskişehir, Bursa, İzmir Highway - Arrival to Ankara from West” in 2001. Source: Türkiye’nin Başkenti Ankara, p.104 103
Figure 3.14. AOÇ Alanları Nazım İmar Planı ve 1.Derece Doğal ve Tarihi Sit Alanı Koruma Amaçlı Nazım İmar Planı, 2010 (AOÇ Areas Master Development and 1st Degree Natural and Historical Areas Conservation Plan, 2010). Source: http://aocmucadelesi.org/_media/2/1178b.jpg 104
Figure 3.15. 1/ 5000 Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı, 1997 (Eskişehir Road Public Institutions Area Revision Master Development Plan, 1997). Source: Çankaya Municipality Archive 106
Figure 3.16. 1/5000 Eskişehir Devlet Yolu Kamu Kuruluşları Alanı Nazım İmar Planı, 1995 (Eskişehir State Highway Public Institutions Area Master Development Plan). Source: Çankaya Municipality Archive 109
Figure 3.17. 1/5000 Ankara-Çankaya-Lodumlu Nazım İmar Planı, 1997 (Ankara-Çankaya-Lodumlu Master Development Plan). Source: Çankaya Municipality Archive 111
Figure 3.18. Google Earth Satellite Image Dated 02.05.2025 Showing the Areas Built-up According to the 1995 and 1997 Development Master Plans. Source: Google Earth 112
Figure 3.19. 1/1000 Eskişehir Yolu Kamu Kuruluşları Alanı II.Etap Uygulama İmar Planı, 1998 (Eskişehir Road Public Institutions Area Stage II Implementation Development Plan). Source: Çankaya Municipality Archive 113
Figure 3.20.Google Earth Satellite Image Dated 6.06.2024 Showing the Same Areas with the 1998 Plan. Source: Google Earth 113
Figure 3.21. Etimesgut Güvercinlik Airport and the Eskişehir State Highway Public Institutions Areas Source: Google Earth Satellite Image Dated 6.06.2024 115
Figure 3.22. Eskişehir Road North and South Silhouettes Source: Disaster and Emergency Management Presidency Service Building Architectural Project Presentation – UZ Architecture Archive 115

Figure 3.23. Ankara Urban Transportation Study: Ulaşım Ana Planı (Transportation Master Plan), Public Transportation Recommendations. Source: 1995 Ankara Transportation Master Plan Research Report, p.87. 117
Figure 3.24. a. 1/25000 2023 Başkent Ankara Nazım İmar Planı (2023 Capital Ankara Master Development Plan), “2023 Capital Ankara Development Scheme” The areas indicated with red hatches are defined as “Cental Business District (CBD) Development Axis” b. “Central Planning Region, Intervention Types, Plan Decisions” – Planning Strategies Source: Report p.704-p.535..... 121
Figure 3.25. Eskişehir Road Current Land Use Map. Source: Çankaya Municipality 123
Figure 3.26. Eskişehir Road Stage I and Stage II. Source: taken by the author. .. 124
Figure 3.27. Eskişehir Road Stage II: Municipality of Trade (left) and Commercial Buildings (right). Source: taken by the author..... 126
Figure 5.1. Different Development Plans Prepared for the Area..... 169
Figure 6.1. Government Buildings on İsmet İnönü Boulevards 174
Figure 6.2. KGM Building Competition Proposals in the First 3. Source: Arkitekt 1955/04, p. 167-177. 176
Figure 6.3. Government Buildings on İsmet İnönü Boulevards (right to left: DİE, KGM and DSİ). Source: Tuncer Madge, A. (2023), p. 144. 177
Figure 6.4. Ministry of Treasury and Finance, Minsitry of Labor and Social Security, Ministry of Culture and Tourism and Ministry of Transport and Infrastructure (left to right). Source: Photographs taken by the author. 179
Figure 6.5. T. Floor Plan Drawn by Dostoğlu. Source: Dostoğlu, H. (1978). p. 57. 180
Figure 6.6. Ministry of Froreign Affairs. Source: Mimarlık, 1989/05, p. 40-42. . 181
Figure 6.7. Ministry of Treausary and Finace. Source: Mimarlık, 1987/02, p. 42-43. 182
Figure 6.8. Dumlupınar Boulevard (left) and İnönü Boulevard (right). Source: Photographs taken by the author..... 183
Figure 6.9. Government Buildings on Dumlupınar Boulevards (Stage I) 184

Figure 6.10. a. Capital Market Boards of Türkiye, Ministry of Industry and Technology b. Main Building (1983) c. New Building (2015). Source: a. https://www.bloomberght.com/sermaye-piyasasi-kanunu-tasarisi-kabul-edildi-1261795 b. https://www.koray.com/sanayi-ve-ticaret-bakanligi-binasi c. https://www.rstturk.com/referanslarimiz/bilim-sanayi-ve-teknoloji-bakanligi..... 185
Figure 6.11. General Directorate of State Hydrolic Works a. 1968 b.c. 2020. Source: a. https://www.koray.com/dsi-genel-mudurluk-binasi c. https://www.kocamanlar.com.tr/en/projects/dsi-genel-mueduerluegue-hizmet-binasi-ankara..... 186
Figure 6.12. Government Buildings on Eskişehir Road Stage II 188
Figure 6.13. a. Google Earth Satellite Image from 2009 b. Google Earth Satellite Image from 2024 c. Current Land Use Map of the Area Source: c. Çankaya Municipality Archive..... 190
Figure 6.14. a. The Ministry of Agriculture and Forestry Main Service Building b. General Directorate of European Union and Foreign Relations of the Ministry of Agriculture and Forestry. Source: taken by the author c. Turkish National Botanical Garden Entrance and Welcome Center. Source: https://www.gecem.com/wp-content/uploads/2022/05/Turkiye-Milli-Botanik-Bahce-ANKARA.jpg..... 191
Figure 6.15. a. Google Earth Satellite Image from 2024 b. The New Campus of the Atatürk Higher Institution of Culture, Language and History Source: b. https://www.ayk.gov.tr/c62-projeler/yeni-yerleske-projesi/ 192
Figure 6.16. Söğütözü and the General Directorate of Forestry Campus of the Ministry of Agriculture and Forestry Source: b. taken by the author d. http://galeri3.arkitera.com/var/albums/Arkiv.com.tr/Proje/hilmi-guner-mimarlik/orman-genel-mudurlugu-yeni-yerleskesi/omyhb%20(1).jpg.jpeg 193
Figure 6.17. Ministry of Agriculture and Forestry Buildings with its near Environment. Source: taken by the author 194
Figure 6.18. Site Plan: Ministry Building (top left), Social Facility Building and Dining Hall (top right). Source: Çankaya Municipality Archive 195

Figure 6.19. a. Ground Floor Plan b. Typical Floor Plan. Source: Toprak, G. (2014), p.115-116..... 196
Figure 6.20.a. A-A Section b. Elevation. Source: Toprak, G. (2014), p.113-118. 197
Figure 6.21. 1. Arch-shaped Façade Element 2. “T” Shaped Arrangement on the Façade 3. Executive Mass and Buttresses on the Facade 198
Figure 6.22. The Ministry of Trade. Source: a. taken by the author b. https://www.aa.com.tr/tr/ekonomi/gumruk-ve-ticaret-bakanligina-400-bin-sikayet/1117919 200
Figure 6.23. Site Plan. Source: Çankaya Municipality Archive 201
Figure 6.24. a. Ground Floor Plan b. 5th Floor Plan. Source: Çankaya Municipality Archive..... 201
Figure 6.25. a. A-A Section b.c. Elevations. Source: Çankaya Municipality Archive 202
Figure 6.26. Düzce Municipality Building by Günday Architecture c. Sihirli Bahçe Montessori Kindergarten by Günday Architecture Source: a. https://www.duzceyerelhaber.com/duzce-belediyesi-gundem-haberleri/58121-belediye-binasi-yikilacak! b. https://www.mimarizm.com/etkinlikler/sergiler/koleksiyon-tsmd-gunday-mimarlik-i-agirliyor_120620 203
Figure 6.27. Ministry of Public Works Designed by Clemens Holzmeister (1933-1934). Source: https://t24.com.tr/yazarlar/sefik-onat/cumhuriyet-in-yeni-baskenti-ankara-ve-yabanci-buyukelcilikler-xvi-turkiye-tarihinin-donum-noktasinda-bir-mimar-clemens-holzmeister-1,38337 204
Figure 6.28. Google Earth Satellite Image Dated 4.08.2025 Source: Google Earth 205
Figure 6.29. Ground Floor Plan. Source: Çankaya Municipality Archive 206
Figure 6.30. 3rd Floor Plan. Source: Çankaya Municipality Archive 206
Figure 6.31. a. Section b. Elevation. Source: Çankaya Municipality Archive 206

Figure 6.32. The Ministry of Environment, Urbanization and Climate Change a. Render b. Current Photo. Source: a. https://icdenetim.csb.gov.tr/baskanligimizin-yeni-adresi-haber-42299 b. taken by the author 207
Figure 6.33. Different Proposals and Renders Prepared for the Ministry by Isad Architecture. https://www.isadmimarlik.com/proje/cevre-ve-sehircilik-bakanligi-hizmet-binasi 207
Figure 6.34. a.b. Ministry of Industry and Technology Additional Service Building designed by same team in 2010 c. Ornaments on the Facade Source: a https://www.rstturk.com/referanslarimiz/bilim-sanayi-ve-teknoloji-bakanligi b. https://tr.foursquare.com/v/bilim-sanayi-ve-teknoloji-bakanlığı/4e1d5d72b0fb93d2d0619509/photos c.taken by the author 208
Figure 6.35. Site Analyses and Site Plan. Source: UZ Architecture Archive 210
Figure 6.36. Disaster and Emergency Management Presidency Service Building Approved Architectural Project Source: Project Presentation – UZ Architecture Archive 211
Figure 6.37. Sections. Source: Serbest Mimar, July 2017/26, p.38-39 212
Figure 6.38. Ground Floor Plan. Source: UZ Architecture Archive 213
Figure 6.39. 5th Floor Plan. Source: UZ Architecture Archive 214
Figure 6.40. Historical References Source: UZ Architecture Archive 215
Figure 6.41. a. BTK Building b. Google Earth Image of the Area 1 The Site 2. The Ministry of Environment, Urbanization and Climate Change 3. AOÇ 80. Year Forest. Source: a. taken by the author 216
Figure 6.42. a. Ground Floor Plan b. 4th Floor Plan. Source: TOKİ Archive 218
Figure 6.43. Section – Elevation. Source: TOKİ Archive 219
Figure 6.44. First Ministry of Health Designed by Theodor Jost between 1926-1927. Source: https://kulturenvanteri.com/en/yer/eski-saglik-bakanligi-binasi/#17.1/39.926483/32.85603 220
Figure 6.45. a. Google Earth Satellite Image from 2024 b. c. The Ministry of Health. Source: taken by the author. 222

Figure 6.46.Columns, Projections and Ornaments on the Facade. Source: https://www.fibrobeton.com.tr/proje-tamamlanan-projeler-bilkent-entegre-saglik-kampusu-98 222
Figure 6.47. The Presidency Complex. Source: https://www.haber1.com/guncel/fetonun-darbe-girisiminin-8-yili-milletin-evi-cumhurbaskanligi-kulliyesi-15-temmuzda-darbecilerin-hedefi-oldu/ 224
Figure 6.48. The Ministry of Health in the context. Source: taken by the author. 224
Figure 6.49. Energy Market Regulatory Authority (EPDK) Building. Source: https://www.petroturk.com/akaryakit-haberleri/epdk-baskani-yilmaz-tavan-fiyat-uygulamasi-yeniden-gundeme-gelebilir 225
Figure 6.50. Site Plan and the 1st Floor Plan. Source: TOKİ Archive 226
Figure 6.51. Details from the Elevation. Source: TOKİ Archive 227
Figure 6.52. Different Proposals and Renders. Source: a. https://adsys-co.com/references/ b. https://www.beonsan.com/portfolio/enerji-piyasasi-duzenleme-kurumu/ 227

LIST OF ABBREVIATIONS

ABBREVIATIONS

AFAD: Disaster and Emergency Management Presidency

AMANPB: Ankara Metropolitan Area Master Plan Bureau

AKP: Justice and Development Party

AOÇ: Atatürk Forest Farm

BTK: Information Technologies and Communications Authorities

CBD: Cental Business District

ÇŞB: Ministry of Environment, Urbanization and Climate Change

DİE: State Institute of Statistics

DMO: State Supply Office

DSİ: State Hydraulic Works, General Directorate of State Hydraulic Works

EPDK: Energy Market Regulatory Authority

FAR: Floor Area Ratio

KGM: Directorate General of Highways

MİA: Merkezi İş Alanı

MTA: Mineral Research and Exploration Institute Facilities

TBMM: Grand National Assembly of Türkiye

TOKİ: Housing Development Administration of the Republic of Türkiye

TSE: Turkish Standards Institution

TÜİK: Turkish Statistical Institute

CHAPTER 1

INTRODUCTION

1.1 Definition of the Problem

As the center of a country, a capital city is a place where political, administrative, economic and cultural activities take place intensively. The diversity and density of urban functions render the planning of such cities a multifaceted and intricate undertaking. Furthermore, the designation of the city as the administrative center of the country imbues the planning process with additional significance, necessitating careful consideration of both its functional operations and its symbolic role. Particularly concentrated in capital cities, government buildings are representatives of the public architecture in a country, besides being the workplace of the bureaucrats and state employees. In other words, they simultaneously embody the state and reflect the common values of the society and its collective approach to the production of the built environment. This increases the importance of the architectural design of these buildings and their spatial organization within the urban context.

The architectural and urban features of these structures are affected both by the technical approaches in planning, urban design and architecture as a design problem, and by the ideological, political, economic and cultural context of the period in which they are produced. Government buildings shaped in this way have the capacity to influence urban space through the built environment they form, especially in capital cities. Understanding the relations between these structures with a shared public mission, and their surroundings in terms of urban, morphological, spatial, and visual aspects is essential both functionally and symbolically.

The declaration of Ankara as the capital city, beyond being a political decision, played a decisive role in shaping the city, both its built environment and the public

open spaces through social, cultural and political dimensions. In the early years of the Republic, government buildings, with their architectural and urban qualities, had a guiding and pioneering role, creating identity and setting an example for other practices. During this period, the Ministries Quarter, as the country's administrative center, was positioned in the city center, shaped by the coordinated planning, urban, and architectural design decisions. The government buildings situated within this quarter, formed a civic center having a unified composition, which was integrated with the center of the city. However, over time, this integrated urban design approach has undergone a fundamental transformation. The governmental buildings that were built in the later periods, have differentiated in many ways, particularly in their location within the city, their spatial organization, and their public character. In this context, how the architectural and urban characteristics of these buildings have changed over time, and how this evolution has influenced the experience of urban space and the identity of the capital, emerges as a topic that deserves further investigation.



Figure 1.1. "New (2015) and old (1957) buildings of Turkish Statistical Institute (TÜİK) in 2019". Source: Photographs taken by the author

In this context, the Eskişehir Road axis in Ankara, where İnönü and Dumlupınar Boulevards follow each other from east to west, stands out as an urban corridor where this transformation can be observed in the design of the government buildings built in different periods. Dumlupınar Boulevad, has also become the extension of

the central business district of Ankara in the urban development process of the city from mid 1980s onwards and in this period, many shopping and business centers, and office buildings have been situated along the axis. The concentration of government buildings in this area began to increase especially in the 2010s with newly constructed buildings. It is observed that the government buildings along this automobile-oriented linear urban development axis are constructed on large parcels with limited access, lacking a coherent spatial pattern and existing as architecturally and urbanistically independent individual complexes.

The post-2000 period in Türkiye has also witnessed significant political shifts, particularly in the organization of the state. During this time, the construction of government buildings increased notably.[1] Through these projects and many others, the built environment has been reshaped under the direction of the central government.

All of these points to a transformation that requires a critical examination in terms of the integration of the governmental buildings that have been built in the last decades, into the urban context and urban life, in terms of the production of public space, and the identity they create in line with the symbolic meaning they carry. Particularly, the mass organization within their parcels, the façade design, the dimensions and scale characteristics of the government buildings on Dumlupınar Boulevard, and the accessibility, the visual and spatial relationships they establish with each other raise questions about the intellectual and technical framework within which this built environment is shaped.

[1] Porgalı, M. S. (2015). *Kamu İdari Hizmet Binalarına Yönelik Yaklaşım ve Süreç Önerisi* [Uzmanlık Tezi, Kalkınma Bakanlığı], 2.

1.2 Aim and Scope of the Thesis

This thesis studies the government buildings built on İnönü Boulevard in the second half of the 20th century, and focuses more specifically on those constructed on Dumlupınar Boulevard in Ankara after 2010. These buildings mostly host the ministries and their central and affiliated organizations within the executive branch of the state.[2] At the core of the thesis lies a multi-dimensional investigation into how Dumlupınar Boulevard, as the urban context in which these structures were located, along with evolving planning strategies, urban and architectural design approaches, ideological-political orientations, and production processes, have influenced the architectural and urban qualities of the government buildings selected. In this perspective, the governmental complexes in capital cities, their urban and spatial characteristics, the planning decisions, policies and practices, and the architectural concepts regarding government buildings are examined.

The literature review revealed that discussions on government structures only addressed specific themes. In the majority of the studies reviewed, the governmental buildings, especially those constructed recently, have not been comprehensively addressed, and they have mostly been examined in terms of concepts such as identity, the relation between ideology and architectural representation in particular. Therefore, a gap in the literature has been identified in this regard. This thesis also aims to fill this gap by addressing the subject from different perspectives.

In the light of this observation, the aim of this thesis is developed around the questions of how the architectural and urban qualities of government buildings in Ankara have changed over time, to examine the effects of this change on the formation of the urban and public space, and on the identity of the capital, and to identify the underlying factors driving this transformation. In doing so, the thesis

[2] In determining these buildings that host the related institutions, the lists in the State Organization Central Registration System (Devlet Teşkilatı Merkezi Kayıt Sistemi-DETSİS) were taken as reference.

aims to examine government buildings through their public, symbolic, and functional dimensions, as well as their relationship with the urban context, and to offer a critical assessment of how these structures are conceived and produced today. Accordingly, the thesis follows a multi-dimensional approach: it first examines the spatial, visual, and functional connections between government buildings and their surroundings; then evaluates their capacity to produce or support public space and accessibility; and finally, it considers their symbolic meaning and role in representing the state and national identity within the urban fabric. Questions such as whether these structures are integrated with the city and each other, or they are isolated, whether they only fulfill an administrative function, or also contribute meaningfully to the urban environment and the city will be examined in this study.

As to the structure of the thesis, the subjects covered are examined in three main sections. The Chapter-2 focuses on capital cities and government buildings from different periods and countries. By conducting an extensive research on this subject, the main concepts and approaches are determined, leading examples of capital cities are studied in terms of their urban and architectural qualities, and the political, economic and social contexts that shaped them to form a base for the development of the research methodology, and the case studies.

In line with the proposed research method, the third chapter focuses on the spatial transformation of government buildings in Ankara. It begins with a historical overview of government buildings during the establishment years of the Republic, followed by an analysis of the planned development of Ankara as the capital and the creation of the Ministries Quarter. The chapter continues by tracing the westward expansion of government buildings along Eskişehir State Highway and İnönü Boulevard after the 1950s. Special emphasis is placed on the transformation of Eskişehir Road into the principal governmental axis following the 1990 Metropolitan Area Master Plan, and the subsequent development plans and land-use decisions that shaped this axis. The chapter concludes with an evaluation of the resulting built environment, focusing on its spatial and visual characteristics.

Eskişehir Road, composed of two sections -i.e. İnönü Boulevard and Dumlupınar Boulevard- displays a historical and spatial continuity in terms of government buildings. Thanks to this continuity, it is possible to conduct comparative studies on the buildings built in different periods and identify changes.

The fourth chapter investigates time-specific factors, particularly the changing policies and approaches regarding the architecture of public buildings. It presents a historical account of public building production practices in Türkiye and critically evaluates the prominent tendencies that have emerged after 2010, with an emphasis on the evolving role of the state and institutional shifts in building production.

In the fifth chapter, the acquisition process of the projects based on different methods was examined to determine their impact on the architectural and urban design. Different decision makers and users, their spatial needs, requests and selection criteria are examined in this part. Then the findings of the research are evaluated in relation with the official documents such as laws, regulations, guides, etc. on this subject. Finally, it evaluates the emerging determinants and shifting dynamics in the design of public buildings through an analysis of continuities and transformations in recent practices.

In the light of this information, Chapter-6 was devoted to case studies on this axis. The government buildings constructed in different periods on İsmet İnönü Boulevard, and the first phase of Dumlupınar Boulevard were examined separately in order to compare the case-studies to provide information about the change and development of the government buildings built in different periods in Ankara. Then, the sudy focuses on the buildings within the study area (Dumlupınar Boulevard Stage II) are examined one by one. In this section, the selected public buildings are analyzed in terms of urban planning, urban design and architectural design; in the last section, a general evaluation is made, and conclusions are presented in the light of the findings.

1.3 Literature Review

The first stage of the literature review was to investigate the studies and the knowledge produced in this field so far through master theses and dissertations. Firstly, searches were made on “public buildings” and many master theses and dissertations were found both in the global thesis search system Proquest and in the Thesis Center of the Council of Higher Education (YÖK). Among these theses, it has been observed that the number of studies focusing only on public buildings focusing on a particular city is high. Some of these dissertations have just statements like “Public buildings in/at…” in their thesis title without any emphasis on a concept or examination criteria. On the other hand, public buildings that host the government have always been associated with the concepts like politics, ideology, power etc. by their nature; their architecture have been regarded as materialization and representation of the political, economic, social and administrative conditions of their era. It is common to approach the public buildings from similar perspective in theses and dissertations. In this context, the most frequently encountered terms / words / themes in the titles of these theses can be exemplified as “representation of the power”, “power and image of the state/emperor”, “civic pride and civic values”, “social/national identity”, “government policies”, “politics”, “memory”, “style”, “iconography”, “monumentality” etc. In addition to the doctoral studies, there are also master theses that examine the accessibility, sustainability kind of properties of the public buildings.

Later, the thesis studies, the study area of which is Eskişehir Road or Dumlupınar Boulevard were scanned, and no theses were found in the searches made in Proquest with these keywords. In the searches made in the YÖK Thesis Center, 9 theses were identified, 8 of which were master thesis and only one of them was a doctoral thesis,

written in the fields of architecture and city and regional planning.[3] The fact that the first of these thesis dissertations was written in 2008, and the publication dates were mostly after 2018 is also consistent with the results of periodic examinations in terms of the development of the Eskişehir Road. As it was stated before, this road has been one of the main axes of development in Ankara, with its multi-storey business centres, and visited mostly because of the shopping malls, restaurants and cafes located within the shopping malls. It is observed that in the thesis studies on the Eskişehir Road, the area is mostly studied as an "urban development artery," through the concepts such as globalization, global economy, neoliberalism, and "capitalist consumption". The changes that Eskişehir Road has experienced especially since the 2000s, are evaluated as a "rapid transformation" in most of the studies, and in some theses, the effects of this situation on the meaning and structure of the urban and public spaces are examined. "Urban Identity" and "Spatial Identity" are also

[3] Tekin, T. (2008). *Transformation of an Urban "Vector": Eskişehir Highway, Ankara* [Master's thesis, Middle East Technical University].

Gökdemir, O. B. (2009). *Architecture as an Urban and Social Sign: Understanding the Nature of Urban Transformation in Eskişehir Highway, Ankara* [Master's thesis, Middle East Technical University].

Toprak, G. (2014). *Ofis Yapılarının, Tasarım Kriterleri ve Mekansal Oluşumlar Üzerinden İncelenmesi: Ankara İli Eskişehir Yolu Örneği* [Master's thesis, Gazi University].

Acar, H. (2018). *Yüksek Yapılarda Boşluğu Tasarlamak: Ankara Eskişehir Yolu Aksı* [Master's thesis, Dicle University].

Şahin, İ. (2018). *Kentsel Gelişim Arterlerindeki Yüksek Yapıların Kent Kimliğine Etkisi, Ankara Eskişehir Yolu Örneği* [Master's thesis, Gazi University].

Bekmezci, B. (2019). *Kentsel / Kamusal Arayüzler Üzerine Bir Değerlendirme: Dumlupınar Bulvarı Alan Çalışması* [Master's thesis, Gazi University].

Günel, A. (2020). *Re-mapping Contemporary Architecture in Turkey Based on the Relationship Between Urbanism and Architecture: Eskişehir Road Develeopment in Ankara* Master's thesis, Middle East Technical University].

Uysal Bilge, F. (2020). *Gelişen Kentlerde Ulaşım KoridorlarI Üzerindeki Açık Mekanların Kentsel Kamusal Alan Olarak Geliştirilmesine Yönelik Bir Çözümleme ve Yöntem Önerisi* [Doctoral dissertation, Atılım University].

Tokmakoğlu, İ. N. (2022). *Neoliberal Politikalar Etkisinde Mekânsal Kimlik İnşası: Eskişehir Yolu Bakanlık Binaları* [Master's thesis, Eskişehir Osmangazi University].

common subjects of examination in some of these studies. While some of these theses examine Eskişehir Road as a part of the city, some focus on a certain type of structure such as high-rise buildings, office buildings, and ministry buildings on the axis. Although a recent master's thesis study seems to have similarities with this study in terms of its field of study, it is different in its scope. Within the scope of this thesis study titled "Spatial Identity Construction under the Influence of Neoliberal Policies: Ministry Buildings in Eskişehir Road"[4], "the impact of neoliberalism on urban space" is discussed with general evaluations made under the titles of "fragmentation", "limited publicness" and "high-rise constructions" via ministry buildings. Although Eskişehir Road hosts many ministry buildings built in different periods and contexts, no categorization was made in this sense within the scope of the thesis. All ministry buildings constructed after the 1980s, when neoliberal policies were accepted to have become widespread in Türkiye, were considered as "neoliberal period ministry buildings" and the evaluations were made accordingly.[5]

When the literature is examined in other discussions on topics such as "publicity", "public space", "public buildings" have always been on the agenda, not only in the field of architecture but also in many disciplines. However, the special political, social and economic conditions of the Republic of Türkiye in the last 20 years, including the process of government system change, have led to an increase in the number of discussions on these issues. In this regard, there are many books and articles that focus on the period under the rule of Justice and Development Party and address the "transformation" in this period from a spatial and architectural perspective.

Two articles published under the title "Architecture and Power" in the March-April 2013 issue of the *Mimarlık* Journal can be considered as early examples of these

---

[4] Tokmakoğlu, İ. N. (2022). *Neoliberal Politikalar Etkisinde Mekânsal Kimlik İnşası: Eskişehir Yolu Bakanlık Binaları* [Master's thesis, Eskişehir Osmangazi University].

[5] The examination of the architectural design of the buildings was made only in terms of number of floors.

discussions. The first of these is Aysu Akalın's article "The Identity of Power and Today's Courthouses." Akalın starts her discussions with "the different levels of power of the government" and describes today's urban spaces as "the showplace of imposing politicians." She emphasizes that the space produced in this direction has a an architectural identity searched for the representation of power focused on the subject rather than a national or institutional identity focused on the object. She handles the use of domes and pointed arches in the Courthouses, and the efforts to resemble Seljuk caravanserais and incorporate Ottoman architectural elements with different references from the literature and evaluates as "inheritance manufacturing" and "nostalgia instinct".[6]

The second is Hakan Sağlam's article titled "An Inquiry on Contemporary Courthouses." In this article, Sağlam evaluates the subject from what he calls "an architectural perspective" through interviews with architects who make theoretical investigations as an academician and work as practicing. He interviewed four architects Adnan Aksu, Cem Açıkkol, Pınar Dinç and Hasan Özbay, to discuss "the historical façade arrangements in today's courthouses in the context of power-ideology-identity relations" and what their thoughts on "the relationship between the courthouses and monumentality" and "the process of obtaining these buildings" are. Adnan Aksu's comments on monumentality and the methods of obtaining the architectural projects of these buildings are as follows:

> "[…] The courthouse does not have to be strong and monumental, first I want to trust in justice. […]. A human-scale building can also establish this relationship. All public buildings should be designed through competitions. Invited competitions can be held for very special occasions, but I do not think this is necessary for courthouses, invited competitions cannot develop creative thinking because they focus only on obtaining buildings."

[6] Akalın, A. (2013). "'İktidar Kimliği' ve Günümüz Adalet Sarayları". *Mimarlık (370),* 20-22.

Cem Açıkkol also emphasizes that national competitions should be preferred as a method and makes an evaluation based on identity and different building types:

> "Identity is important for public buildings. It is not right to melt all public buildings in one pot in terms of identity. Public buildings contain various programs. The identities of these buildings should change according to their own programs. There should be differences between schools, courthouses and government buildings. Courthouses should not to create pressure. For this reason, I am against the monumentality of courthouses."

During the interview, Pınar Dinç and Hasan Özbay also supported the widespread view that competitions are the only method that should be used in the process of obtaining these buildings, Özbay expressing this in the following words:

> "The public [sector] obtains projects either through tender or competition. In the tender method, the project is given to the person who offers the lowest price without a project in place. In the competition, the issue is not the project cost but the design. While the first is a model based on quantity, the second is a model based on quality." [7]

The changes made to the "Natural and Historical Protected Area" status of the Atatürk Forest Farm (AOÇ) in 2011, and the subsequent construction of the Presidential Complex in Beştepe within the borders of the AOÇ, have been met with criticism, especially by architects, planning experts and academics in many respects, especially in terms of the site selection and its architectural qualities. In 2014, the opening of the complex and the images appearing in the press further heated up the debate. Such that, the first issue of the *Dosya*, the magazine of the Ankara Branch of the Chamber of Architects of the Union of Chambers of Turkish Engineers and Architects (TMMOB), published in 2015, was devoted to the Presidential Complex. The title chosen by the file editors Berin Gür and Elvan Altan for the introductory

[7] Sağlam, H. (2013). "Günümüz Adalet Sarayları Üzerine Bir Sorgulama". *Mimarlık (370)*

article, summarizes the perspective from which they approach the subject: “İktidarın Gösteri(ş) Mekânı” (space of spectacle / show of the power). Other authors whose articles appear in the journal also take a similar approach and examine the subject from a critical perspective.[8] In his article titled “Revanchist Architecture in the AK Party Period” published in the same year in *Mimarlık* magazine, Ali Uzay Peker evaluates the AK Party’s public and state architecture, which is described as “national”, as an embodiment of the neoliberal and nationalist-conservative ideology. He defends the idea that one of the most important functions of public buildings such as the courthouse, the mufti's office, the police department service building, the school and similar buildings built with this understanding is to make propaganda in this sense.[9]

During this period, it is possible to come across discussions in which the issue was addressed specifically for almost every type of public structure. Bülent Batuman is who has addressed the subject from many perspectives, both urban and architectural, has made important studies in this field and brought them together in the books and articles he has written. His article titled “From School Facades to the ‘Presidential Palace’: Ottoman-Seljuk as Architectural Representation and the (Re)construction of the Nation as Millet” published in *Arredamento Mimarlık* Magazine in 2014 is one of the first of these.[10] In his discussions, Batuman generally addresses the issue through the “relationship between Islamism and the built environment” and he defines the “transformation” that Türkiye has experienced in the last 20 years under the rule of “pro-Islamic Justice and Development Party” with his own words as “new Islamist nation (re)building”. In his book of *New Islamist Architecture and Urbanism: Negotiating Nation and Islam Through Built Environment in Turkey*, which he wrote in 2017, he analyzes examples of “housing compounds, mosques,

[8] Gür, B., Altan, E. (2015 Eds.) *Dosya 34: AOÇ l 39°55'51.4"N 32°47'57.3"E.* TMMOB Mimarlar Odası Ankara Şubesi
[9] Peker, A. U. (2015). “AKP Döneminde Rövanşist Mimari”. *Mimarlık 386*
[10] Batuman, B. (2014). “Okul Cephelerinden’Cumhurbaşkanlığı Sarayı’na: Mimari Temsil Olarak Osmanlı-Selçuklu ve Ulusun Millet Olarak (Yeniden) İnşası”. *Arredamento Mimarlık* 285, 65-73.

public spaces and the presidential residence" as the components of the "Islamist milieu". Especially in the last section, he makes significant evaluations on public architecture through the Presidential Complex and examines the "neoclassical Ottoman-Seljuk architecture" that is intended to be implemented in public buildings under the following headings: "Variations on revivalism", "Re-inventing national architecture", "Reception of 'Ottoman-Seljuk style'" and "Post-national neoclassicism".[11] The concepts that Batuman uses here provide important clues about his perspective on the subject.

As for Gencay Serter's book titled *The Construction of the Conservative City: The Place of Space in the Relationship between Neoliberalism and Conservatism*, published in 2018, treats space as an ideological tool and tries to analyze the production process of space with the concepts of neoliberalism and conservatism, specifically in Türkiye. During these analyses, he lists the forms of spatial intervention during the AK Party period as "construction sector", "divided city", "city center", "spatial representation and symbols" and "urban services" and discusses them under these headings.[12]

Reyhan Ünal Çınar, on the other hand, considers all these practices carried out for the built environment during the AKP government as a "neo-Ottoman nostalgia production" or "a commodified representation of a so-called past fiction that has never been lived or experienced". With an understanding similar to Akalın's definition of "government identity," she argues that these practices are shaped solely by a memory belonging to the government and what this memory remembers. In her book titled *Memory Struggle in the AKP Government*, published in 2020, academic Ünal Çınar discusses issues such as mega projects, urban transformations, memory

[11] Batuman., B. (2019). *Milletin Mimarisi Yeni İslamcı Ulus İnşasının Kent ve Mekan Siyaseti.* Metis Yayınları.
[12] Serter, G. (2018). *Muhafazakâr Kentin İnşası: Neoliberalizm ve Muhafazakarlık İlişkisinde Mekânın Yeri.* NotaBene Yayınları.

spaces, commemoration ceremonies, architecture and naming of spaces, together with the concept of memory.[13]

The constitutional amendment and transition to the presidential government system as a result of the referendum held in 2017, is an important change for the Republic of Türkiye and a situation that concerns everyone. This transition has caused much debate in terms of its effects on the built environment, as the new system has changed the balance of power between the organs of the state and therefore the relationship between political power and architecture. For this thesis research focusing on the government buildings, the changes that this situation brings about in the structure of the executive power and the hierarchy and relationship between the organs of the state are also considered important. This system change, which transforms the central administration, is examined from the perspective of ministries, especially in the field of public administration, and is the subject of many studies. Readings from these sources show that there is a hierarchical relationship between the President, who is at the head of the executive branch, and the ministries in this system, and since public policies are largely determined by the President, the ministries only have an implementing function.[14]

As a result of the literature review, it is possible to say that the determinants affecting the design of public buildings have not been addressed comprehensively. The studies are mainly focused on issues of identity and architectural representation. In this context, this thesis aims to fill the gap in the literature in this respect.

---

[13] Ünal Çınar, R. (2020). *AKP İktidarında Bellek Mücadelesi.* İletişim Yayınları.
[14] Nacak, O. (2020). "Parlamenter ve Cumhurbaşkanlığı Hükümet Sistemlerinden Hareketle Bakan ve Bakanlıkların Karşılaştırmalı Analizi". *Journal of Management and Economics Research* 18/1, 138-157.

1.4 Methodology

In seeking answers to the questions determined in line with the aim of the thesis, first the political, ideological and economic context of the periods in which the buildings were produced are studied. Secondly the development of the urban context and architectural understanding in which they were a part, the planning decisions related to government buildings in Ankara, the urban design and architectural design approaches adopted, their designers and design processes are examined. The findings of this study are addressed within the scope of the thesis as "factors determining the architectural and urban aspects of government buildings". The multilayered and multifaceted nature of the research necessitates a systematic approach to guide the analysis of these factors. To this end, a specific methodological approach that groups these factors along spatial, periodic, and methodological lines, has been developed.

Seven government buildings located on Dumlupınar Boulevard and within its area of influence, constructed after 2010, are analyzed with regard to their urban and architectural specificities in light of this information as part of the case study. These analyses were conducted based on the selected buildings' location on the boulevard, and their environmental relations, the plot size, the geometry, and other characteristics, the ground level usage, their formal characteristics, the scale, the façade organization and language, the symbolic expressions, and also the pedestrian accessibility and vehicle circulation.

During the study, the development of the Eskişehir Road and the location of government buildings were examined through relevant Master Plans and Implementation Development Plans, plan notes, reports, and official decrees. These documents were obtained from the Çankaya Municipality archives. Furthermore, discussions held at the panels and workshops organized on the development and planning of both the Eskişehir Road and Ankara were examined to understand the intellectual background of the decision-making processes and planning approaches.

The architectural and urban characteristics of the case-studies were primarily examined through the architectural drawings. These drawings were obtained from the Housing Development Administration of the Republic of Türkiye (TOKİ). Furthermore, various online sources, including the official websites of the relevant institutions, and the publications about the architectural design of these structures were reviewed, allowing us to gather information on both the structures and the general approach. Finally, a number of excursions to the site was conducted to personally experience the area, and photographs were taken to visually document the studied buildings. The architect or the architectural team who designed three of the seven government buildings within the case-study area was personally interviewed in November 2024, and information was obtained about the design of the studied building and the process of project development, as well as the general comments and criticisms of the individuals on the subject.[15]

The questions asked to the architects are aimed at understanding the design process of the buildings; the relationship of this process with the urban, political, ideological and cultural context, and the approaches adopted. In this context, the architects were interviewed about the design process around questions such as how the process started, what were the expectations from the architectural team, the content of the architectural program, the nature of the relationships with the user institution and other authorities, the decision-making mechanism, the key design decisions and what the constraints were, if any, etc. Regarding the urban context, the architects were first asked for their views on Dumlupınar Boulevard and the placement of government buildings along it. They were then asked how the location, and specifically the plot, influenced their design and whether the building was intended to connect with other surrounding public buildings or the urban fabric. In addition, information was

[15] One of the other buildings was designed by architects within TOKİ, and the architectural team that designed the other two responded negatively to the request for an interview. In this context, a series of interviews were conducted in November 2024 with Architect Mete Öz, one of the designers of the AFAD building, Architect Günay Erdem, the designer of the BTK building, and Architect Hüseyin Keçeci, the designer of the Ministry of Agriculture and Forestry building.

obtained about the decisions taken regarding the accessibility of the building (pedestrian, vehicle, service) and whether the building could be accessed or used by the public, to be used during the evaluation of the building in terms of publicity and accessibility. As to the architectural expression, questions such as "Did you think that the building, as a government structure, had a responsibility to represent the "state" or the "public sector"?", "What kind of architectural approach did you adopt in your design, what factors played a role in determining this approach?", "Do you think that the political or ideological orientations of the period in which the building was built influenced the design?" and "Was there an effort to create integrity with the other government buildings on Dumlupınar Boulevard?" were asked. Finally, the architects were invited to share their overall reflections on the topic through questions such as: "What are your personal observations regarding the spatial and architectural changes in government buildings over time in Ankara?" and "In your view, what kind of image do Ankara's public buildings present?"

During the research on the political and ideological context of the period in which the structures were constructed, in addition to the literature review, the announcements published on the official websites of relevant institutions, especially the Ministry of Environment, Urbanization and Climate Change (ÇŞB), the statements made by officials, and newspapers were reviewed to gather information on the government buildings constructed around the Eskişehir Road particularly after 2002. The process of obtaining the architectural projects for the government buildings, and the laws, regulations and official guidelines affecting the design of these buildings are also examined.

In the final stage, the findings of the case studies conducted through selected government buildings were evaluated in terms of the "factors determining the architectural and urban aspects of government buildings," the validity of the identified factors, and the extent of their impact were studied. It is considered that the study of these factors will provide a methodological framework to evaluate the urban and architectural features of the buildings as products, and their qualities as structures representing the governmental or public sector. The government buildings

from different periods aligned on the Eskişehir Road were analyzed comparatively by using this framework, and the changes in terms of architectural, urban and public qualities and the transformation of the understanding of the capital's identity and the role of government structures were evaluated in these terms.

1.5 A Research Method for The Determination of the Factors Affecting Urban and Architectural Aspects of Government Buildings

In this thesis, the primary motivation is to identify the factors affecting urban and architectural aspects of government buildings from a multidimensional perspective and to comprehensively uncover the interrelations among these factors. In order to develop the research methodology, the findings from the studies discussed in Chapter 2 were utilized as a foundational reference. Within this framework, interpretive mapping analyses were conducted on government buildings constructed between 1930 and 2020 along İnönü and Dumlupınar Boulevards in Ankara. Mapping based on spatial organization was integrated with additional data and subjected to interpretive analysis. Based on the findings from these analyses, the factors were identified. Here, the factors, categorized within the methodology framework and organized under the main headings, were explored in detail through comprehensive examinations in the case study. In the last section, the detected factors were put into a table to be tested through case studies on the selected government buildings on Eskişehir Road Stage II.

An examination of capital cities and government buildings, around the world, reveals that the architectural and urban design of government buildings is influenced by various factors. These include different design approaches, methods, and processes; diverse actors involved in the process, such as executives, decision-makers, and designers; and the political, economic, and cultural context of the period that determines basic orientations and policies. Also, it is significant that these factors interact and influence each other in a dynamic manner. These findings form the

foundation for the development of a methodology aimed at identifying the factors that shape the architectural and urban design of government buildings.

Moreover, the spatial organization of government buildings -whether dispersed across the city or concentrated in a specific area- was identified as a factor directly influencing the capital city's identity defined by its status as capital. This demonstrates that the location and placement of these structures within the city have a direct impact on the urban identity and the symbolic meaning of these structures within the city. A similar approach is also evident in the theoretical studies of how people perceive the physical environment. For example, Kevin Lynch draws attention to the role of the formal qualities of the urban environment in the environmental image and the creation of a strong urban identity. According to Lynch, "continuance of edge or surface", "nearness of parts (as a cluster of buildings)", "repetition of rhythmic interval", "similarity, analogy, or harmony of surface, form, or use (as in a common building material, repetitive pattern of bay windows, similarity of market activity, use of common signs)" facilitate the perception of the physical environment as a singular and holistic image in the mind.[16] In this context, the spatial integrity of government buildings goes beyond being a mere functional choice; it also increases the potential to create a defined and legible urban space that contributes to the image of the capital. Therefore, the potential symbolism of these buildings and their impact on urban identity should be evaluated within this context.

Taking this into account, a spatial analysis was first conducted by mapping all government buildings located along the line and within the impact area between Akay and Beytepe Junctions on Eskişehir Road. This analysis aimed to identify the distribution of government buildings along the axis, key focal points, and spatial patterns. The resulting maps first revealed that government buildings were clustered in specific areas along the axis. However, the concentration of these structures in certain areas cannot be explained solely by physical proximity. This concentration is

[16] Lynch, K. (1990). *The Image of the City*. MIT Press, 106.

also related to their location in areas determined by similar planning approaches and decisions during certain periods. This also reveals that these structures are located within the same urban context.

Then the outcomes of the spatial analysis were completed with building-specific data to uncover the underlying patterns. In the second stage, the identified buildings were listed, and an investigation was made on information such as the years when these buildings were constructed, their acquisition processes, and their designers. When the findings from this research were combined with the mapping studies, it was revealed that the subgroups created by the clusters shared commonalities not only in terms of location but also in terms of these characteristics. In other words, government buildings the projects of which were obtained through similar methods in the recent times are clustered in the same areas, forming (sub)groups along the Eskişehir Road axis (Figure 1.2).

In line with this finding, the periodic grouping of the government structures, along with a spatial grouping, suggests that there may be common periodic factors affecting the urban and architectural design, such that they may have been shaped in similar political, economic and cultural contexts and within the framework of common ideological orientations and policies. Likewise, the fact that they were obtained using similar methods may indicate a shared factor related to the processes and mechanisms involved. In accordance with these, it was concluded that the factors should be addressed under three main headings: Spatial factors, conjunctural factors and procedural factors.

In the next phase, the studies were conducted under these headings to identify the factors that may have determined the architectural and urban design of the government buildings constructed on Dumlupınar Boulevard after 2010. First, the development of Eskişehir Road was examined based on planning decisions, and this axis was analyzed as an urban context within which government buildings are located to identify the determining spatial factors. Then, the periodic factors were investigated, focusing on the political approaches that emerged in the 2000s, and the

ways these approaches shaped the built environment. Finally, as the final step, the process of obtaining the architectural projects for these buildings was examined in order to identify the procedural factors. In conclusion, a pattern was created from the findings obtained as a result of all these examinations and a list of factors was drawn up to be tested on the buildings within the study area.

Based on this research method, studies on different building clusters on the axis and the government buildings built in different periods were conducted to compare their urban and architectural qualities, and to identify changes and similarities.



Figure 1.2. Map of the Location of Government Buildings Clustered Around Eskişehir Road (A larger version of the map is also available in the appendix)

CHAPTER 2

CAPITAL CITIES AND GOVERNMENT BUILDINGS

The state is defined as a "political organization of society", or "the institutions of government;" as "a form of human association," the purpose of which is to ensure order and security of a society by enforcing laws in a territory.[17] However, in order to achieve this, it must have sovereignty over a given piece of land, that is, the power to make and implement laws that regulate the political, economic, social, etc. life of the society. This also brings with it many duties and responsibilities for the state. As an organization, it has a complex and multifaceted structure and functioning specialized in line with all these, and it operates through different organs and institutions.

Therefore, it is possible to argue that the features of the society and territory over which the state establishes sovereignty. The power it possesses and the source of this power, its objectives, its organizational framework and processes by which it exercises power and governance with its institutions. These variables determine also the relationship between the state and space, that involves the built environment, and architecture.

First, it is important to meet the spatial needs of the state's organs and institutions in terms of the functioning of the state. But the structures that house these organs and institutions, are not merely functional facilities. They are the physical equivalent of the abstract concept of the state and its characteristics. Therefore, their architecture is considered representative of the state institutions at a given period.

[17] https://www.britannica.com/topic/state-sovereign-political-entity

According to Michael Minkenberg, in addition to serving its purpose, each building reflects the power, wealth, worldview etc. of those who build and use it. But official buildings also reflect the aims and ideology of the political regime, and they have the power to provide meaning or legitimacy to the authorities. Here, Minkenberg considers the state as a power and defines this type of relationship between "power and architecture" as a "traditional approach." In this approach, "official architecture follows the functional logic of its political usefulness, reflecting public orders or social interests, and shaped by its political and cultural contexts".[18] On the other hand, architecture should be considered not only as a means of visual and spatial legitimacy, but also as an "act of constituting political reality" because the meaning of an official building and its architecture is multifaceted and do not only reflect the intentions of the designer or the politicians and the other decision makers.[19]

The complex and multi-component structure of the state both increases and diversifies its spatial needs. There is also a need for spaces that will host public services provided by the state. While it is possible to read relations between state and architecture primarily through government structures that house it, it is also possible to observe through other public structures. At this point, the urban design of these structures is also important.

On the other hand, the state does not only shape the built environment through these structures. It also determines the formation of the urban space directly or indirectly with its decisions and practices, while arranging political, economic and social life. In Henri Lefebvre's discussions on the subject, the relationship between space and state is addressed in a much broader framework, with many aspects such as conceptual, physical, practical, abstract, etc. According to Lefebvre, the state "cannot

[18] Minkenberg, M. (2014). Power and Architecture: The Construction of Capitals, the Politics of Space, and the Space of Politics. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.2). New York; Oxford: Berghahn
[19] Ibid., pp. 2-3.

be conceived of without reference to the *instrumental* space that they make use of"[20] or "there is no sense in which space can be treated solely as an *a priori* condition of the institutions and state presides over them".[21] He also says that the expectation of the state and its institutions from the space is that it serves them.[22] The most important condition for this is to be able to be shaped according to "their specific requirements".[23] All the relationships described here carry political and ideological subtexts and both texts and relations can vary for different forms of state and political power. However, "[…] each state claims to produce a space wherein something is accomplished […] a space, even where something is brought to perfection: namely, a unified and hence homogeneous society".[24]

In light of this argument, in this chapter, historical, urban and architectural analyses on capitals and government buildings around the world will be conducted to identify concepts and approaches and analyze relationships to be used during the development of the research methodology.

2.1 Capital Cities as Government Centers

According to its dictionary definition, capitals are cities where "the center of government of a country or smaller political area".[25] In that vein, they can be defined as the places where the general policy of the country is determined and the state is embodied physically.[26] Based on these descriptions, it can be said that being the place where a government exercises its authority and runs the country is the most significant feature of the capitals, it is known that there is only one capital in the

[20] Lefebvre, H. (2009). *The Production of Space*. Malden, MA: Blackwell, 281
[21] Ibid., pp. 85.
[22] Ibid., pp. 281.
[23] Ibid., pp. 85.
[24] Ibid., pp. 281.
[25] https://dictionary.cambridge.org/tr/s%C3%B6zl%C3%BCk/ingilizce/capital
[26] Çınar, T. (2004). *Dünyada ve Türkiye'de Başkentlik Sorunu*. Ankara: Mülkiyeliler Birliği Vakfı Yayınları, 2.

world with no governmental function, that is Amsterdam.[27] Although Amsterdam is the capital of Netherlands, the parliament and government buildings are located in the Hague.

Lewis Mumford also grounds the formation of the capital cities on this governmental function in his book *The City in History*. According to Mumford, the emergence of the capitals is a natural consequence of the centralization of authority, and these capitals are the cities close to critical points for commercial and military activities. By means of this kind of advantages, they have an important power in ensuring and protecting the existence and unity of the state, and especially after the 16th century, cities that house a royal court grew in population, area and wealth. This situation did not change after the states of the modern world began to be established and the capitals continued to be the most populous cities. [28]

The number of the capitals has also increased in the course of time and the large part of this increase occurred in the 20th century. Because there were three important political changes that directly affected both the number of the capitals and their situations, as Peter Hall explained:

> "The first is the dismemberment of empires, both land based (Germany, Austria and Russia) and sea-based (Britain, France, Portugal). The second is the development of new federal systems (Australia, South Africa, Germany, Spain, and the Soviet Union) and the development of more decentralized systems within a centralized framework (France). The third is the development of new super-national groupings (the League of Nations, the United Nations and its agencies, the Council of Europe, the European Communities)".[29]

---

[27] Hall, P. (2006). Seven Types of Capital City. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.8). Routledge.
[28] Ibid.
[29] Hall., op cit. 9.

In 1900, there were only about 40 capitals and half of these were in Latin America. In the early 2000s, this number increased to more than 200.[30]

The increase in the number has also led to an increase in diversity, these new capitals have different characteristics, and answers the question of "center of what" differently. In the light of these, Peter Hall categorizes the capitals into seven as "multi-function capitals", "global capitals", "political capitals", "former capitals", "ex-Imperial capitals", "provincial capitals" and "super capitals". First category covers the capitals like London, Paris, Madrid, Stockholm, Moscow and Tokyo where almost all activities at the "highest national level" take place. "Global capitals" have a super-national identity in terms of political and / or commercial activities like London and Tokyo and this can be regarded as a special case of first one. Third, "political capitals", their most significant and dominant feature is hosting the government and other functions are rarely carried out in these cities like The Hague, Bonn, Washington, Ottawa, Canberra, Brasília. Cities that had been the capital of the country in a period of history but have now lost this feature are "former capitals", generally these cities preserve their historical values like Berlin, St. Petersburg, Philadelphia, Rio de Janeiro. Examples of "ex-Imperial capitals" are London, Madrid, Lisbon, Vienna and İstanbul. As for "provincial capitals", they are the capitals that used to be the capitals of the entire country, but they are now only the capital of province they are in, like Milan, Stuttgart, Munich, Montréal, Toronto, Sydney, Melbourne, New York. Lastly "super capitals" are the centers of the international organizations, and these capitals can also be the national capitals, but this is not necessary. Capitals like Brussels, Strasbourg, Geneva, Rome and New York are in this category.[31]

---

[30] Gordon, D. L. A. (2006). Capital Cities in the Twentieth Century. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.1). Routledge.
[31] Hall., op cit. 8-9.

Based on this classification and many others, it can be said that a capital city can take many guises according to its political, economic, historical, international etc. characteristics, different associations, establishments, institutions and formations it contains, interactions, compromises or maybe conflicts between these entities. However, this study focuses more on the administrative functions of capitals due to its scope and aforementioned research questions. This function is described as "the traditional role of capitals" and capitals are regarded as "an essential component of the system of authority of the ruler and the organizing function" by Rapoport. [32] In addition to that, this function requires the buildings and complexes representing the public interest and housing the public institutions and organizations.[33] In a similar vein, according to Pierre Charles L'Enfant, the planner of Washington, capital of the United States, the existence and the development of capitals, unlike other cities, were mainly based on their public buildings rather than trade centers.[34] However, capitals differ from each other in this sense, as they differ in many other features. In addition, capitals, which change and transform over time due to their dynamic structures, also have different characteristics in terms of the reflection of administrative functions on the city in different periods. For example, around the same period when L'Enfant designed the city of Washington from scratch as an administrative center with this understanding, the situation in London and Paris, which were already fulfilling their duties as capitals, was as follows, as Amos Rapoport explains:

> "After monarchy in the true sense was ritually destroyed in 1649 in Britain and 1793 in France, […] London, as an imperial capital, was hardly a grand setting for royal spectacles. Its dominance was military, economic and cultural. Beginning with post-revolutionary France, the state is increasingly

[32] Rapoport, A. (1993). On the Nature of Capitals and Their Physical Expression. In J. Taylor, J. G. Lengellé & C. Andrew (Eds.), *Capital Cities: International Perspectives* (pp. 32). Ottowa: Carleton University Press
[33] Lyndon, D. (1987). Public Buildings: Symbols Qualified by Experience. In N. Glazer, M. Lilla (Eds.), *The Public Face of Architecture* (pp.158). New York: Free Press.
[34] Mumford., op cit. 409.

> symbolized by flags, statues and other such symbols. Flags on public buildings, statues and monuments […] become crucial. Political meaning is increasingly communicated by single elements, fixed and semifixed, rather than the city or even parts of it. […] Of course, as new elements develop in capitals, whether monuments, parliaments, secretariats, ministries, courts or presidential mansions, or even opera houses, bridges and stock exchanges, there is an attempt to make them grand and impressive".[35]

These kinds of differences, which we can see between Washington and London and Paris, and the different relationships between capitals and their administrative functions, form the basis of Lawrence Vale's categorization of modern capitals. In this categorization, whether a city has hosted this function continuously for many years, has been declared as capital at different times, or has been designed from scratch after being declared as capital, is also considered.

Vale places London, Paris, Vienna and Berlin in the group of "evolved capitals". These cities have been the capital of a country for centuries and have changed and transformed as a result of political, bureaucratic, social, etc. developments in time. According to Vale, they have also gradually adapted to changes in the structure of the government.[36]

As one of these countries, in Great Britain, the political power has been shared over the past millennia, with varying balances between the crown, the church, and the parliament. According to Vale, "each of these forces retains its architectural presence in the London cityscape," however, "a monumental treatment of the contemporary center of British political power" is dramatically missing, as stated by Rapoport, and the attempts to transform London into a capital city physically have been started relatively recently. After the establishment of the London County Council in 1888, the city started to enrich in terms of government buildings, County Hall, the War

[35] Rapoport., op cit. 54-55.
[36] Vale, L. J. (2008). *Architecture, Power, and National Identity.* Routledge, 19-22.

Office in Whitehall and many others had been constructed between 1906-1913.[37] However, according to Dennis Hardy, situations like absence of formal policies and plans to encourage London as a capital and the lack of reflection of the city's capital status on public architecture and structures continue to be discussed today as in the history.[38] Today, most of the city's symbolic structures like the royal palaces were built before the 20th century and are products of the monarchy. This situation is considered as evidence of how little has been added to the city since that period in this regard.[39]

In Paris, as in London, "the presence of the government" is not prominent in the city. According to Vale, in contrast with its museums and cultural facilities, "the urban design of Paris provides no overwhelmingly privileged place for the trappings of contemporary parliamentary democracy".[40] The fact that even in the 20th century, the functions of Paris as a capital city were not at the center of the city's planning activities, and the scarcity of special areas reserved for these functions of the city are considered among the reasons for this situation by Paul White.[41] Today, in Paris, although offices of the President of the Republic and the Prime Minister, which currently serve in the historical buildings, are in more central locations and at close distances, the majority of the ministries are scattered throughout the urban landscape. The developments that led to this situation occurred especially after the 1950s. During this period, many of the capital city functions of Paris, including major offices and ministries, have been relocated to the suburbs of the city, including La Défense. As stated by White, "various fiscal measures and building regulations have encouraged such suburbanization including building height restrictions and higher taxes on inner-city office space". The architectural projects of new buildings were

[37] Ibid., pp. 19-20.
[38] Hardy, D. (2006). London: The Contradictory Capital. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.87). Routledge
[39] Ibid., pp. 96-97.
[40] Vale., op cit. 22.
[41] White, P. (2006). Paris: From the Legacy of Haussmann to Pursuit of Cultural Supremacy. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.39-40). Routledge

mostly obtained through international competitions. However, as before, no unity or arrangement has been proposed for these structures placed in areas outside the historic core that would qualify as a "capital city district". Urban planning studies after the 1980s also focus on the cultural dimensions of the city rather than "the political or economic dimensions of a capital city role".[42] At this point, the evaluation made by Cânâ Bilsel and Namık Erkal for the "Grands Projets" of the Mitterrand period (1981-1995), which include various ministries and public buildings, also demonstrates this situation:

> "The "grand projects" of the Mitterand period were designed as contemporary projects in the center of Paris, forming focal points on the historical and symbolic arteries of the city and gaining strength from the historical / symbolic meaning of the place where they are located, adding power to the meaning of the place with their architectural expressions".[43]

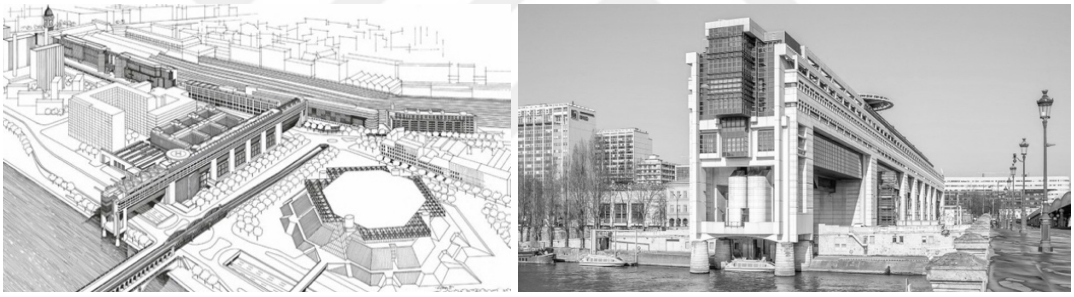


Figure 2.1. a.b. Grands Projets of Mitterand, The Ministry of the Economy and Finance Building, 1984-1989. Source: a. https://www.lemoniteur.fr/article/bercy-un-palais-de-la-republique.2048315 b. https://fr.wikipedia.org/wiki/

As a result, "the modern 'capitol complex' of major national and international functions" that are frequently encountered in cities designed from scratch as capital,

[42] Ibid., pp. 47.
[43] Bilsel, F. C., & Erkal, N. (2000). Paris'te Büyük Projeler. *XXI Mimarlık Kültürü Dergisi (Tepe Mimarlık Kültürü Merkezi)*, *1*, 119.

do not exist in Paris.[44] But ironically Paris was considered partly a model for some of these capitals designed in later years such as Washington.[45]

These evaluations regarding the capital status and functions of London and Paris are also consistent with the categorization of these cities as multi-function capitals by Peter Hall. Both London and Paris are not only cities that host the government, but also the center of the country for almost all activities. This situation, when combined with other factors, has prevented the administrative function from coming to the fore in the city.

Another capital examined by Vale under the title of the "evolved capitals" is Berlin. In his article of "Berlin: Capital under Changing Political Systems", Wolfgang Sonne defines Berlin as a suitable and fertile case to search for relations between the political systems and the urban image.[46] Because, since the beginning of the twentieth century, the city as a capital has been the center of the German Empire, the Weimar Republic, and the following National Socialist dictatorship respectively and then after it was divided into two, it became the capital of democracy and socialism on two different sides at the same time.[47] Furthermore, in all these different periods, rulers evaluated architecture and urban design of the city as a tool to show their power[48] and these were at the service of ideology. This situation reached its climax especially in the time of Hitler with the architect Albert Speer's massive and enormous buildings.[49]

Between 1949-1990, there were two different Germany; the Federal Republic of Germany and the German Democratic Republic and two different capitals: Bonn and Berlin. During these years of separation, there were also initiatives to build

---

[44] White., op cit. 51.
[45] Ibid., pp. 39.
[46] Sonne, W. (2006). Berlin: Capital under Changing Political Systems. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.197). Routledge
[47] Ibid., pp. 196.
[48] Vale., op cit. 24.
[49] Ibid., pp. 25.

government districts in both capitals in different manners. According to Von Behme, the Socialist East was looking for a combination of "conservative national image" of monumental buildings together with "modern functional architecture"[50], while the capitalist West supported modernist approaches.[51] However, a comprehensive city plan was only possible after the fall of the Berlin Wall in 1989.[52] After the reunification, "the unified political body, forming an enlarged Bundesland[53] Berlin with a Regierender Bürgermeister (Governing Mayor) and Senate as government"[54] was recreated and it needed a renewed plan for the government buildings.

As a result, an international competition was organized by the Federal Government in 1992 for both the renovation of the Reichstag -it is the building housing National Parliament since its construction in the end of the 19th century, but it was badly damaged because of a fire[55] that occurred in 1933[56]- and the new government center of Berlin. After the unification of the two German states in 1990, Spreebogen was selected as the new government quarter in Berlin. The selection of this area was discussed for the location of a potential center of government buildings since the early twentieth century.[57] Besides, the design of the Federal Parliament (Deutscher Bundestag), Federal Chancellery (Bundeskanzleramt), Federal Press Conference (Bundespressekonferenz), German Press Club (Deutscher Presseclub), German Parliamentary (Deutsche Parlamentarische Gesellschaft) and the Federal Council (Bundesrat) were included within the scope of this competition.[58] The reconstruction project for the Reichstag was designed by a well-known British architect, Norman

---

[50] Beyme, K. von. (2014). Capital –Building in Post-War Germany. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.111). New York; Oxford: Berghahn
[51] Sonne., op cit. 204-205.
[52] Ibid., pp. 206
[53] Federal State
[54] Ibid., pp. 207
[55] Vale., op cit. 25.
[56] Hett, B. C. (2015). "This Story Is about Something Fundamental": Nazi Criminals, History, Memory, and the Reichstag Fire. *Central European History, 48(2),* 199.
[57] Sonne., op cit. 207-208
[58] Ibid.

Foster. For the renovation of the emblematic dome of the building, he proposed a glass cupola that enabled the visitors to see deputies from the top of the building.[59]

As to the winning project of the competition for the new governmental district of the capital, Axel Schultes and Charlotte Frank designed a continuous strip of governmental buildings called the "Federal Ribbon." The spatial arrangement of this urban project manifested the separation of powers by positioning buildings housing executive and legislative functions in this ribbon[60] (Figure 2.2).

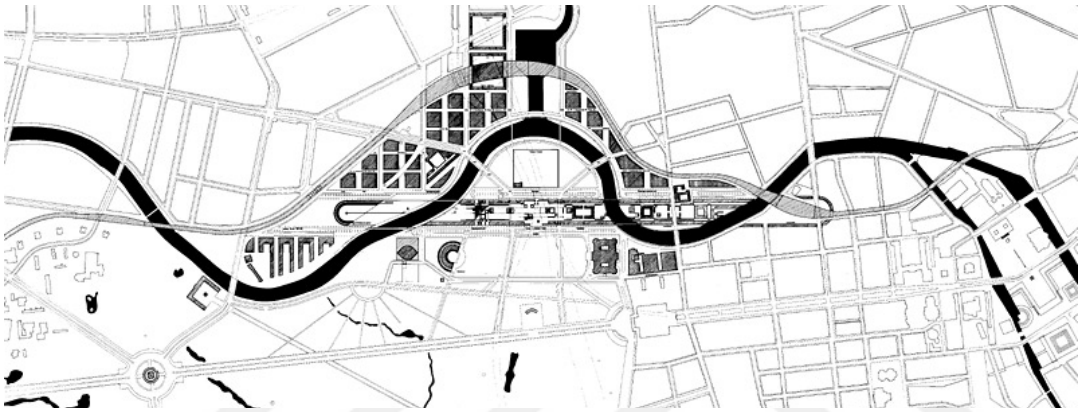


Figure 2.2. Axel Schultes and Charlotte Frank's "Federal Ribbon" Plan 1993 Source: https://ctbconf.files.wordpress.com/2013/04/band_entwurf_schultes_frank_800_for_julia.jpg

In that period, the design of a second center where ministries and institutions like the Foreign Affairs Office, the Ministry of the Interior, the Ministry of Justice were planned to be located was also in the agenda of the Federal Government.[61] Sonne evaluates the situation of the ministries and other important government buildings in the existing city context as follows:

> "From 1994 onwards, however, the new Federal Minister for Planning, Building and Urban Design, Klaus Töpfer, began to house ministries in existing buildings for financial and ecological reasons. While this

[59] Beyme., op cit. 124.
[60] Sonne., op cit. 209.
[61] Ibid.

> perpetuated the historically evolved disorganized distribution of state buildings across the city, it also anchored Berlin's varied and contradictory architectural history firmly in the present time: the Bundestag (Federal Parliament) holds its sessions in the former Reichstag, the Bundesrat (Federal Council) meets in the former Herrenhaus des Preussischen Landtags (Lord's Chamber of the Prussian Parliament), and some ministries are housed in former National Socialist buildings used also by the GDR for government purposes."[62]

To sum up, for all that, among many different political systems, ideologies and understandings, the re-unified German state opted for the "political stability in a democracy", which constituted a suitable ground to create a comprehensive plan and proper government buildings for the capital of Germany.[63] However, even today, the central government buildings are scattered in the city. After the reunification, the Federal Parliament (Bundestag) and most of the government departments moved to Berlin but the headquarter of six federal ministries is still located in Bonn, and some departments of other ministries continue to operate there.[64]

The history of these three cities, London, Paris and Berlin, that are considered as "evolved capitals" by Lawrence Vale, goes back to very old times. As a result of this historical and spatial continuity, the cities have been dotted with a multiplicity of governmental structures built with different cultural, political and economic contexts in different periods over time and developed this way. Several political changes have also occurred in time. These cities have hosted different political regimes and administrative systems in different periods, and their reflections within the city have been different from each other. In addition to their historical and spatial richness and political complexity, the fact that these cities are the center of many activities as the

---

[62] Ibid.
[63] Ibid., pp. 210.
[64] List of federal ministries and government offices in Boon: https://de.wikipedia.org/wiki/Liste_der_Bundesbeh%C3%B6rden_in_Bonn

capitals of the country has been decisive in terms of urban policies and the planning and design of the governmental buildings.

In these cities, the historical structures built as government buildings have mostly continued to be used for this purpose. However, most of these buildings within the city do not create an administrative or a government center. In addition, the density, especially in the city centers, has caused new government buildings to be built in other parts of the city. While the development here did not aim to gather government buildings together in London and Paris, planning studies were carried out in this direction in Berlin. However, it is possible to say that the dispersed settlement of government buildings within the city is a common feature for all three cities today.

The second category that was introduced by Vale is "evolved capitals renewed", in which the capitals like Rome, Moscow and Athens are included. The common point of these cities is that they have been declared as capital more than once throughout their history.[65] In addition to that, for the mentioned capitals, it can be said that the "duality of old and new"[66], the "symbolic recall of earlier golden ages"[67], the direct "personal influence of the autocratic authority" under the leaders like Stalin, Lenin or King Otto, and the effects of the different regimes like communism, fascism and monarchy were very important issues that defined the planning of the related capitals and the design of their government buildings.

For cities that have been the capitals of a country for centuries, both economic, cultural, political developments and changes in the structure of the state have a transformative effect on the city over time. Depending on the type and severity of the changes, this impact may sometimes be a gradual adaptation or sometimes a more radical transformation, or renewal. However, the establishment of a new state may

---

[65] Vale., op cit. 30.
[66] Lang, M. H. (2006). Moscow and St Petersburg: A Tale of Two Capitals. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp. 72). Routledge
[67] Vale., op cit. 31.

require breaking away from the past and starting from scratch[68], that is, constructing a new capital city, due to the novelties it brings with it, such as the regime and the ideology, etc. This construction process is a period in which the interplay between the political regime, and the urban design and public architecture intensified, and these were instrumentalized and used to fulfill certain missions.[69]

The establishment of modern nation-states was an important turning point in this sense. These are states where people unite around a common identity and establish sovereignty over a specific geographical area. Concepts such as the national identity, strong central administration and order in the functioning of the state, independence, sovereignty and power, which can be considered as the basic characteristics of modern nation-states, are also highlighted in the design of the capitals of these countries.[70] Michael Minkenberg explains this situation with reference to Andreas Daum[71] as follows:

> "[…] in the age of the nation-state, it is first and foremost the political and cultural functions which distinguish capitals from other cities by linking urban space to the national imagination, by providing some national integration: "A capital is the space that symbolically integrates the social, ethnic, religious, or political diversity of a country. A capital creates or enhances the national ideology, political values, or common political beliefs of a state"".[72]

Capitals such as Washington, Canberra, Ankara, Chandigarh and Brasilia, which were built in this context, are considered as "designed capitals" by Lawrence Vale.

---

[68] Uludağ, Z. (2009). Modern Başkentlerin Ortak Misyonu: Sıfırdan Başlamak ve Modern Ulusun Sahnesi Olmak. *Mimarlık*, (350), 24-28.
[69] Minkenberg., op cit. 21.
[70] https://www.britannica.com/topic/nation-state
[71] Minkenberg gives reference to this article of Andreas Daum: Daum, Andreas. 2005. "Capitals in Modern History. Inventing Urban Spaces for the Nation." In *Berlin–Washington, 1800–2000: Capital Cities, Cultural Representations, and National Identities*, edited by Andreas Daum and Christof Mauch, 3–28. Cambridge: Cambridge University Press.
[72] Minkenberg., op cit. 7.

Among these cities, Washington D.C., which began to be built after the United States of America declared its independence from England in 1776, has a leading position.

The plan prepared by L'Enfant for Washington D.C. in 1791 is the first and foremost "city-wide master plan" renowned for its approach to urban and landscape design. The political and symbolic meaning, and the administrative function of the city have been important in the urban design and planning of the capital city. The layout of the plan refers to the political organization of the state, and the political functions. According to Isabella Gourney, with these features, L'Enfant's plan also inaugurated modern capital city planning.[73]

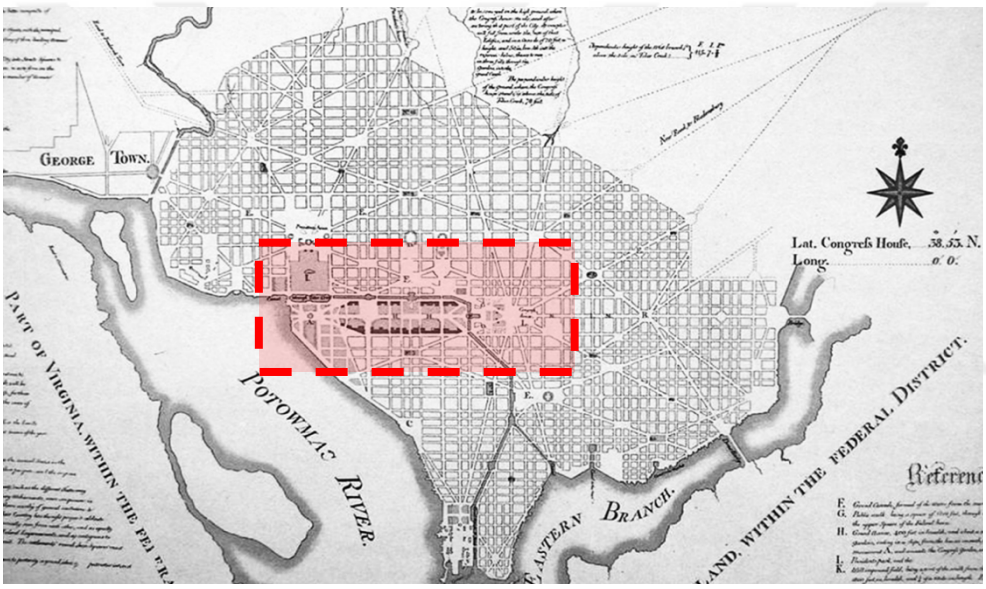


Figure 2.3. L'Enfant Plan 1791. Source: Minkenberg, M. (2014), p. 77.

[73] Gournay, I. (2006). Washington: The DC's History of Unresolved Planning Conflicts. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.115). Routledge.

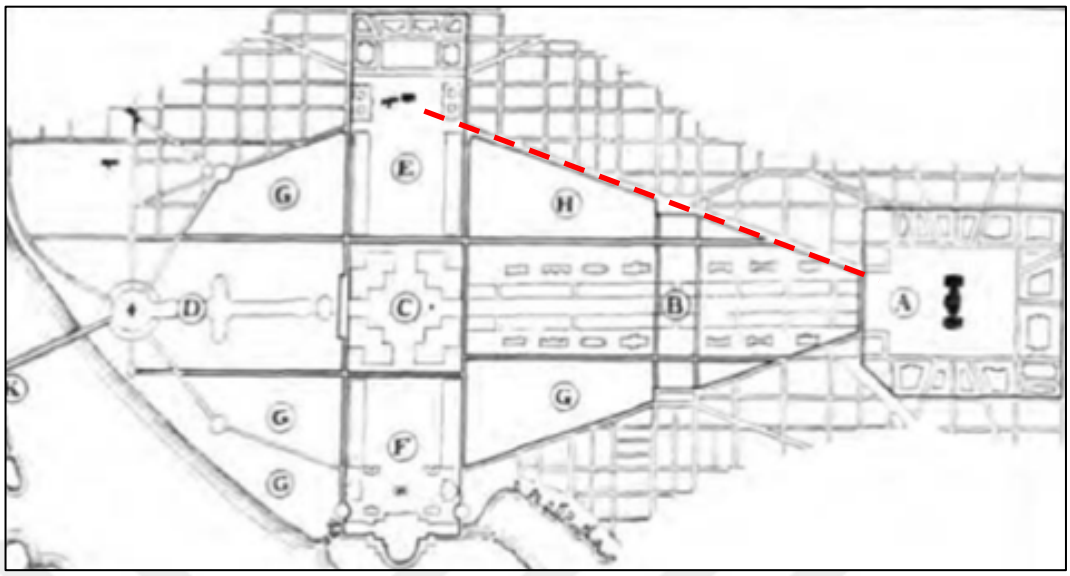


Figure 2.4. "Key to the Mall System: A. Capitol B. The Mall C. Monument Section D. Lincoln Monument E. White House F. Washington Common G. Park Spaces" – The red dash line indicates Pennsylvania Ave. Source: Moore, C. (1902 Ed.), p. 35.

One of the most distinctive features of L'Enfant's Plan is the diagonal axes integrated into the traditional gridiron plan. The diversity achieved thanks to these axes allowed many important points in the administrative center to establish direct relations with each other.[74] At the center of the scheme is the "Grand Avenue", or the "National Mall", which connects the United States Capitol, and Washington Monument at both ends with a garden-lined landscaped park. On both sides of this line are federal office buildings, museums, art galleries, cultural centers, monuments, statues and busts. The placement of the Capitol, or the Congress House, both as the starting point of the National Mall and at the center of the plan, along with other judicial bodies, is an attempt to emphasize the superiority of the new Nation's Legislative and its role as the center of the new republic.[75] Another one of these literal relations is the embodiment of the separation of powers by placing the buildings of legislative,

[74] https://www.nps.gov/articles/dc-monumental-core-the-lenfant-plan.htm
[75] Moore, C. (1902 Ed.) *Fifth-Seventh Congress, First Session, Senate Report No 166.: The Improvement of the Park System of the District of Columbia*. Washington: Government Printing Office, p. 33-47.

executive and judicial functions on the land as the corners of a triangular geometry.[76] As one of the sides of this triangle, Pennsylvania Avenue directly connects the Capitol, located at the center of the buildings that house the legislative branch, and the President's House (White House), located at the center of the buildings that house the executive branch.[77] The *civic center* organization that refers the "grouping of public buildings around a park or open space or plaza"[78] is another novelty pioneered by L'Enfant in his Washington Plan. (Figure 2.3-4).

L'Enfant's original design was also inspired by the French Baroque, and it has features like "the siting of the public buildings, grand avenues, the axial approaches, the monumental scale, the enveloping greenery" that influenced the City Beautiful movement later. In addition to these, L'Enfant's Washington Plan has social aims as follows:

> "[…] close relationship between. There was no separation of functions. Each important building was to have had its district of background squares, streets, and buildings, logic being that people could live and work conveniently nearby. Symbolically, too, with the dispersal of federal buildings around the L'Enfant Plan, the government was not to be zoned away from the people."[79]

After L'Enfant, in 1902, a committee headed by McMillan prepared a new plan for Washington inspired by the City Beautiful Movement and focused on the reorganization of the National Mall. *The Report of the Senate Committee of the District of Columbia on the Improvement of the Park System of the District of Columbia* prepared during the planning process, provides information on the principles of L'Enfant's plan and the design process, as well as evaluations of the bureaucratic functioning and federal office buildings of the period. According to the

---

[76] Vale., op cit. 70.
[77] Moore., op cit. 33-47.
[78] Ritter, J. (2007). *The American Civic Center: Urban Ideals and Compromise on the Ground* [Doctoral dissertation, New York University]. ProQuest Dissertations & Theses Global, p.5-6.
[79] Trancik, R. (1986). *Finding Lost Space*. New York: Van Nostrand Reinhold, p. 151-152.

report, the first major office building need in Washington arose in the late 1700s and early 1800s because of the rapid growth in the public sector. The new offices established during this period were often located in the private apartments of the President in the White House due to space constraints. This caused operational problems and damaged the institution's dignity, as large receptions and other social functions could no longer be held there. Although different alternatives were suggested to overcome this situation, it was decided to remove the Executive Offices from the White House, as a result this building was devoted to residence purpose, as the President's House. However, this situation required the construction of many new buildings, and this need was not only valid for the offices that housed the executive branch. There were many offices using the same space, that were quite crowded. Some units carried out their work in rented buildings. During the construction of the new governmental buildings, the grouping of departmental offices was an important criterion, considered as the best disposition to attain "both dignity and beauty" for public buildings. In addition, the relationships between the structures and accessibility were also issues that needed to be taken into consideration in terms of convenience. For example, the Executive Departments should be accessible to the White House, because it is their common center (Figure 2.5).[80]

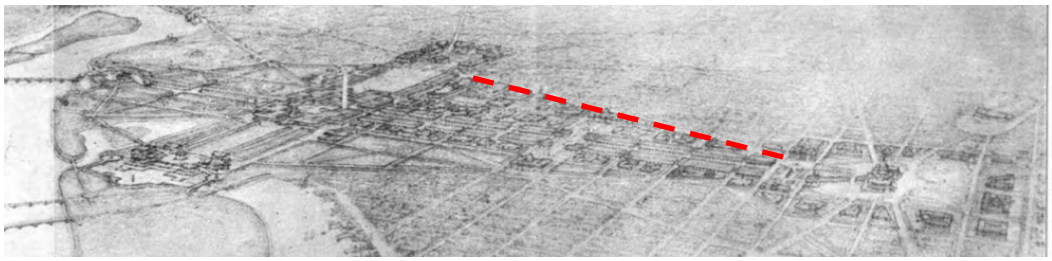


Figure 2.5. The Grouping of the Buildings of the Executive (top) and Legislative (right) Departments. Source: Moore, C. (1902 Ed.), p. 62.

[80] Ibid., pp. 63-65.

In addition to federal buildings, public buildings, parks, and green spaces also have special importance in the planning of Washington. In this regard, several public spaces open to public use and access have been designed.

Applications regarding the architectural and urban development of Washington continued to be an important issue after the planning period of the city and in this direction, the U.S. Commission of Fine Arts (CFA) was established in 1910 with the aim of advising the federal government on matters concerning art and national symbols and guiding the architectural development of Washington.[81] The CFA is also responsible to review the projects of public and federal buildings[82] and for the establishment of the advisory commissions for the Preservation of the White House, The National Capital Memorial, and other significant public buildings.[83]

The first attempt in this direction in the 20th century was the competition opened for Canberra, the capital of Australia, in 1911. The winner of the competition is Walter Burley Griffin. Washington was an important source of inspiration for Griffin during the planning process. In this respect, it is possible to say that geometric order, axiality and monumentality are common features for both plans. In Griffin's layout, the two axes that intersect each other perpendicularly, the Land Axis and the Water Axis, are the two main components and organizers of the system.[84] In the city center, it is planned to have a public park (Capitol) that can also be used for ceremonial gatherings. The decision not to have a government structure such as a parliament in this area was made consciously and this area was reserved specifically for public use.[85]

---

[81] https://www.cfa.gov/about-cfa/history
[82] https://www.cfa.gov/about-cfa/design-topics
[83] https://www.cfa.gov/about-cfa/related-activities
[84] Minkenberg, M. (2014). A City of the People, by the People, for the People? Democracy and Capital-Building in Washington, DC, Ottawa, Canberra, and Brasília. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.85-86). New York; Oxford: Berghahn
[85] Vale, L. J. (1993). Capitol Complexes: Urban Design and National Security. *Journal of Architectural and Planning Research*, 280.

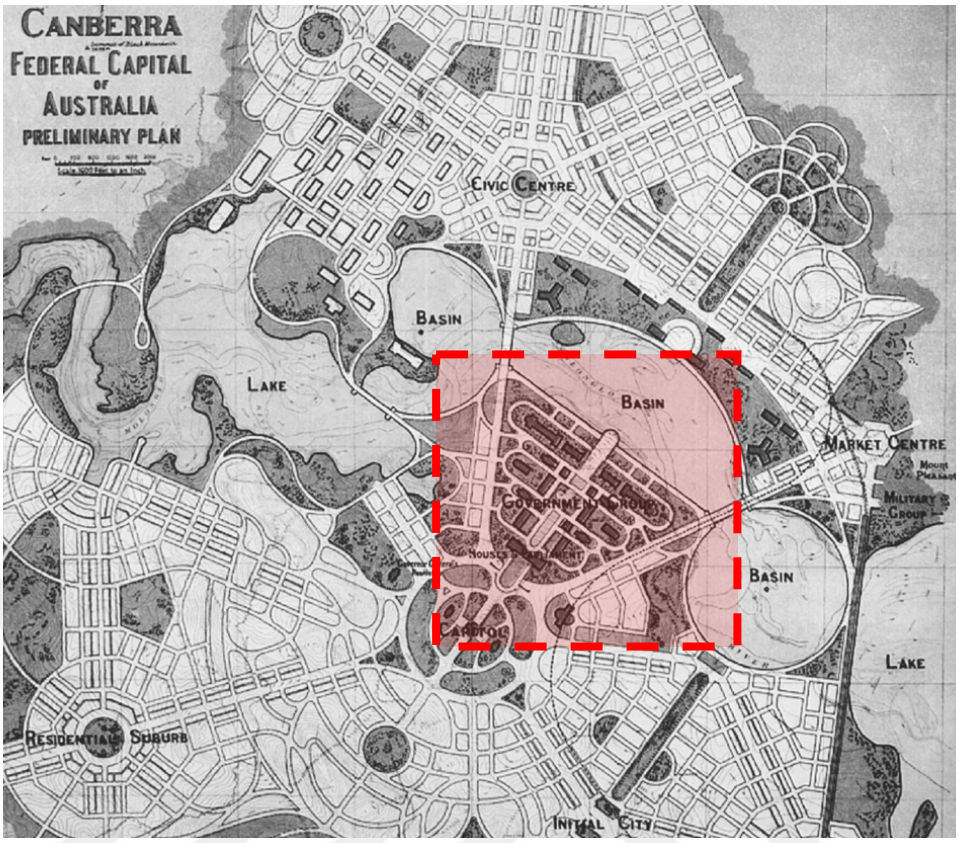


Figure 2.6. Plan of Canberra Designed by Burley Griffin / 1913. Source: Minkenberg, M. (2014), p. 87.

Government buildings were designed to be grouped and located right next to this park. This area (Capitol and Government Group) is also the most central corner of a triangle with a commercial (Market Center) and municipal (Civic Center) center at the other two corners. The purpose of grouping government buildings within the city and placing them in a separate area is to ensure that the units hosting different administrative functions are in close proximity to each other and in accessible locations of the city.[86] The placement of government buildings within their designated area is conceived in a manner to reflect the separation of powers principle of the state, similar to that in Washington (Figure 2.7).[87]

[86] Uludağ., op cit. 24-28.
[87] Vale., op cit. 155.

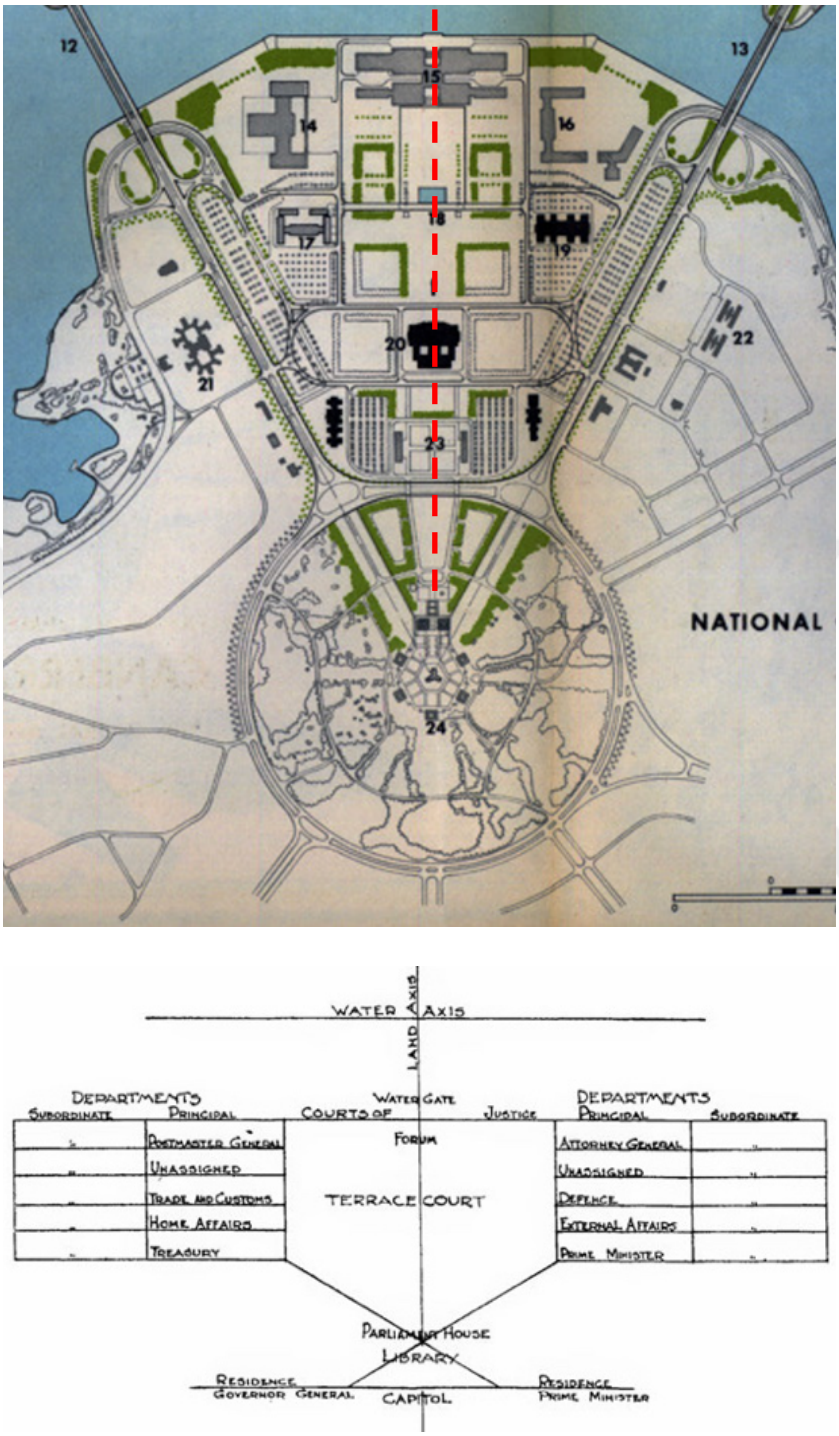


Figure 2.7. a. National Capitol Development Comission-Map of Canberra 1952 b. Details of the Government Group and the Capitol. The red dash line indicates Land Axis. Source: https://archimaps.tumblr.com/post/41968687458/map-of-canberra-1962 b. Vale, L. (2008), p. 157.

The protection of the city's natural topography was another concern for Griffin during the planning of the capital city. In this context, it is possible to see the effects of the City Beautiful, and the Garden City movements. Green areas, parks, water features, etc. are Griffin's important design tools. [88] However, this approach, which emphasized landscape, was objected to by some administrators and bureaucrats who supported a more compact urban planning at the time.[89]

By the 1950s, it was seen that despite the nearly 40 years that had passed, the plan was not fully implemented, and the urban development was not completed.[90] There are also some differences with Griffin's plan and the current applications. [91] The most radical decision in this sense was the construction of the parliament building on the Capitol area, which Griffin had reserved as a public park, after many years of debate and indecision. [92]

In conclusion, Michael Minkenberg evaluates the planning and implementation process, expectations and relations in both Washington and Canberra, as follows:

> "In both L'Enfant's and Griffin's cases, political scheming and lobbies for alternative visions, financial constraints and also the chief architect's lack of comprehension of the political process resulted in alterations and slowing down of the plan, the loss of the plan's purity of vision, and an early retirement of its author". [93]

Despite all this, the basic layout suggested by the two planners has been preserved in both capitals to this day. Canberra continues to be a Garden City conforming to its initial planning. [94]

---

[88] Uludağ., op cit. 24-28.
[89] Minkenberg., op cit. 85-86.
[90] Vernon, C. (2006). Canberra: Where Landscape is Pre-eminent. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.140). Routledge
[91] Uludağ., op cit. 24-28.
[92] Vale (1993)., op cit. 280.
[93] Minkenberg., op cit. 86.
[94] Ibid.

The planning of Ankara as the capital of the new Republic of Türkiye coincides dates 15 years after Canberra. A planning competition on invitation was held for Ankara in 1927 for this purpose.[95] The winner of the competition, Herman Jansen, describes his aim as planning a city that "was not influenced by other overly ostentatious cities" and this plan should be "simple" and comply with the "principles of town planning".[96] Indeed, it is possible to evaluate the Jansen Plan as "modest and suitable for economic conditions".[97] In this respect, it also differs from cities such as Washington and Canberra in terms of its layout. According to Lawrence Vale, Jansen Plan does not have such a strict geometric order and monumentality as in these cities.[98]

During the planning studies, special importance was given to the presence of government buildings together.[99] In this direction, these buildings in the Jansen Plan are organized in a civic center scheme. This is a way that some of the ministries and public institutions are lined up along an open space.[100] In this area with a triangular geometry, the layout of the buildings has a symmetrical order. The parliament building was also planned to be located right next to this area (Figure 2.8).

---

[95] Tankut, G. (1993). *Bir Başkentin İmarı*, Anahtar Kitaplar Yayınevi, 67.
[96] Jansen ve Ankara: Harita, Plan ve Eskizlerle Başkentin Tasarım Öyküsü. (2018). *[Exhibition]*. Doğan Taşdelen Çağdaş Sanatlar Merkezi, Ankara.
[97] Tekeli, İ. (2011). Başkent Ankara'nın Öyküsü. In İ. Tekeli (Ed.), *Anadolu'da Yerleşme Sistemi ve Yerleşme Tarihleri*. İstanbul: Tarih Vakfı Yurt Yayınları, 297.
[98] Vale., op cit. 115.
[99] Gurallar, N. (2009). "Başkentin Kalbini Tasarlamak". *Toplumsal Tarih 187*, 62.
[100] Ozuduru, B. (2019). An Analysis of the Framework of Urban Public Policy for Effective City Centre Development: The Planning Issues and Challenges for Turkish City Centres. In O. Özdemir Sarı, S. Özdemir, & N. Uzun (Eds.), *Urban and Regional Planning in Turkey* (pp. 69). Switzerland: Springer

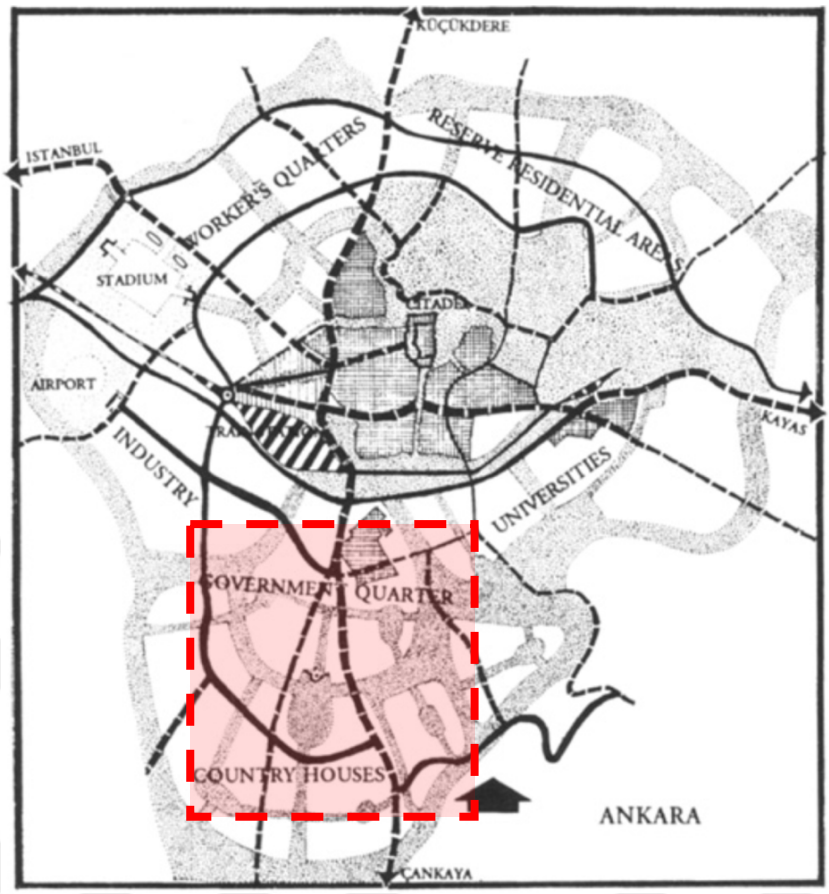


Figure 2.8. "Specialization of the Urban Space" in Ankara (Re-drawn by Zeynep Kezer from H. Jansen's 1928 Ankara Master Plan). Source: Kezer, Z. (1998), p. 13.

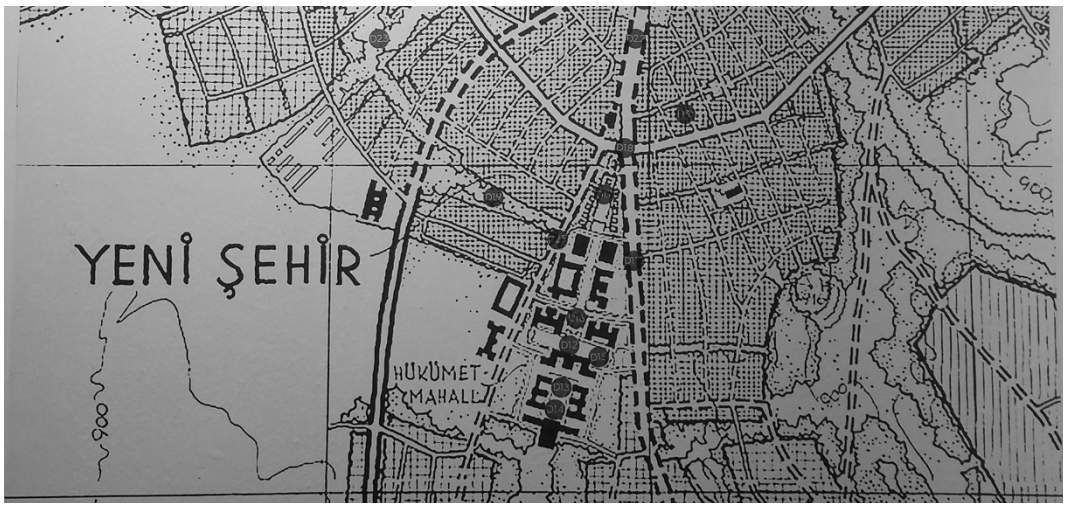


Figure 2.9. Government Quarter (Hükümet Mahallesi) in 1932 Ankara Master Plan by H. Jansen. Source: Jansen ve Ankara: Harita, Plan ve Eskizlerle Başkentin Tasarım Öyküsü Exhibition

According to Ali Cengizkan, before Jansen, The Ministries Quarter, which will bring together all the governmental offices of the new state, has been delimited for the first time by Christoph Lörcher who prepared the first plan of Yenişehir, the new districts of Ankara.[101] This new area is also located at the southernmost end of a north-south axis connecting the old and new areas of the city. Through this axis, Lörcher aimed not only to physically link but also to establish a symbolic connection between the historic citadel and the newly planned administrative center.[102] Traffic flow along the axis was designed to split into two lanes, with vehicles passing on either side of the triangular area allocated for the ministries, while the central area itself was to be reserved for pedestrians. According to Neşe Gürallar, this configuration would allow the urban space to integrate with daily life and enable both the area and the government buildings to be experienced and perceived by pedestrians. The decisions made by Lörcher regarding the location, the triangular geometry, and the pedestrian-oriented axis were preserved in the later Jansen Plan.[103]

According to Herman Jansen, the essence of the new science of town planning is to establish a green network by "decorating" the existing natural values in the city with green strips.[104] In this direction, Jansen developed an approach that gave importance to the urban landscape, and brought solutions in line with the principles of the Garden City movement in the planning of Ankara. In addition, the design of public spaces, the urban integrity, the relationship between the urban structure and the urban spaces are other issues that Jansen attached importance to (Figure 2.9).

İlhan Tekeli states that, despite some challenges during the implementation of the Jansen Plan, it successfully guided the development of Ankara until the 1950s.

---

[101] Cengizkan, A. (2018). *Ankara'nın İlk Planı: 1924-1925 Lörcher Planı*. Ankara: Arkadaş Yayınevi, 85-87.
[102] Cengizkan, A. (2010). The production of a mise en scène for a nation and its subjects: Clemens Holzmeister et al. in the Ministries Quarter for Ankara, Turkey. *The Journal of Architecture*, 15(6), 736.
[103] Gurallar., op cit. 62-63.
[104] Jansen ve Ankara: Harita, Plan ve Eskizlerle Başkentin Tasarım Öyküsü. (2018). *[Exhibition]*. Doğan Taşdelen Çağdaş Sanatlar Merkezi, Ankara.

During this period, the city featured large green spaces as Jansen had envisioned, and maintained a low-density, clean, and modern appearance. [105] The Ankara Development Directorate (Ankara İmar Müdürlüğü), established in 1928, had a very important share in the success of the implementation of the plan. This specialized organization was established to oversee the development process of Ankara, equipped with the necessary technical resources and extensive authority to guide this effort. One of its key responsibilities is to collaborate with the planner.[106] Additionally, there was strong political support at the time for both the implementation of the Jansen Plan and the construction of Ankara.[107]

After Washington, both Canberra and Ankara can be regarded as pioneers of "designed capitals". The construction of Chandigarh, the capital of both the Indian states of Punjab and Haryana and Brasília, Brazil's capital, occurred at a later time, following the Second World War. The plan of Chandigarh was designed by Le Corbusier in 1951. Le Corbusier, who joined the process later due to the death of one of the first designers, determined the principles of modern urban planning and preferred the grid plan and grouped the urban functions by separating them from each other in this direction. In Le Corbusier's plan, the capitol was placed in a special location separate from other functions of the city with this logic. Monumentality and urban public spaces were also important issues in the design of Chandigarh. The support of the prime minister of the period in the development of Chandigarh accelerated the planning process of the city.[108]

The plan for Brasília was the result of a competition held in 1957, after the decision of relocating the capital of Brazil was taken. Lúcio Costa's design proposal won the competition. Influenced by Le Corbusier, Costa approached the city's design with a modernist perspective. In his plan, Brasília is organized around two main axes that

[105] Tekeli., op cit. 281.
[106] Tankut, G. (1988). Ankara'nın Başkent Olma Süreci. *ODTÜ MFD, (8:2),* 98.
[107] Tekeli., op cit. 28o.
[108] Uludağ., op cit. 24-28.

intersect at right angles. The placement of urban functions is such that it continues along both sides of these axes. In the plan, different functions are grouped and arranged in a hierarchical and symmetrical layout, with the segment containing administrative structures positioned at the center[109]: "[…] Superblocks extend along the 'residential road axis' (curve); the Ministries Mall and the Three Powers' Square are located at the east end of the 'monumental axis' (straight) […]." At the western end of the Monumental Axis are the municipal buildings.[110] The settlement in the "political segment" was designed with the Plaza of the Three Powers in the center and identical ministerial buildings on either side. [111] These structures also define the central square and create a monumental expression. The city's cross-shaped layout further enhances this effect, making the buildings in the square more prominent and visually striking.[112]

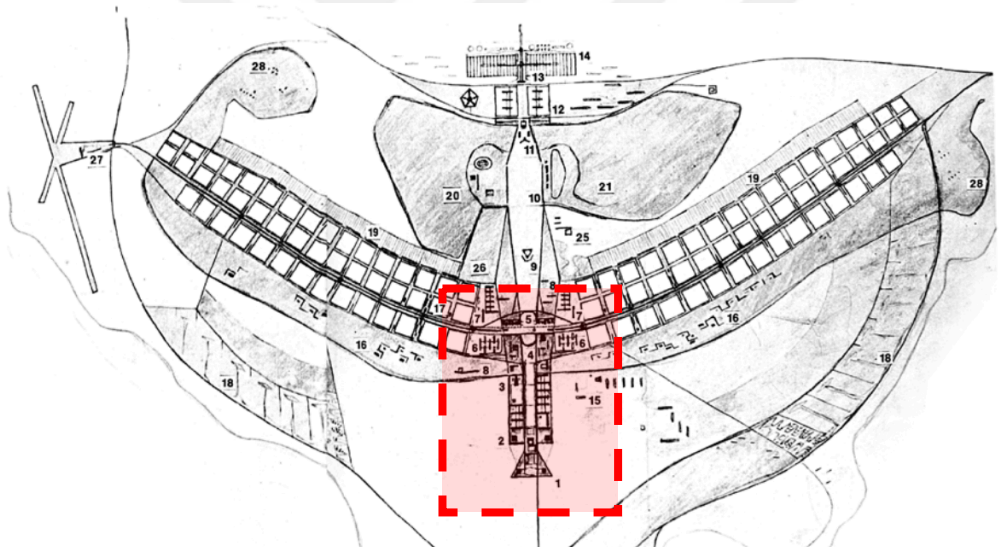


Figure 2.10. Pilot Plan of Brasília and the Capitol Designed by Lucio Costa and Oscar Niemeyer: 1. Plaza of the Three Powers 2. Ministries. Source: Minkenberg, M. (2014), p. 94.

[109] Minkenberg., op cit. 92-93.
[110] Batista, G. N., Ficher, S., Leitao, F., França, D.A. (2006). Brasilia: A Capital in the Hinterland. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp. 168). Routledge
[111] Minkenberg., op cit. 95.
[112] Uludağ., op cit. 24-28.

Another name that was as important and influential as Lúcio Costa in the construction of Brasilia as a capital from scratch, in a short period of 4 months, was Oscar Niemeyer. The president of the period, Juscelino Kubitschek, personally appointed Niemeyer as the technical director responsible for the architectural design of the public buildings. [113] Michael Minkenberg describes the political context, the functioning of the process and the relations that were effective in both the design and construction of Brasilia, in comparison with Washington and Canberra as follows:

> "[…] the execution of this idea (the idea to relocate the capital city from the coast to the hinterland-to Brasília) and its implementation reveals a presidential predominance absent in the other cases, Washington, DC included. Much more than in the relationships between Washington and L'Enfant, or King O'Malley and Griffin, the one between Kubitschek and Oscar Niemeyer exhibited an enormous durability and intimacy from the 1940s until the completion of Brasília. With the authorization of Congress for all necessary measures to build the new capital in September 1956, Kubitschek created a special commission, the Company for the Urbanization of the New Capital (NOVA-CAP), which reported directly to the president, owned almost all the land in the new Federal District, and had wide-ranging powers and financial resources. As its technical director in charge of all architectural designs, Kubitschek selected Niemeyer".[114]

As a result, power and resources were concentrated in a small group of leading architects and NOVACAP, which streamlined and accelerated the process. Brasília can be seen as a complete realization of its designer's plan, with Costa's vision fully transferred to the built environment in its purest form, without distortion. It can be

[113] Batista, G. N., Ficher, S., Leitao, F., França, D.A., op cit. 162.
[114] Minkenberg., op cit. 92-93

argued that the context described by Minkenberg played a key role in achieving this.[115]

If a common assessment is to be made of these capitals designed from scratch, it is essential that the outcome of the planning studies conducted during the foundation years is a master plan that offers overall guidance. In this context, the fundamental decisions that shape the city's functioning and define its image were made in accordance with the comprehensive planning approach. With this approach, the city was viewed as a unified whole, encompassing all its components and functions. Planning studies were conducted by considering factors such as the relationships between these elements, urban composition, the overall design of buildings, and the connection between buildings and urban spaces. The relationship with the city's topography and natural environment is also important in this context. Therefore, planning, urban design, and urban landscape design studies were conducted in an integrated manner.

It is also possible to say that the innovations brought by modernism and its principles during this period were also effective in the design of these capitals. Lawrence Vale argues that with the advent of modern architecture and urbanism, new tools emerged that would change the way the concepts of power and identity were addressed. For example, according to Vale, monumental references of the past empires began to be viewed with suspicion by the planners and architects who designed the new capital cities.[116] In this context, these capitals exhibit common features such as functional segregation, geometric layouts, and composition, as well as the influences of movements like the Garden City and New Urbanism.

During the planning process, great emphasis was placed on reflecting the existence, power, order, and organization of the newly established state, given the political and symbolic significance of the city as the nation’s capital. This is achieved by

[115] Ibid.
[116] Vale., op cit. 120.

designing the city with a central capitol complex that houses government buildings, allocating a prominent and special location for this complex, positioning administrative functions at the heart of the city's hierarchical structure, and ensuring the overall layout of the city supports and reflects these administrative roles.

These planning approaches and design principles also contributed to the creation of a national identity and unity. In particular, considering government buildings as a whole and the spatial unity of these buildings within the capitol complex both created a common composition and increased the power of public expression.

The implementation of all these is important in terms of showing the independence, sovereignty and power of the newly established state. However, it is evident that the designer's recommendations for the city were not always fully executed, and in some instances, the original plan deviated from its initial concept due to various interventions and changes. Studies on designed capitals have shown that the government's approach to the project, the relationship between the planner/designer and the authorities, the available technical and economic resources, and the organizational structure supporting these efforts played a crucial role.

The relationship established with the people and democracy as the source of the power finds its reflection in many aspects in planning and urban design, especially in public structures and areas open to public access. In addition, an exemplary social and public life is also being constructed through these. According to Gönül Tankut, "the new physical environment and the new lifestyle it will stage are expected to accelerate and strengthen the process of nation-building".[117]

[117] Tankut., op cit. 94.

2.2 Architecture and Urban Design of Government Complexes

"Movement" was one of the most important necessities and features of power in the early Middle Ages in Europe since authority was exercised through personal supervision. All the members of the authority from lesser nobles to kings were mobile. The great feudal lords had to move from one property to another to feed their servants, collect their rents and secure the peace and order in their territory. Along with kings, "the royal ministers, the royal judges, the whole apparatus of government and fiscal control" was also mobile. As a result of this situation, the palace of the king was "a mobile camp". [118] However, in the 14th century it was not possible to continue this system any longer, because the amount of "the records of the courts, the rolls, the registers, the archives, the correspondence" etc. and the number of the officials were too high in this era -especially for great monarchies- and these prevented them from moving freely. In addition, the increase in population and the enlargement of territories were among the factors that made the personal supervision difficult.[119]

At this point, changing the system from "personal supervision" to "impersonal administration and delegated authority" was the breaking point for the emergence of government buildings in today's sense. With the words of Mumford, "the modern state began to shape itself in the fourteenth century" and "its marks are a permanent bureaucracy, permanent courts of justice, permanent archives and records, and permanent buildings, more or less centrally located, for conducting the official business."[120] He also describes the building that can house all these bureaucratic functions as a new type: *the office building*. According to Mumford, the building of the Uffizi Gallery in Florence known as the "oldest museum in Modern Europe"[121]

---

[118] Mumford., op cit. 353.
[119] Ibid.
[120] Ibid.
[121] Fossi, G. (2015). *Uffizi Gallery: The Masterpieces.* Italy: Giunti, p. 6.

is the first building that was constructed for that purpose.[122] The building complex was ordered by Cosimo I de Medici in 1560 "to house the Magistrature, or administrative and judiciary offices, the Uffizi"[123] and designed by Giorgio Vasari (Figure 2.11). Here it is necessary to point out that the Italian word of Uffizi is derived from *ufficio*. The meaning of the word is office in English, and it comes from the Latin word that means duty or office: *officium*.[124] These offices differed and customized according to the separation of powers as the house of representative legislature and the executive that is responsible to this body later on, especially after the French revolution.[125]

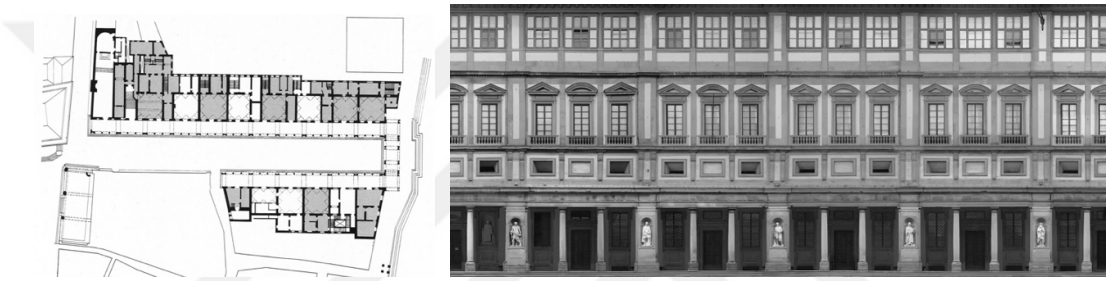


Figure 2.11. a. Uffizi Ground Floor Plan b. Uffizi, Firenze. Source: a. http://thecityasaproject.org/2012/08/the-office-and-the-loggia-giorgio-vasaris-architecture-for-bureaucracy/ b. https://www.uffizi.it/en/the-uffizi

On the other hand, in the Ottoman Empire the evolution of modern state and the emergence of *offices* are relatively different than Europe. In his book, *Türkiye Teşkilat ve İdare Tarihi*, İlber Ortaylı examines the Ottoman administration body under two main headings, the center and the province. The Sultan and the Palace (as an organization) are at the head of the Ottoman central organization. [126] The Sultan's Palace, as in other countries, is the most important structure that houses both the

[122] Mumford., op cit. 354.
[123] Fossi., op cit 6.
[124] https://en.wiktionary.org/wiki/ufficio
[125] Sencer, M. (1985). Yönetimin Tarihsel Evrimi ve Yönetim Sistemleri. *Amme İdaresi Dergisi 18-2*, 150.
[126] Ortaylı, I. (2017). *Türkiye Teşkilat ve İdare Tarihi.* Ankara: Cedit Neşriyat, p.169.,

Sultan and other members of the administration and is also the center of public service.

During the 15th century, *Divan-ı Hümayun* (the Imperial Council), the council where state affairs were discussed by the vizirs on behalf of the Sultan, was the most important administration body and *Kubbealtı* was the place where meetings of the council were held, and documents were kept.[127] All members of the administration attended these meetings regularly. However, in the course of time, officers who were members of the council began to specialize in their jobs and their duties increased, this made it harder to get together physically. Therefore, *Divan-ı Hümayun* was abolished in 1826, meetings started to be held with the vizirs and other members individually in separate assemblies - Ortaylı also uses the word of *office* for these sub-units.[128] The scope and the workload of the assemblies had continued to increase over time. During the Tanzimat Period (1839-), the Bab-ı Âli (the Sublime Porte) was significantly larger in that sense compared to the *Divan-ı Hümayun*.[129]

In the 19th century, these assemblies were reorganized according to the European models. One of the most important developments of this reform period was that these offices now had buildings they used permanently. Unlike the practice of using the mansion of the Grand Vizier as the office in the 17th century, in the 19th century ministries (*nezaretler*) like *Maarif Nezareti* (Ministry of Education), *Nâfia Nezareti* (Ministry of Construction), *Sıhhiye Nezareti* (Ministry of Health) got separate buildings. Official mansions and buildings were allocated for functions like district governorship, court buildings etc. in provinces. Tanzimat period was the era that emphasized bureaucracy in every sense, while offices gained continuity and identity, a special architecture was created for these buildings.[130]

---

[127] Ibid., pp. 211-212.
[128] Ibid.
[129] Ibid., pp. 482.
[130] Ibid., pp. 485-486.

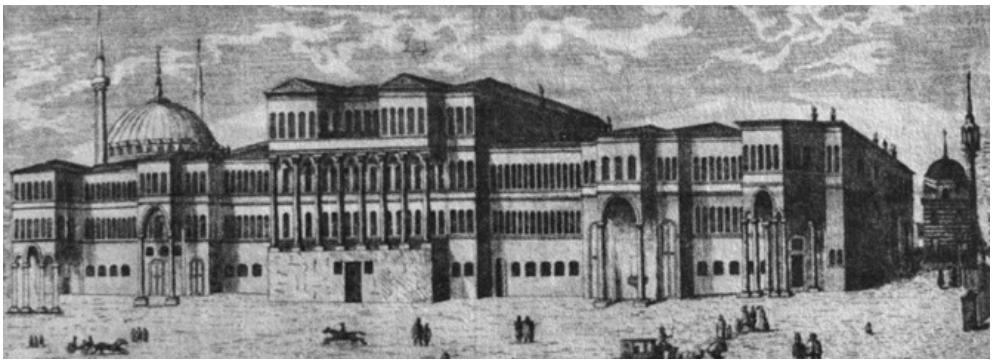


Figure 2.12. a. Bâb-ı Âli and Its Entrance. Source: a. b. Avcı, Y. (2017), p. 43.



Figure 2.13. Bâb-ı Âli Complex (1904). Source: Avcı, Y. (2017), p. 268.

In time, both in Europe and Türkiye, the state bureaucracy has progressed the variety of bureaucratic organs and institutions of the state, and the number public servants have increased. Also, responsibility to guide developments in economy, social life, culture etc. brought other responsibilities with it and expanded the functions of the government.[131] As a result of these developments, with the words of Vale, the capital cities turned into "the workplace for tens of thousands of bureaucrats and the staff of executive ministries and departments, served the needs of legislative representatives, high court justices, and resident diplomats".[132] All these made the state unable to fit in the palace and the capitol, and expanded the number and variety of the government buildings.

Today, government buildings are structures that house the "public institutions and organizations established and structured by law or within the framework of the authority granted by law," and these government establishments provide the public services in these buildings and offices.[133] In addition to this function, government buildings also create a public architecture and an object and image that embodies the abstract concept of the state. In this context, Vale explains the relationship between public and government buildings as follows:

> "For better or worse, our buildings serve as standings for those that govern us. […] We see them through the façade of their workplace, beyond the gates, behind the security barriers. […] It becomes possible to diagnose wider social and cultural phenomena by looking closely at these most politically charged buildings."[134]

---

[131] Heslop, D. A. (2020). Political System. *Encyclopædia Britannica,* p. 38. Retrieved from https://www.britannica.com/topic/political-system
[132] Vale (2008)., op cit. 17.
[133] Demirhan, Y., Türkoğlu, İ. (2014). Türkiye'de E-Devlet Uygulamalarının Bazı Yönetim Süreçlerine Etkisinin Örnek Projeler Bağlamında Değerlendirilmesi. *Int. Journal of Management Economics and Business 10-22,* 236.
[134] Vale (2008)., op cit. ix.

With a similar approach, it can be said that capitals and government buildings have always been associated with politics, political systems and administration by their nature and their architecture have been regarded as materialization of the social, political and administrative conditions of their era throughout history. Within the discussions under the titles like "architecture and power", "architecture and politics", "architecture and state", "politics of space" etc., considering the capital cities as the places of *political iconography* and regarding nearly all kinds of urban forms and architectural elements as the symptom or symbol of political conditions or events[135] are the common themes. According to these, architecture is the way this relation comes to life, "materialization of social rule", "record of political conditions"[136] and even "power made concrete". Architectural and urban features of different cases can be discussed through their location and relations with the urban context, their form, façade characteristics, style, etc. in relation to a politic approach, ideology, representation and symbolism can be borrowed from different disciplines and fields such as art history, linguistics, semiotics, social and communication sciences.

However, the concepts represented and highlighted through these structures and their architectural qualities vary in line with different understandings in different periods. The French Revolution is a breaking point that directly change the relations between architecture and power as well. "The pictorial representation of political ideas" in capitals was quite important before the Revolution because the political practices were limited. Royal capitals of absolute monarchies were mainly the "symbol of royal distinction", a repository of political symbols, meanings and messages[137] and their contribution to public relations as a "object of identification" was limited.[138] In a similar vein, in his article "On the Nature of Capitals and their Physical Expression", Amos Rapoport narrates the first of two different types of capitals as

---

[135] Sonne, W. (2003). *Representing the state: Capital city planning in the early twentieth century.* Munich, London: Prestel, 29.
[136] Ibid., pp. 30.
[137] Ibid., pp. 39.
[138] Ibid., pp. 34.

the capital of absolute monarchy and the center of strong control, symbolism, "grandeur, elaboration, sacredness and resources invested."[139] But the second is quite different from the first, and it is the capital of popular sovereignty and democracy.

Especially, the 20th century witnessed the efforts of many countries that declared their independence to build the capital, which would be the "democratic" governance center of their own nation, as a complex equipped not only with "symbolic ruling structures" but also with buildings that would represent the urban presence of the government bureaucracy.[140] According to Lawrence Vale, the urban form and function of the capitals in democracies "must correspond to the values and needs of democracy".[141] At this point, Wolfgang Sonne explains what architecture and urban design can achieve in democracy[142] as an example, unlike the capitals of monarchs, with these words:

> "Architecture and urban design in their role as tools of communication can participate in the operation of a democratic state in several ways: they can demonstrate the existence of the state and its institutions in an accessible and comprehensible manner for all citizens. This ability to render abstract and complex systems comprehensible in a tactile and sensory manner may even contribute to autonomous action. Furthermore, specific designs may also draw attention to the unique value of democratic institutions. […]. Finally, they can make a concrete contribution to the implementation of the ideals they represent."[143]

---

[139] Rapoport., op cit. 33.
[140] Çınar., op cit. 24-25.
[141] Vale, L. (2014). Capital Architecture and National Identity. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.53). New York; Oxford: Berghahn
[142] Sonne (2003)., op cit. 39.
[143] Ibid., pp. 39-40.

He also focuses on the aesthetic aspect of the issue, questions "whether and to which degree expressive urban images can tell us something about politics"[144] and tries to systematize and categorize all the arguments and tools of the discussions to clarify the relations between "city images and their political meaning".

Different city types are the first category and here, Sonne examines the *Beaux-Arts* city, the metropolis, the picturesque, the Garden City, the skyscraper city and their political connotations. Among them, according to Sonne, the Beaux-Arts city with its "geometrical, symmetrical and axial elements and focal points, with monumental solitary buildings and classic architecture" was the type most commonly associated with "democracy, peace and social justice"[145] during the early twentieth century. Both Washington and Canberra, which was influenced by it, can be seen as capitals that embody the characteristics described by Sonne. However, unlike the pre-modern architectural style that prevailed in Washington, particularly during its early years, Canberra is characterized by a more contemporary architectural language.[146]

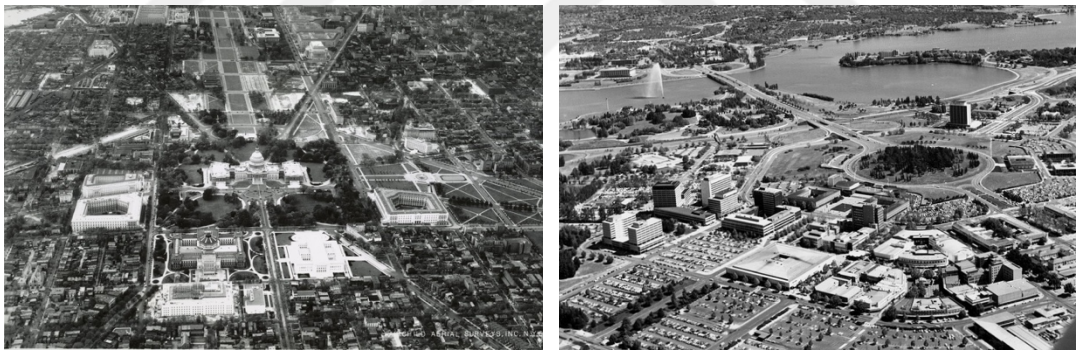


Figure 2.14. a. Washington in 1930s b. Canberra in 1979. Source: a. https://commons.wikimedia.org/wiki/File:The_Capitol_and_Mall,_Washington,_D._C._%283678123521%29.jpg b. https://www.archives.act.gov.au/find_of_the_month/2017/june/previous-find-of-the-month-62017

[144] Ibid., pp. 44.
[145] Ibid., pp. 288.
[146] Minkenberg., op cit. 85.

As to the metropolis, its "uniform, homogenous or harmonious" character that "consisted of a sea of uniform housing blocks, all identical in height and with understated facades, which formed a coherent urban fabric" also emphasizes the democratic character.[147]

Thereafter, he deals with "urban design and architectural means of political communication". The "Comprehensive city", "urban elements", "building types and elements", and "architectural styles" are the subtitles of this category. First, as the formative constituents of the comprehensive city, he focuses on two concepts: the center and the grid. According to Sonne, "centrality was particularly suited to conveying the function of the capital city since the city assumed, by definition, the central role in the administration of the state. In this sense, it is only logical that all roads lead to the government center."[148] However, the main determinant here is the institutions located at the center, because they have the ability to convey and highlight certain political values through this position.[149] In a similar vein, Rapoport also states that "even in Early Christian Europe, it is not the urban form that is important, but the siting of a few elements".[150] Like the centrality, the visibility is important for the positioning of government buildings as well and it has some sub-meanings that refers to affairs like supremacy, power, control etc.[151] In this context, it is important that the US Capitol Building, which houses the US Senate and House of Representatives in Washington, as well as the parliamentary buildings in Canberra and Brasília, are strategically located at prominent central points within their respective cities and settlements (Figure 2.15). Topography of the city can also be the contributor when such relationships are being established, government complexes like capitols placed on the hilltops or sloped sites can be seen from many

[147] Ibid., pp. 289.
[148] Ibid., pp. 294.
[149] Ibid.
[150] Rapoport., op cit. 54.
[151] Sonne (2003)., op cit. 296.

points of the city and create an impressive background.[152] As for the grid, it can also be counted among the concepts like unity, homogeneity, order etc. that are generally associated with the concepts of democracy and equality.[153]

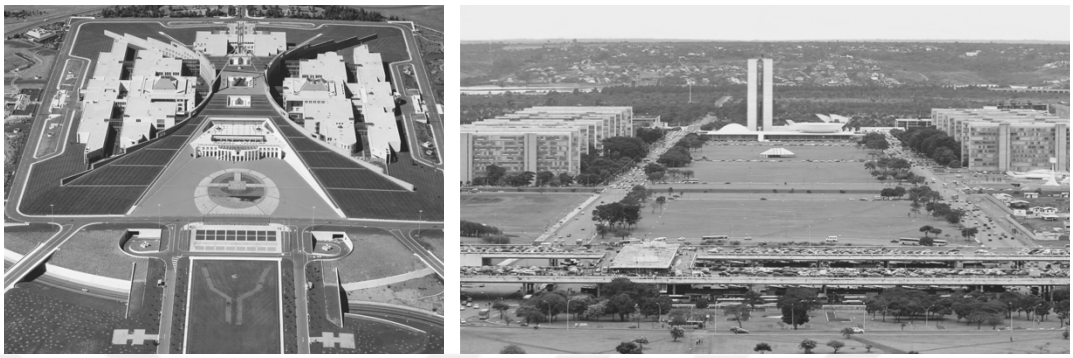


Figure 2.15. a. Canberra Parliament Building b. Ministry Buildings on the Monumental Axis and Parliament Building at the center in Brasília". Source: Minkenberg, M. (2014), p.90-p.95.

Sonne continues with the urban elements and advocates the idea that some urban elements are better suited to ascribing a political meaning than others. For example, the squares, "designed as 'formal spaces reinforced by formal buildings' with government institutions, such as governor offices and municipality buildings, located around",[154] is one of the first ones that comes to mind in this sense and they are generally associated with "socialist overtones, democratic traits and nationalistic-militaristic characteristics"[155] in addition to being the main places where economic and social activities take place.

By the same logic, the city axis is also an important "urban motif" along which many important buildings of the city, especially government buildings, are lined up.[156] According to Sonne, "the axis was virtually indispensable as a tool to stage

[152] Ibid.
[153] Ibid.
[154] Ozuduru., op cit. 69.
[155] Ibid., pp. 295
[156] Sonne (2003)., op.cit. 295.

government buildings in an impressive manner".[157] This tool has also the ability to demonstrate governmental relations of the country. "The transverse axis" of McMillan Plan[158] -a 1902 redesign of Washington's monumental core- and the triangulated axes system arranged according to the principle of separation of powers of L'Enfant Plan[159] in Washington, and the government districts designed by Walter Burley Griffin for Canberra,[160] and by Axel Schultes for Berlin as two examples of this model all attempt to manifest power relations of the administration in the image and urban design of the cities.

Building types and elements are the third category as defined under this title by Sonne, who mentions palaces and villas. Especially palaces as the house of the rulers have been generally associated with the concepts like authority, grandeur and power throughout history. Along with changes in political systems and the necessities of the time, they have also changed and adapted to new conditions in order to meet new requirements. For example,

> "Diverse variations of a multi-wing palace typology -which had already fulfilled a multitude of governing functions in times of and was therefore ideally suited for the complex administrative machinery of the early twentieth century state- appeared in several capital cities […]"[161]

Ankara can also be considered among these capitals. A similar approach was applied to many government and ministry buildings designed by Clemens Holzmeister in the 1930s, particularly the Grand National Assembly of Türkiye, the design of which was selected through a competition held in 1938. The parliament building, in particular, serves as a good example of the multi-wing plan typology (Figure 2.16).

---

[157] Ibid., pp. 296
[158] Ibid.
[159] Vale (2008)., op cit. 70.
[160] Sonne (2003)., op cit. 296.
[161] Ibid.

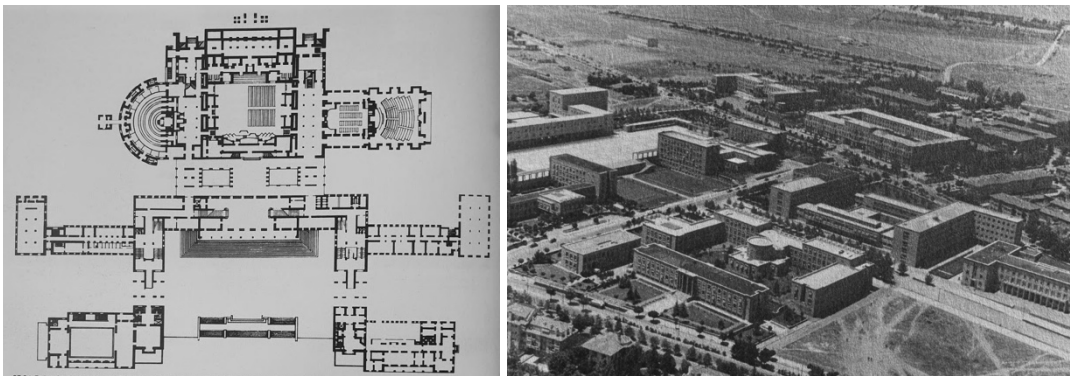


Figure 2.16. a. Multi-wing plan scheme of the Grand National Assembly of Türkiye (1938-63) b. Ministry Buildings in Ankara. Source: a. Balamir, A. (2018), p.296 b. Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019), p.59

One of the most iconic elements of palaces is the dome. With the words of Sonne: "the most important government buildings should be ennobled by the addition of a dome".[162] In addition to its symbolic meaning, it can also increase the visibility of the building. On the other hand, the location of the dome and even the material selected for it are also important issues. For example, according to Klaus von Beyme, the glass dome of the German Parliament Building designed (renovated) by Norman Foster in 1999, let the citizens to "watch their deputies" and emphasizes the democracy via its transparency. [163] In a similar vein, Beyme also lays emphasis on the glass surfaces of the building for their transparency.[164]

Unlike the relatively low-rise, horizontally extended building form described by Sonne as the "palace typology", multi-story buildings are now widely used, particularly by institutions with large numbers of employees, such as ministries. While this typology became more widespread in the 20th century, examples of multi-story government buildings can be found even in the first half of the period. One such example is the group of skyscrapers known as the Seven Sisters, built in Moscow in the late 1940s, which includes government buildings like the Ministry of

[162] Ibid.
[163] Beyme., op cit. 124.
[164] Ibid., pp. 110.

Foreign Affairs. These structures are large and tall enough to be visible from almost every point in the city. Their dominance and monumentality, reflected in both the materials used and the architectural style, create an image that aligns with the authoritarian nature of the period. However, Sonne advocates the idea that the skyscraper was never fully adopted as a building type for government buildings, and it was generally associated with commercial activities. It was in the cities of the United States that the first attempts to build public administration buildings in the form of high-rise building masses took place, but even there, these attempts have been limited.[165]

All these are exemplary pieces of the architecture and urban design, and thanks to aforementioned skills, the architecture and urban design of government buildings can represent, or manifest many concepts, not just democracy. However, while doing all these discussions, Sonne always emphasizes the changeability and instability of the meaning and the relations; he advocates the idea that there is no constant association between certain forms of architecture and urban design, and the political meaning.[166] In addition to that, there is also a limit to what can be expressed by architecture or urban design because the complexity of the relations.[167]

2.3 Critical Analysis of Concepts, Approaches, and Examples for Future Discussions

Within the hierarchical organization of space -considering factors such as scale, structure and operation- studies addressing the urban and architectural aspects of government buildings needs to be studied first with the concept and design of the capital city. In the studies conducted in this perspective, two distinct models of

[165] Sonne (2003)., op cit. 298.
[166] Ibid., pp. 42.
[167] Ibid., pp. 296.

spatial and historical development emerge: those that evolve and transform over time, and those that are designed and constructed from scratch. In these capitals, the relationship between the city's spatial development and its status and functions as a capital also varies. These differences have brought different approaches to the planning and design processes of the cities, and as a result, government structures have different urban and architectural features in different examples.

One of the most fundamental differences in this sense is the location and placement of these structures within the city. In capitals that have been shaped as a result of different spatial and historical development processes, there may be different schemes, in which government structures are distributed within the city, or are located together in a distinct area. The scattered settlement of government buildings has been interpreted in some analyses as a model that differs from centralized approaches, potentially influencing how effectively the city's capital identity is conveyed through urban design and public architecture. Different planning principles, techniques and strategies have also been effective in the formation of these schemes, along with different political, economic and cultural factors. The existence of planning studies and urban design that will organize the government buildings within the city with a holistic approach is an important factor in ensuring that the structure and architecture of the city has a design that supports the political and administrative functions of the capital and reflects its symbolic meaning.

The most basic function of the capital is to serve as the administrative center of the state. Its symbolic role is related to reflecting the national values of the country, and this is mostly shaped by the policies and ideologies of governments. The state symbolizes the permanent structure and sovereignty of the country, while the government is a political body that temporarily governs this structure and is in office for a certain period. In this context, the architecture and urban design of the capital reflect the relationship between the permanence of the state, and the transience of governments and their shifting ideologies.

Concepts such as power, order, sovereignty, etc., which are identified with the state independently of the structure and ideology of the government, often create a common expectation regarding the urban and architectural features of government structures. Ensuring the visibility of the state through government buildings and considering this as an indicator of the state's power and capabilities is a common approach, and this creates a perception that government structures should have an impressive and monumental design. Similarly, concepts such as planning, organization, and control -integral to systems of governance- are often materialized through spatial expressions of order, geometry, symmetry, and hierarchy, which serve to visually reinforce these administrative principles.

On the other hand, governments are shaped by evolving policies and ideologies. These periodic shifts also influence capitals and governmental structures, leading to the emergence of distinct urban imagery. Every practice aimed at shaping the built environment of a capital city, especially those targeting government structures, has a political and ideological dimension. Lawrence Vale expresses this relationship as follows: "the architecture and urban design sponsored by the state carries an undeniable political agenda".[168] In this context, it can be said that the answers to the questions "who builds what, when, and how?" during the construction of a capital city are important from a political perspective.[169] In other words, identifying who built the capital, which actors were involved, how decisions were made or for example whether priority was given to monumental buildings symbolizing state power or to spaces fostering social life, and under what conditions, in which period, and for what purposes these interventions took place is essential. The functional and aesthetic qualities of such structures are also significant in terms of the ideology embraced by the government, the values it seeks to promote in the society, and the power relations. However, although the intended images may differ, the goal of

[168] Vale (2014)., op cit. 33.
[169] Minkenberg., op cit. 7.

creating a unified image remains the same. At this point, the uniform, homogenous, harmonious image and coherent urban fabric that Sonne says are associated with democracy and equality are actually important in terms of establishing a consistent visual identity aligned with the beliefs and values of various political approaches. This situation also relates to the findings that highlight the importance of planning and urban design based on the conducted analyses.

All of this takes place not only within the changing historical, political, and social contexts of a country but also within the continuous and cumulative development of cities. In this sense, the relationship that government structures establish with their predecessors and the evolution they undergo in architectural and urban terms are important. This also contributes to the formation of the capital's image by bringing together different layers and representations over time. Today, this context applies not only to capitals with long historical trajectories, but also to those that were designed from scratch in more recent times. In some of these capitals, the initial plans have continued to shape the urban development in response to changing needs and new conditions. It can be said that the core principles and key design decisions of these original plans are still preserved today. In this regard, the scope and approach of the initial plan, the way it has been engaged with in subsequent periods, as well as the city's growth and its economic, cultural, and social development are all significant factors.

For example, in Canberra, one of these capitals, the "Griffin Legacy" Project by National Capital Authority of Canberra (NCA), launched in 2002, examines "the relevance of the Griffins's design to the national capital in the twenty-first century" as follows:

> "[…] the project validated the original plan's cultural significance and conclusively established its contemporary relevance, even enlarging its legacy through a series of urban design initiatives. As reasserted by this

project, for the NCA, the Griffins's design is the most important reference in guiding future development".[170]

On the other hand, when evaluated in terms of urban development, Canberra has a low-density settlement with a population of approximately 500 thousand people among many capitals.[171] The rate of construction in the city is low compared to green areas. In this way, it can be said that it is possible to build the new government buildings needed in the existing empty areas in line with Griffin's plan (Figure 2.18). Although Brasilia, unlike Canberra, is a metropolis with a population of approximately 3 million and a high population growth rate, according to current aerial photographs it can be said that the administrative center similarly maintains a low-density settlement pattern (Figure 2.20).

Moreover, in capital cities such as Washington, Canberra, and Brasília -often cited as examples of cities that have managed to sustain their spatial development in line with the planning principles established during their founding period- it is seen that despite the new functions the city has acquired, their primary role as administrative centers has remained dominant. These cities continue to be recognized today as "political capitals".

However, although it can be said that these cities have largely preserved the basic principles and main decisions of their first plans, the transformations that cities and urban spaces have undergone over time have also introduced some changes in the way these capitals have been shaped. In this context, Minkenberg particularly highlights the impact of the disciplinary separation between urban planning and architecture. He argues that "the consequence of this separation is the disappearance of the architectural correspondence with the city's layout in the form of the single

[170] Vernon., op cit. 147.
[171] Ibid.

building". According to Minkenberg, this phenomenon -observed in the case of Washington- reflects a condition characteristic of modern-era capitals.[172]

The functioning of the planning process and those responsible for it have also changed over time. For example, again, in Washington, the federal government is no longer solely responsible for the overall planning and development of the national capital region. This responsibility is shared between federal and local governments, thus adopting a more collaborative planning approach.[173]

As to spatial use, security has become a significant concern -particularly in the wake of recent terrorist attacks- prompting a reconfiguration of the relationship between public spaces and government structures. During this period, restricting access to government complexes became a common practice.[174] For instance, Isabella Gourney examines the post-September 11 developments in Washington in relation to the L'Enfant Plan, and explains them as follows:

> "Since the September 11, 2001 attack on the Pentagon, the century-long process of demonstrating political might and national unity by planning and building a dense but confidently open ceremonial city is being challenged. […] tourists will no longer be able to stroll into the Rotunda of the Capitol, whose entire east grounds were excavated to create a secure visitor reception centre. These new measures to protect the Capitol contradict the spirit of symbolic and physical accessibility that mattered so much to L'Enfant and to the artisans of the McMillan Plan".[175]

[172] Minkenberg., op cit. 6.
[173] Gourney., op cit 127.
[174] Minkenberg., op cit. 6.
[175] Gourney., op cit 127.



Figure 2.17. Google Earth Satellite Image Dated 13.02.2025 Washington D.C. (Eye Level: 3.40 km). Source: Google Earth



Figure 2.18. Google Earth Satellite Image Dated 13.02.2025 Canberra (Eye Level: 3.40 km). Source: Google Earth



Figure 2.19. Google Earth Satellite Image Dated 13.02.2025, Ministries Quarter an the National Assembly Building in Ankara (Eye Level: 3.40 km). Source: Google Earth



Figure 2.20. Google Earth Satellite Image Dated 13.02.2025, The Capitol in Brasília (Eye Level: 3.40 km). Source: Google Earth

Globalization and global capitalism can be seen as forces that transform not only the urban spaces, but also the spatial structure of the state, although the extent of this transformation varies across different capital cities. In this context, the effects of globalization can be analyzed from two main perspectives: the emergence of new urban and economic functions, and the reconfiguration of national identity within a global framework. As previously mentioned, certain cities have retained their status as "political capitals" since their establishment. However, some capitals have lost their status as the center of national only in line with the new functions that have emerged within the city. This transformation has also changed the relationship between the city and the capital status and the architectural and urban features of government structures. Globalization should be addressed not only in economic or political terms but also in its cultural and social aspects. The symbolic role of the capital -particularly its function in embodying national values through public architecture- is likewise directly or indirectly shaped by these changes.

Ankara, which was chosen as the focus of this thesis, was conceived as the government center of the newly established Republic and was shaped by the planning efforts undertaken toward this objective during the foundation years. However, in the periods following this initial phase, the city's development underwent various stages of planning, each characterized by differing approaches, techniques, and goals. In terms of urban development, Ankara exhibits a higher population and built-up density compared to other designed capitals. Moreover, although it still retains its status as the administrative center, it has experienced distinct sub-periods during which its symbolic role and the ways in which this role has been articulated have varied.

As a result, these examinations reveal the multidimensional nature of the factors shaping the urban and architectural characteristics of the government buildings in Ankara. Within this context, planning and architectural design constitute the two primary axes of inquiry. The studies to be conducted on each of them should be addressed both in terms of the technical dimension of the subject and its relationship with the political, economic and cultural context. The dynamic interplay between the

two, through which they influence and reshape each other, is also important. In this context, each axis can be addressed in line with different design approaches and methods, unique processes and diverse set of actors. In addition, both the institutional structure of the state phenomenon and the political orientations, and the ideological discourses of different governments play a decisive role in the formation of the final product and process. All these shape the architecture of the government buildings, and their relation with the urban context differently in different periods. In the following sections of the thesis, both the research methodology and the intended analyses will be discussed in light of this framework.

Table 2.1. Framework of Inquiry: Architectural and Urban Dimensions of Government Buildings

Planning Axis			**Architectural Design Axis**	
Technical Dimension	**Contextual Factors**	**Urban Design Axis**	**Technical Dimension**	**Contextual Factors**
1. different design approaches and methods 2. unique processes 3. diverse set of actors	policies and ideologies, economic factors, cultural factors		1. different design approaches and methods 2. unique processes 3. diverse set of actors	policies and ideologies, economic factors, cultural factors.
⟵ dynamic interplay ⟶				

CHAPTER 3

FROM THE MINISTRIES QUARTER TO THE DEVELOPMENT OF ESKİŞEHİR ROAD AS THE PRINCIPAL GOVERNMENTAL AXIS

3.1 Governmental Buildings in Ankara during the Establishment Years

The settlement history of Ankara goes back to ancient times. All through history, it was a military base, a religious center, a commercial and production center renowned for its arts and crafts, hence attracting long-distance trade routes to itself. The castle, which is one of the oldest built structures in Ankara, has been a strong place for defense, and also an administrative center. [176]

As to Ottoman Period, Yasemin Avcı states that there was no specific palace or courthouse built for the *sanjak-bey* and the *kadi* in Ankara. The *sanjak-bey* who came to Ankara before the 19th century lived and worked in a large mansion rented for himself and his entourage. These mansions were mostly located in the neighborhoods around the historical obelisk Julianus Column -called also as "Belkıs Minaret"- located in the Ulus district today.[177] Avcı reports the purchase of a mansion in this area in 1824 to use as the governor's mansion, interpreted as a turning point, as the city gained a permanent administrative center. [178]

Ankara was declared a provincial center in 1836. Due to this situation and the growing bureaucratic organization because of the regulations regarding the administrative system that gained momentum with the *Tanzimat* period, Ankara's spatial needs for administrative purposes also began to increase. For this purpose,

---

[176] Avcı, Y. (2017). *Osmanlı Hükümet Konakları: Tanzimat Döneminde Kent Mekânında Devletin Erki ve Temsili*. İstanbul: Tarih Vakfı Yurt Yayınları, 122.
[177] Ibid., pp. 123-124.
[178] Ibid., pp. 125.

the Government House (*Hükümet Konağı*) was built in 1897.[179] The selection of the location for the Government House was quite controversial, as it was known that the location of this building would become the new "administrative center" and that this would create a center of attraction for the daily activities in the city, and especially would increase the commercial activities around it. As a result, it was decided to demolish the old mansion and build a new one in its place.[180] After the construction of the new government mansion, the square where it was located began to be known as "Hükümet Meydanı" (Government Square). Next to the first government building in Ankara, there was also a police department, prison, telegraph office, military office and a warehouse. In line with the new needs that emerged over time, a new mansion began to be built around the new building as well. Some of these were the archives buildings, the Ankara Telegraph and Post Office, the buildings that house the foundations, population and forest offices (Evkaf, Nüfus ve Orman Kalemleri), and Defter-i Hakani (Imperial Land Registry Office). For the internal affairs (Dahiliye Dairesi) and finance (Maliye Dairesi) departments, two separate buildings were rented near the Government House. As a result of all these developments, Avcı comments on Ankara in this period: "When we come to the last decade of the 19th century, we can easily talk about the existence of a developed civic center (*kamu sitesi*), which included a wide variety of units, and an effective administrative center in Ankara".[181]

These structures continued to serve as the home to the government during the War of Independence and the early years of the Republic. Mustafa Kemal, who came to Ankara on December 27, 1919, resided in the Government House for a while and carried out his work there. In addition, all ministries, including the Prime Ministry, except the Ministries of National Defense, Foreign Affairs and National Education,

[179] Ibid.
[180] Ibid., pp. 126-127.
[181] Ibid., pp. 129-130.

served in this same building.[182] In line with the spatial needs that arose during this period, the Dar-ül Muallimin Building began to be used as the Ministry of Education, the Salt Ministry (Tuz Nazırlığı) Building as the Ministry of Foreign Affairs, and the Union and Progress Party (İttihat ve Terakki Partisi) Building as the 1st Grand National Assembly. In later years, two new buildings were built on either side of the Government House for the Ministry of Finance and the Ministry of Internal Affairs.[183]

In the legend of the 1924 Ankara Municipality Map (*Şehremaneti Haritası*), which shows Ankara in the 1920s, official buildings are specially designated with the name "emakin-i amiriye" (state-owned properties).[184] Avcı, referring to this map, states that almost all public buildings are located within walking distance of the administrative center, focusing on the Government Office. With a similar understanding, the works for the improvement of the intrastructure in the city were concentrated mainly in this area, at the junction of transportation routes.[185] However, with the erection of the Statue of Victory in the old Taşhan Square in 1927, the square was renamed as the "*Hakimiyet-i Milliye Meydanı*" (National Sovereignty Square) and a a new civic center was created around this public square, as the starting point Banks Avenue, that would become the the beginning of Atatürk Boulevard extending towards south, that would provide access to the new city.

[182] Erdoğan, A., Günel, G., Narince, M. (2007). *Ankara Tarihi ve Kültürü Dizisi 4: Cumhuriyet ve Başkent Ankara*. Ankara Büyükşehir Belediyesi, 66.
[183] Avcı., op cit. 139.
[184] Günel, G., Kılcı, A. (2015). "Ankara Şehri 1924 Haritası: Eski Bir Haritada Ankara'yı Tanımak". *Ankara Araştırmaları Dergisi 3(1),* 79.
[185] Avcı., op cit. 137.

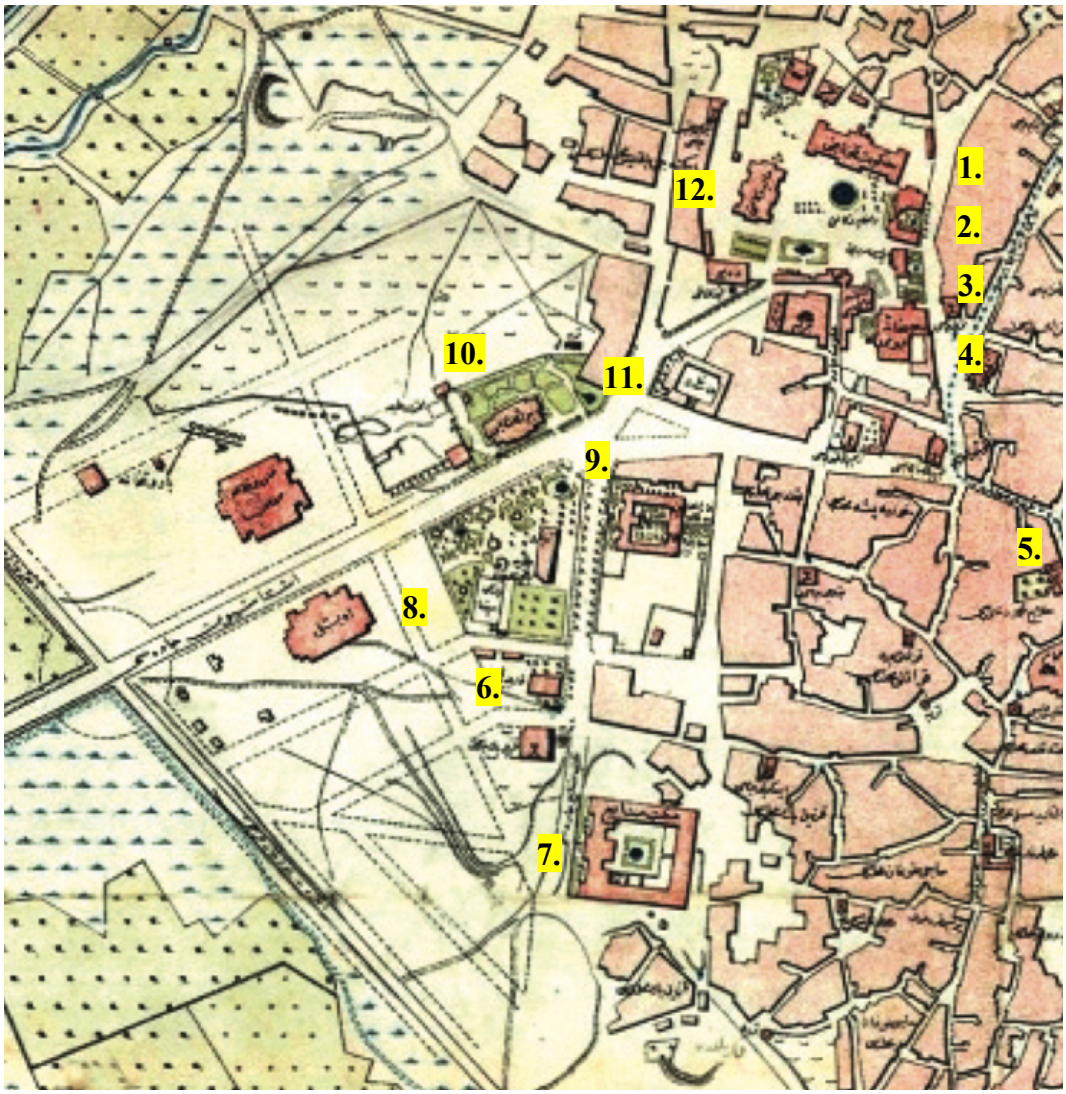


Figure 3.1. “Public Buildings on the 1924 Ankara Map 1. Government House 2. Ministry of Internal Affairs 3. Gendarme 4. Prison 5. Municipality 6. Ministry of Foreign Affairs 7. School of Industry 8. Public Garden 9. Ministry of Education 10. Grand National Assembly 11. Taşhan 12. Ministry of Finance”. Source: Avcı, Y. (2017), p. 299.

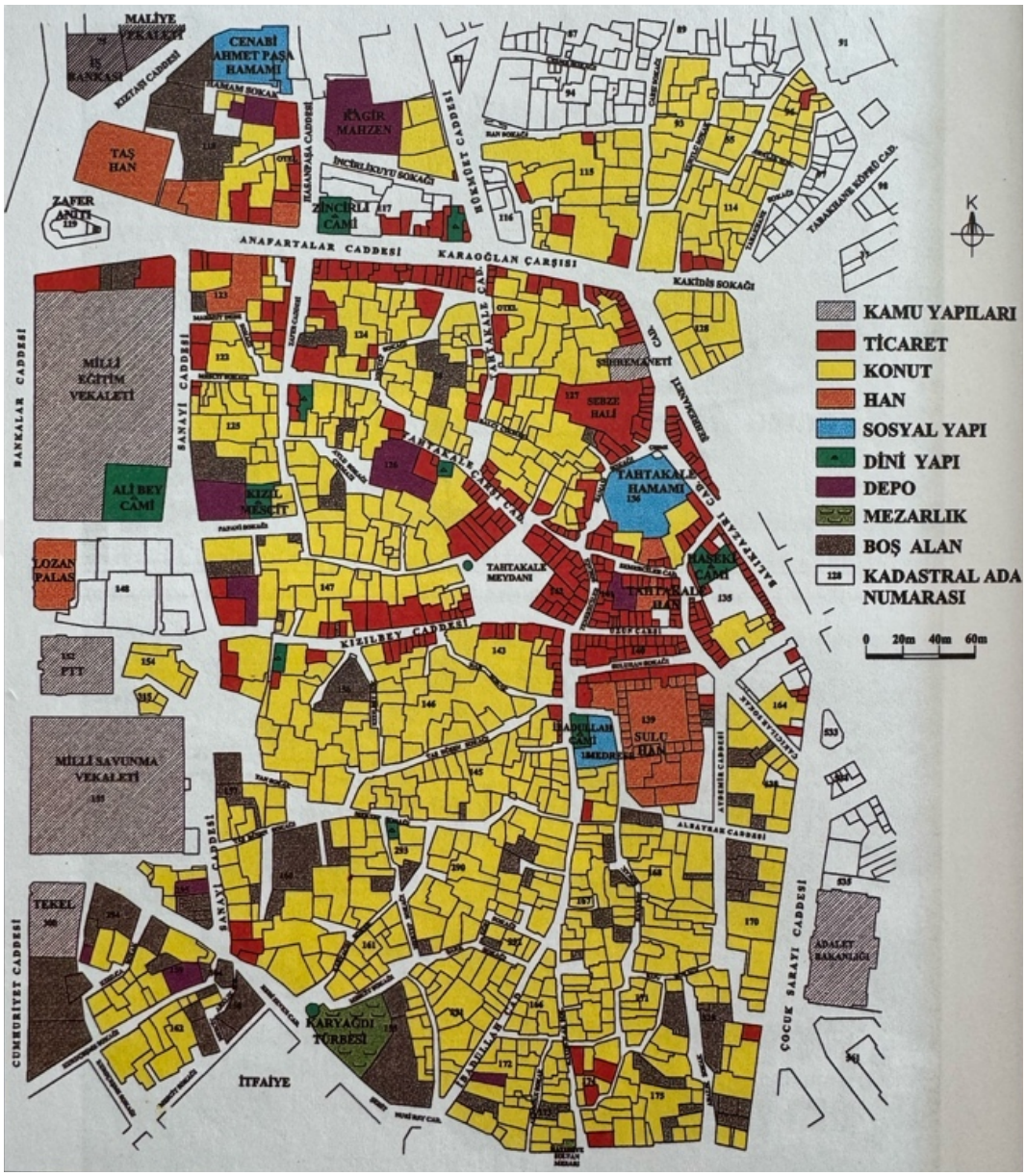


Figure 3.2. “Suluhan and Its Surroundings Historical Trade Center Map” Obtained by Combining Ankara Cadastral Maps of 1929” Source: Tunçer, M. (2001), p.84

The declaration of Ankara as the capital city was a turning point. According to Ruşen Keleş and Bülent Duru, "the establishment of the Republic and the rise of Ankara to prominence coincided with the same period of time".[186] The order of developments at this point is also important: First Ankara was declared the capital on October 13, 1923, then the Republic was declared on October 29, 1923, and immediately afterwards Ankara Municipality (Ankara Şehremaneti) was established on November 21, 1923. As noted by İlhan Tekeli, the establishment of Ankara from the ground up as the new, modern capital of the Republic of Türkiye was closely linked to the regime's success, making it a central priority on the political agenda.[187]

3.2 Planned Development of Ankara as the Capital City and the Creation of the Ministries Quarter

Planning studies began immediately after Ankara was declared the capital, and the first plan of the city was prepared by Carl Christoph Lörcher in 1924.[188] The first plan prepared by Lörcher focuses on the Old Town and its surroundings, attempts to meet the existing building needs through buildings to be constructed in this area. Echoing similar intentions, the building demand, which increased particularly after Ankara was declared the capital, was met between 1923 and 1927 by constructing buildings generally on the existing vacant lots of the old city or on areas that had become unusable because of fire.

Özcan Altaban, in his assessment of the location of the administrative buildings built during the foundation period of the Republic, states that each of the administrative buildings was located in different parts of the city before the Jansen Plan (1928), and that the location selection for these buildings was made with reference to Ulus

[186] Keleş, R., Duru, B. (2008). "Ankara'nın Ülke Kentleşmesindeki Etkilerine Tarihsel Bir Bakış". *Mülkiye Dergisi 261*, 28-29.
[187] Tekeli., op cit. 272.
[188] Cengizkan (2018)., op cit. 35-36.

Square, Çankaya Hill, the Train Station and Atatürk Boulevard, since there was no plan for the whole city.[189] Gönül Tankut regarded this situation as a significant disadvantage, highlighting that the efforts to construct the city as a capital embodying the ideals of the new regime failed to achieve a coherent spatial manifestation. The generally *ad hoc*, independent, and fragmented construction activity hindered the collective perception of public buildings. The variety of materials and expressions used in the buildings are also effective in this sense. Tankut mentions that the scattered construction in the early years and the confusion of architectural styles and forms were subject to criticism. [190]

At this juncture, one of the most significant measures that helped regulate construction activity in the following years and guided urban development within a more coherent framework was the major expropriation initiative undertaken in 1925. According to Gönül Tankut, the expropriation of vacant lands located to the south of the city's historical center played a critical role in defining the new settlement area of the capital. In this way, both the direction and the spatial extent of future urban growth were established. The reason for choosing this area for expropriation was the technical and economic difficulty of transforming the old city into a modern settlement in a short time. Thus, Ankara's growth will be within the boundaries of a new macro-form.[191] Within the same period, the construction of Atatürk Boulevard, the major north–south axis linking the historic city center in Ulus to Çankaya, passing through Yenişehir development area was also initiated.[192] In the ensuing years, several ministerial buildings were erected along this axis, which would go on

[189] Altaban, Ö. (1998). Cumhuriyet'in Kent Planlama Politikaları ve Ankara Deneyimi. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 45). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[190] Tankut., op cit. 100.
[191] Ibid., pp. 89.
[192] Erdoğan, A., Günel, G., Narince, M., op cit. 95.

to serve as the city's primary transportation route. (The construction of the boulevard was completed later in 1929).[193]

In this context, a second plan was prepared by Lörcher in 1925.[194] As Ali Cengizkan explains, the spatial demands resulting from the rapid population growth -occurring even before Lörcher's initial planning efforts were finalized- necessitated the preparation of a development plan aligned with the provisions of the expropriation law enacted.[195] The Lörcher Plan was based on a zoning approach that grouped structures according to their functions, proposed distinct campuses for administrative, educational, and healthcare buildings, and allocated designated spaces for each within the urban layout. [196] Within this framework, Lörcher's 1925 New City - Governmental City Plan envisioned the concentration of governmental functions along the main axis, particularly in the Yenişehir area , which linked Ankara Castle in Ulus to the Presidential Mansion in Çankaya. Later, this area was redefined as a fully developed administrative center, designed to include a new parliament building, a Ministries Quarter, the "Devlet Mahallesi" (State District) accommodating various governmental institutions, and a residential area for civil servants (Figure 3.3).[197]

When Lörcher's idea of grouping administrative buildings to form a civic center first emerged, it caused some objections because it posed a serious risk in case of an air attack, but this idea was adopted later.[198] Land speculators of the period also opposed to the concentration of government offices within a single district. Certain influential individuals attempted to persuade the decision makers to construct new public

[193] Ibid., pp. 95.
[194] Cengizkan (2018)., op cit. 41.
[195] Ibid., pp. 49.
[196] Ibid., pp. 85-87.
[197] Ibid., pp. 35-36.
[198] Cengizkan, A. (2010). Cumhuriyet için Demokratik Mizansen: Ankara Vekâletler Mahallesi'nde Temsili Düzen. In A. Balamir (Ed.), *Clemens Holzmeister: Çağın Dönümünde Bir Mimar* (pp. 87). İstanbul. Boyut Yayıncılık

buildings in locations where they had previously acquired land at low prices, thereby profiting by selling it back to the state at significantly inflated values.[199]

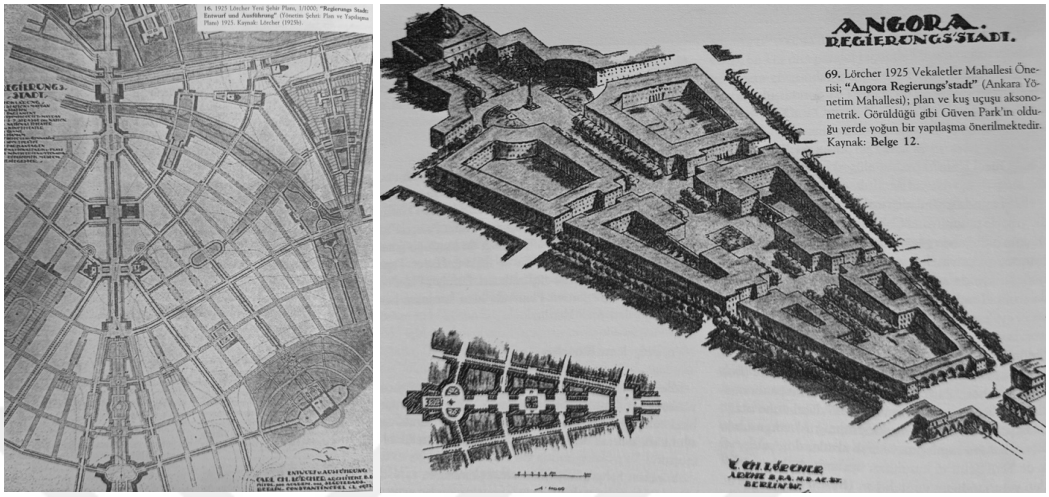


Figure 3.3. a. 1925 Lörcher New City-Governmental City Plan b. Lörcher 1925 Proposal for the Ministries Quarter. Source: Cengizkan, A. (2018), p.40-p.86

The Lörcher Plan, particularly with its main design decisions regarding the layout of the New City, influenced later planning studies. A clear example of this influence can be seen in article 11 of the "directives and data" list of the planning competition organized by the Ankara Municipality in 1928, which stipulates: "The ministry buildings must be gathered as a group on the Kurtuluş (Kızılay) Square side."[200] However, as Cânâ Bilsel notes, the competition held in 1927-28 should not be viewed as a direct continuation of the Lörcher Plan. At this point, a decisive shift occurred: the government ended its collaboration with Lörcher and instead invited three prominent city planners from Germany and France to take part in the competition. This break not only marked a change in professional engagement, but also reflected a broader ideological departure from Lörcher's "baroque manner of planning" which was increasingly viewed as incompatible with the modernist vision

[199] Sey, Y. (1998). Cumhuriyet Döneminde Türkiye'de Mimarlık ve Yapı Üretimi. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 32). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[200] Cengizkan (2018)., op cit. 95.

of the Republican regime. The decision to seek alternative planners thus underscored the government's ambition to construct a capital that embodied modernity and progress.[201]

During the same period, it was also recognized that the Şehremaneti lacked the technical and organizational capacity to effectively oversee the city's development or to manage the implementation of the new planning initiatives. As a result, a new institution, Ankara İmar Müdürlüğü (Urban Planning Directorate) was established in 1928.[202] This newly formed body functioned as a strong and autonomous planning and implementation authority, equipped with its own financial resources, decision-making mechanisms, and regulatory framework. Its primary responsibility was the preparation and execution of master plans in collaboration with the planner. In this respect, it marked a departure from the fragmented and piecemeal approach characteristic of the Şehremaneti. [203] İlhan Tekeli emphasizes the significance of this institutional model, noting that "it is clear that this form of organization and political support is not behind any of the master plans of our cities, including Ankara, today".[204]

The period during which these developments took place is also important in terms of the bureaucratic structure and organization of the newly established Republic of Türkiye. As stated by Esra Dik, the administrative establishment was largely completed between 1927-1928 and the bureaucracy of all ministries was formed.[205] Accordingly, one of the main concerns of the planning competition opened at the

---

[201] Bilsel, F. C., (2025). Başkent Ankara'nın Mekânsal Tasarımı, Kamusal Mekânların Oluşumu ve Başkalaşımı. *Cumhuriyet in Kalbinde Ankara'nın Mekânsal, Toplumsal ve Siyasi Yolculuğu* (pp.121), İstanbul: SRC.

[202] Tekeli., op cit. 278.
[203] Tankut., op cit. 97-98.
[204] Tekeli., op cit. 280.
[205] Dik, E. (2017). *Türkiye'de Bakanlık Sisteminin Geleceği.* Ankara: İmge Kitabevi, 72.

end of this process was the spatial organization of all ministries and the Grand National Assembly of Türkiye.

Herman Jansen, the winner of the Master Plan Competition that ended in 1928, kept the placement of the Ministries Quarter as it was first planned by Lörcher and in addition, he proposed that the new parliament should be located here as well. Then, Jansen and Clemens Holzmeister, the designer of most of the buildings constructed within the Ministries Quarter and the Turkish Grand National Assembly, redesigned the Ministries Quarter around the central axis, boundaries and slope that were previously determined by Lörcher. On the other hand, although the original scheme of the area was designed by Jansen and Holzmeister, diverse figures -such as architect Sedad Hakkı Eldem, sculptors Josef Thorak and Hans Hanak, urban planner Jacques Leveau, and political actors like Ali Çetinkaya and Nevzat Tandoğan[206]- were also involved in the process and played a role in shaping the final outcome throughout the 15-year construction period.[207]

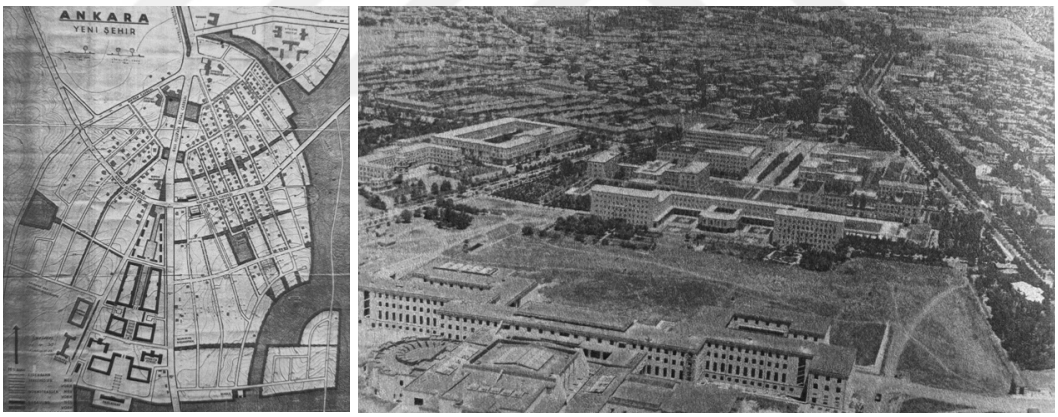


Figure 3.4. a. 1930 Jansen New City Revision Plan b. Ministries Quarter and the Grand National Assembly Source: a. Cengizkan, A. (2018), p.111. b. Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019), p.60

[206] Cengizkan (2010)., op cit. 731,742.
[207] Cengizkan (2010)., op cit. 85.

In fact, Jansen initially determined a common approach for both the Ministries Quarter and the other buildings in the area and proposed a "Garden City" design in the German style. However, unlike Hermann Jansen's uniform and integrated vision, Clemens Holzmeister's urban design for the Ministries Quarter gave special emphasis to the ministry buildings, treating them as architecturally prominent and symbolically important elements through their formal representation and use of a contemporary architectural language. This situation brought Holzmeister's design to the forefront, and even before Jansen's urban plan was finalized, the construction of two ministry buildings designed by Holzmeister had already commenced.[208] In their article titled "Thoughts on the Ministries Quarter of Ankara", Enis Kortan and Altuğ İşeri list the "urban design principles envisioned and implemented by Holzmeister in accordance with Jansen's site plan" as follows:

> "All buildings have a height limitation (5 floors), except for minor differences. The mass, shape and dimensions of the buildings are close to each other, there is a unity of scale between them. The exterior plaster and coatings of the buildings are made of same or similar colors and materials (Ankara stone color). There is a similar window system on the facades. Unity of expression and language, monumentality, Western neoclassicism, axial symmetry in plans and masses, central plans etc. features. Static, heavy, bulky expressions in the masses. An orderly arranged whole that is not chaotic (Figure 3.4)."[209]

When the model made in 1934 to show the future state of the Ministries Quarter is examined, it is seen that Holzmeister designed the area as the Ministry of Internal Affairs, the Gendarmerie General Command and the General Directorate of Security complex and the Vilayetler Square in the south, Güven Park in the north and the area between the two as a spine passing right through the middle and connecting the park

[208] Ibid., pp. 87.
[209] Kortan, E., İşeri, A. (1999). "Ankara Bakanlıklar Sitesi Üzerine Düşünceler". *Yapı* 209, 60.

and the square and six ministry buildings placed around it. There is another ministry building designed as “Gate Building” at the northernmost end of this spine called Zafer Boulevard. However, the final product was different from Holzmeister's scheme. First, the “Gate Building” was removed from the design, and Holzmeister's design was implemented for only four of the remaining seven buildings.

Different designs for other buildings, built by different architects in different periods, provoked debates both in terms of their architectural qualities and their relation with other structures within the complex and the context. The eight-storey Ministry of Education Building, the project of which was obtained through a national competition of architecture in 1962, and built between 1962-1967, is the building that was found to be the most “discordant” with Holzmeister's design and therefore the most criticized.[210] Cengizkan argues that the primary reason for this situation was the absence of a master plan to guide “future developments and amendments and modifications”. He also advocates the idea that “partial solutions” introduced in this context led to newly constructed buildings failing to establish meaningful relationships with their surroundings, as architectural design was largely dictated by “allocational constraints”. In this regard, the specific requirements of institutions within the Ministries Quarter played a decisive role in shaping its form.[211] Another criticized practice is the closure of Zafer Boulevard, which was initially designed as a wide, green pedestrian axis, to civilians for security reasons.

The meaning of the Ministries District for the city and its place in social, cultural and economic life have also changed over time. Sevin Osmay, in an evaluation of the Jansen Plan and the city center of Ankara, states that Ulus and its surroundings were considered as the city center in the Jansen Plan, and that the area to be built for the new administrators and bureaucrats coming to Ankara, Yenişehir was not considered

[210] Cengizkan (2010)., op cit. 91.
[211] Ibid., pp. 92-93.

as a second center but as "an extension, a district of the city".[212] In this sense, İhsan Bilgin comments on Jansen Plan as "an expression of a moderate and determined nation-state identity centered on public initiatives and complexes, rather than a metropolis shaped or to be shaped by the dynamics of market society".[213] In this context, it is possible to say that until the 1950s, Kızılay stood out as an administrative center with the Ministries Quarter, Ministry of National Defense and the General Staff, and other government buildings. With the completion of the construction of the new Turkish Grand National Assembly in 1960 and the start of use of the building, commercial uses were developed in Kızılay, at the center of Yenişehir. The central business districted extended from Ulus to Bakanlıklar. As a result, Kızılay became a place of entertainment and socialization with its cinemas, theaters, bookstores, patisseries and restaurants, which were rich in social and cultural activities for the bureaucrats and intellectuals of the city and were generally used by this group.[214]

Until the 1950s, a "dual center formation" was seen in Ankara, with Ulus as the traditional center, and Kızılay as the modern center, which mainly hosted administrative functions and related services.[215] In the 1950s, commercial activities and population began to intensify in Kızılay as a sub-center[216], and the existing built environment consisting of low-rise houses started to be demolished and replaced by multi-storey apartment buildings, the ground floor of which would be used as workplaces and the upper floor as residences.[217] As a result of these developments, Kızılay has become the center of the administrative functions and the service sector,

---

[212] Osmay, S. (1998). 1923'ten Bugüne Kent Merkezlerinin Dönüşümü. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 142). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[213] Bilgin, İ. (1998). Modernleşmenin ve Toplumsal Hareketliliğin Yörüngesinde Cumhuriyet'in İmarı. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 261). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[214] Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019). *Başkent'in Meydanı Kızılay'ın Dönüşüm Öyküsü.* Ankara: VEKAM, 67.
[215] Osmay., op cit. 141.
[216] Varol, Ç., Sat, N. A., Yenigül, S. B., op cit. 73.
[217] Osmay., op cit. 145.

and became the second central business district of Ankara after Ulus.[218] In this respect, by the 1980s, Kızılay reached its capacity for new buildings and the limits had been reached in terms of the spread of the settlement.[219] In line with the developments experienced in this process, Atatürk Boulevard and Gazi Mustafa Kemal Boulevard, Meşrutiyet Avenue and Mithatpaşa Avenue, which mainly hosted business and commercial activities, could not meet the new administrative building needs that arose in the following period, the search for places for these buildings was directed mainly towards İsmet İnönü Boulevard, west of the Ministries Quarter and the Turkish Grand National Assembly.

3.3 Development of Eskişehir State Highway and Extension of Governmental Complexes on İnönü Boulevard after 1950s

The 1950s, that were years of recovery after the Second World War that affected government policies all around the world, particularly in terms of politics and economy, witnessed many important changes for the Republic of Türkiye, especially the transition to multi-party system and the change of government. The Democratic Party administration that came to power in this period has a different political stance than previous governments. Likewise, the government's economic policies, public works and urban and architectural practices also differ in this sense. Adnan Menderes, the prime minister of the period, expressed the importance he attached to motorized transportation at every opportunity, and frequently stated that the use of highways would be supported instead of railways, as it was a fast, easy and cheap method, and that more importance would be given to the construction of highways in this regard.[220] In line with this approach, important activities were carried out for the construction of highways and motor vehicle use increased five times during the

[218] Ibid., pp. 144.
[219] Ibid., pp. 149.
[220] Evsile, M. (2021). Demokrat Parti Döneminde Bayındırlık Faliyetleri, *History Studies: International Journal of History 13/1*, p. 242.

ten year Democratic Party rule.[221] In the Capital Ankara, intercity roads such as Eskişehir Road, Konya Road and Samsun Road, which connected the city with others, were built in this period.[222] In Ankara's historical and urban development process, these roads also have become the new development corridors of the city beyond providing intercity connections. In this context, Eskişehir Road, located on the east-west axis of the city, comes to the forefront with the construction of significant public buildings, and ministries later.

However, in the first plans of the city, in Lörcher (1925) and Jansen Plans (1932-1950), the main layout is made in the north-south direction on Atatürk Boulevard, which connects the Old City to the New City, that is, Çankaya. In these plans, the east-west axis that crosses the city in the other direction is not İnönü Boulevard, which is on today's Eskişehir Road line, but Talatpaşa Boulevard, which passes next to Gençlik Park and Hippodrome in the north of the city. [223] Tandoğan, Bahçelievler and Cebeci districts are located at both ends of the east-west axis defined in the Jansen Plan (Figure 3.5).[224]

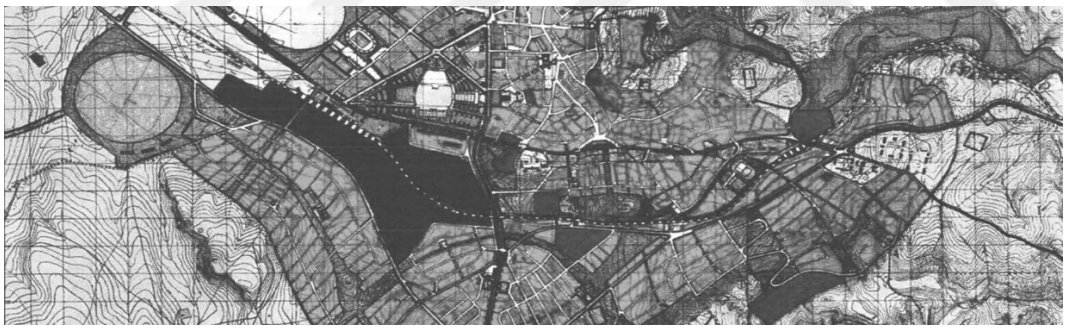


Figure 3.5. Talatpaşa Boulevard in the Jansen Plan of 1932

The progress of the city towards Eskişehir Road via İnönü Boulevard started with the Yücel-Uybadin Plan (1957-1970) in the 1950s and 1960s. However, this axis is

[221] Ibid., pp. 248.
[222] Panel: Ankara Nereye (1997). Ankara Enstitüsü Vakfı, p39.
[223] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu (2007), Ankara Büyükşehir Belediyesi, p.49
[224] Ibid., pp. 62.

not the main east-west axis of the city. In the Yücel-Uybadin Plan, the furthest point the city reached in the western direction was Etimesgut neighborhood located on the İstanbul Road. This area was connected to the working and residential areas at the other end of the city by the suburban line running in the east-west axis.[225]

The population increase in Ankara, which started with the declaration as the capital of Republic of Türkiye, reached its highest level in these years. Population growth and the increasing need for buildings have brought about land speculation and rent, practices contrary to the current master plan, and slums.[226] The Yücel-Uybadin Plan, which seeked solutions to these problems, proposed a single-centered and compact scheme within the municipal borders to control the urban macroform that spreads to the periphery of the city by squatting. In this context, the most important proposal of the Yücel-Uybadin Plan that shaped the city's macroform was to surround the city with the Konya-Samsun highway.[227] This road also determined the western border of İnönü Boulevard, which was an important development axis for the governmental and military complexes of the period (Figure 3.6).

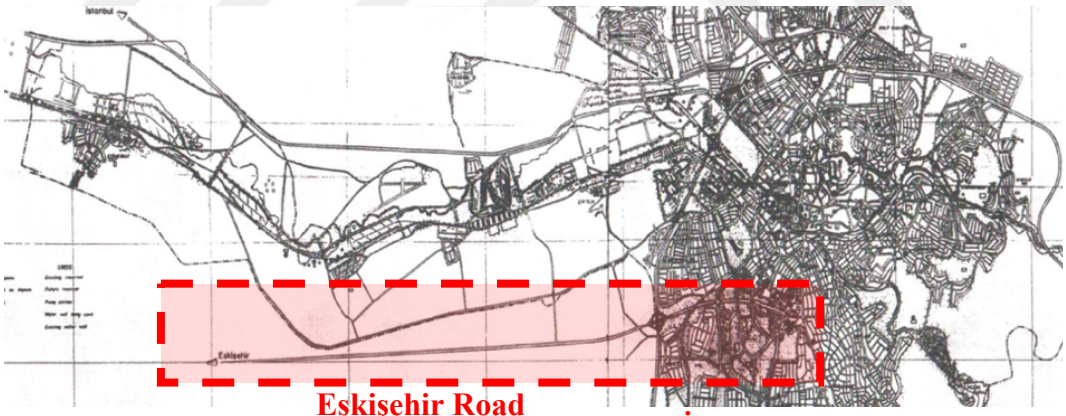


Figure 3.6. Eskişehir Road and İnönü Boulevard in the Yücel-Uybadin Plan.

[225] Ibid., pp. 63-64.
[226] Akkuş, A., Eseroğlu, İ., Şahin, N. (2023). 'Yüzyıl'lık Serencam: Başkent Ankara'nın Dönüşümü (1923-2023), *Mülkiye Dergisi 47/5,* p.98.
[227] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 63-64.

In the Yücel-Uybadin Plan, the fact that no alternative city center was proposed to Ulus and Kızılay, the historical and modern centers of Ankara, increased the density there over time. New spatial needs have mostly been met by constructing new high-rise buildings in the existing urban areas. During this period, governmental buildings also began to be built outside the Ministries Quarter. However, there is no suggestions and guidance in the Jansen Plan to meet the new administrative building needs that may arise in the future, and the ministries are located only within the determined limited area.[228] The Yücel-Uybadin Plan is a plan in which important decisions are taken in this sense. According to Cengizkan, in the initial declaration of the plan, the capital status of Ankara was identified with the government buildings and the cultural character of the city. In this context, the fifth chapter of the plan report begins by outlining the current situation and the need for new governmental complexes:

> "In the area reserved for the collection of all ministerial structures, there was no place for new functions and requirements. […] Gradually, some ministry headquarters and service buildings began to look for a place outside the Ministry Quarter. For this reason, the authors allocated a new area to the MQ in the south of the Ministry of National Defense and the General Staff, with this decision, they tried to ensure that the buildings outside the wedge formed quarter [of Ministeries] still remain within a campus (Figure 3.7)".[229]

[228] Cengizkan (2010)., op cit. 93.
[229] Ibid., pp. 43.



Figure 3.7. "Devlet Mahallesi" (State District) in Yücel-Uybadin Plan

This decision is particularly significant as it reveals the planners' deliberate effort to preserve the spatial unity of governmental functions by keeping them within a coherent campus structure. The architectural competition for the "Maliye Sitesi" (Campus for Finance), launched in 1959, further reinforces this objective. This campus would host institutions such as the Ministry of Finance, the Court of Accounts (Divan-ı Muhasebat / Sayıştay), the Central Bank, the Depreciation and Credit Fund (Amortisman ve Kredi Sandığı), and the State Supply Office.[230] The winning project could not be implemented, but the idea of developing a second "administrative center" or "*Bakanlıklar Sitesi*" (a ministeries campus), located in the area to the west of the Turkish Grand National Assembly has been on the agenda for

[230] Maliye Bakanlığı, *Mimarlık 1975/4*, 17-23.

many year,s and there have been various attempts in this direction.[231] According to the "İkinci Bakanlıklar Sitesi Parselasyon Planı" (Second Ministries Campus Parcel Plan) prepared in 1967, it was planned that the Ministries of Public Works and Settlement, Rural Affairs, Tourism and Promotion, Customs and Monopoly, Energy and Natural Resources, Industry, Foreign Affairs and Finance were decided to be located on this campus and a parcel was reserved for each of them (Figure 3.8).[232]

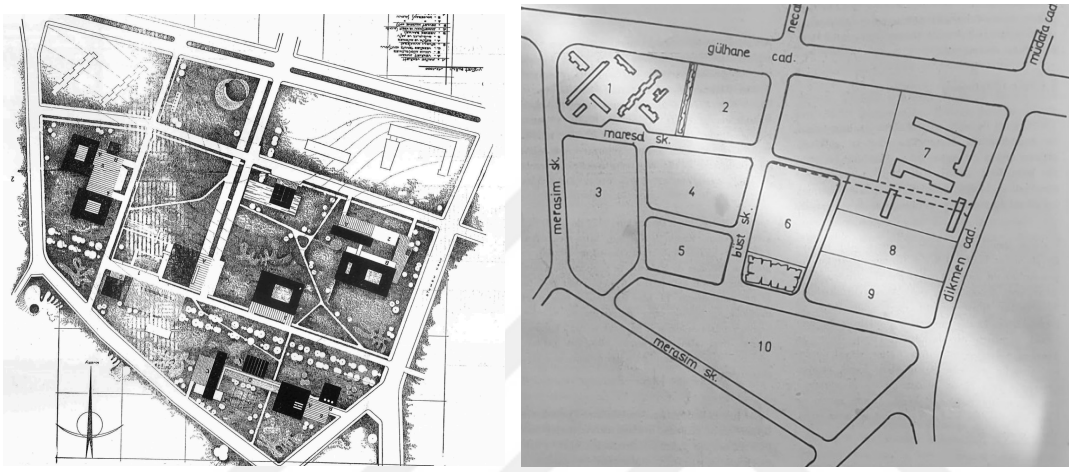


Figure 3.8. a.1959 "Maliye Sitesi" Winning Project b. 1967 "İkinci Bakanlıklar Sitesi Parselasyon Planı" (Second Ministries Campus Parcel Plan). Source: a. Arkitekt, 1961/10, p. 18-39. b. Ankara 1985'den 2015'e p.38

In 1973, another competition was opened by the Ministry of Public Works and Settlement, in order to obtain a project for the campus of the Ministry of Finance and Customs, which was planned to be located at the southernmost end of this campus (Figure 3.9). After the conclusion of the competition, the architectural team that took on the project task also prepared a site plan that would cover the entire area during the design of the building that will be a part of the campus consisting of eight

[231] Maliye Sitesi Proje Müsabakası, *Arkitekt 1961/01*, 18-39.
[232] Altaban, Ö. (1985). Kamu Yapıları Yer Seçim Süreçleri. In ODTÜ Şehir ve Bölge Planlama Bölümü Çalışma Grubu (Eds.), *Ankara 1985'den 2015'e* (pp. 38). Ankara: Ankara Büyükşehir Belediyesi Ego Genel Müdürlüğü.

ministry buildings. Some of the decisions taken within the scope of this site plan studies were as follows:

> "The campus should be a whole within itself, apart from its relations with the near administrative structures. The physical relations of the campus with the former ministries and the Grand National Assembly should be established as a plan. It should be ensured that the site is perceived as a whole, not as individual buildings, and that they have a common plastic. Standardization and prefabrication should be ensured by using the same axis and construction systems and the same materials in buildings, and economy and integrity should be achieved in this way".[233]

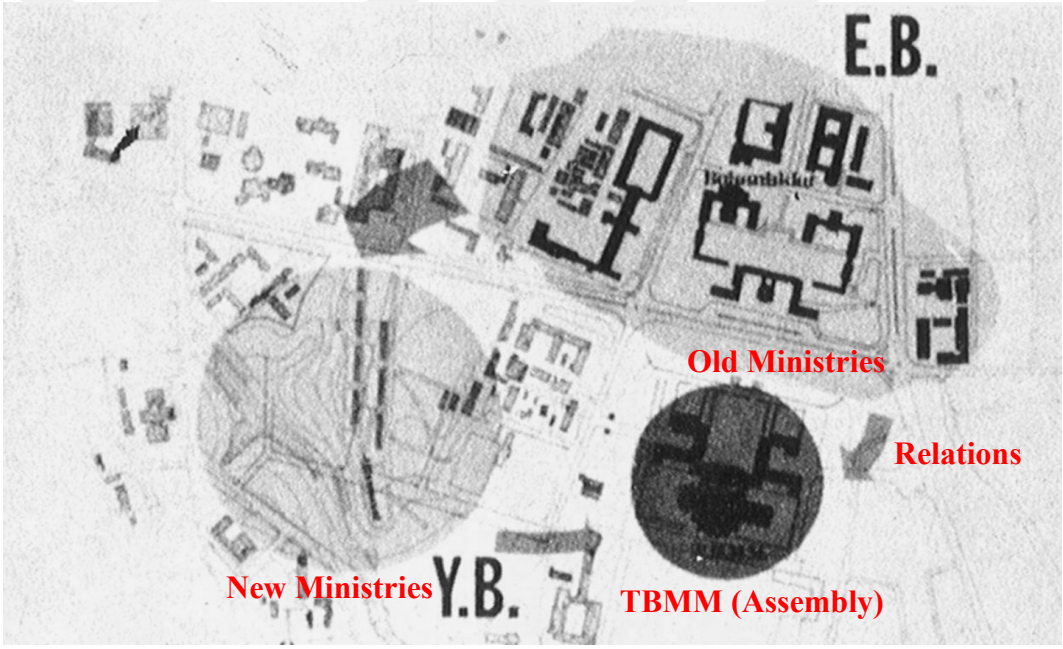


Figure 3.9. 1973 "Maliye ve Gümrük Bakanlığı Sitesi" Architectural Competition Layout Scheme. Source: Mimarlık, 1975/04, p. 17-23.

Although the attempts were unsuccessful, a common view has been adopted both in the Yücel-Uybadin Plan and in the specifications of the competitions opened, that

[233] Maliye Bakanlığı, *Mimarlık 1975/4*, 18.

the administrative center established in the first years of the Republic was no longer sufficient to meet the needs and that the new buildings to be built should be located in relation to the Ministries Quarter and the National Assembly building.[234]

One of the areas expropriated for public and military use in the 1930s and 1940s was a 440-hectare zone stretching from the Turkish Military Academy toward the west and south, reaching both sides of Bahçelievler residential district. This area was reserved exclusively for public buildings and was closed to residential development. As Özcan Altaban notes, the land was originally allocated solely to the Turkish Military Academy.[235] However, the area later also accommodated various government buildings alongside military facilities. Between 1950 and 1970, several public institutions -such as the State Supply Office (DMO), the Republic of Türkiye Highways (TCK), the State Hydraulic Works (DSİ), and the State Institute of Statistics (DİE)- constructed their headquarters along İsmet İnönü Boulevard, particularly around the Anıttepe District. This area is situated adjacent to the zone designated as "State District" in the Yücel-Uybadin Plan and directly across from the proposed government campus. It has a connection to the existing government buildings and the Parliament.

When an Ankara map prepared in 1959 is compared with the maps of 1972 and 1976, in terms of the location of administrative complexes, it can be observed that there is a progress along the Eskişehir highway in the western direction in this period (Figure 3.10-11-12). The areas on İsmet İnönü Boulevard, especially at the west, which appeared to be empty in 1959, were filled with settlements belonging to administrative and military buildings over time. It was determined that the areas belonging to public institutions increased by three and a half times in the fifteen-year period between 1970 and 1985.[236] According to Altaban, the settlements in this

[234] Maliye Bakanlığı, *Mimarlık 1975/4*, 17-23.
[235] Altaban (1985)., op cit. 36.
[236] Altaban, Ö. (2002). Ankara Metropoliten Alan Planlama Deneyimi: 1970-1984, *Planlama 2002/4,* p. 38.

direction were put into implementation in accordance with the Master Plan and in a decentralized manner as envisaged.[237] As a result of these developments, buildings belonging to the following ministries were built on İsmet İnönü Boulevard in this period, respectively: The Ministry of Energy and Natural Resources (1976), The Ministry of Culture and Tourism (1978), The Ministry of Foreign Affairs (1982), The Ministry of Treasury and Finance (1983), The Ministry of Labor and Social Security (1983).

However, in his article, Haldun Dostoğlu comments on the locations of administrative structures within the city, their relationships with each other, and the processes of their acquisition during this period, and he evaluates the situation as "Ankara's office building space chaos". Already in 1978, he criticized the government buildings along the Ankara-Eskişehir highway, arguing that each structure was built on a separate plot of land assigned to a single institution, reflecting an individualistic approach. This lack of coordination between institutions prevented the possibility of reaching joint decisions, implementing unified strategies, and aligning with the city's development plans. [238]

With these buildings, İsmet İnönü Boulevard, as an uninterrupted axis on which governmental, administrative and military buildings were aligned starting with the Ministries Quarter (Bakanlıklar) and the Turkish Grand National Assembly at its easternmost end, reached its physical borders where it intersects with Konya Road at its westernmost end. The axis continues under the name of Dumlupınar Boulevard to the west of the intersection with the Konya Road.

[237] Altaban (1985)., op cit. 40.
[238] Dostoğlu, H. (1978). Büro Yapıları ve İki Yarışma Üzerine, *Mimarlık, 1978/04*, 56-57.



Figure 3.10. İnönü Boulevard in the 1959 City Plan of Ankara / General Directorate of Mapping. Source: Vekam 2017, 71-77.



Figure 3.11. İnönü Boulevard in the 1972 City Plan of Ankara / General Directorate of Mapping Source: Vekam 2017, 71-77.



Figure 3.12. İnönü Boulevard in the 1976 City Plan of Ankara / General Directorate of Mapping. The buildings marked in red, called “Resmi Binalar” (Official Buildings) on all maps and indicate the public buildings.” Source: Vekam 2017, 71-77

In the Ankara Transportation Master Plan Explanation Report prepared by the Ankara Metropolitan Municipality EGO General Directorate of Transportation Planning and Rail System in 1995, İsmet İnönü Boulevard was described as a place where urban development was taking place and significant population increases were expected in the future. It is emphasized that the existence of a railed public transportation system was mandatory in this corridor, which was considered one of the main development directions of the city.[239]

3.4 Development of Eskişehir Road as the Governmental Axis of Ankara after the Metropolitan Area Master Plan 1990

During the period when the construction of the ministries and other public buildings on İsmet İnönü Boulevard was concentrated, simultaneously, studies on a new plan were conducted, since Yücel-Uybadin Plan became inadequate to direct the urban development in a short time, due to reasons such as being a limited plan constrained within the city's topographic bowl, and the population projection being reached much earlier than expected. In this direction, Ankara Metropoliten Alan Nazım Plan Bürosu (AMANPB) (Ankara Metropolitan Area Master Plan Bureau), which was established within the Ministry of Development and Settlement by the decision of the Council of Ministers in 1969, initiated a planning study on a metropolitan scale for the first time in Türkiye. Comprehensive research carried out by the Bureau in a span of 10 years, focused on diagnosing the city's problems, especially its housing needs. As a result, the Ankara 1990 Master Plan (1970-2006), covering a 20-year period, was approved and entered into force in 1982. [240]

AMANPB's planning strategy was primarily to ensure that the city developed beyond the existing urban boundaries, so, it was aimed for nearly half of the population to

[239] Ankara Ulaşım Ana Planı: Araştırma Raporu (1995), Ankara Büyükşehir Belediyesi EGO Genel Müdürlüğü, Ulaşım Planlama ve Raylı Sistem Dairesi Başkanlığı, p.71
[240] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 50.

live in new development areas.[241] In this respect, the most suitable growth axis was determined as the western corridor of the city, which runs along the Istanbul and Eskişehir Roads. According to Özcan Altaban[242], "in order to realize the macroform, which envisages the decentralization of the city of Ankara in the western and southwestern directions, first of all, the uses that need large areas (residential, industrial and public institutions) must be positioned correctly by those responsible and these had to be easily accessible".[243] Various job opportunities should be created in places where development is desired as a result of decentralization, and the development of workplaces should be in balance with the residential areas.[244] In this context, while İstanbul Road was determined as the area where large residential and industrial zones would be located, and especially Batıkent, Eryaman and Sincan became the focus of these developments[245], Eskişehir Road was suggested for public institutions. In a panel held in 2000, Altaban described the relocation process of public institutions along Eskişehir Road, as shaped by the 1990 Master Plan, with the following statement:

> "[…] public institutions, business centers and offices that could no longer find space in the city center had to move out of the city. The axis proposed on the Eskişehir Road, which was determined in parallel with the 1990 Master Plan, to move public institutions out of the city, reaches the place where the Turkish Atomic Energy Authority is located today and covers an area of approximately 650 hectares near the Atatürk Forest Farmlands (AOÇ). […]"

He also explains why this area was recommended as follows:

---

[241] Altaban (2002)., op cit. 42
[242] Faculty member of METU City and Regional Planning Department and Deputy Head of the Planning Bureau between 1970-1981.
[243] Ibid., pp. 35.
[244] Ankara Ulaşım Ana Planı: Araştırma Raporu, p. 35.
[245] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 65.

"The early 1980s were a time when public institutions and even ministries could no longer find space in the city. As a result of our long-term negotiations with the military authorities on this issue, unfortunately, it was not possible for us to build the Second Ministries Campus, which was planned to be built in the area under the Military Academy. […]".[246]



Figure 3.13. "Eskişehir, Bursa, İzmir Highway - Arrival to Ankara from West" in 2001. Source: Türkiye'nin Başkenti Ankara, p.104

In previous periods, there were also cases where lands belonging to Atatürk Forest Farm were used for the construction of public buildings. This practice increased especially after the 1950s, and between 1945 and 1959, 1235 hectares of AOÇ land were transferred to other institutions.[247] Ministry of Agriculture, Veterinary Institute of Foot and Mouth Disease was built in 1962, Mineral Research and Exploration Institute Facilities (MTA) were built in 1965 on the lands of AOÇ on Eskişehir Road.[248] It was a common practice in this period for public institutions, especially

[246] Panel-Forum: Ankara Nazım Planı Batı Gelişme Aksı ve Güvercinlik Havaalanı Mania Planı (2000). TMMOB Şehir Plancıları Odası Ankara Şubesi, Şehir Plancıları Odası Yayını Etkinlikler Yayın Dizisi No:3, p.18.
[247] Altaban (1985)., op cit. 36.
[248] http://aocmucadelesi.org/_media/2/1171b.jpg

those requiring large machinery and equipment and carrying out research activities, to have campuses on the outskirts of the city and around main roads (Figure 3.14).[249]

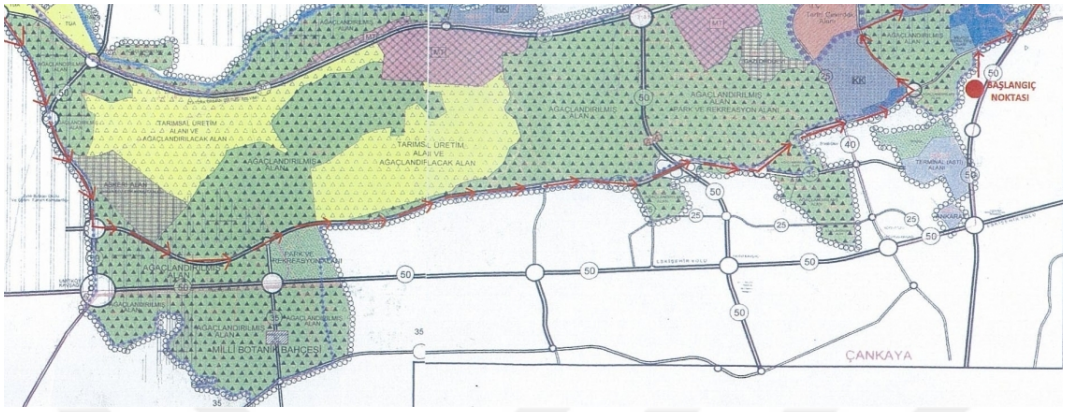


Figure 3.14. AOÇ Alanları Nazım İmar Planı ve 1.Derece Doğal ve Tarihi Sit Alanı Koruma Amaçlı Nazım İmar Planı, 2010 (AOÇ Areas Master Development and 1st Degree Natural and Historical Areas Conservation Plan, 2010). Source: http://aocmucadelesi.org/_media/2/1178b.jpg

In line with the developments conveyed by Altaban, the first official structure built on the new area proposed for public institutions was the General Secretariat of National Security, in the first half of the 1980s, after the 1980 Military Coup.[250] This building is located exactly on the area described by Altaban, to the north of the road within the boundaries of Eskişehir Road (Figure 3.15).

3.5 SITE-SPECIFIC FACTORS: Successive Development Plans and Land-Use Decisions that Shaped Eskişehir Road Governmental Axis

It is thought that the first Kamu Kuruluşları Alanı Nazım İmar Planı (Public Institutions Area Master Development Plan) prepared for the areas along the Eskişehir Road was approved in 1978, but this plan or the explanation report could

[249] Ankara Ulaşım Ana Planı: Araştırma Raporu, p.3.
[250] Yarışmalar Dizini 1930-2004 (2004), TMMOB Mimarlar Odası Genel Merkezi ve Ankara Şubesi

not be found. [251] For this reason, the examinations will be carried out on the 1991 Eskişehir Yolu Kamu Kuruluşları Alanı Nazım İmar Planı (Eskişehir Road Public Institutions Area Master Development Plan, 1991) and Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı (Eskişehir Road Public Institutions Area Revision Master Development Plan, 1997) and its Disclosure Report (Figure 3.15).

In the report of this plan, not only the area described by Altaban (Eskişehir Road Stage II), but also the entire northern side of the road, including Phase I, is stated as the area reserved for the public institutions (Today, the part of Eskişehir Road (Dumlupınar Boulevard) between Mevlâna Boulevard (Konya Road) and Bilkent Boulevard is called Stage I, and the part between Bilkent Boulevard and Hacettepe-Beytepe Campus Road is named as Stage II in the documents of the Çankaya Municipality). The determined area is also described as "a place where large lands belonging to AOÇ are located, which includes the focal points of important transportation connections such as AŞTİ (Central Inter-City Bus Terminal of Ankara) and ANKA-Ray (railed transportation)". The exact definition of the location of the planning area is made as follows:

> "The planning area is located in the north of Eskişehir State Highway and west of Konya State Highway and covers the area from Eskişehir Cloverleaf Loop to the entrance of Ümitköy-Çayyolu along Eskişehir Road. The 35-meter-wide proposed AŞOT road[252] constitutes the northern border of the area, and the Ümitköy-Çayyolu junction constitutes the western border."[253]

---

[251] In the "Planning Decisions" section of the Eskişehir Road Public Institutions Area Revision Master Development Plan Disclosure Report, there is an expression such as "When the master development plan approved in 1978 is examined […]" and the justification for the revision is based on a problem identified in this plan. This situation made us think that this was the first plan made for public institutions in this region.

[252] AŞOT served as Ankara's intercity bus terminal from the 1970s to the 1990s. AŞTİ, which opened in 1995, replaced AŞOT and became the city's new bus terminal.

[253] Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı Açıklama Raporu (1991). Ankara Büyükşehir Belediyesi İmar Dairesi Başkanlığı

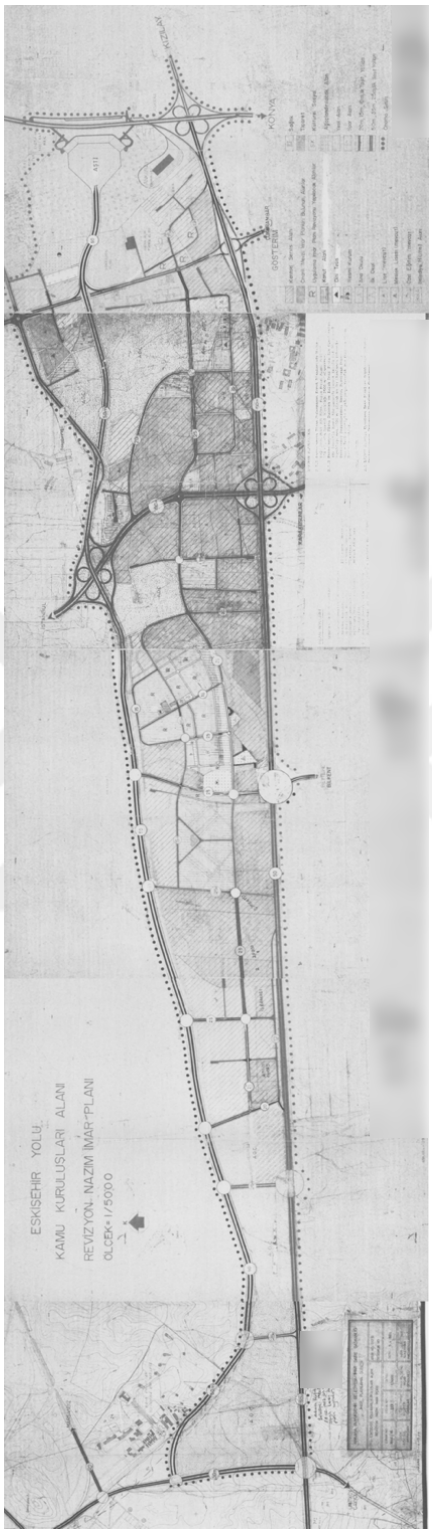


Figure 3.15. 1/ 5000 Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı, 1997 (Eskişehir Road Public Institutions Area Revision Master Development Plan, 1997). Source: Çankaya Municipality Archive

The report states that as a result of the investigations into the ownership status of the area, it was determined that 50% of the land was privately owned, 20.3% was publicly owned, 10.8% was owned by the municipality, 16.9% is owned by AOÇ and 2% is owned by the treasury. According to the land use analysis, only 37 hectares of this area[254] was used as a residential area, and there were 1850 housing units in total. There were also several housing settlements belonging to various public institutions in the area.

Evaluations regarding the land use of public institutions indicate that most of the buildings belonging to public institutions located in the planning area are built-up or were in the process of being constructed. Public institutions settled on large parcels are listed as follows: Ministry of Public Works and Settlement - General Directorate of Disaster Affairs, Turkish Cement Industry, State Hydraulic Works (DSI), Turkish Petroleum (TPAO), Ministry of Agriculture, Forestry and Rural Affairs, General Directorate of Forestry, Electrical Works Survey Administration. , Public Institutions Archive Site, Court of Accounts Archive Site, Cement and Soil Industry (ÇİMSAN), Credit and Dormitories Institution, Turkish Religious Foundation, General Directorate of Tekel Enterprises, Ministry of Public Works and Settlement - Construction Works and Regional Directorate, General Secretariat of the National Security Council, Atom Energy Authority and Capital Markets Board. At the time the report was prepared, construction was continuing in the area belonging to the Ankara Chamber of Commerce, northwest of the Söğütözü junction. There are also some other commercial office areas indicated on the plan like Koray A.Ş. Central Facilities, Ormak (TOFAŞ), Gama A.Ş. Administrative Office Area, Otokoç (OYAK).

According to the report, the plan designated commercial and office uses intended to serve at the urban scale as part of the planning area, identifying them as “urban service areas”. In line with this approach, specific allocations for public institutions

[254] Approximately one-fourth of the area allocated for public institutions (129,3 hectares).

were not individually identified; instead, the entire axis was generally designated as "urban service areas", with a few exceptions. Public institutions, tourist facilities, health facilities, commercial office services (banks, holding and investment services, professional membership organizations, political party administrations, unions, social associations, etc.), exhibition, service and vehicle services (motor vehicle, decoration tools and equipment, furniture, fuel and service stations, etc.), trade centers (shopping malls), cultural, entertainment and recreational facilities and dormitory areas could be located in urban service areas. No new housing areas were brought in addition to the existing ones in the plan. [255]

After these plans, 1/5000 Eskişehir Devlet Yolu Kamu Kuruluşları Alanı Nazım İmar Planı (1/5000 Eskişehir State Highway Public Institutions Area Master Development Plan) was approved by Çankaya Municipal Council in 1995. This plan only addressed a limited part of the areas used by public institutions on the Eskişehir Road Stage II and showed the parcels which are in the south of the road and adjacent to the AOÇ lands. In the plan, the Ministry of Agriculture and Rural Affairs and the General Directorate of Rural Services were located on the area where the Ministry of Agriculture and Forestry has been located today since 2012. The parcel belonging to the Council of State (Danıştay) today is marked as a health facilities area. The area used by the Ministry of Commerce since 2013 is marked as allocated to the Ministry of Environment. Functions such as a health facility, secondary schools and high schools were also indicated in the plan prepared in 1995 for the areas used only by some ministries and the Danıştay (Council of State) today. As of 2018, the area used as the Ministry of Health, integrated with the Bilkent City Hospital Campus, was marked as the parcel of the General Command of Mapping (Figure 3.16).

[255] Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı Açıklama Raporu (1991). Ankara Büyükşehir Belediyesi İmar Dairesi Başkanlığı

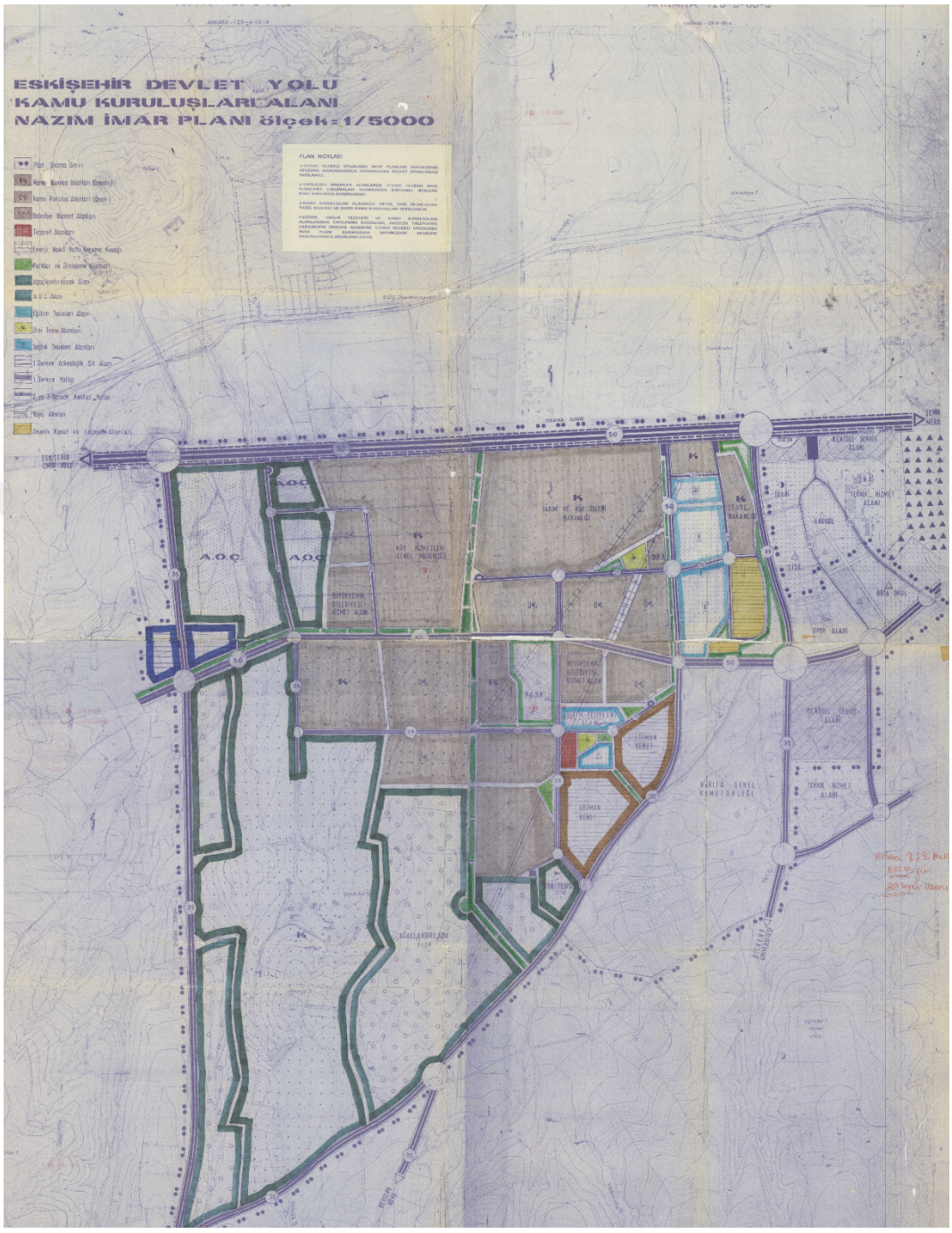


Figure 3.16. 1/5000 Eskişehir Devlet Yolu Kamu Kuruluşları Alanı Nazım İmar Planı, 1995 (Eskişehir State Highway Public Institutions Area Master Development Plan). Source: Çankaya Municipality Archive

Then, 1/5000 Ankara-Çankaya-Lodumlu Nazım İmar Plan (Ankara-Çankaya-Lodumlu Master Development Plan) was prepared and approved in 1997. Unlike the 1995 plan, the area covered by this plan was expanded in the east direction and shown up to the road (Bilkent Boulevard) limit. In addition, in the plan, the areas belonging to the Council of State (after 2012) and the Presidency of Religious Affairs (after 2001) today were indicated in the parcel allocated to them on the map. In this plan, the parcel divisions of the area are quite different from its current state in 2024. The urban block on which educational facilities were introduced in the previous plan, is entirely reserved to public institutions in this plan. A parceling scheme was designed to place public institutions on the periphery of the island, and the remaining area in the middle was reserved as a "general parking lot" and open area that all these institutions could use jointly. However, this scheme could not be implemented in practice. In its current state, the parking and open space needs of the public institutions have been solved with a fragmented scheme, within the boundaries of each parcel. The areas where metro stations are located are also marked on the plan (Figure 3.17-18).

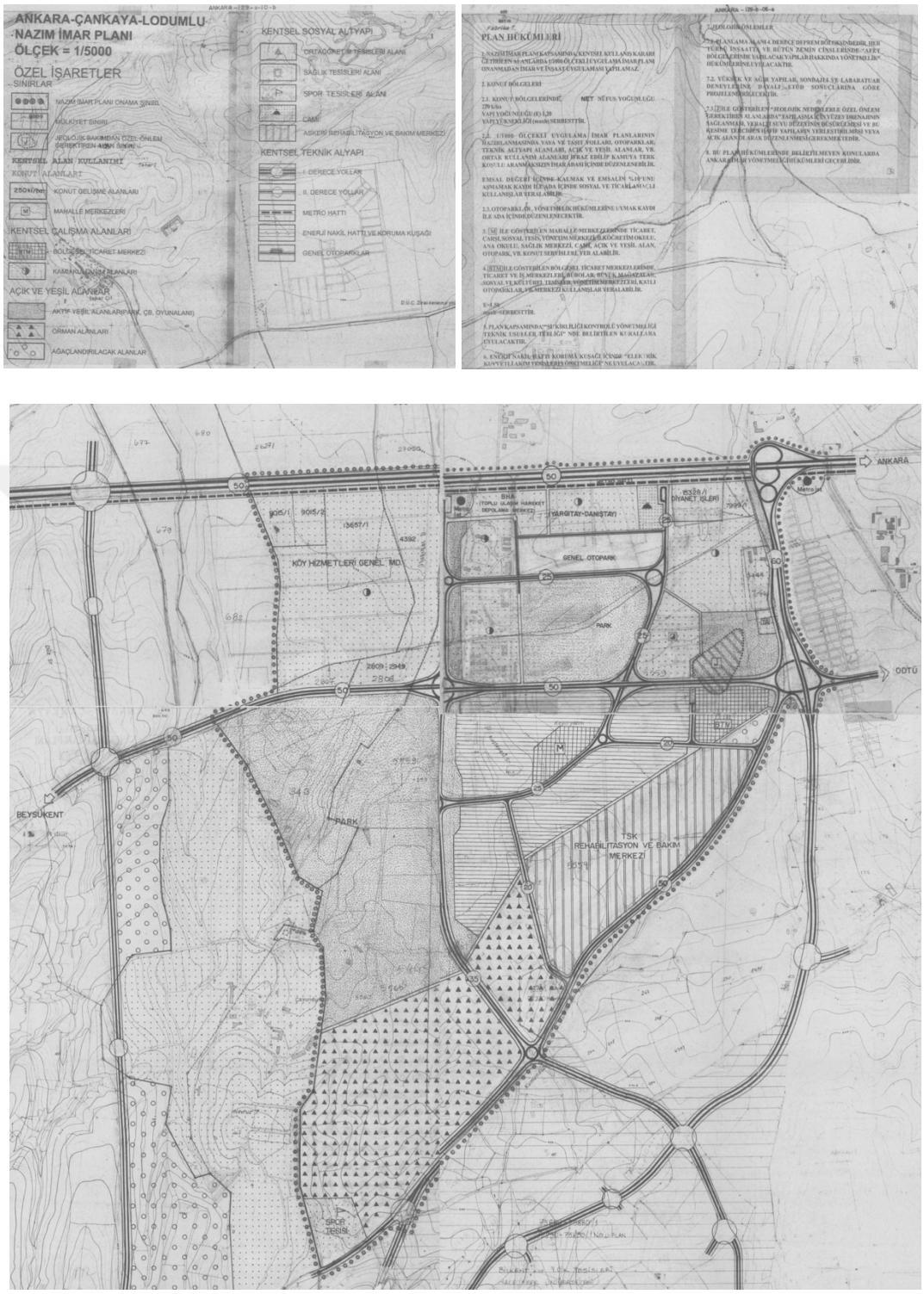


Figure 3.17. 1/5000 Ankara-Çankaya-Lodumlu Nazım İmar Planı, 1997 (Ankara-Çankaya-Lodumlu Master Development Plan). Source: Çankaya Municipality Archive

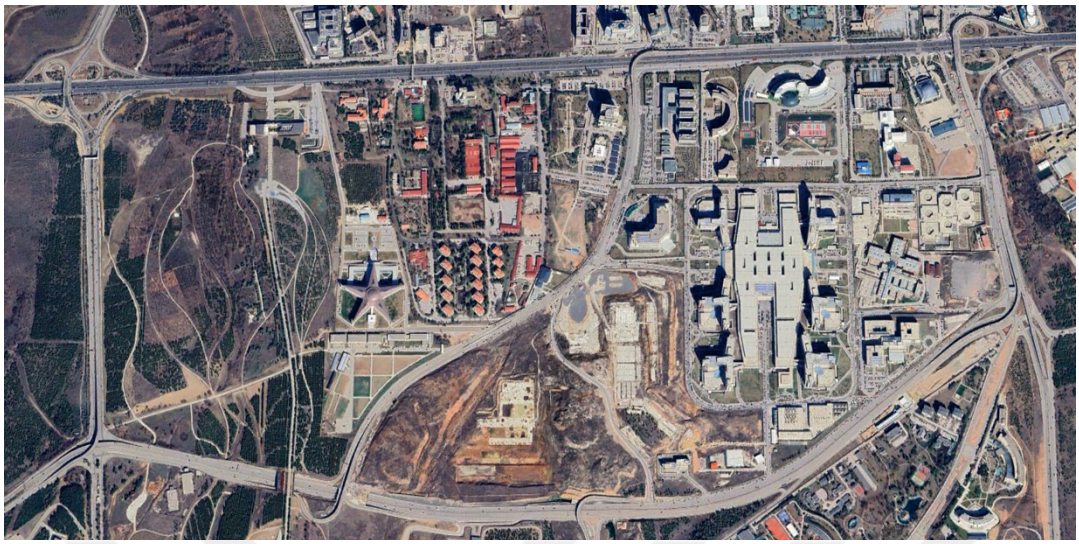


Figure 3.18. Google Earth Satellite Image Dated 02.05.2025 Showing the Areas Built-up According to the 1995 and 1997 Development Master Plans. Source: Google Earth

Another plan prepared for this area is 1/1000 Eskişehir Yolu Kamu Kuruluşları Alanı II.Etap Uygulama İmar Planı (Eskişehir Road Public Institutions Area Stage II Implementation Development Plan), approved in 1998 (Figure 3.19). This plan focuses to the northern side of Eskişehir Road. In the official letter containing some of the decisions taken regarding this plan in the Çankaya Municipality Council on January 7, 1999, the decision taken regarding the parceling system of the region is expressed as follows: "[…] It is planned to have large buildings in this region, such as the Halk Bank and the Prime Ministry[256] building, which are currently under construction on the same axis. For this reason, large and small parcels have been classified. While commercial centers are allowed on small parcels, business centers that allow office uses are proposed on urban blocks that constitute large parcels. [257]

[256] The construction of the building, known today as TOBB Towers, originally started in 1988 as the TEKEL Ankara Headquarters Administration and Warehouse Building, and in 1995 it was decided to use the building as the Prime Ministry Service Building. The building, which could not be completed for many years due to lack of budget, was purchased by the Union of Chambers and Commodity Exchanges of Türkiye in 2005. The completion date of the construction is 2009.
[257] Çankara Belediye Başkanlığı, Belediye Meclisi 07.04/026 no.lu 07.01.1999 tarihli Karar

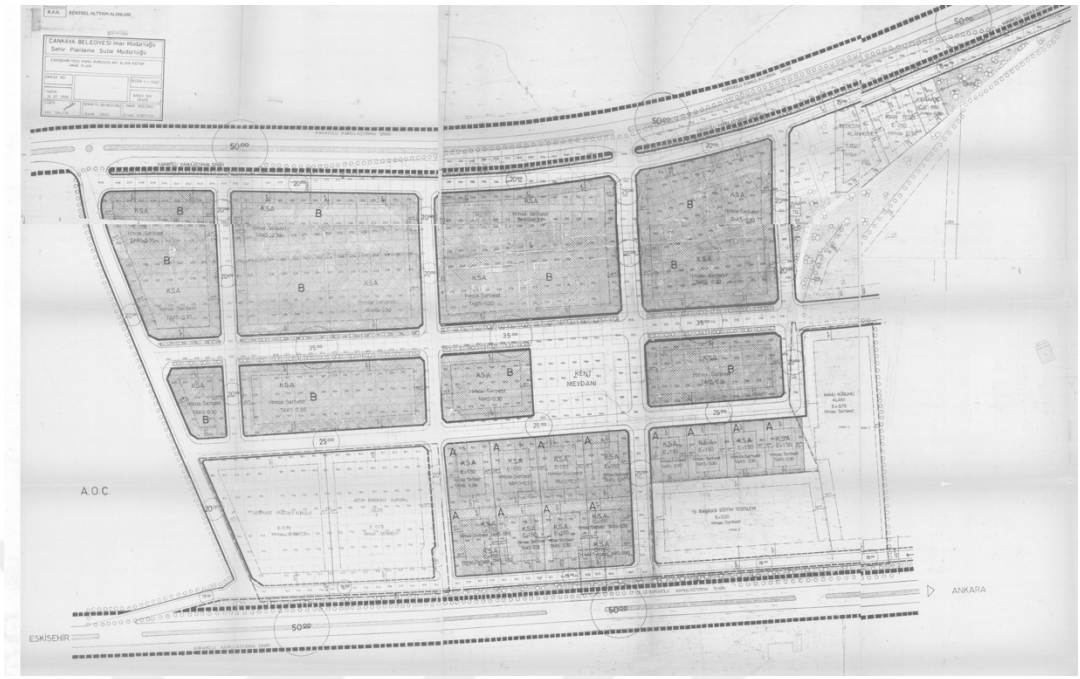


Figure 3.19. 1/1000 Eskişehir Yolu Kamu Kuruluşları Alanı II.Etap Uygulama İmar Planı, 1998 (Eskişehir Road Public Institutions Area Stage II Implementation Development Plan). Source: Çankaya Municipality Archive



Figure 3.20.Google Earth Satellite Image Dated 6.06.2024 Showing the Same Areas with the 1998 Plan. Source: Google Earth

In support of this decision, there is no limit on "maximum building height" (H max) in the plan notes in order not to prevent the construction of multi-storey public buildings in the area. However, in the following years, Etimesgut Güvercinlik Airport, which is located in the vicinity of this area, caused some problems in this regard. The project for the Ministry of Agriculture and Forestry was first designed to have 24 floors in 2010, and the construction works started in this area according to this plan. However, when the construction reached the 7th floor level, the construction of the building was stopped by the M. of National Defence and the General Staff (Genel Kurmay Başkanlığı) due to the "flight line security problem". The building was redesigned within the limits permitted and could only be built as 16 floors. This situation was found contradictory and criticized due to the presence of buildings such as the 35-storey TOBB Towers, the 25-storey Undersecretariat of Treasury and Foreign Trade, and the 29-storey Halk Bank building, which were built in the area in the past years. This situation, which poses a problem not only for public buildings but also for many commercial buildings that were to be built on Dumlupınar Boulevard (Eskişehir Road), was discussed in a panel-forum organized by TMMOB Chamber of City Planners Ankara Branch in 2000 under the title of "Ankara Nazım Planı Batı Gelişme Aksı ve Güvercinlik Havaalanı Mania Planı" (Ankara Master Development Plan Western Development Axis and Güvercinlik Airport Obstruction Plan).[258] In addition, regarding the construction conditions, the floor area ratio (FAR) was specified as 0.75 in the plan, but with the plan revisions in the parcels belonging to many public institutions within the same region, the FAR was changed to be between 1.5 and 2.[259] For example, this value was applied as 1.5 for the M. of Agriculture and Forestry, M. of Health, and M. of Trade projects, and 3 for the M. of Environment, Urbanization and Climate Change building.[260]

---

[258] https://www.ntv.com.tr/ekonomi/cok-enteresan-bir-film-var-burada,F6gfZtpRXUSrGyaSyPADiA

[259] Yakut, C. İ. *Ankara İli Çankaya İlçesi Lodumlu Mahallesi 26271 Ada 2 Parsel Nazım İmar Planı Değişikliği Açıklama Raporu*, 21.

[260] Tokuroğlu., op cit. 88-89.

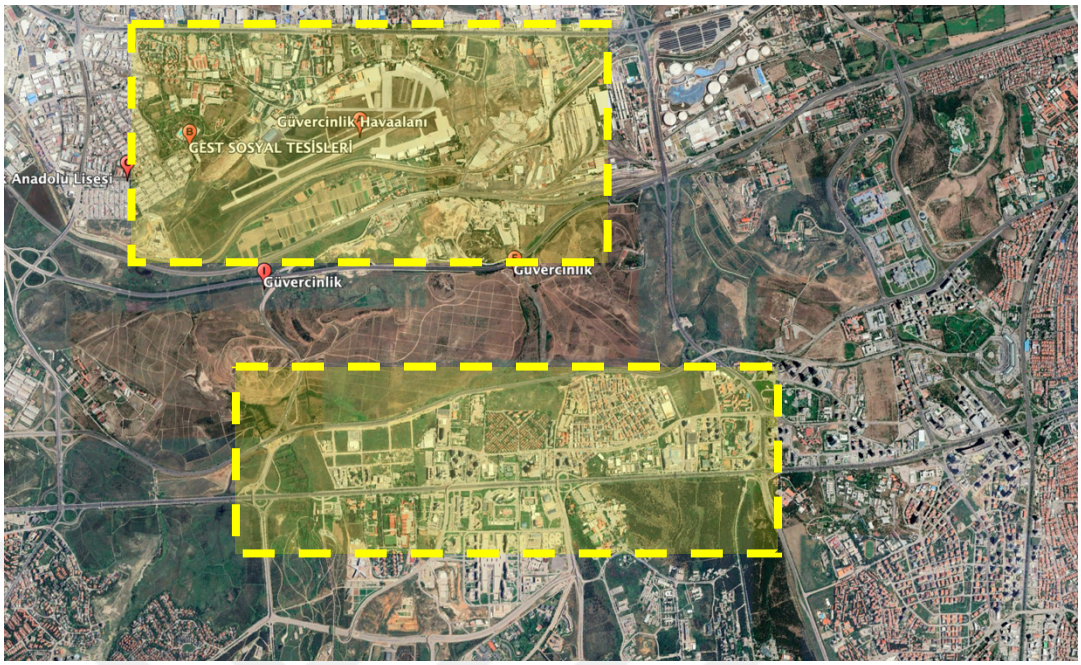


Figure 3.21. Etimesgut Güvercinlik Airport and the Eskişehir State Highway Public Institutions Areas Source: Google Earth Satellite Image Dated 6.06.2024

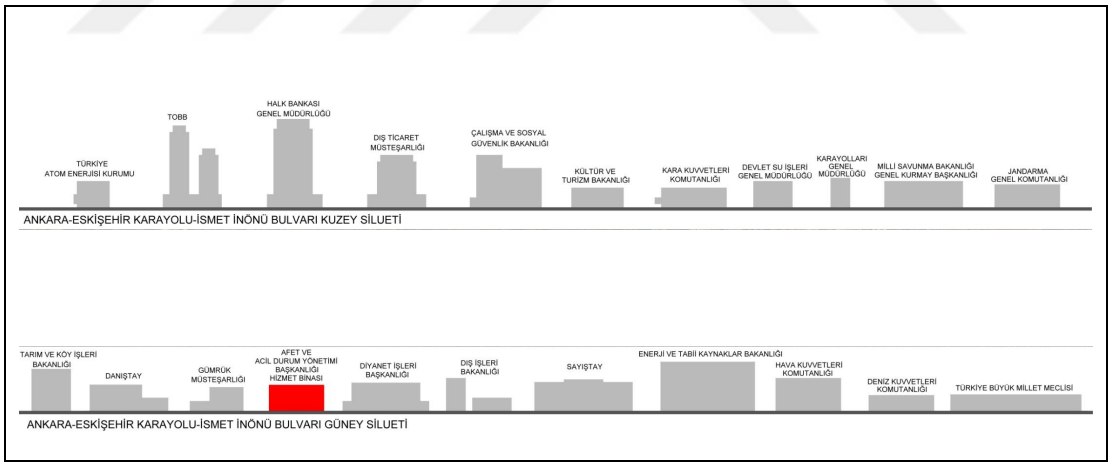


Figure 3.22. Eskişehir Road North and South Silhouettes Source: Disaster and Emergency Management Presidency Service Building Architectural Project Presentation – UZ Architecture Archive

Another important decision taken for the areas along Eskişehir Road, is that it was designated as the "Urban Service Area". In the Municipal Council Decision No. 275 dated 07.08.1998, there is a statement that the areas reserved for public institutions will be left to the relevant institutions free of charge.[261] On the plan, the areas belonging to the Capital Markets Board -the area used today as the Energy Market Regulatory Authority (EPDK)- and the Atomic Energy Authority -the Turkish Energy, Nuclear and Mining Research Agency (TENMAK)- are marked. The land allocated for the public institutions next to the area marked as İş Bankası Education Facilities in the plan is still empty as of 2024. Today, there are other public institutions located along the Eskişehir Road 2nd Stage, at the north of the road, in the areas that are outside the boundaries of this map.

While all these planning studies were being carried out, the road network and public transportation that would provide access to the development axes on which public institutions will be located and the decentralization of the city have also gained importance. For this purpose, Ankara Ulaşım Ana Planı (Ankara Transportation Master Plan) was prepared by Ankara Metropolitan Municipality EGO General Directorate, Transportation Planning and Rail System Department in 1995 (Figure 3.23). The opinion that the railed public transportation system should be used as an effective tool in order to realize the development strategy in the western direction of the city has been supported since the Mayorship of Vedat Dalokay in the 1970s.[262] According to the "Rail System Network Phasing" specified in the Ankara Transportation Master Plan prepared in 1995, the Kızılay-İnönü Boulevard-Çayyolu metro line, which provides transportation to public institutions, was planned to be built on Eskişehir Road 2nd Stage, and it was aimed to be completed by 2000 as the second stage.[263] (This subway line was completed in 2014, and it is currently in use.)

[261] Çankaya Belediye Başkanlığı, Belediye Meclisi 275 no.lu 07.08.1998 tarihli Karar
[262] Altaban (2002)., op cit. 35.
[263] Ankara Ulaşım Ana Planı: Araştırma Raporu, p.86

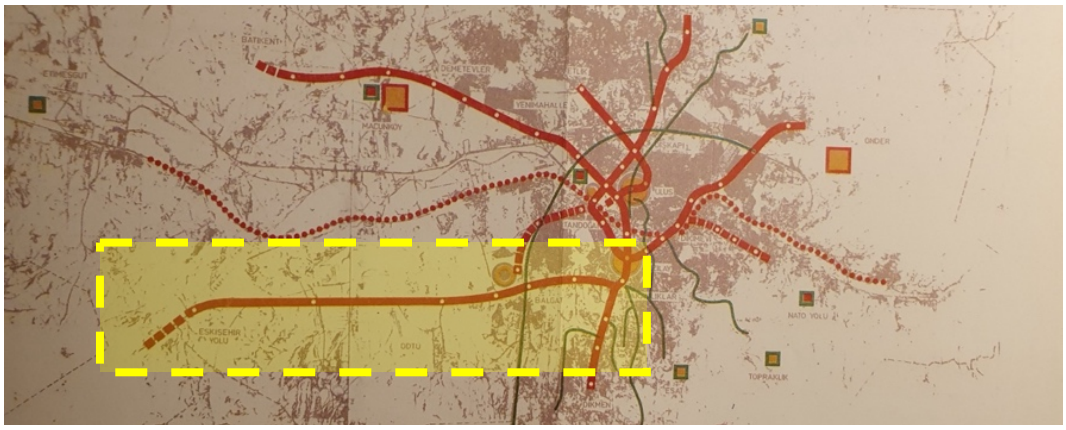


Figure 3.23. Ankara Urban Transportation Study: Ulaşım Ana Planı (Transportation Master Plan), Public Transportation Recommendations. Source: 1995 Ankara Transportation Master Plan Research Report, p.87.

Studies to obtain the data needed during the preparation of the Ankara Transportation Master Plan were carried out by a research group formed within METU City and Regional Planning Department in 1986. In this context, the period of change of the urban macroform was analyzed and the location selection process of public institutions are considered as an important factor affecting the urban macroform. The strategy of developing the city towards the western corridor, adopted in the 1990 Ankara Master Plan, was preserved, but it was stated that this was not sufficient, and the city currently tended to develop in the north, northeast and south directions. In the 2015 Structural Plan prepared by a group of city planners from METU Department of City and Regional Planning, as a result of these studies, the residential areas, institutional areas, and workplaces were distributed on the decentralization axes proposed. The plan was not approved by the Metropolitan Municipality of Ankara, but it was used as the basis of the Ankara Transportation Master Plan and became a guide for subsequent implementations.[264]

However, in the post-1990 period, many unplanned practices were carried out in Ankara, separate non-integrative plans were prepared for different parts of the city,

[264] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 51.

and some disagreements occurred between the different institutions responsible for certain planning issues. In order to eliminate these and similar negativities, planning studies targeting the year 2025 were initiated by Ankara Metropolitan Municipality, but this plan, like the 2015 Structural Plan, could not be approved. The focus of the studies within the scope of this plan is the southwestern corridor of the city, which is considered as the development axis. Special importance was given to this area, and upper-scale plans such as Güneybatı Ankara Metropoliten İmar Planı (Southwest Ankara Metropolitan Development Plan) and Güneybatı Ankara Gelişme Aksı Nazım İmar Planı (Southwest Ankara Development Axis Master Development Plan) were prepared between 1990 and 1998.[265] The part of Konya Road (Mevlâna Boulevard) to the south of the clover junction between İnönü Boulevard and Dumlupınar Boulevard is a development axis where urban service areas -like the western corridor- are located. City entrances on corridors such as Konya Road and Eskişehir Road are generally areas that tend to be considered as urban service and working areas.[266] In this direction, some public institutions have started to take part in this area over time, but as of 2024, there is no ministry building on Konya Road - except a number of buildings hired by governmental institutions -such as the Directorate of Communications. In İncek, that is part of the southwestern development areas located further away from the center of the city, the Constitutional Court (Anayasa Mahkemesi), the highest court of the judicial power, was completed as of 2006 and the campus of the Supreme Court (Yargıtay Başkanlığı) located in İncek, along one of the newly opened main transportation axes, was completed and opened for use as of 2021. These developments point out the decentralization of the public institutions along with the ongoing urban sprawl in the capital city.

On the other hand, the first approved plan of Ankara after the 1990 Master Plan is 1/25000 2023 Başkent Ankara Nazım İmar Planı (2023 Capital Ankara Master

[265] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 52 - p.70.
[266] Çalıştay, s. 189-190

Development Plan), prepared by the technical staff of Ankara Metropolitan Municipality and approved on 16.02.2007. In the explanation report of this plan, a special emphasis was placed on Ankara's capital function, and the aims of the study in this context were expressed as follows:

> "To strengthen the socio-economic and cultural values of the capital of the Republic of Türkiye that are both related to the identity of the capital, such as representation […] and leadership, and that provide service to the country and region, as an assurance of national vitality and continuity".[267]

The strategies associated with this goal are also listed as follows:

> "1. To modernize the image of Capital Ankara by preserving and strengthening the services specific to Ankara -defined as "*başkentlik işlevleri*" (functions that are specific to the status of capital city)- with its economic, social, cultural, historical and spatial values.
>
> 2. To select locations to ensure that institutions and organizations, that will develop Ankara as a finance and management center and as the most prominent city of the country in terms of employment in the financial services sector,
>
> 3. To ensure that functions of the capital city, institutions and organizations specific to Ankara, which tend to leave the capital city, maintain their locations in Ankara and increase their effectiveness levels. [268]

Similar to those highlighted in the report, regarding the functions that Ankara should host as the capital, different approaches were adopted, starting from the second half of the 20th century. Decisions were taken to highlight Istanbul instead of Ankara as the center of new economic activities of the country because of changing

---

[267] 2023 Başkent Ankara Nazım İmar Planı Değerlendirme Çalıştayları (2008). TMMOB Şehir plancıları Odası Ankara Şubesi, p.15
[268] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 17.

international relations.[269] As a result of this situation, issues such as the functions of the capital city, or even the location of the capital began to be discussed. Following the founding years when Ankara was at the center of all kinds of political and economic practices as the capital, the debates on Ankara's identity as the capital city, which started in the 1950s, came to the fore again after the 1980s, when the concept of globalization was on the rise.[270] Discussions regarding the relocation of some institutions and organizations, such as the Central Bank, to Istanbul, which would harm Ankara's status as the center of finance of the country, have continued until today.

In this period when neo-liberal policies began to gain importance, the urban and spatial dimensions of these practices began to show their effects more severely in Ankara. The areas that were decided to be used as urban service areas in the plans prepared in the 1990s for the areas along Eskişehir Road, were marked as central business areas consisting mainly of office and commercial buildings in the "Capital Ankara Development Scheme" in the report of the plan approved in 2007. In this context, Eskişehir Road Stage I, which includes the Söğütözü $MİA_4$ (CBD_4) area; is considered as one of the four central business districts in the Central Business District (CBD) development area, together with Ulus ($MİA_1$), Kızılay ($MİA_2$) and İskitler ($MİA_3$). The part of the Eskişehir Road axis on İnönü Boulevard is designated as the "intensive center" (Entansif Merkezler - ME_2) (Figure 3.24).

[269] Çınar, T. (2004). *Dünyada ve Türkiye'de Başkentlik Sorunu*. Ankara: Mülkiyeliler Birliği Vakfı Yayınları, p.230-232.
[270] Ibid., pp.235.

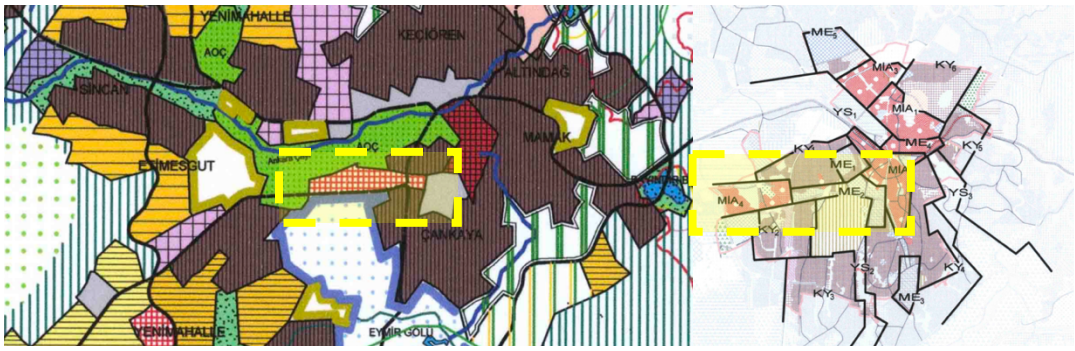


Figure 3.24. a. 1/25000 2023 Başkent Ankara Nazım İmar Planı (2023 Capital Ankara Master Development Plan), "2023 Capital Ankara Development Scheme" The areas indicated with red hatches are defined as "Cental Business District (CBD) Development Axis" b. "Central Planning Region, Intervention Types, Plan Decisions" – Planning Strategies Source: Report p.704-p.535.

The following statement is made in the plan report for central business areas:

> "The central planning zone covers the city's central business areas and their immediate surroundings, as well as the areas where office uses and other central functions tend to increase. Ulus and its immediate surroundings, which are the historical center of the city, and the surroundings of Kızılay, Tunalı Hilmi Street, Çankaya and Gaziosmanpaşa, which assumed central functions along with the historical development of the centers and the city, constitute the core of the central business area. […] After 1990, consumption-oriented retail services were predominantly directed to shopping malls and residential areas, and they, with office uses and administrative centers were classified as productive services, and were directed to the southwestern axis of the city on Eskişehir Road where public institutions were decentralized with the 1990 Master Plan, Konya Road and Çetin Emeç Boulevard. It can also be said that this dispersion has created new concentrations on transportation links that increase accessibility".[271]

[271] 2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu, p. 516.

As a member of the team that prepared the plan, Halil İbrahim Doğan from the Department of Zoning and Urbanization of Ankara Metropolitan Municipality explains the background of the decisions supporting this situation in the 2023 Capital Ankara Master Development Plan Evaluation Workshops organized by TMMOB Chamber of City Planners Ankara Branch in 2008 as follows:

> "The city of Ankara has always developed towards the southwest and west in the past but has not had the opportunity to develop much towards the east and the north due to the limitations of the bowl shape topography. Metropolitan planning studies also directed Ankara towards the southwest and west, and plan decisions developed in this direction. […] In such a case, it was predicted that the center being limited to Ulus and Kızılay would further increase the problems experienced by these areas. […] In the Söğütözü area, which is in the process of centralization as a business area today, an area that we can define as the western corridor, where public institutions choose locations and where large shopping malls and office services are concentrated, has been designed as the western development corridor of the CBD". [272]

Similarly, Buğra Gökçe, a city planner from the team that prepared the 2023 Master Development Plan of Ankara, evaluates the situation based on the distribution of shopping centers and makes the following determinations:

> "[…] it seems that the most important element that reshapes the city and its centers is shopping malls which choose places in the city without any control mechanism. When we look at the distribution of these shopping centers in the city, you see that 90% of them chose locations in the southwest and west directions, considering the İstanbul and Eskişehir Road corridors as their focus".[273]

---

[272] 2023 Başkent Ankara Nazım İmar Planı Değerlendirme Çalıştayları, p.173-174.
[273] Ibid., pp.175.

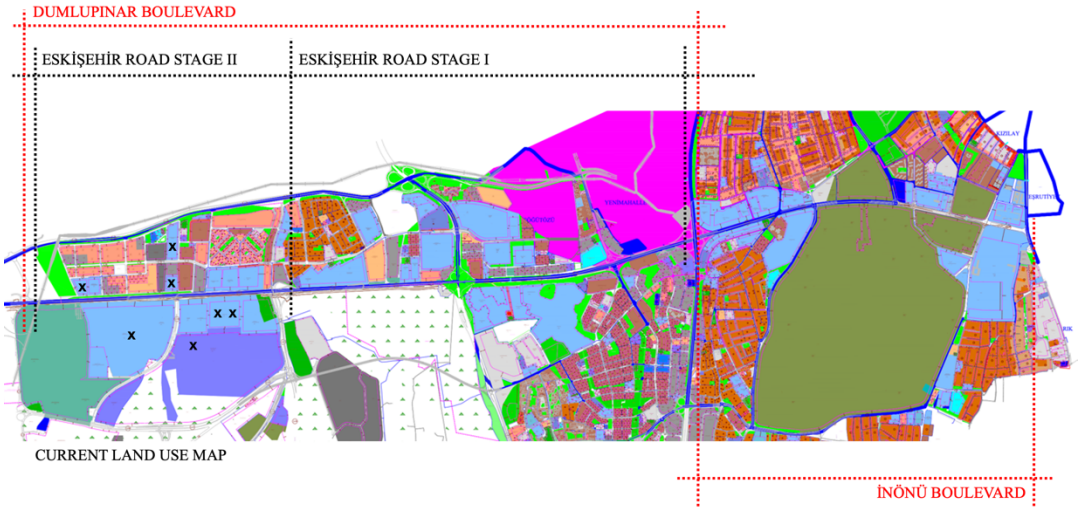


Figure 3.25. Eskişehir Road Current Land Use Map. Source: Çankaya Municipality

In the light of all this information, when the urban devepment along Eskişehir Road is examined on the target date of Ankara's last approved plan, it can be said that this strip was developed as part of the decentralization of many functions that no longer find a place in the city center, as envisaged in the 1990 Master Plan. The development of new residential areas is concentrated in the Çayyolu-Ümitköy areas, as planned. However, all of these led to land speculation on Eskişehir Road in the early 1990s, and the development of this strip, which was designated as the "Public Institutions Area" in several urban development plans and studies, was not planned as a new central business district (CBD). This situation was even stated by Altaban in a speech he made in 2000: "However, we could not have predicted at that time that the city center would spread out so much. We were proposing sub-centers within the scope of the 1990 Master Plan studies, but today we see that not only public institutions but also private organizations along the Eskişehir Road corridor had to choose business or administrative centers for themselves".[274] In this context, the development of Eskişehir Road has become an area where urban services and working areas are concentrated. Plazas hosting shopping malls and commercial

[274] Panel-Forum (2000), p. 18.

office services have begun to be built, especially starting from Eskişehir Road Stage I. Armada Shopping and Business Center, built between 1998 and 2002 at the intersection of Dumlupınar Boulevard with İnönü Boulevard, at the point of the western corridor closest to the center, has a pioneering position in this sense. Later, CEPA (2007) and Kentpark (2009) Shopping Centers were built, respectively, and Armada Shopping Center was expanded with a new building (2012). These were followed by Tepe Prime (2010), Next Level (2014), Mahall Ankara (2017), YDA Center (2017) and Maidan (2018) complexes, which include offices, residences and shopping areas. As a tourist facility, high-standing hotel buildings belonging to world-famous brands were built adjacent to Armada in 2008 and 2010. There are also health facilities located in the same area. Among the functions permitted within the urban service areas, the Chamber of Commerce of Ankara (ATO) and the Congresium Congress and Exhibition Center, which belong to professional membership organizations, and the Union of Chambers and Commodity Exchanges of Türkiye (TOBB) are significant buildings constructed in this area. In addition, there are sales and service areas and fuel stations for motor vehicle and decoration brands (Figure 3.26).



Figure 3.26. Eskişehir Road Stage I and Stage II. Source: taken by the author.

When the area is examined in terms of buildings belonging to public institutions, it is seen that these buildings are concentrated in the area, defined by Altaban, as “Eskişehir Road Stage II”. The buildings built in the early period in the part of axes between Konya Road (Mevlana Boulevard) and Bilkent Boulevard are the campuses of MTA, the Veterinary Institute of Foot and Mouth Disease, and the Capital Markets Board. The only building built recently is the new service building of the State

Hydraulic Works (DSI), which was completed in 2010. In addition, there are also offices rented for the governmental offices in this area. The first official building within the Phase II is the MGK General Secretariat, built in 1984. The construction of the building, also located in the area and known as TOBB Towers, started in 1988, originally as the TEKEL Ankara Headquarters Administration and Warehouse Building, and in 1995, it was decided to use the building as the Prime Ministry Service Building. The building, which could not be completed for many years due to the budget restrictions, was purchased by the Union of Chambers and Commodity Exchanges of Türkiye in 2005. The completion date of the construction is 2009. These structures are followed by the Turkish Atomic Energy Agency (Turkish Energy, Nuclear and Mining Research Corporation TENMAK), which was built in 2000, the Presidency of Religious Affairs, which was built in 2001, the Council of State, which was completed in 2012, and the Energy Market Regulatory Authority (EPDK), which was put into service in 2020.

The ministerial structures that host the government are also mainly located in Stage II on Eskişehir Road. Although it was decided in the plans prepared in the first half of the 1990s that some of the ministries would be built in this area, the first ministry building in the area, the Ministry of Agriculture and Forestry, was completed only in 2012. It is followed by the Ministry of Commerce (2013), the Ministry of Environment, Urbanization and Climate Change (2014), the Ministry of Internal Affairs - Disaster and Emergency Management Presidency (AFAD) (2016), the Ministry of Transport and Infrastructure - Information Technology and Communication Authority (2016) and the Ministry of Health (2017). At the time when these buildings began to be constructed, Eskişehir Road had fully gained its identity as a business and trade center dominated by shopping malls and plazas.

3.6 The Image of the Resulting Built Environment

On the axis, high-rise prismatic masses and glass curtain walls dominate the image of this development axis of the city. Land-uses display a fragmented pattern. The

open spaces are mostly used as car parks; and the green areas are very limited. Since Eskişehir Road is a multi-lane inter-city highway with a fast-moving traffic, pedestrian circulation is limited. Open public spaces are areas with controlled access, mostly located in the decorative gardens of shopping malls. All of these also create the urban and visual context in which the new ministry buildings are located, and it has provided a design input as an important reference on issues such as the architectural language, image and landscaping of the buildings.



Figure 3.27. Eskişehir Road Stage II: Municipality of Trade (left) and Commercial Buildings (right). Source: taken by the author

On the other hand, the continuity preserved between the Ministries Region, Anıttepe-Devlet Mahallesi and İnönü Boulevard Ministry Settlements, although some military structures, is interrupted by urban service functions other than public institutions is concentrated on Dumlupınar Boulevard, especially in the 1st Stage of Eskişehir Road. The relocation of government buildings within the urban context has been interpreted differently over time and have led to various reactions from both the public and professionals. In the last part of a text, he wrote on the Turkish Grand National Assembly and Ministries, Ali Cengizkan evaluates the repositioning of ministry buildings along Eskişehir Road by comparing these buildings with other public buildings built until the 2000s. In these evaluations, he described the settlement on Eskişehir Road as “scattering” and criticized the Ministry of Foreign Affairs, Ministry of Labor and Tourism, the Court of Accounts, the Undersecretariat

of Treasury and the Prime Ministry buildings, which were constructed in the 1990s, on the grounds that they were designed without taking into consideration the relationship they established with each other and with the Ministries Quarter (Bakanlıklar).[275] Mete Öz, one of the designers of the AFAD Building on Eskişehir Road, evaluates the fact that the public/governmental buildings located on Eskişehir Road as "the rejection of the history of public buildings".[276]

Today, the 2nd Stage of Eskişehir Road, which is the part of the Eskişehir Road intensively used by ministry structures and other public institutions, constitutes only 1/3 of the Eskişehir Road, which is located on a line of approximately 7 km. The settlement within this area has a much more heterogeneous and complex structure in terms of the combination of different functions, compared to the ministry complexes on the Kızılay Ministries Region or İnönü Boulevard. In the area, there are ministerial structures, different units of state organization such as the Council of State, Presidency of Religious Affairs, General Secretariat of the National Security Council, as well as residential, office and commercial areas such as Mahal Ankara and Tepe Prime (Figure 3.28). As a result, all these factors lead to a questioning of whether the area can truly be considered a "Ministerial Site", "Government District", or administrative center, despite the numerical dominance and dense concentration of ministry buildings in the region.

[275] Cengizkan, A. (2019). *Modernin Saati*. Ankara: Arkadaş Kitabevi Yayınları, 98.
[276] Interview with Mete Öz.

CHAPTER 4

TIME-SPECIFIC FACTORS: CHANGING POLICIES AND APPROACHES TO THE ARCHITECTURE OF PUBLIC BUILDINGS

4.1 A Historical Account of Public Building Production Practices in Türkiye

Public buildings are defined in different ways in discussions that address the concept of the publicity from different perspectives, and structures with different functions that are described as public buildings. Within the scope of this thesis, public buildings are considered as buildings that are acquired using public resources such as hospitals, schools, and courthouses that are for general use, and official buildings and facilities that are built for the purpose of providing a public service, and to which access may be limited. Public buildings are structures that are shaped both by the physical, social, cultural and technological context in which they are constructed as an architectural object, and by the political and economic conditions of the period, since they are structures, the construction of which is the responsibility of the government that holds public power, and they can be considered to be the product of all these to varying degrees.

The relationship between the political power and architecture has a dynamic nature that changes in line with the values and strategies of the formation that holds power in different periods, and shapes the built environment in different ways. The impact of the ideology adopted, and policies implemented by the political power be followed through the qualities of the space produced by the state, the production methods, the subjects and concepts at the center of architectural activities, etc. In this sense, public buildings and capitals have a special importance.

In Türkiye, since the early years of the Republic, urbanization and construction activities in Ankara and the construction of new public buildings have been a matter of importance not only in terms of meeting spatial needs but also in terms of the aesthetics to be created in Ankara. Especially during its founding period, Ankara - set to be built from the ground up as the capital of the newly established Republic- was envisioned to embody the power and capabilities of the new state, reflect its core principles, and serve as a model and inspiration for other cities. For this purpose, a significant share of a very limited budget was allocated for the construction of the capital and the public buildings.[277] Despite limited resources, extensive work was carried out in many areas in this direction.

The early Republican period between 1925 and 1950, defined by Afife Batur as a "period of establishment and institutionalization", [278] was a period in which both Ankara was planned spatially, and the administrative center, several public buildings including the National Assembly building and administrative buildings were built. During this process, the state has gone through different stages in terms of administration, organization, economic possibilities and policies, etc., and Ankara experienced immense changes in terms of population, urban macroform and spaces, and the economic, social and cultural relations within the city. This situation has caused activities and approaches towards the built environment to differ from each other over time.

A "historical-romantic"[279] approach which was described as the "First National Architectural Movement" in the literature and which mostly tried to create an "east-west synthesis" in the designs and "included Islamic symbols"[280] prevailed in the first public buildings in Ankara until approximately the 1930s. Buildings such as the

[277] Sey., op cit. 26.
[278] Batur, A. (1998). 1925-1950 Döneminde Türkiye Mimarlığı. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 209). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[279] Tanyeli, U. (2003). *Ankara 1910-2003,* Mimarlık ve Kent Dizisi 8. İstanbul: Boyut Yayın Grubu, 8.
[280] Sey., op cit. 27.

Second Grand National Assembly, the Ministry of Finance (Maliye Vekaleti), the Ankara Branch of the Ottoman Bank, the Central Administration Building of the Ziraat Bank, the Gazi Institute of Education (Orta Muallim Mektebi ve Terbiye Enstitüsü / The School for Middle School Teacher Training and Education Institute), the Ministry of Culture (Ministry of Foreign Affairs), and the Monopolies General Directorate were designed with this understanding and have a symmetrical volumetric composition, and a monumental appearance, and the majority of them are located in Ulus and its surroundings. These buildings caused controversy in the period they were built, especially because of the historical references they carried, in terms of their conformity with the principles adopted by the newly established regime. It is known that German and Austrian architects, who worked as consultants in the Ministry of Public Works at that time, did not approve of these structures.[281] After these years, which can be described as a transition period, in Batur's words, "the foundation shocks have been largely overcome, and the power, nature and especially methods of the new regime have become clear".[282] International modernism, which was deemed appropriate for the "architectural expression of official modernization programs,"[283] as Sibel Bozdoğan puts it, began to spread towards the end of the 1920s through architects and urban planners of European origin who were personally invited to the country by the administrators of the period at that time. Planning and architectural competitions were also used as an effective method to select the best and the one most suitable to the approaches of the period.

Bozdoğan describes this understanding of modernism as "visible politics" or "civilizing mission"[284] and uses the terms "official modernism"[285] and "official

[281] Ibid.
[282] Batur., op cit. 212-213.
[283] Bozdoğan, S. (2010). Türk Mimari Kültüründe Modernizm: Genel Bir Bakış In S. Bozdoğan & R. Kasaba (Eds.), *Türkiye'de Modernleşme ve Ulusal Kimlik* (pp. 139). İstanbul: Tarih Vakfı Yurt Yayınları
[284] Ibid., pp. 139.
[285] Ibid., pp. 147.

culture".[286] She evaluates the characteristics of modern architecture within the political context of Turkey at that time as follows:

> "[…] The novelty and revolutionary rhetoric of cubic or prismatic forms, reinforced concrete construction, wide terraces, cantilevers, and flat roofs, all without historical references, conveniently complemented the Kemalist "revolution" *(inkılap)*, symbolizing the country's emergence from "Oriental malaise" *(şarklıktan kurtulmak)* and its willingness to participate in "contemporary civlizations" *(asrileşmek)*". [287]

The construction activities during this period were mainly under the management of the state based on the étatist economic policies especially in the 1930s, the fact that the bourgeois class was not yet strong, and urbanization was limited.[288] Activities related to public buildings were carried out under the supervision and execution of the architectural offices under the state organizations such as the Office of Construction and Building established within the Ministry of Public Works. These offices carried out also the design and modeling of most of the government and state buildings.[289]

Among the architects working in Ankara during these years, architects including Ernst Egli, Bruno Taut who worked as consultants to the ministries, Clemens Holzmeister, who worked as a liberal architect stood out from other architects with their public building designs and in this sense, they played an active role in the development of Ankara and its architectural aesthetics. It is also possible to say that these architects' designs were, in a sense, concentrated on certain types of public buildings. For example, Ernst Egli is the designer of many educational buildings

---

[286] Ibid., pp. 148.
[287] Ibid., pp. 140.
[288] Batur., op cit. 217.
[289] Altan Ergut, E. (2010). The Context of Holzmeister's Works in Turkey: Architectural Production in the Early Republican Period. In A. Balamir (Ed.), *Clemens Holzmeister: Çağın Dönümünde Bir Mimar* (pp. 167). İstanbul. Boyut Yayıncılık

such as the Music Teachers' School (Musiki Muallim Mektebi), the Trade High School (Ticaret Lisesi), the Higher Agriculture and Veterinary Institute (Yüksek Ziraat ve Baytar Enstitüsü), the Zübeyde Hanım Girls' Vocational High School (Zübeyde Hanım Kız Meslek Lisesi) and the Mülkiye School (Mülkiye Mektebi). Bruno Taut also designed significant educational structures such as the Atatürk High School (Atatürk Lisesi), the Faculty of Language, History and Geography (Dil ve Tarih, Coğrafya Fakültesi), and the Cebeci Secondary School (Cebeci Ortaokulu) (with Franz Hillinger). As to Holzmeister, he worked as a "state architect", so to speak, and designed most of the governmental buildings. These structures include the overall design of the Ministries Quarter, in addition to four buildings in this complex, the Ministry of National Defense and General Staff buildings, which he had previously designed, the Turkish Grand National Assembly building, the Çankaya Mansion (Presidential Palace) and some bank buildings, most notably the Central Bank.[290] These buildings, most of which were built in the 1930s, were designed as a combination of a Modern and neo-classical monumental approach, in line with the goals of the administrators of the period to make Ankara the "showcase of modern Türkiye"[291] and to represent the state through their architecture. Holzmeister also served as a consultant in the office of Construction and Building in the Ministry of Public Works for many years like other foreign architects.[292]

This particular modern understanding, interpreted within the political, economic, social and cultural context of Turkey at that time, began to be questioned with a a "historicist" approach towards the end of the 1930s.[293] Sedad Hakkı Eldem, who was one of the pioneers of the National Architectural Movement, who aimed to develop an architectural approach that was national in understanding, sensitive to climate and material conditions, and based on local labor, argues that such an architecture can

[290] Ibid., pp. 166.
[291] Tanyeli., op cit. 8.
[292] Altan Ergut., op cit. 167
[293] Tanyeli., op cit. 8.

only be created with the support of the state and draws attention to the decisiveness of political power over architecture by saying, "the embodiment of the spiritual conditions of this architectural style is partly a matter of regime" and "the intervention of the state is essential for the creation of a national style of architecture". [294] Afife Batur describes the architectural approach of this period, when the competition for the Turkish Grand National Assembly was concluded (1937-1938), as follows:

> "[…] in the buildings after this date, especially in public buildings, a line referencing the German classicism and monumentality of the new German architecture will be seen to be dominant. […] At the end of the period, there is a tendency towards symmetrical arrangement in public buildings. Arrangements giving a vertical effect on the façade, arcaded areas consisting of thin and two-three storey high columns are designed. Eaves and roofs are entering the repertoire again".[295]

By the 1940s, the number of official buildings built had decreased compared to previous years. The most significant of these buildings reflected what Batur described as a "monumental-academic" approach and featured the following characteristics:

> "The second approach is the academic-nationalist approach, which uses the rational and functionalist principles of modern architecture for classical and monumental formations, and to some extent follows the lines of Holzmeister and Bonatz, who were influential figures of the period. This approach was preferred in most public buildings, especially in projects that were obtained as a result of competitions. […] This is an architecture that is again international in character, whose nationality is evident in architectural elements such as windows, column capitals etc., and which uses modern

[294] Batur., op cit. 230.
[295] Ibid., pp. 228-229; own translation.

materials and construction techniques in its structure, but the facades of which are covered with stone".[296]

Despite the decrease in the number of official buildings built in the 1940s, the state continued to be the most important employer of the architects of the period. Yıldız Sey states that towards the end of the 1940s, the number of architects in Turkey was slightly over 300, and 80 percent of them were working in the public sector.[297]

With the transition to the multi-party period in 1950 and the coming to power of the Democrat Party with a different understanding and policy from the previous administration, urbanization and construction activities began to change both in terms of meaning and the practices carried out. The first and most important change that took place was that the interest shown to Ankara since the first day it was declared the capital, both due to the spatial requirements of the newly established capital and the symbolic role attributed to Ankara as a "pioneer" and a "model" for the rest of the country, gradually decreased and İstanbul began to come to the fore in this sense. Keleş and Duru, in their article titled "A Historical View of Ankara's Effects on the Urbanization of the Country", describe this situation as "the interest shown to Istanbul in this period similar to that shown to Ankara in the first period of the Republic".[298]

In terms of public and administrative buildings, during this period, the areas focused on and the approaches adopted within the scope of construction activities also began to change. In the early years of the Republic, official and administrative buildings, banks, educational buildings, Peoples' Houses (Halkevleri) and exhibition buildings were mainly built with a modernist approach. However, in addition to supporting the International Style in architecture in line with its liberal economic policies, the Democrat Party- being a conservative political party- also embraced approaches that

[296] Ibid., pp. 232; own translation.
[297] Sey., op cit. 33.
[298] Keleş, R., Duru, B., op cit. 36.

referenced tradition and idealized the Ottoman Empire as a golden age.[299] It promoted symbols and institutions associated with conservative life, such as tombs and mosques, and increased their visibility in the urban space.[300]

Uğur Tanyeli states that the most important change in construction activities during the 1950s was the emergence of the private sector's demand for architectural design and supply.[301] In Ankara, a construction boom was experienced in the process of meeting the housing need that emerged with the intense population growth in this period and as a result of the increasing urban rent, and this situation seriously expanded the construction sector.[302] In addition, the diversification and increase of economic activities and the effects of economy-oriented policies that started to gain importance became more evident in the urban space and in this sense, the number of commercial buildings started to increase. Tanyeli makes the following assessment of the architectural trends and activities of the period and the state's effectiveness in the field of architecture:

> "The 1950s brought Turkey's architectural orientation into other channels along with its political preferences. First, the central government minimized its role in architecture, which it would gradually reduce over the next fifty years. Turkey's largest and most interesting buildings were no longer built by the state. The state also changed its job distribution mechanisms. Foreign architects gradually disappeared from the scene. Public buildings would increasingly be designed through a competition mechanism until the 1970s".[303]

---

[299] Serter., op cit. 130.
[300] Ibid., pp. 137-139.
[301] Tanyeli, U. (1998). 1950'lerden Bu Yana Mimari Paradigmaların Değişimi ve "Reel Mimarlık". In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 238). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.
[302] Serter., op cit. 145.
[303] Tanyeli., op cit. 9; own translation.

Yıldız Sey, on the other hand, evaluates these developments as "the removal of the public architecture from state supervision" and the fact that competitions have become a common method for acquiring public buildings as "the gaining of professional independence".[304] Yeşim Uysal explains the process that made competitions a common method in the acquisition of public buildings, as well as the transformation of public-private sector relations in the construction field during this period, through the 1951 report prepared by the Skidmore, Owings and Merrill firm on construction, development, and housing in Turkey. In this report, the firm proposed the creation of an official building construction program that would serve as a model for modern building projects and construction methods in the Turkish construction industry. It emphasized that the planning and implementation of the buildings to be constructed should, as much as possible, be carried out by private architectural and engineering offices, which would contribute to the growth of self-employed professionals in the sector. While the Department of Construction and Public Works (Yapı ve İmar İşleri Dairesi) was envisioned to supervise all public building projects and ensure their maintenance, the design process was to be entrusted to private firms. Additionally, the report recommended the establishment of a dedicated unit within the department to oversee and regulate building programs. Overall, the report advocated for a model in which the state assumes a regulatory and supervisory role, while architectural production is largely delegated to the private sector. [305]

The report also provides some recommendations that the architectural style of these buildings should be "in an international style that offers rational solutions and uses advanced construction techniques" and includes the statement, "If multi-storey construction is allowed, the benefit to be gained will not only be economic but will

[304] Sey., op cit. 34.
[305] Uysal, Y. (2011). Türkiye'de Mimarlık Üretiminde Devlet Politikaları ve 1950 Sonrası İnşa Edilen Kamu Binaları. *Dosya 25*, 40-41.

also add aesthetic beauty to the city".[306] During the Democrat Party rule and the subsequent developmentalist period, large-scale, high-rise modern buildings were accepted as an indicator of the country's development. With the liberal economic policies and the development plans, the structure of the state expanded, and in the words of Uysal, "the state became the biggest patron for the architectural environment" in meeting the spatial needs of the new formations.[307] In the period between 1960 and 1980, construction activities were carried out quite actively in Turkey[308] and many public buildings were built. During this period, administrative buildings such as the Directorate General of Mineral Research and Exploration, Directorate General of Highways, Turkish Standards Institute, Turkish Statistical Institute, Ministry of National Education, Directorate General of Turkish Grain Board, Directorate General of Pension Services, Directorate General for State Hydraulic Works, Banking Regulation and Supervision Agency, Ministry of Energy and Natural Resources and General Directorates of the Ministry of Public Works (Ministry of Transport and Infrastructure, Ministry of Culture and Tourism, Ministry of Labor and Social Security) and educational buildings such as Middle East Technical University and Hacettepe University Educational Buildings were mostly obtained as a result of architectural competitions.

In his article published in 1978, Haldun Dostoğlu, based on the results of the architectural project competition of the General Directorates of the Ministry of Public Works, assessed the large companies created by the capitalist development model, the office buildings that emerged in line with the spatial needs of these companies, and the effects of these structures on the architecture of the administrative buildings in this period:

---

[306] Ibid., pp. 41.
[307] Ibid.
[308] Tanyeli., op cit. 242

> "When the development of capital movement that emerged at the beginning of our era and monopolization and trustification, especially in countries that chose the capitalist development model, gave birth to large companies, the spatial requirements of these companies were also reflected in architectural practice as a problem area. Large companies and monopolies that employed many people, needed new and large spaces. Small, low-rise, scattered workplaces were not enough for them, and companies turned to high, single structures. Thus, companies, which were the focal points of capital, left their mark on our era and brought with them the concept of "office buildings." As the new concept became increasingly widespread and the capitalist division of labor was reflected in the state mechanism, office buildings began to be built not only for private companies but also for state institutions".[309]

This situation, which was highlighted by Dostoğlu, is also important in terms of the fact that the office buildings in question are high and single structures, as recommended by the Skidmore, Owings and Merill firm in the early 1950s.

However, the situation began to change by the end of the 1970s, and with the fuel oil crisis in this period, there began to be a decline in both the construction of public buildings and other construction activities.[310] Tanyeli also describes the year 1980 as the final point of the deadlock experienced both in the intellectual debates in the world of architecture and in the political environment of the country.[311] In his own words, "the organic bond between architecture and political ideologies also broke off at the threshold of the 80s".[312]

On the other hand, in the 1980s, a period when neoliberal policies became widespread, activities towards liberalization in economy and privatization initiatives began to increase. The construction sector was considered as an area that needed to

---

[309] Dostoğlu, H. (1978). Büro Yapıları ve İki Yarışma Üzerine, *Mimarlık (157)*, 56; own translation.
[310] Tanyeli., op cit. 242.
[311] Ibid., pp. 243.
[312] Ibid., pp. 245.

be supported by the state in both domestic and international activities. In the government program prepared during the Prime Minister Turgut Özal's period between 1983 and 1987, the following statement was included on this issue: "We find it necessary to support our contractors providing services abroad, as other countries do, and to take the necessary measures and incentives to make them stronger in the world market". As recommended in the report prepared by Skidmore, Owings and Merill in 1951, the state continued to be an actor solely responsible for control in construction activities in the 1980s. The 5th Five-Year Development Plan covering the years 1985-1989 includes the following statements as the implementation that should be done in this sense: "[…] In the realization of public construction, projects and investments, the technical power of the private sector should be utilized to the fullest extent and the state's construction activities should be restricted to maintenance and operation areas".[313] The Ministry of Treasury and Finance, Ministry of Foreign Affairs, Ministry of Industry and Technology, Capital Market Boards of Turkey, Secretariat-General of the National Security Council and TRT Campus were public buildings, most of which were designed through competitions in the 1980s. However, from this period onwards, the state's effectiveness as an employer in the field of construction began to decrease as well, only a few public buildings that were not costly were built, and very few competitions were held.[314] In this context, the number of administrative buildings constructed between 1990 and 2010, on Eskişehir Road, which has been an important axis where administrative buildings have been built, is considerably less than in other periods.

The spatial effects of neoliberal policies have also become more visible in this period. Cities became the area of interest for capital owners and the construction

[313] Çevre ve Şehircilik Bakanlığı. (2015). *Umûr-ı Nâfia Nezaretinden Çevre ve Şehircilik Bakanlığı'na (1848-2015)*. Ankara: Afşar, 356.
[314] *Boyut Yayınları Mimarlık ve Kent Dizisi 8: Ankara 1910-2003,* 9.

sector, and investments made in this direction increased.[315] Many 5-star hotels, shopping and business centers, and office buildings have been built.[316] All of these increased the rent in urban areas and commodified the urban land. Gencay Serter states that "every intervention carried out by neoliberalism in urban areas through creating rent is essentially based on division"[317] and this situation has also prevented the development of holistic strategies at the urban scale in applications for the built environment. In addition to all these, it is possible to say that the power of the state was also divided in this period due to situations such as administrations that could not last long, coalition governments, and the strengthening of local administrations against the central administration.

4.2 Prominent Approaches in the Production of Public Buildings After 2010

In Turkey, activities related to public buildings have evolved from a structure in which the nation-state was at the center as the implementer of many economic, social and cultural practices and the determinant of policies in this direction, to a system in which the state has gradually become an employer who builds fewer buildings and only controls the process, as a result of changes experienced with liberal policies in the economy and the development of the private sector, from the early 20th century, which coincides with the years of its foundation, to the 2000s.

In the 2000s, the ideology and policies adopted by the Justice and Development Party (AK Party), which came to power in 2002, during its approximately 20-year uninterrupted rule, created a new political and economic context that also affected public building production practices. In this period, the changes made in the administration system also rebuilt the structure of the political power, and the new

[315] Serter., op cit. 174.
[316] Keleş, R., Duru, B., op cit. 149.
[317] Serter., op cit. 98.

system in some cases indirectly led to different relations between the government and the built environment, and sometimes it directly found a response in urban space.

Zafer Çeler, in his article of "Pseudo-Historicism and Architecture: The New Ottomanism in Turkey" argues that the policies implemented under AKP rule are not specific to its own era, but are instead the outcome of economic, ideological and cultural foundations laid in the post-1980 period. According to Çeler, various developments in this period contributed to the rise of neoliberal and neoconservative approaches in Türkiye. Within this context, the AKP era marked the emergence of a new national identity construction process, shaped by the social, political, and cultural influence of these prevailing ideologies.[318]

In this context, the values and strategies that determined the spatial interventions and practices related to public structures during the AK Party period are characterized by different concepts in different sources, but "neoliberal", "conservative", "Islamist", "historicist" etc. are among the most frequently used. As a result of all these, both the processes of space production and the qualities of the space produced have changed and gained new meanings.

Although the period after 2002 was a time under the same party administration, it is divided into different sub-periods in some discussions in terms of the government's approaches. From a similar perspective, this period can be subdivided into distinct phases based on the practices surrounding the production of public buildings. Because, although similar architectural and spatial approaches were adopted throughout the whole process, it can be said that different types of public buildings were focused on in different periods and in fact, a sequence was followed in a sense. Among these, there are a wide variety of public building types with different functions and meanings, from structures with high daily use frequency throughout the country, such as schools and hospitals, to structures with high administrative and

[318] Çeler, Z. (2018). Pseudo-Historicism and Architecture: The New Ottomanism in Turkey. *Journal of Balkan and Near Eastern Studies, 21*(5), 13-14.

symbolic value, such as the Presidential Palace. However, a common understanding characterized by different concepts such as "local and national", "historicist", and "revivalist" is supported for almost all applications. Bülent Batuman argues that a neoclassical "Ottoman-Seljuk architecture" style was invented as a product of this understanding. The source of inspiration for this new style is sometimes the Ottoman Revivalism of the early Republican period and the First National Architectural Movement, and sometimes "contemporary nation-building experiments in the Turkic Republics of Central Asia". Thus, this new search for architecture has simultaneously a local character that draws from history and a global character that learns from other nation-building processes.[319] According to Batuman, it was "constantly emphasized three components which have come to define what the AK Party officials meant by "Ottoman-Seljuk style": architectural features referring to Ottoman and Seljuk architectures and contemporary technologies defined with the phrase "smart building."[320] In addition to smart buildings, in later periods, other concepts such as green buildings, energy efficient buildings, zero waste and sustainability have also become among the features emphasized by administrators in their explanations for public buildings.

In this context, the first type of public buildings focused on was the new courthouses built within the scope of the "Modernization of Justice System" project carried out by the Ministry of Justice in 2003.[321] This was followed by the new schools built in conjunction with the "school construction campaign" and the Smart School Project launched in 2004.[322] The architectural designs of these structures were frequently emphasized by the authorities as "based on Ottoman-Seljuk architecture"[323] and "carrying the characteristics of the region and Turkish history" [324], and it was stated

[319] Batuman., op cit. 29.
[320] Ibid., pp. 243.
[321] Ibid., pp. 206.
[322] Ibid., pp. 205.
[323] Ibid.
[324] Ibid., pp. 206.

that it was the duty of the state to have public buildings built in line with these features.[325] In fact, the first parliament building in Ankara was described as "one of the best examples of an architecture with *identity*" and was shown as a reference by the authorities for these structures.[326] Within the scope of the projects carried out for schools, the architectural offices assigned by the Ministry of National Education prepared 41 typical projects in this style and these projects were introduced to the public with an exhibition.[327] The designs in the exhibition have a common symmetrical plan and facade layout, and pointed arches and decorations such as columns and arches produced with plaster reliefs or color differences are also commonly found in all of them as historical references.[328]

The AKP Headquarters, built in 2007, set an example for public buildings and especially administrative buildings to be built during this period, just like the First Turkish Grand National Assembly. Batuman describes this building as "the prototype of public architecture in Turkey" and states that many public buildings were designed in a similar manner in the following period.[329] This design, like the previous public buildings, has a symmetrical plan and a symmetrical façade layout consisting of sequential windows, but it is distinguished from school and courthouse buildings by the 6-storey portal-shaped glass surface on its front facade and its white-coated monolithic form.[330]

However, the Presidential Complex (Cumhurbaşkanlığı Külliyesi), built between 2012 and 2014, is one of the most significant structures built during this period in terms of both its administrative, political and ideological meaning and the scope and location of the project within the city. The campus is located within the borders of the Atatürk Forest Farm, which was a very important project for the economic, social

[325] Ibid., pp. 209.
[326] Ibid., pp. 207.
[327] Ibid., pp. 208-29.
[328] Ibid., pp. 209.
[329] Ibid., pp. 226.
[330] Ibid., pp. 225-226.

and cultural policies implemented during the foundation of the Republic in Ankara, and therefore caused controversy during its construction. It is both an administrative center and a complex consisting of buildings that allow public use, and includes the Presidential Palace, the Presidential Residence, a very comprehensive library called the Nation's Library of the Presidency (Cumhurbaşkanlığı Millet Kütüphanesi) and a prayer place called the Beştepe Millet Mosque (Beştepe Millet Camii). It is important not only for its architectural and urban features but also because it is a complex that has been customized according to the recent changes in the structure of the administration. The design of the administrative building within the complex was initially started as a center to be used by prime ministers. However, the structure was later allocated to the Presidency of the Republic after Recep Tayyip Erdoğan was elected president in 2014 and was named the Presidential Palace. The official name of the campus was changed to the "Cumhurbaşkanlığı Külliyesi" (Presidential Complex) after 2015. With the transition to the Presidential Government System in 2018, this campus hosts the highest-level state officials and institutions in terms of the administration and organization of the Republic of Türkiye. Batuman evaluates this situation as "a performative act to reconfigure the spatial order of the state structure within the capital".[331] In terms of architectural qualities, the buildings within the campus and especially the Presidential Palace are evaluated as "a new synthesis blending Turkish Islam and Western classicism"[332] and have set an example for some of the administrative service buildings built after it, and some structures very similar to this structure have been built.

The construction of administrative service buildings began to accelerate especially after 2010. It was stated that the existing service buildings were insufficient to meet the changing needs over time, their physical facilities and capacities were

[331] Ibid., pp. 29; own translation.
[332] Ibid., pp. 204.

insufficient, and institutions needed new buildings due to increasing workloads. [333] On the other hand, some old administrative buildings were demolished within this period. The demolition of buildings representative of the architectural understanding of their times, such as the Bank of Provinces (İller Bankası), the Turkish Statistical Institute (TÜİK) and the General Directorate of State Hydraulic Works (DSİ), which were among the most significant buildings for the architectural history of the Republic, and the construction of new buildings with a completely different architectural approach in their place caused some criticism during this period.

After 2015, the construction of city hospitals designed as regional, large-scale health complexes began to increase. In this context, large-scale new hospitals were built in many cities. In this period, many buildings belonging to the Directorate of Religious Affairs, the service buildings for the Directorate General of Security, and large-scale religious building projects built in important points of cities in terms of both usage and meaning, especially in Istanbul and Ankara, were also quite common. In the construction process of all these structures, it was a common practice to assign Turkish construction companies operating in Central Asia, and in some cases, the similarity of the public buildings built by these companies in these countries to the structures being built in Türkiye is also striking.[334]

Zafer Çeler characterizes the architectural style prevalent in many public building projects as "pseudo-historicist" and situates this approach within a postmodern framework. According to Çeler, during this period, history was reduced solely to visual styles, resulting in a "depthless and flat ground of engagement with the past":[335]

---

[333] https://www.aa.com.tr/tr/turkiye/kamu-kurumlarina-bes-yilda-25-hizmet-binasi/101875#:~:text=Bu%20kapsamda%2C%20aralarında%20Cumhurbaşkanlığı%20Sarayı,kuruluşu%20yeni%20hizmet%20binalarına%20kavuştu.

[334] Batuman., op cit. 223.
[335] Çeler., op cit. 10.

> "[…] So this form of engagement with the past is then above all a celebration of styles, consumer items and images associated with the past, […] 'the imaginary style of a real past'. This imaginary style uses past forms in a repetitive manner, juxtaposing the former styles as is in a display of department store. The past forms and styles become empty signifiers.[336]

Consequently, the arbitrary use of fragmentary elements results in a "collage of architectural forms and styles of the past".[337] This reflects the perspective of the government, which conceive of the past as only fragmentary pieces to be deployed decoratively on building façades.[338] In addition, the fragmented and selective treatment of history, rather than a linear timeline, coincides with the close relationship between postmodern values and the neoliberal market economy and bears the traces of the global capitalist society's understanding of history. In this context, symbols of the past are selected and instrumentalized according to the ideological needs of the present. [339]

After this general evaluation made specifically for the types of public buildings chronologically, another research was conducted for the period after 2010, since the buildings to be examined within the scope of the thesis were constructed after 2010. In order to determine the current administration's approach to the subject, their discourses, common practices, priorities and sensitivities, and to draw a general framework on the subject, the titles of "announcements" and "ministerial activities" on the official website of the Ministry of Environment, Urbanization and Climate Change, as the responsible body, have been scanned from 2010 to 2021. As a result of these investigations, the following issues attracted attention.[340]

---

[336] Ibid., pp. 8.
[337] Ibid., pp. 10.
[338] Ibid., pp. 14.
[339] Ibid., pp. 13-14.
[340] https://csb.gov.tr/haberler?page=1

The 10-year period after 2010 was a term when many energy efficiency applications were on the agenda under the leadership of the Ministry of Environment and Urbanization and many projects on climate change, some of which were carried out in cooperation with international organizations, were implemented. As of this year, the Energy Performance of Buildings Directives and Energy Identity Certification came into force. In terms of climate change, the National Action Plan on Climate Change covering the years 2011-2023 was prepared and an education campaign was organized to increase awareness on this issue. In line with the international collaborations, a panel on sustainable buildings was organized with the British Council and the "Technical Assistant Project for Energy Efficiency in Public Buildings" was carried out with the financing of the Federal Ministry of Environment, Nature Conservation and Nuclear Safety of the Federal Republic of Germany. At the Green Cities Summit held in 2013, discussions were held under the titles of renewable energy, green building technologies, energy efficiency, sustainable urbanism and reputable cities. In 2016, an energy-efficient building design competition was held for these issues, and in the section of the competition for public buildings, competitors were expected to propose solutions that would reduce energy use in the existing public buildings. In a statement made by the then Minister of Environment and Urbanization in 2019, the issues to be considered in this sense in the designs of public buildings were listed as follows:

> "We use smart automation systems in all our public buildings, choose natural materials, install solar energy systems with local materials and implement systems that produce their own energy and electricity. Of course, we also ensure that our buildings are environmentally and nature-friendly, zero waste, and have a high environmental report card".[341]

[341] https://www.csb.gov.tr/kurum-binalarimizin-cevreci-ve-sifir-atik-uyumlu-olmasini-sagliyoruz-bakanlik-faaliyetleri-28634 ; own translation.

Finally, in 2021, the phrase "Climate Change" was added to the name of the ministry, making it the Ministry of Environment, Urbanization and Climate Change.

One of the topics frequently mentioned in the statements made by the authorities during this period is the importance given to the construction sector. The policies aimed at supporting the development of the private sector in the 1960s and the construction sector particularly in the 1980s remained valid in the 2000s, and even increased in effectiveness in line with the neoliberal economic policies adopted. It was emphasized how large a share the construction sector has in the Turkish economy and the amount of employment it provides, and it was mentioned that it was a sector that absolutely had to be supported by the state.

On the other hand, the government continued its stance that "local and national" should be preferred in almost every subject during this period. In line with this understanding, it was not only meant that products such as some building materials were produced in Turkey, but it was also emphasized that the architectural style should be "local and national". It was advocated that Nationalism should also be used in architecture, and the traces of civilizations, national and spiritual values and traditional culture should be emphasized in the planning of cities and the design of new buildings.[342] Buildings designed with this understanding were described as "architecture with identity".

Finally, along with the economic policies that supported the construction sector, different types of public structures were built for different functions during this period. This exponential increase in the number of buildings constructed spread the architectural approach supported by the political authority especially in cities like Ankara, which host many public structures, especially administrative buildings,

[342] https://csb.gov.tr/bakan-ozhaseki-sehirciligin-yeni-vizyonu-insan-odakli-bakanlik-faaliyetleri-22055

which has changed rapidly the image of the city. The uninterrupted continuity of the AK Party administration has facilitated these practices.

CHAPTER 5

METHOD-SPECIFIC FACTORS: ACQUISITION PROCESS OF GOVERNMENT BUILDINGS IN TÜRKİYE

5.1 Discussions on Different Types of Architectural Project Acquisition Methods

Government buildings are real estates owned, managed or used by public administrations and institutions and organizations affiliated with them, and are constructed, purchased or leased using public resources. This process is subject to the public procurement law and is under public scrutiny. Although the legal approach to the acquisition of public buildings has generally been preserved since the foundation years, the process varies in periods with different political, economic and social conditions. When the issue is evaluated specifically in terms of new public buildings to be built and the architectural qualities of these buildings, the method of selecting the designer, selection criteria and the role of the designer, design process, people who evaluate/select/guide the design and their criteria are also different in different applications and the final product is directly or indirectly affected by these variables.

In the early years of the Republic, the ministries and the government agencies of the period were responsible for meeting their own spatial needs. During this process, stages such as selecting suitable land, drawing up projects, and conducting tenders were carried out by the institutions themselves. However, this situation made it difficult to supervise and program investments over time. For this reason, with the law numbered 3611 enacted in 1935, it was decided that the construction works of the administrations affiliated to the general budget would be carried out by the Directorate General of Construction Works within the Ministry of Public Works. Thus, the construction investments of the central government were centralized within

a ministry and the supervision of public buildings throughout the country was ensured.[343]

The founding purpose of the Ministry of Public Works was stated in the Law on the Organization issued in 1934 as "[…] to carry out the construction of all kinds of buildings belonging to government departments and organizations, to determine the style of Turkish architecture, to ensure the development of the technique […]".[344] Similarly, the duties of the institution, which continued its activities as the Ministry of Public Works and Settlement as of 1983, included "constructing and having constructed public buildings and repairs", "allocating land in master plans for government buildings and facilities for the purpose of providing a public service" and "preparing and publishing statutes, regulations, standard contracts, specifications, market price analysis and unit prices related to these works."[345] Within the ministry, the Directorate General of Construction Works is the unit directly responsible for the applications regarding public buildings. In this sense, it is possible to say that the duties and responsibilities of the Ministry of Public Works and Settlement, currently known as the Ministry of Environment, Urbanization and Climate Change, regarding public buildings and its organization have not changed much since the years it was first established.

The stages of obtaining a project continue to be implemented in a similar way. In this context, "Land Procurement" can be considered as the first step of the process:

> "According to The State Planning Organization's[346] manual for investment program, "projects whose land cannot be obtained will not be offered". For

[343] Altaban (1985)., op cit. 36.
[344] Çevre ve Şehircilik Bakanlığı., op cit. 17.
[345] Andaç, G. (1987). Bayındırlık ve İskan Bakanlığı'nın Proje Elde Etme Yöntemleri ve Organizasyonu. *Mimarlık (224)*, 41.
[346] "The organization was reorganized as the Ministry of Development in 2011. In 2018, the Ministry of Development and the General Directorate of Budget and Financial Control of the Ministry of Finance were combined, and the Strategy and Budget Department was established within the Presidency". Source: https://tr.wikipedia.org/wiki/Devlet_Planlama_Teşkilatı

this reason, before the project proposal is submitted to the Presidency of Strategy and Budget, the organizations roughly determine their needs within their own means and search for land to meet this. The institution firstly communicates with the General Directorate of National Estate and determines whether there is a land that can meet its needs among the immovables registered in the treasury. The expropriation alternative is evaluated in cases where there is no suitable land and in obligatory cases".[347]

The second stage is the application made to the authorized institution with the "Preliminary Project Form" and "Justification Report" for approval of the project and the resources to be taken from the budget:

> "After the land is determined by the organizations, the request is proposed to be included in the investment program. This proposal is made with a justification report. The Justification Report includes the status of the existing building used by the organization, information about the new building planned to be built (architectural program, approximate cost calculation, etc.), general evaluation and information about the implementation of the project (implementation plan, the organization that will carry out the project, etc.)".[348]

The architectural project is obtained after these in the "*étude-projet*" phase.[349] This process can be carried out by 3 different administrative body today: the institution itself, The Ministry of Environment, Urbanization and Climate Change (ÇŞB) and Housing Development Administration (TOKİ). Institutions that have the authority to construct buildings according to their foundation laws, such as the Ministry of Health, the Ministry of Justice, and the Ministry of National Education, can carry out project preparation, tender and construction activities through their technical units to

[347] Porgalı., op cit. 90; own translation.
[348] Ibid.; own translation.
[349] Andaç., op cit. 43-44.

obtain the new buildings they need.[350] TOKİ, which is currently an organization affiliated with the Ministry of Environment, Urbanization and Climate Change, was originally established as an institution responsible for housing production with the Mass Housing Law that came into force in 1984.[351] However, with the "Planned Urbanization and Housing Development Mobilization" launched in 2003, in addition to housing, TOKİ was also given the task of constructing public institutions, education, health, sports and service buildings.[352] Recently, TOKİ's effectiveness in this sense has been increasing, it has undertaken the construction of many facilities and buildings within the scope of different protocols it has signed with the institutions.

The first stage of the project acquisition process is the selection of the design team. The assignment of this job to any architectural office can be done through architectural project competitions and different kinds of tender methods like open, close, restricted, request for proposals etc. In some special cases specified in the law, the "direct supply" method in which one of the bidders invited by the administration assigned after negotiations on technical conditions and price, can also be used.[353]

Among these, competitions differ from other methods in many ways. First, the pluralistic characteristics of the competitions, where different design alternatives are produced, allows for discussions to be held on the architectural issues of the period and society that will develop the architectural profession. Especially in competitions for public buildings, the fact that the final product will be an element of public architecture that is expected to have a collective understanding reflecting the common values of society increases the importance of pluralism as a right to have a say in the process of obtaining the design. Public awareness created through publications, colloquiums and exhibitions is also very important. In the selection of

---

[350] Porgalı., op cit. 85-86.
[351] https://www.toki.gov.tr/kurulus-ve-tarihce
[352] https://www.insaatgundemi.com/toki-kamu-kurumlarina-1358-tesis-yapti-haberi.html
[353] İnan, A. (2021). *İhale Hukuku Ders Notları*. Ankara: Seçkin, 49.

the design, the assignment of a team that has no personal or professional interest and is confident in its competence on the subject ensures trust in the decisions made. When evaluated as a job distribution mechanism, it is considered advantageous that everyone can participate in cases where there is no invited competition and that all participants have an equal chance.

Although, in the early years of the Republic, there were important public buildings such as the Ministry of Customs and Monopolies (Prime Ministry) and the Grand National Assembly of Türkiye, the projects of which were obtained through competitions. According to Nejat Ersin, the importance of the competition was understood by both the government and other institutions in the 1940s. The success of Turkish architects in the international competition opened for Anıtkabir in 1941 was very important in this regard. It became an "inevitable" practice to acquire large-scale government buildings through competition from now on.[354]

On the other hand, as competitions became more widespread, the need to bring order to issues such as the selection of jury members, their work order and evaluation criteria, preparation of the program and specifications, and the path to be followed after the conclusion of the competition, etc. came to the fore.[355] In this context, the issuance of a regulation by the Ministry of Public Works in 1952 for Architecture and Urban Planning Competitions and the establishment of the Chamber of Architects in 1954 were developments that contributed to the systematization of project competitions.

Following these developments, according to Yasemin Sayar, in the 1950s and 1960s, the largest projects were public works and acquired through competitions, and these became the main field of activity of newly established freelance architecture offices. According to Sayar, architectural project competitions during this period, despite

---

[354] Ersin, N. (2001). FORUM: Proje Yarışmaları / Proje Yarışmaları Üzerine Düşünceler. *Mimarlık (298)*, 8.
[355] Ibid.

having a structure intertwined with state bureaucracy, created an environment where the "modern" and the "new" were experienced and quality of the projects that were often not surpassed in later periods were produced.[356]

However, the criticisms against the "competition process" that had been ongoing since the early years continued during this period, and the discussions on "type project" and "ministry type project" were added to these in the 1960s and 1970s. During these years, repetition and standardization began, especially in public building projects, due to concerns about "applicability". Merih Karaaslan describes the process that led to this situation and experiences in his article titled "Ministry of Public Works and Our Architecture" as follows:

> "[…] The 60s were the period when all examples of modern architectural approach were given in the West and the influence of these surrounded our architects. Western forms were tried to be implemented without much consideration of the country's technologies and the features of the projects. Thus, unheated spaces and leaky terrace roofs emerged. Buildings that seemed to meet the requirements of the age but were unsuccessful in their implementation were the products of this period. […]
>
> After 1970, there was a reaction against the architects in the Ministry administration with the legitimate reason of "not designing buildings suitable for the country's conditions" and a wrong policy was adopted under the name of Ministry principles. As a result, principles(?) such as "terazzo", "tile roof", "zinc gutter", "cast regular windows" became official requirements in documents. The buildings obtained through competitions also received their share of these principles.

---

[356] Sayar, Y. (2004). Türkiye'de Mimari Proje Yarışmaları 1930-2000: Bir Değerlendirme. *Mimarlık (320)*. Retrieved from http://www.mimarlikdergisi.com/index.cfm?sayfa=mimarlik&DergiSayi=38&RecID=838

> During this period, the architect's role was reduced to technical draftsmanship and those who could tolerate this were encouraged. It is also the policy of this period that the professional supervision duty is not given to architects. Thus, the design was eliminated during the construction phase".[357]

At this point, the statements in the report of the Directorate General of Security Architectural Project Competition, which was concluded in 1978, are important in terms of exemplifying the criticized approaches:

> "It would be a correct approach to consider the issue as any public administration building. The fact that it is not the Directorate General of Security, but another general directorate will not affect the evaluation much. Since the aim is to find the most economical solutions in terms of initial investment and operating costs, which are suitable for the technological possibilities of our country, practicality and applicability features will be one of the most important criteria".[358]

It is also noteworthy that the project that won this competition was designed by the team that won the architectural project competition of the Ministry of Public Works General Directorates with similar architectural qualities in the same year. Erdoğan Elmas (with YEG Architecture), as the designer of these two buildings and many public structures built during this period, states that this situation stems from some design and cost restrictions imposed on the projects due to the inadequacy of the Ministry of Public Works' controllers and contractor firms and the fact that the construction materials were not up to the required standards.[359] However, the criticisms regarding standardization in this period do not only target the ministry. Architects are also accused of repeating designs that have been made many times in

---

[357] Karaaslan, M. (1987). Bayındırlık ve İskan Bakanlığı ve Mimarlığımız. *Mimarlık (224)*, 32; own translation.
[358] Yaman, E. (1978). Emniyet Genel Müdürlüğü Proje Yarışması. *Mimarlık (157)*, 57; own translation.
[359] Elmas, E. (2012). *Mimarlık Anıları 1962-2012*. İstanbul: Mimarlık Vakfı İktisadi İşletmeleri, 71.

the past, which contradicts the "investigative personality of the designer".[360] The participation in the competitions is also quite low, and the participants and winners are mostly the same names. [361] This situation, which contradicts the mission of providing an opportunity for different ideas, approaches and designs, which is one of the most important features attributed to the competitions, has caused the competitions in this period to be considered as "a domesticated form of the tender system".[362] The high need for new official buildings during this period caused this situation to affect the design of many administrative buildings.

On the other hand, it is not possible to meet the spatial needs of all institutions by building new structures. For example, in line with the changes in the bureaucratic structure of the state in the 1950s and 1960s, the need for new public buildings increased, but priority was given to research and investment organizations that were administratively affiliated with the ministries but autonomous in terms of decision-making mechanisms and budgets, and other institutions were expected to provide services in rented buildings. According to Altaban, there was no attempt to open new areas or for the ministry buildings or those for the affiliated organizations in Ankara until 1967.[363] Between 1970 and 1980, the number of employees working in public administration increased significantly by 82% in addition to institutions. Although many public structures, especially ministries, began to be built in the 1970s, many institutions were spread over many rented buildings in different locations within the city during this period.[364] This situation was also among the issues discussed at that time regarding the acquisition of new government buildings.

---

[360] Dostoğlu., op cit. 57.
[361] Güzer, C.A. (1984). Bakanlıklar Birleşti' Ya Bakanlık Yapıları? *Mimarlık (200)*, 49.
[362] Güvenç, K. (2004). DOSYA Her Daim Gündemde: YARIŞMALAR / FORUM: Yarışmalar Üzerine Çok Yönlü Bir Tartışma. *Mimarlık (320)*. Retrieved from http://www.mimarlikdergisi.com/index.cfm?sayfa=mimarlik&DergiSayi=38&RecID=839
[363] Altaban (1985)., op cit. 36-37
[364] Ibid., pp. 40.

The number of competitions had already started to decrease, but towards the end of the 80s, they could not be organized at all due to some bureaucratic problems. The fact that architectural project competitions were considered as a tender method in Law No. 2886 brought with it some obligations, and the difficulties in realizing these caused the competitions not to be organized at that time.[365]

Project competitions have been a subject of debate since the first day because they are used only to sort of the participants for job distribution ignoring other opportunities provided by competitions, especially in applications for public buildings[366] and to find a solution to this situation, architects have sought answers to the questions "Why Do We Compete? How Should We Compete?" on many platforms. However, the situation did not change in the 2000s, and competitions and projects continued to be discussed with arguments similar to those in the 1970s. The discussions at the colloquium of the Ministry of Foreign Affairs Campus Architectural Project Competition, which concluded in 2010 as one of the very few competitions organized in these years and the last competition for government buildings, are remarkable in this sense. The jury member Prof. Dr. Celal Abdi Güzer stated that the participation in the competition was low both in terms of number and project diversity, and the projects produced similar solutions in 3-4 typologies. He stated that the reason for this situation could be a conditioning resulting from the Ministry's building tradition. Hasan Özbay stated that the winning projects resembled architectural examples from the 1970s. The limited participation was attributed to the composition of the jury and the difficulty of designing due to the restrictions of the Ministry of Public Works by different people. It was also criticized that the Ministry of Public Works' acquisition of its own service building through a tender method in the colloquium. Onur Bezici, who was on the jury representing the Ministry, stated that the reason for this situation was time and budget constraints.

[365] Andaç., op cit. 44-45.
[366] Tanyeli, U. (1993). FORUM: Neden Yarışıyoruz? Nasıl Yarışmalıyız? *Mimarlık (252)*, 22.

Özbay, on the other hand, stated that the real reason was that government executives were not very keen on competitions because they thought that winning projects could not be modified in this method.[367]

When the 2000s are examined in terms of the procurement processes of government buildings, it is seen that the method of request for proposals (*davet usulü ihale or belirli istekliler arasında kapalı teklif usulü*) was preferred commonly instead of competitions. The designer alternatives to be invited to bid are generally selected by the investor institution, and the tenders and construction process are executed by TOKİ. In the design phase, the needs, requests, architectural program, spatial relations, etc. are determined by the discussions held between the investor institution and the design team, and the institution makes the selection from the design alternatives developed in this direction and requests revisions when deemed necessary. In the final stage, if the process is carried out by the Ministry of Environment, Urbanization and Climate, the technical controls of the projects are carried out by certain units such as the Project Department, Technical Department within the Directorate General of Construction Works, and if the process is carried out by TOKİ, by units such as the *Etude and Projet* Branch Directorate, Statics and Reinforced Concrete Branch Directorate, Installation Branch Directorate within the Mass Housing Projects and Research Department.

This system, which each institution carries out the design process of the building it needs with the team independently, has also led to some discussions, and different evaluations have been made by different names on the subject. In the interview made with him in 2024, Hüseyin Keçeci, the designer of the Ministry of Agriculture and Forestry Building, expresses that this situation passivates the Ministry of Environment and Urbanization.[368] In another interview, Mete Öz, one of the

[367] https://www.arkitera.com/haber/genc-mimarlar-kamu-yapilarina-ait-acilan-yarismalara-cok-ilgi-gostermiyor/
[368] Interview made with Hüseyin Keçeci on November 2024 by the auhor.

designers of the AFAD Building, makes the following evaluation of the current system:

> "(At that time) the 40-50 years of knowledge of the people working in the Ministry of Public Works were building a standard for these structures. This experience could not be transferred to the current system. Whether it is good or bad is debatable, but there used to be a unity of expression. […] A system where the process is carried out and controlled by a center has difficulties for a large country, but some improvements could be made. In the last case, the system is inadequate and there is no knowledge. […] Since the administration carries out the process in this system, it is also possible that the administrator's wishes and tastes are more directive for the design."[369]

During the implementation project phase, the lack of coordination between the architectural team and other disciplines, especially the engineering and interior design, the failure to select materials in a way that would complement the design, in some cases, failure to implement some designs as they should have been due to economic concerns, and during the construction phase, the supervision was done by someone other than the architectural designer, which was a frequently criticized, which was a recurrent issue regarding the construction process of public buildings in this period. In his interview with Mehmet Soylu from UZ Architecture as part of the "Architects Talk with Kalebodur" series in 2022, Abdi Güzer made the following assessment: "Especially in government buildings acquired through tender, there are many omissions, changes and renovations in the design during the process and most of the time, the architect is left out of these decisions". Soylu also interprets the situation as an environment where the administration is dominant, but the architect cannot be present. Emphasizing that the attitude of the administrators is very important and decisive, he states that in Türkiye, the combination of the

[369] Interview made with Mete Öz on November 2024 by the auhor.

administration's requests and the designer's suggestions does not produce very good results.[370]

5.2 Legislation, Regulations and Specifications

Two of the laws currently in force in Türkiye are directly related to buildings. The first of these is the Law on Land Development Planning and Control No. 3194, which introduces regulations regarding development plans and parceling, and the other is the Law on Construction Inspection No. 4708, which includes regulations regarding the inspection of projects and buildings to ensure the safety of life and property and to ensure that quality buildings are built in accordance with development plans and standards. Also, it is mandatory to comply with regulations related to earthquake, fire, energy performance, parking, shelter, accessibility etc. in practice. However, these regulations affect the design of the building to a certain extent, their effects on the architectural expression of the final product are quite limited.

In addition to these, although it does not cover all the structures within the case as of the year it was published, the most important document that has been determined to be directly related to administrative service buildings is the "Public Buildings Standards Guide" published in 2018 by the Project Department of the Directorate General of Construction Works to be a reference for the investor institutions.

Some of the main principles set forth in this guide as follows:

1. "Flexibility and Adaptability in Indoor Use: Administrative service buildings will be designed to respond to different usage models and different functions in order to meet changing needs throughout the life of the building, and accordingly, creating solutions so that the size and function of the space can easily change when needed, and changing interior scenarios. It is essential

[370] https://www.youtube.com/watch?v=aOM9Yy-SDjo

that the transparent and blind surfaces on the building facades are designed accordingly".

2. "Being Expandable: The needs of the public institution the building will serve may increase. Accordingly, in the first stage, the placement of the building on the land must be in a way that allows for growth, the area where possible growth will take place must be reserved, and the landscape design must be made accordingly. Attention should be paid to the compatibility of facade design, material usage, vertical circulation elements (stairs, elevators, etc.) solutions and facade ratios in the modules with the aim of enlarging the building".
3. "Inter-Institutional Common Use Principle: If possible, the administrative service buildings should be planned as campuses, or the common areas of these buildings should be used in a way that encourages inter-institutional coordination".
4. "Energy Efficient Design Principles at the Architectural Project Phase: It is essential to reduce heating and cooling loads with passive solutions to be introduced. For this reason, for low-cost energy efficient design: The building should be positioned and shaped according to the sun at the initial stage of the project. The use of thermal mass should be taken into account, local materials and construction techniques should be taken into account."[371]

Especially the first three articles are important in terms of suggesting solutions to some of the issues criticized in the discussions on government buildings in the examinations made. Having a section for the energy performance of the building is in line with the policies of the period that attach importance to studies on this subject. The guide also includes a list of the places and information on how many square meters these spaces should be on average.

[371] *Public Buildings Standards Guide*, 2-3.

5.3 Continuities and Transformations: The Emerging Determinants in the Design of Government Buildings

In the early years of the Republic, the construction of Ankara as a modern city that reflected the fundamental principles of the regime was adopted as a primary objective, despite the challenging conditions of the period.[372] The architectural formation of the capital in a unified style -referred to as "national architecture"- was regarded as essential for fostering a national identity.[373] It was also intended to serve as a model for the rest of the country. Within this framework, particular importance has been attributed to the design of government buildings with spatial and architectural coherence, to create a consistent administrative and capital image that can be collectively perceived. The fragmented and uncoordinated development resulting from ad hoc, independent interventions during the initial years, along with the diversity observed in architectural styles and forms, constituted fundamental challenges that required resolution.[374]

In this context, the collective expropriation initiative has facilitated the opening of new construction areas, enabling the development of these structures with spatial integrity. The master plan studies carried out in alignment with this initiative played a critical role in achieving the defined objectives.[375] In this process, the master plan was considered with a holistic approach as a tool that both directs urban development and regulates constructions. In the subsequent stages, urban design efforts carried out in accordance with the master plan made it possible to create an integrated urban composition that included public spaces for government buildings. Within this whole, these buildings were conceived as interrelated elements of a unified

[372] Tekeli., op cit. 272.
[373] Çınar, A. (2014). State Buildings as Urban Experience: The Making of Ankara. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.240). New York; Oxford: Berghahn
[374] Tankut., op cit. 100.
[375] Gurallar, N. (2009). "Başkentin Kalbini Tasarlamak". *Toplumsal Tarih 187*, 62.

composition, both spatially and architecturally.[376] One of the key factors contributing to the effectiveness of the implementations was the nature of the institutional structure overseeing the process. The development efforts were carried out by a specialized directorate that was equipped with broad powers -in line with the political and economic support given- and was solely responsible for this issue under the guidance of the planner.[377] In addition, the centralization of construction activities, driven by the *étatist* policies of the period, facilitated both the coordination of efforts and the development of unified strategies. This, in turn, supported the emergence of a cohesive architectural language and image aligned with the envisioned national identity.

However, in some of the projects in the Bakanlıklar area in the subsequent years, designs were guided primarily by the individual requirements of each building and the specific needs of the institutions they served, rather than by a holistic approach. This situation resulted in the compromise of the area's integrity due to the adoption of fragmented solutions.[378] After a short period, the area designated for government buildings was no longer sufficient to accommodate emerging spatial requirements. As the Jansen Plan lacked provisions addressing this issue, the development of a new plan became necessary.

In the Yücel Uybadin Plan, the approach that government structures should be both located together and considered as a whole was maintained. Accordingly, it proposed an area that would establish physical and visual connections between the Ministries and the parliament. Numerous unsuccessful attempts have been made to build government buildings as a campus in this area, which was planned to be the second administrative center of the city. As a result, new structures were constructed in a different location within the area designated as the "Government District" in the

[376] Ibid., pp. 65.
[377] Tekeli., op cit. 280.
[378] Cengizkan, A. (2010)., op cit. 92-93.

plan, again in relation to the existing government buildings and military campuses. However, a holistic approach was not adopted during this process, and no urban design strategy was proposed to establish meaningful relationships among these structures or with other public buildings in the surrounding area. As a result, a fragmented spatial organization emerged, characterized by individually bounded parcels allocated to separate institutions. Contrary to the original plan, the institutions occupying this area were not ministries, but newly established entities aligned with the prevailing economic policies of the period. In this sense, due to both the nature of the institutions housed and the disjointed spatial layout, the area failed to function as the Second Ministries Campus or as an administrative center.

It has become a common practice since this period to divide the areas allocated for government buildings into pieces and allocate them to different institutions. The lack of an urban design that could function as an intersection between planning and architectural design has prevented collaborative decision-making, the development of integrated strategies and the establishment of spatial, functional and formal relationships between buildings. However, especially up to the 1980s, government buildings were positioned along the axis in a sequence that, despite a fragmented layout, exhibited a continuity that could be regarded as uninterrupted. Their placement also reflected a decentralization aligned with the city's development trajectory as outlined in the master plan. This pattern of decentralization has continued in a planned manner up to the present day. However, beginning in the 1980s, the spatial continuity and homogeneity of government buildings along the westward urban development axis began to lose.

At this point, it is important to assess the developments related to city's planning and the urban and architectural characteristics of government structures within the framework of the political orientations of the relevant period to understand the decision-making process and objectives. In this regard, it can be argued that two fundamental changes, which began to take shape around 1950 and gradually distinguished practices from earlier years, were primarily driven by the period's economy-oriented policies: the evolving approach to the city's symbolic role and the

emergence of diverse economic activities within the city alongside its administrative functions.[379] Firstly, from this period onward, government buildings began to be regarded as instruments reflecting the country's economic success and development, as a new approach. The ideals of development and modernization became closely linked with the International Style and advanced architectural technologies.[380] Accordingly, private office buildings were adopted as models for government buildings. Although design competitions that allowed the development of different alternatives were commonly used as a project procurement method during this period, the prevailing approach and concerns regarding feasibility ultimately constrained design diversity.[381]

However, it is still possible to say that government structures maintained their importance in both the development of the city and the construction activities of the period until the 1980s. This decade was a breaking point in this sense due to the neo-liberal policies that began to increase their influence and political instabilities of the period. By this period, the building density along İnönü Boulevard had largely reached the area's capacity. However, unlike in previous years, the areas designated for new government buildings were not planned to extend directly beyond this area, beginning from the starting point of Dumlupınar Boulevard. This area was largely allocated to business and shopping centers. In other words, the spatial continuity of the government buildings on the axis was interrupted by these complexes that began to spread throughout the city during this period. This situation is very important as it indicates the point reached at the end of the process that started in the 1950s in terms of the differentiation of spaces positioned at important and privileged points in the city and the prominent functions. In the last case, the concentration of these structures on Dumlupınar Boulevard beyond what was expected caused the development of the area as a central business district rather than an area for public

[379] Tekeli., op cit. 281.
[380] Uysal., op cit. 40-41.
[381] Dostoğlu., op cit. 56.

institutions as planned. This situation not only affected the urban and spatial characteristics of the government buildings planned to be located on the Eskişehir Road, but also became decisive in shaping the physical context in which these buildings were built.

The area specifically reserved for government buildings is located 5 kilometers further west along the boulevard. Here, similar to İnönü Boulevard, it was planned to position government buildings on both sides of the road. However, traffic on Dumlupınar Boulevard, which is also a multi-lane intercity road, is quite fast at this point. There are almost no arrangements that will allow pedestrian circulation between the settlements on both sides of the road.

During this period, the fragmented nature of neoliberalism not only led to the division of urban space but also introduced a multi-actor structure in planning processes and a piecemeal planning approach. The effects of this situation can be clearly seen in the planning process of the area allocated for government buildings on Dumlupınar Boulevard. The area was planned by dividing it into independent sub-parts with an isolated approach that had low integration with upper scale plans. Different plans were prepared for the same areas / parts and these plans were revised many times. It is seen that the construction conditions specified in the plans cannot be applied consistently to all structures (Figure 5.1).

Planning decisions regarding the area where the case study was conducted were made in the 1990s within this political and economic context and with these planning approaches. The physical context of the area was also shaped in parallel with this. In this context, the prominent features of the period that can be evaluated as “site-specific factors” in line with the methodology of the thesis can be listed as follows: Spatial fragmentation, piecemeal planning approach, multi-actor structure in planning organization and the special physical context of the area that developed in line with its own dynamics.

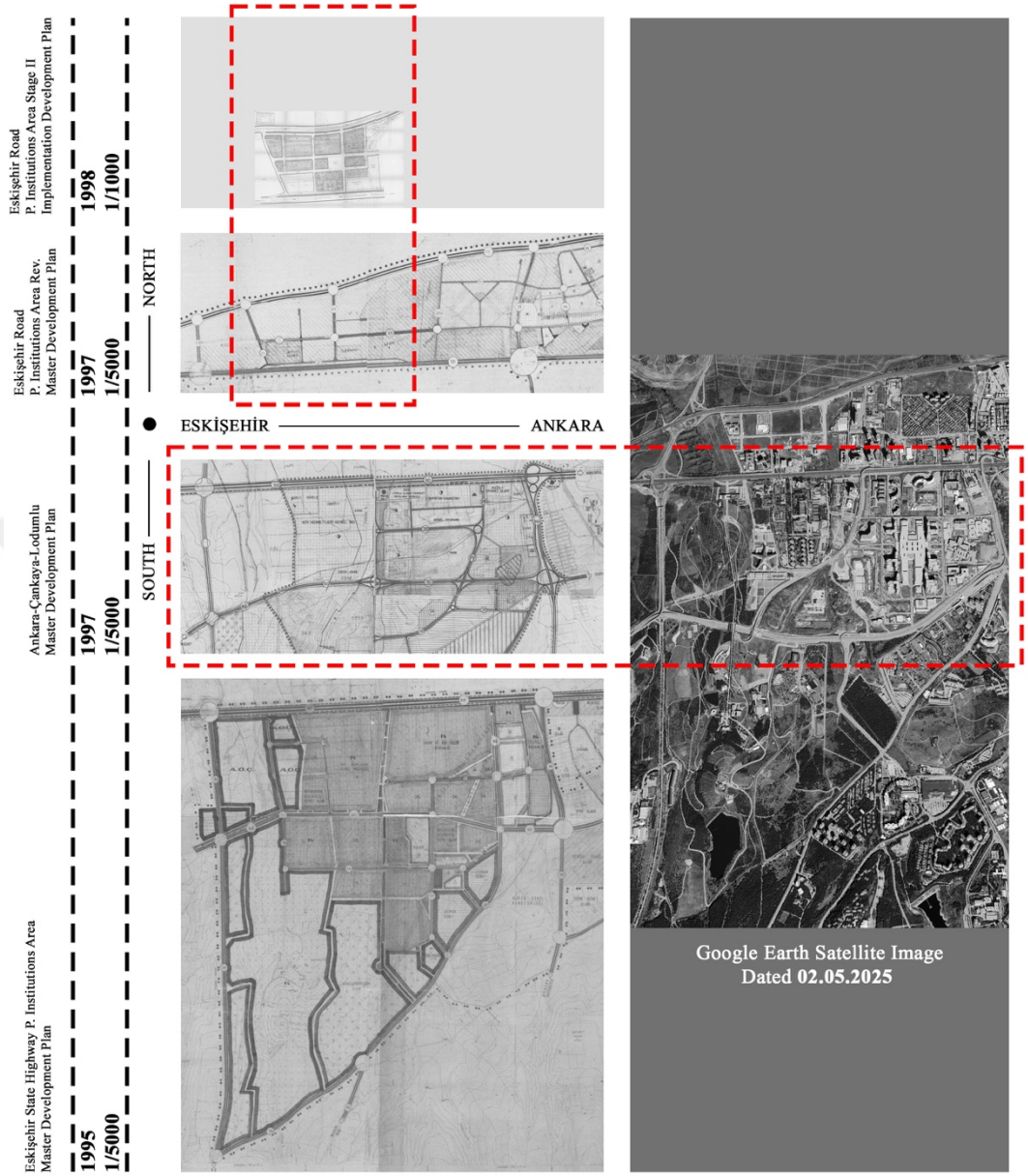


Figure 5.1. Different Development Plans Prepared for the Area

The design and construction of the structures could only begin in 2010 twenty years after the planning process. Although the post-2002 period -including this timeframe- reflects continuity with previous years due to the prevailing influence of neoliberal economic policies, it is also marked by the adoption of distinct approaches, particularly in political and ideological terms. Despite neoliberalism's tendency to produce fragmented solutions in many areas, governance has become increasingly centralized in this period. This has strengthened the bond between architecture and ideology that was broken due to the political instability in the 1970s and 1980s. During this period, the concept of national identity was redefined from a different perspective, and in this direction, a different architectural style was popularized, and a new national architecture was sought to be created. The administration has defined the period the architectural design of the building should belong to, the features it should have, the materials that should be used in its construction etc., almost as a formula in its applications for public structures and has even marked some buildings as "repeatable" good examples in this direction. In other words, for the government buildings built during this period, the ideology and the policies of the government can be regarded as factors influencing the architectural design, within the scope of the thesis methodology.

Regarding the procurement process of government buildings during this period, there was a more independent system, in which each institution carried out its own process, in contrast to the centralization of the state. Although the changes experienced with the development of the private sector since the 1950s transformed the role of the state in the process from executive to controlling, the centralized structure of the control mechanism was preserved for many years. However, this structure has also undergone transformation in recent years, evolving into a more fragmented and individualized system. In this context, the tastes and expectations of the people who carry out this process in different institutions and the special spatial needs of the institutions can be considered as "method-specific factors" that determine the architectural design.

The extent to which the identified factors influence the urban and architectural qualities of these buildings, will be examined in detail in the following section. Consequently, the validity of the proposed research method will also be evaluated.

Table 5.1. Factors Affecting Urban and Architectural Aspects of Government B.

SITE-SPECIFIC	TIME-SPECIFIC	METHOD-SPECIFIC
1. Planning Decisions and Implementations: Site Selection: Location within the city, its features, importance and meaning etc. Subdivision System: Geometry, size and orientation of the site, relation with the road, neighborhood etc. **2. Architectural and Urban Context:** Visual Design Inputs: Architectural expression (scale, form, façade organization, use of materials etc.) of the built environment in the context, its complexity, dominancy etc.	**1. Ideology of the Government:** Revitalization of "traces of civilizations, national and spiritual values and traditional culture": Nationalism, Ottoman - Seljuk Architecture etc. **2. Policies of the Government:** Sustainability and Energy Efficiency in Public Buildings	**1. Decision Making and Design Process:** Architectural Project Acquisition Method: Selection committee, selection criteria etc. Owner / Client / User: The duties and responsibilities of the user administration, its working practices/methods, special requests, spatial needs, the capacity etc.

CHAPTER 6

CASE STUDY ON GOVERNMENT BUILDINGS ON DUMLUPINAR BOULEVARD CONSTRUCTED AFTER 2010

6.1 Government Buildings Along İsmet İnönü and Dumlupınar Boulevards (Eskişehir Road Stage I)

Within the scope of the case study, the examinations to be made on Eskişehir Road are also divided into sub-areas in line with the mapping study. In this direction, general evaluations will be made on the government buildings located on İnönü Boulevard and the first stage of Dumlupınar Boulevard, and then the buildings located in the second stage, which is the main study area of the thesis, will be examined in detail.

6.1.1 Phase I: Government Buildings Along İsmet İnönü Boulevard

Although there are many structures with different functions, notably residential areas in Bahçelievler and Balgat districts, within the area around İsmet İnönü Boulevard, the road line has a homogeneous settlement where only public structures are located. These structures vary as government buildings, military campuses, libraries, etc. Among these, it is possible to say that military campuses are particularly decisive in the urban characteristics of the region due to the large and closed areas they cover.

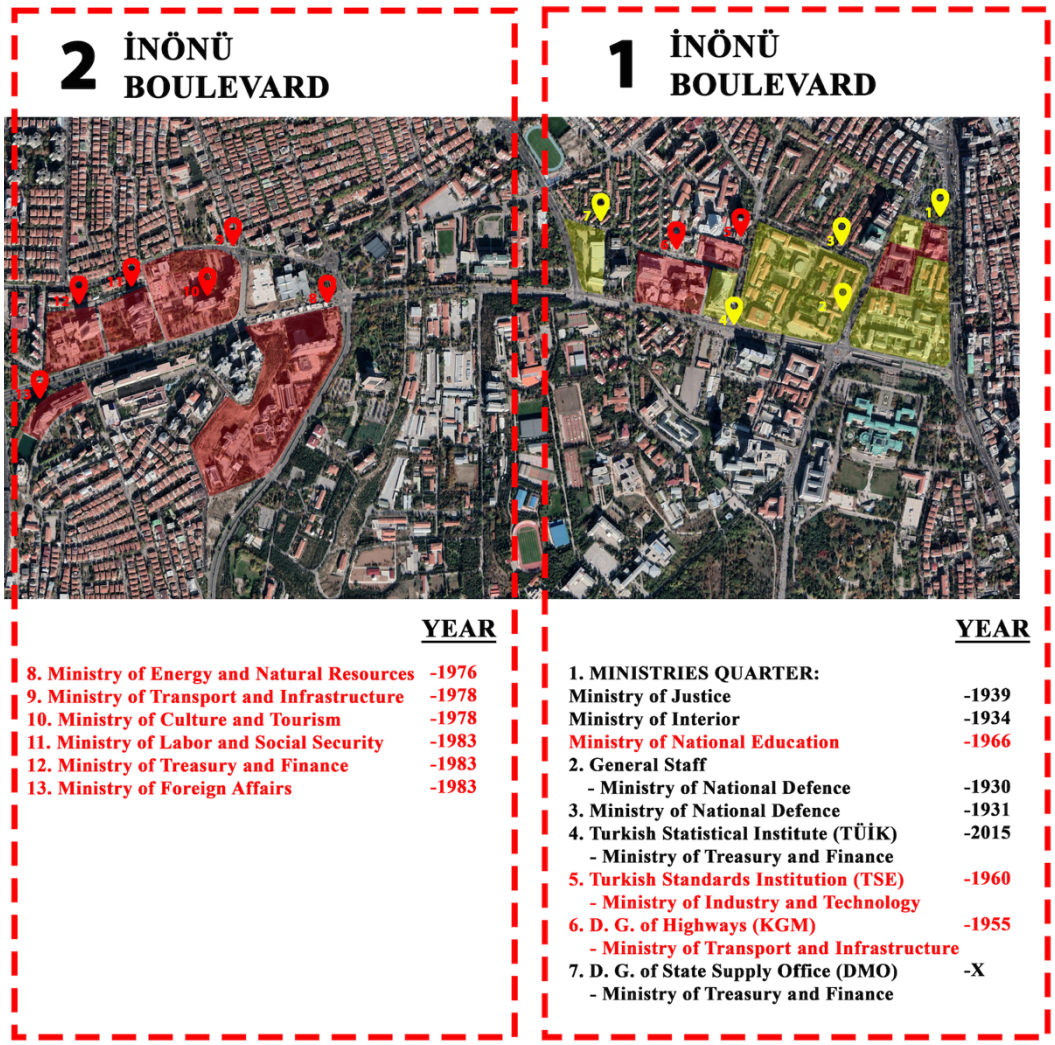


Figure 6.1. Government Buildings on İsmet İnönü Boulevards

It is more appropriate to examine the government buildings on the boulevard in two sub-areas, considering both the areas where they are located on the axis and the year they were built. On the axis, the uninterrupted settlement of government buildings in the area between Kızılay and Mareşal Fevzi Çakmak Street breaks off for approximately 1 km as of the campus of the Land Forces Command. This area is the first sub-area to be examined. With one exception, there are government buildings constructed between 1930 and 1965. The second sub-area starts at the intersection of Aşkabat and Türkocağı Streets and continues west to the point where Dumlupınar Boulevard begins. There are buildings constructed between 1975 and 1985 in this

area. In both areas, government buildings are mostly located to the north side of the road.

The most important structure within the first sub-area is undoubtedly the Ministries Quarter. This area is very important because it is the first and only application in Ankara where government buildings are planned with a holistic approach within a single campus in addition to its historical meaning. The buildings located in the Ministries and its immediate surroundings were discussed under the relevant headings. In this section, studies will be conducted on other structures within the area.

The 1950s and 1960s were the years when the state organization was restructured as a result of changing economic and political conditions and new policies. Institutions such as Directorate General of Highways (KGM), State Hydraulic Works (DSİ), State Institute of Statistics (DİE), State Supply Office (DMO), Turkish Standards Institution (TSE), which are in the first sub-area, were established in this period. As organizations with their own decision-making mechanisms and budgets, these institutions are not dependent on the Ministry of Public Works in the process of obtaining a building. Özcan Altaban states that this situation was an advantage that facilitated the process for these institutions. Thus, they were able to build "majestic" service buildings in that period. The areas where these structures were built on İnönü Boulevard were allocated from military areas. [382]

Firstly, an architectural project competition was opened for the Directorate General of Highways in 1955. In the competition specification, expectations were expressed as an economical and modern structure to be designed without sacrificing function and a harmonious expression with the surroundings and especially with the silhouette of Anıtkabir. The winning project was found to be positive in that it not only provided these features but also located the main office block away from the

[382] Altaban (1985)., op cit. 36.

boulevard. It is possible to say that the projects in the first three have similar approaches in terms of site plan decisions, mass and form of the building.[383] However, the campus that currently used by Highways were obtained as a result of another competition in 1963. There are many blocks belonging to different directorates on the campus.[384]



Figure 6.2. KGM Building Competition Proposals in the First 3. Source: Arkitekt 1955/04, p. 167-177.

The project of the State Institute of Statistics building, located right next to the KGM, was also obtained through a competition in the same years (1954). The designers of the building are Vedat Özaslan and Tuğrul Devres. Vedat Özaslan is also among the designers of other important public buildings of the period such as Directorate General of the Eti Maden Works, Directorate General of Türkiye Emlak Kredi Bank, Ministry of National Education, Turkish Grain Board.

The building was designed as a 6-7 storey horizontal rectangular prism, similar to the common design approach in the KGM competition. The façade also has windows placed at equal intervals along the floors to emphasize the horizontality. However, in 1983, due to the increasing spatial needs of the institution, construction of a new building annexed to the existing one came to the agenda.

Following these developments, a proposal was prepared by Tuğrul Devres, one of the designers of the building. But this proposal was rejected by the Public Works Administrative Committee on the grounds that "it was not compatible with the site plans of the neighboring parcels, disrupted the mass layout of the original project and increased the building density". These arguments are important in terms of

[383] Karayolları Umum Müdürlüğü Binası Proje Müsabakası, *Arkitekt 1955/04*, 167-177.
[384] Tanyeli., op cit. 60.

pointing out the sensitivities and priorities of the period. Thereupon, Devres proposed to build two new blocks parallel to the five-storey buildings in the Directorate General of Highways campus and this proposal was accepted. [385] However, shortly after the start of the works for the expansion of the building, the institution requested that the height of the new structure be increased. Even, the institution's master plan revision requests in this direction were approved by the municipality without the knowledge of the author. Devres objected to this situation on the ground that it was "contrary to the planning principles that have been meticulously preserved until now for the State Road (İnönü Boulevard), where important state buildings are located". He also advocated the idea that it would disrupt the existing planning system, where multi-storey buildings are located away from the boulevard in the back of the site, and low-rise buildings are positioned close to the boulevard. He even stated that if this decision was implemented, the new building would be like a 10-storey "wall of shame" rising approximately 12 meters from the State Road. As a result, the buildings were constructed as suggested by Devres. [386]



Figure 6.3. Government Buildings on İsmet İnönü Boulevards (right to left: DİE, KGM and DSİ). Source: Tuncer Madge, A. (2023), p. 144.

[385] Tuncer Madge, A. (2023). Türkiye İstatistik Kurumu (TÜİK) Genel Müdürlük Binası. In N. Bayraktar (Ed.), *Ankarada İz Bırakan Mimarlar: Vedat Özsan* (pp. 143). Ankara. VEKAM
[386] Ibid., pp. 146.

However, in 2012, it was decided to build a new service building on the same site due to the inadequacy of the existing building for the institution. In this process, first a concept project was prepared by MTM Architecture for the new building. But, this project was later renewed by the contractor company and the author of the design is currently unknown. TÜİK's new service building was designed with a very different approach from both the old building and other government buildings in the vicinity. First of all, the building, which has a total of 32 floors including the basement floors, is one of the highest public buildings on Eskişehir Road. [387] In addition, unlike the nearby campus-style settlement consisting of multiple low-rise blocks, it was placed on the land as a single piece of vertical mass. As to façade design, only the glass curtain wall system was used on the main elevations of the building without creating any divisions.

The State Hydraulic Works Building, the project of which was obtained through a competition held in 1962, is also one of the important structures in this area. Designed by leading architects of the period, Enver Tokay, Behruz Çinici and Teoman Doruk, the building consisted of a 10-storey rectangular prism-shaped office building and service units attached to the office block on the ground. The facade design has similar features to other structures in the area. The DSİ building was demolished in 2022, after the property of its parcel was transferred to a private construction firm. A new building was recently contructed for the DSİ on the junction of Dumlupınar Boulevard with Anadolu Boulevard.

The sites allocated for government buildings in the west of İnönü Boulevard are mostly larger than those in the first sub-area. The layout of the buildings on the land generally has a campus scheme consisting of more than one structure, as the main building(s) and other auxiliary structures. The remaining areas of the buildings were utilized as green areas, socialization and sports areas and open car parks. In some of them, elements such as open amphitheaters and pools were used to enrich the

[387] Ibid., pp. 136, 152-153.

recreation area. However, these structures, which have similar functions and architectural programs, have no relationship or common use in that sense, even though they are located on neighboring lands.

In comparisons of the architectural expressions of the buildings, it is possible to say that the number of floors is higher in the second sub-area. This situation has made the use of prismatic vertical masses more widespread in this period instead of the horizontal ones that were common for public buildings in the 1950s and 1960s.



Figure 6.4. Ministry of Treasury and Finance, Minsitry of Labor and Social Security, Ministry of Culture and Tourism and Ministry of Transport and Infrastructure (left to right). Source: Photographs taken by the author.

In terms of spatial organization and façade design, especially those designed in the 1970s have common features with each other and with many public buildings constructed during that period. The floor plans of these buildings were designed to have similar schemes. In typical floor plans, there are usually service areas and circulation elements in the middle. Office units are placed along corridors extending on both sides of the core.[388] The most obvious common feature in facade designs is the small sized opening as required by the ministry in terms of thermal efficiency.

[388] Dostoğlu., op cit. 57.

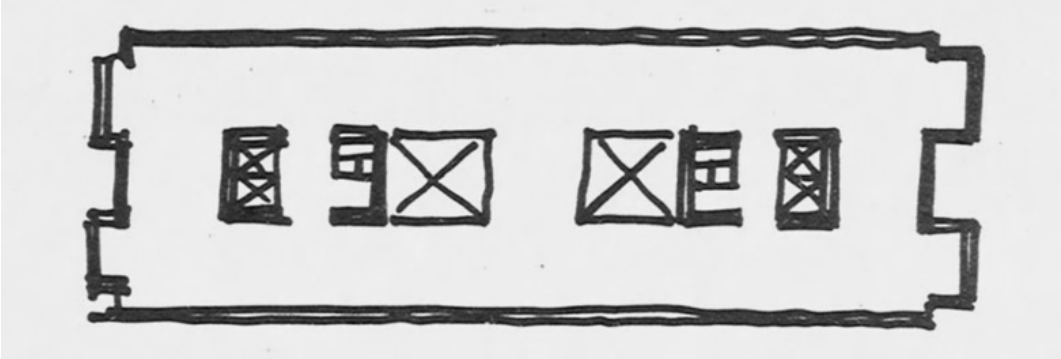


Figure 6.5. T. Floor Plan Drawn by Dostoğlu. Source: Dostoğlu, H. (1978). p. 57.

However, this situation began to change in the 1980s. In the specifications of the competitions in this period, there were expressions encouraging new designs and approaches that were different from the usual typologies. In this direction, the Ministry of Foreign Affairs and Ministry of Treasury and Finance buildings, designed in this period, also differ from the previous public buildings in many of their features.

Both buildings are located at the intersection of İnönü Boulevard and Eskişehir Road, which could be considered the entrance point of the city at that time. The importance of this situation is emphasized both in the competition specifications and in the designers' explanations. The designers of the Ministry of Foreign Affairs, Tamer Başbuğ and Hasan Özbay, stated that they tried to achieve a symbolic expression in the design through the height of the building taking its location into consideration. The layout of the building also has a different approach, an irrational scheme. In addition, the multi-storey block where the office units are located was designed in two parts, foreseeing the potential spatial needs. The section called the "development block" was not divided into sub-parts. [389]

[389] Başbuğ, T., Özbay, H. (1989). TC Dışişleri Bakanlığı Binası, Ankara. *Mimarlık 1989/5*, 40.

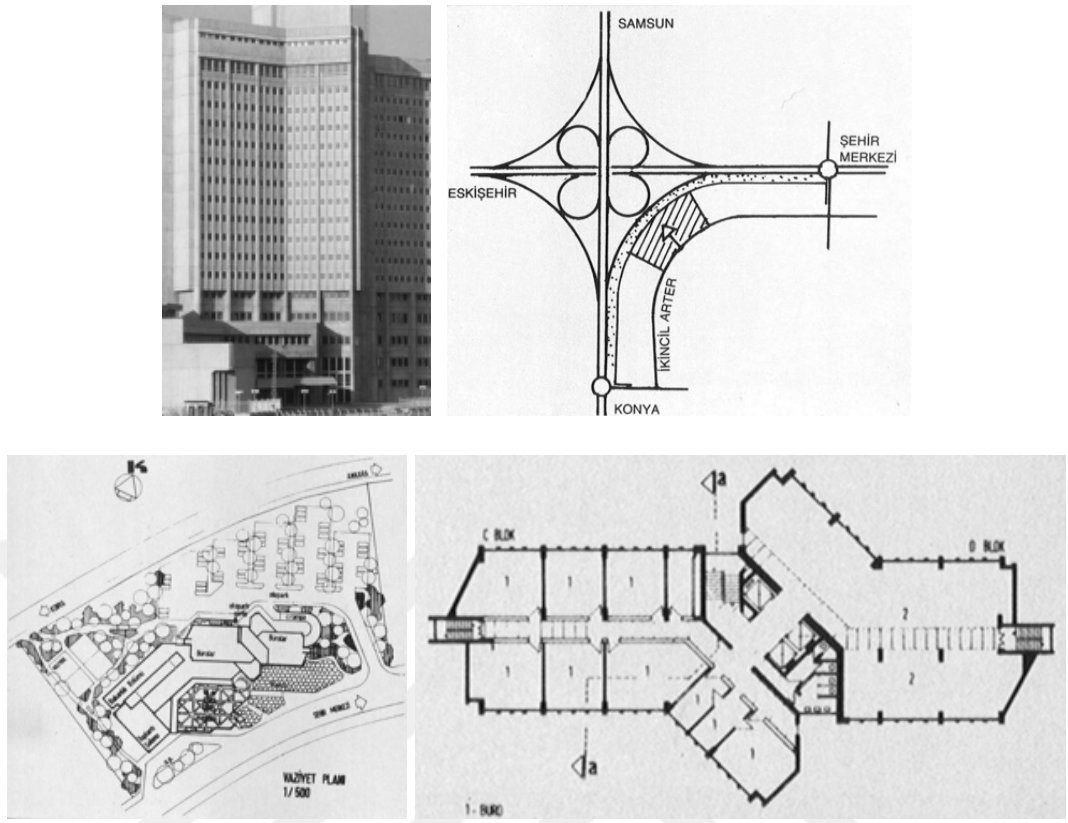


Figure 6.6. Ministry of Froreign Affairs. Source: Mimarlık, 1989/05, p. 40-42.

As to the Ministry of Treasury and Finance, Doğan Tekeli, one of the designers of the building, describes the expectations as follows:

> "During the competition, it was mentioned how important the location of the building was for Ankara. In this context, it was desired that the design would have a symbolic quality for both Ankara and the institution. In addition, it was desired that this building, which will continue to serve in the 21st century, would offer a new solution that is different from the usual typologies and be open to all technological developments". [390]

Tekeli states that the first idea that came to their mind for symbolism in this context was not a multi-storey design that would be more visible thanks to its height. He

[390] Tanıtım. (1987). Halk Bankası Genel Müdürlük Binası Projesi. *Mimarlık 1987/2*, 60.

argues that they could achieve the symbolism if the building were designed as a low-rise "megastructure". The main reason they designed a multi-storey building was to ensure that the horizontal circulation distance within the building was not too long. Regarding the form of the building, he states that by carving out the usual rectangular prism, they were able to obtain a new, more symbolic and monumental form. The building is also described as a "city gate" by its designers. As to façade design, the grid system used in many places in the structure was intended to be continued here as well.

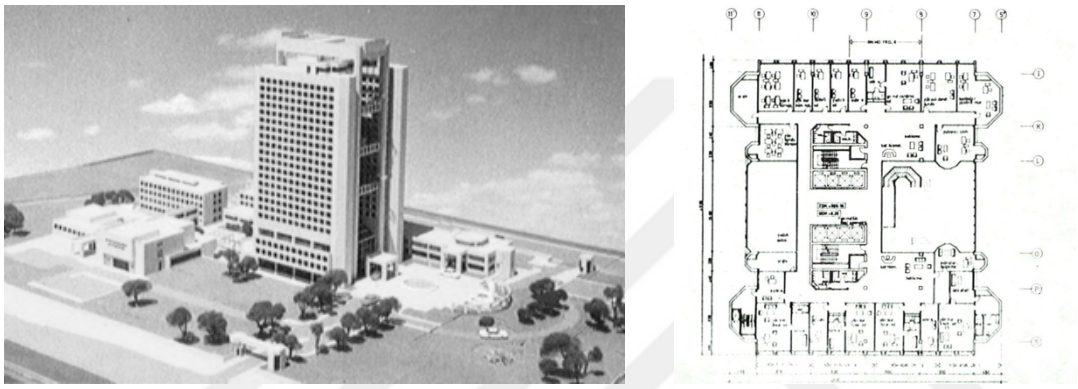


Figure 6.7. Ministry of Treausary and Finace. Source: Mimarlık, 1987/02, p. 42-43.

All of the buildings in this area are currently used as ministries, but when they were first designed, they were planned to house other institutions. Özbay states that it has become a tradition in this period for ministries to "seize" buildings constructed for their general directorates. The building currently used by the Ministry of Energy and Natural Resources was originally designed for the Directorate General of PETKİM. The campus used by the Ministry of Culture and Tourism and the Ministry of Transport and Infrastructure originally belonged to the General Directorates of the Ministry of Public Works. The Ministry of Treasury and Finance was originally designed for Halk Bank.[391] In fact, another building was constructed on Eskişehir Road using the similar design for Halk Bank. Özbay states that their own design was

[391] Özbay, H. (1987). 80 sonrası Ankara'da, Yeni İmgelere ve Yeni Geleneklere Doğru. *Mimarlık, 25*(2), 30-31.

also originally prepared for the Directorate General of DESİYAB (Devlet Sanayi ve İşçi Yatırım Bankası - State Industry and Workers' Investment Bank), but later it was decided to be used by the Ministry of Foreign Affairs. However, this change did not require any revisions to the structure. [392]

6.1.2 Phase II: Government Buildings Along Eskişehir Road Stage I (Dumlupınar Boulevard Stage I)

In the first stage of Eskişehir Road, there are fewer government buildings compared to İnönü Boulevard. These buildings have a dispersed settlement among urban service areas with other functions and some of these buildings are located on the boulevard and some are within the impact area. In this sense, there is no spatial continuity in this area, contrary to İnönü Boulevard. The projects of these structures were not obtained through competition.

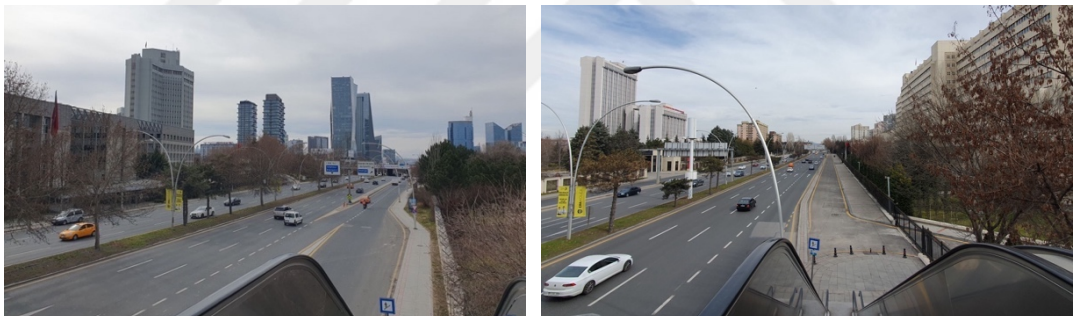


Figure 6.8. Dumlupınar Boulevard (left) and İnönü Boulevard (right). Source: Photographs taken by the author.

The land uses of institutions also have very different characteristics. These include very large campuses and smaller areas where only a single structure can be built. Likewise, the years in which buildings are constructed span a very wide time period from the 1960s to the 2020s.

[392] Ibid.

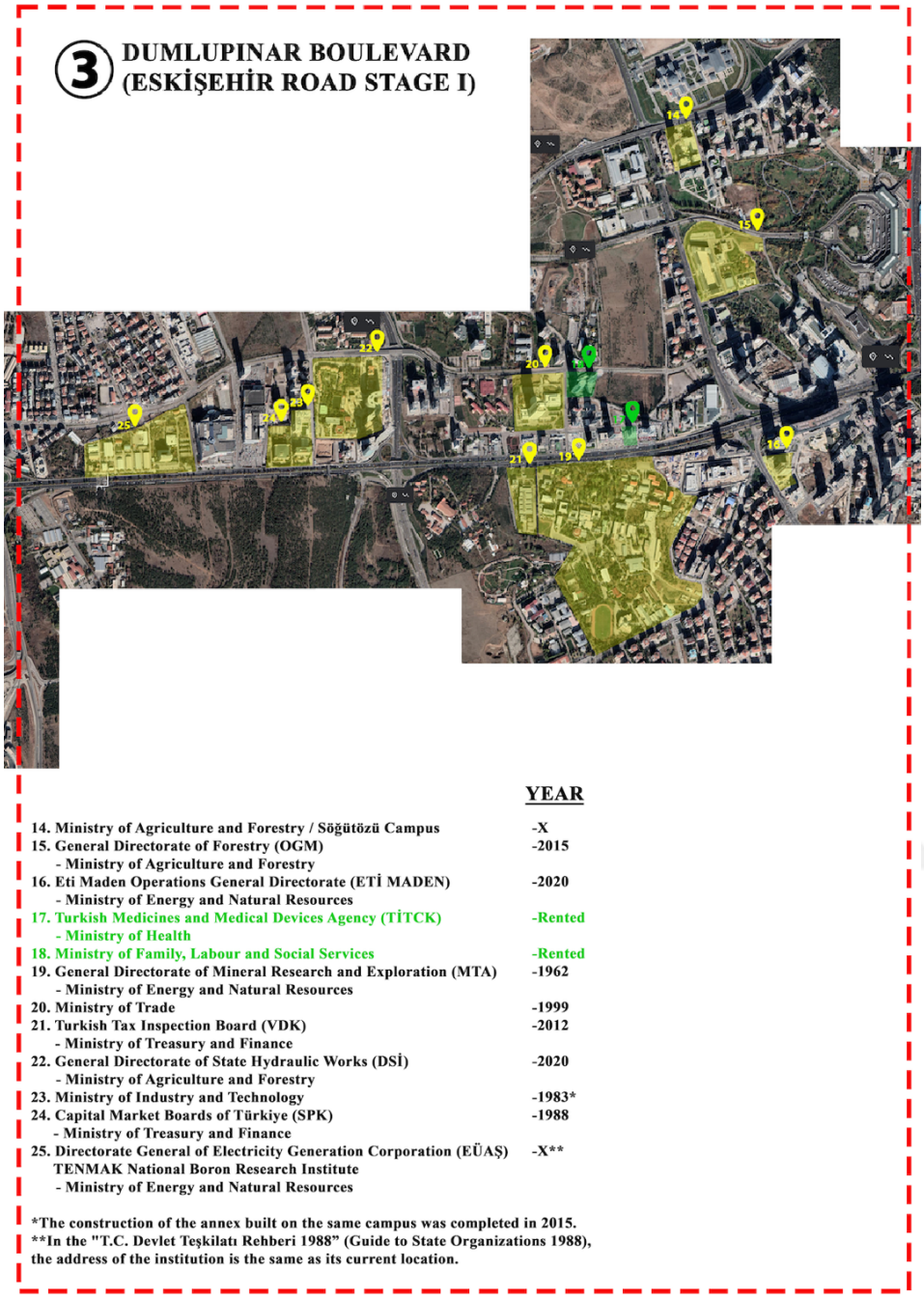


Figure 6.9. Government Buildings on Dumlupınar Boulevards (Stage I)

The first public buildings on Dumlupınar Boulevard were constructed in the 1960s on areas allocated from AOÇ lands for institutions requiring large areas. The campus, which belongs to MTA built in 1962, is one of them. Later, the first attempts in this direction were made in the mid-1970s. A service building for the Directorate General of Cement Industry was built 1.5 km west of the MTA campus. The building was designed by YEG Architecture and it is currently used as the Ministry of Industry and Technology. YEG Architecture is also the team that designed the Ministry of Culture and Tourism and Ministry of Transport and Infrastructure buildings located on İnönü Boulevard. It is possible to say that these buildings have similar architectural features as structures designed by the same team in recent times. Another building was also built for the ministry on the same site in 2015. This structure has a very different expression compared to the first building, especially with its facade design and the materials used. Unlike the main building, the facade is divided into equal intervals vertically, not horizontally. The rectangles created with these divisions are covered with a glass curtain wall system that will continue throughout the facade. At the end points where it reaches the roof, a semicircular geometry is used to create an "arch" image. Geometric shaped ornaments are also used on the facade for decorative purposes.



Figure 6.10. a. Capital Market Boards of Türkiye, Ministry of Industry and Technology b. Main Building (1983) c. New Building (2015). Source: a. https://www.bloomberght.com/sermaye-piyasasi-kanunu-tasarisi-kabul-edildi-1261795 b. https://www.koray.com/sanayi-ve-ticaret-bakanligi-binasi c. https://www.rstturk.com/referanslarimiz/bilim-sanayi-ve-teknoloji-bakanligi

In 1978, an architectural project competition was opened for the Ankara 5th Region Facilities of the General Directorate of State Hydraulic Works. The land where the facility will be located is right next to the Capital Market Boards and the Ministry of

Industry and Technology. The project was planned to consist of units that will host a wide variety of functions such as administration building, guesthouse, housing, laboratory, atelier, warehouse, gyms and outdoor swimming pool, but the project of YEG Architecture, which won the competition, could not be fully implemented in this respect.[393] The new building of the General Directorate of DSI building, which was completed in 2020, is also located on the same land.



Figure 6.11. General Directorate of State Hydrolic Works a. 1968 b.c. 2020. Source: a. https://www.koray.com/dsi-genel-mudurluk-binasi c. https://www.kocamanlar.com.tr/en/projects/dsi-genel-mueduerluegue-hizmet-binasi-ankara

As can be seen from the studies on İnönü Boulevard, prismatic forms have been commonly preferred in the design of government buildings, especially since the 1950s. With technological developments, the prisms used horizontally in the first period were transformed into vertical prisms as tall structures could be constructed with the technological advancements, and the increasing capacity of construction firms. This structure, designed by Uz Architecture in the 2000s, has a completely different understanding in this sense. The building has curved surfaces rising on an "S" shaped footprint. These surfaces are covered with a glass curtain wall system without any division. Architect Mehmet Soylu, one of the designers of the structure, states that they started from the concept of "water". [394] With these features and scale, the structure also creates a serious contrast with the single-story workshop, warehouse and laboratory buildings in the same facility.

[393] Elmas., op cit. 81.
[394] https://www.youtube.com/watch?v=aOM9Yy-SDjo

As exemplified by these buildings, this section of Dumlupınar Boulevard has a great diversity in terms of architectural design and applications as well as the scattered layout of public buildings. When this situation is considered together with the other structures on the Boulevard and the general characteristics of the area, it can be said that because of the scattered pattern of individual buildings, all aligned on a speedway, this area of Dumlupınar Boulevard could not gain the characteristics of an “administrative center” of the city that stands out with the government buildings despite being planned as a “Public Institutions Area”.

6.2 Government Buildings Along Eskişehir Road Stage II (Dumlupınar Boulevard Stage II)

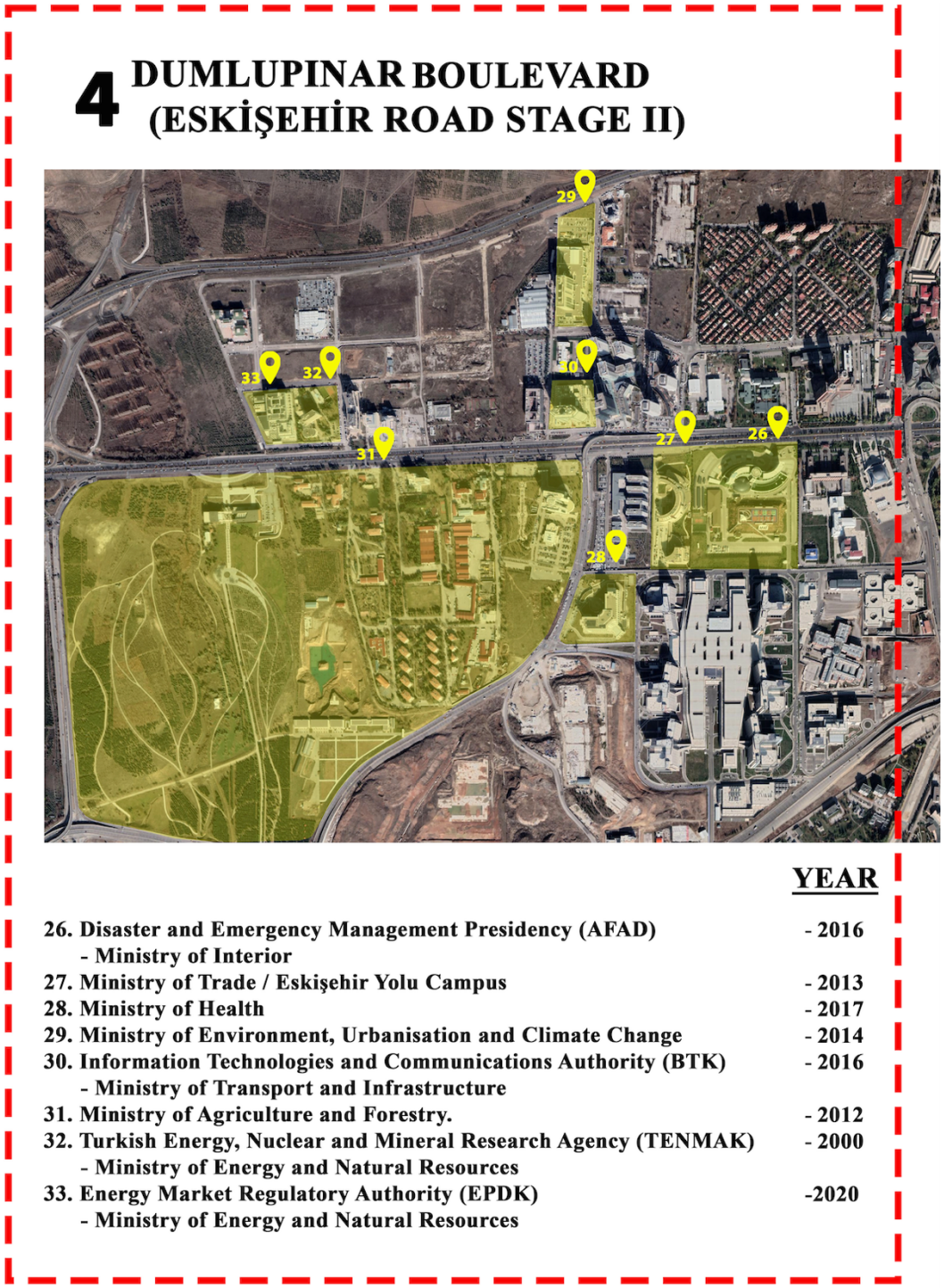


Figure 6.12. Government Buildings on Eskişehir Road Stage II

6.2.1 Ministry of Agriculture and Forestry (2012)

The campus of the Ministry of Agriculture and Forestry in Lodumlu is the first ministry complex built within the new area proposed for public institutions within the scope of the 1990 Master Plan. This campus, which covers a very large area of approximately 144 hectares, also includes the lands belonging to the Atatürk Forest Farm. Atatürk Forest Farm is an organization affiliated with the Ministry of Agriculture and Forestry. Some of the lands belonging to the farm are used in the studies carried out by the ministry and are located within the borders of the campuses of the ministry. Any action to be taken on AOÇ lands can be carried out with the permission of the ministry.[395]

The Eskişehir State Highway Public Institutions Area Master Development Plan, approved in 1995, focuses on the Ministry of Agriculture and Forestry campus and shows the first decisions regarding the settlement in this area. In the current use of the area, land boundaries and roads have great similarity with the 1995 plan. In this plan, the areas of the land belonging to AOÇ, on the border of Hacettepe Beytepe Campus Road-Angora Boulevard, are marked as areas to be afforested. These parts are largely preserved as green areas today and have been afforested as the AOÇ Memorial Forest. The remaining parts of the campus are marked as approved or proposed public institution areas and divided into many sub-parts by internal roads. Of the 17 pieces of different sizes specified on the plan, 13 are reserved as public institution areas. The settlement on these sub-areas is similar to today's use. In the 1995 plan, it was also planned to include service areas, lodgings and an education facility belonging to the Metropolitan Municipality.

[395] 2023 Başkent Ankara Nazım İmar Planı Değerlendirme Çalıştayları, p.233.



Figure 6.13. a. Google Earth Satellite Image from 2009 b. Google Earth Satellite Image from 2024 c. Current Land Use Map of the Area Source: c. Çankaya Municipality Archive

Due to the nature of the subjects for which it is responsible, the Ministry of Agriculture and Forestry consists of subunits with different structures and needs than other ministries, and the spatial needs of these units are also different. As a result of this situation, the Ministry of Agriculture and Forestry located in a campus that is quite large in terms of size compared to the area of other ministries and consists of buildings with many different functions.

In Lodumlu Campus there are two ministry office buildings built at different times in line with changing needs. Before the main building of the Ministry, designed by Architect Hüseyin Keçeci in 2010, there is an office building belonging to the General Directorate of Rural Services that was constructed in 1980s. This building can be seen in the plans prepared in 1995. After the closure of the General Directorate of Rural Services, it was used by the ministry until the new building was put into service in 2012[396], and it was renewed in 2014 and gained a different appearance.[397] Today, it is used as General Directorate of European Union and Foreign Relations of the Ministry of Agriculture and Forestry.

Comparative studies through satellite photographs of previous years also show that the campus was built in pieces in different periods. It was observed that the General Directorate of European Union and Foreign Relations of the Ministry of Agriculture

[396] https://www.ntv.com.tr/ekonomi/cok-enteresan-bir-film-varburada,F6gfZtpRXUSrGyaSyPADiA
[397] https://www.hekimyapi.com/referanslar/turkiye/gida-tarim-ve-hayvancilik-bakanligi/

and Forestry and some sub-units affiliated with the ministry were built together with the lodgings in the first stage, and the area where the main building is located remained empty for a long time until 2011. The most recently designed area within the campus is the Turkish National Botanical Garden Entrance and Welcome Center, which was built in 2016. The placement of the Ministry and other buildings in the campus on the land was not a result of a holistic design, but with autonomous structures that were added to each other later. As a result of this situation, unused, undefined spaces in between buildings remain on the campus.



Figure 6.14. a. The Ministry of Agriculture and Forestry Main Service Building b. General Directorate of European Union and Foreign Relations of the Ministry of Agriculture and Forestry. Source: taken by the author c. Turkish National Botanical Garden Entrance and Welcome Center. Source: https://www.gecem.com/wp-content/uploads/2022/05/Turkiye-Milli-Botanik-Bahce-ANKARA.jpg

Furthermore, the Public Buildings Standards Guide also states that if new buildings are designed, these buildings should be compatible with existing buildings in terms of facade design and material use. Although the main building and the old building of the ministry, which are used as administrative buildings, have similarities in terms of their forms as multi-storey vertical prisms and the materials and systems used on the façade as a result of their functional similarities, this situation is not at a level that can be described as harmony or unity of language. Other buildings on the campus were built with a completely different design approach too due to their different functions.

This fragmented design approach not only disrupts the architectural unity of the campus, but also provides the opportunity to intervene later in its borders and integrity. Today, the spatial integrity of the Turkish National Botanical Garden and

its physical relationship with the rest of the campus are limited by the new campus of the Atatürk Higher Institution of Culture, Language and History, which is planned to be completed in 2023 but whose construction is still ongoing at the time this thesis was written. This settlement, built in an area that can be considered the middle of the campus, disrupts the spatial integrity of both the botanical garden and the campus. However, the fact that the new settlement contains meeting and seminar halls, a congress center and exhibition areas is meaningful in terms of the "inter-institutional common use principle" mentioned in the Public Buildings Standards Guide, as it can be used by other public institutions and ministry buildings located nearby, even if they are not designed as a campus. However, there is already a conference hall in the main building of the Ministry of Agriculture and Forestry.



Figure 6.15. a. Google Earth Satellite Image from 2024 b. The New Campus of the Atatürk Higher Institution of Culture, Language and History Source: b. https://www.ayk.gov.tr/c62-projeler/yeni-yerleske-projesi/

Other campuses of the Ministry of Agriculture and Forestry whose borders intersect with the Atatürk Forest Farm Areas like the Lodumlu Campus are Söğütözü and the General Directorate of Forestry Campus, which are also located close to the Eskişehir Road. These two campuses, which are very close to each other, host different units, housing and social facilities of the ministry, but they are designed as two separate campuses. If designed with a holistic approach, administrative buildings in the campus can meet both the current and future needs of institutions, provide efficiency in terms of both spatial and operational aspects by using units such as conference halls, training halls, gyms, social facilities and open areas

common.[398] They can also produce a common architectural image on behalf of both the institution and the public. However, it can be said that these qualities are not fully present in both the Lodumlu Campus and other campuses of the Ministry of Agriculture and Forestry due to the lack of a holistic urban planning and design approach.



Figure 6.16. Söğütözü and the General Directorate of Forestry Campus of the Ministry of Agriculture and Forestry Source: b. taken by the author d. http://galeri3.arkitera.com/var/albums/Arkiv.com.tr/Proje/hilmi-guner-mimarlik/orman-genel-mudurlugu-yeni-yerleskesi/omyhb%20(1).jpg.jpeg

Within the scope of the analyses, the main building of the Ministry of Agriculture and Forestry will also be evaluated in terms of the features that determine its image, such as the mass of the building, its geometry, scale, facade features and elements, and materials.

Until the 1960s, when the number of floors increased with new materials and technologies, and when the number of employees and spatial needs of the institutions were relatively low, it was observed that the central building masses in the governmental complexes were generally placed horizontally on the land, and it was low-rise. However, this situation has changed with increasing needs and advancing technology, and governmental buildings have begun to be designed as vertical and multi-storey prisms. In a similar vein, The Ministry of Agriculture and Forestry also rises 16 floors on an H-shaped rectangular footprint of approximately 2000 square

[398] https://www.tokihaber.com.tr/haberler/ataturk-kultur-dil-ve-tarih-yuksek-kurumuna-yeni-yerleske/

meters. It can be said that the building has similar features in size, height and form to most of the office buildings on Eskişehir Road and in its immediate surroundings.



Figure 6.17. Ministry of Agriculture and Forestry Buildings with its near Environment. Source: taken by the author

In the interview with Hüseyin Keçeci, the designer of the building, it was learned that the starting point of the design was the concept of "agriculture". Based on this, an attempt was made to use "plant and leaf" metaphors, The core mass in the middle of the building is interpreted as a "bud", and the office masses on either side are interpreted as "leaves". Even the placement of the building on the land was made according to this design. The building was placed at a certain angle on the land so that the bud-leaf relationship between the core and main masses could be seen more clearly from Eskişehir Road. However, Keçeci states that this idea could not be fully reflected in the final product because the height of the structure had to be reduced due to the problems experienced with the height limit imposed by the flight corridor.[399]

[399] Keçeci, H. (2024). Personal communication [Personal interview].

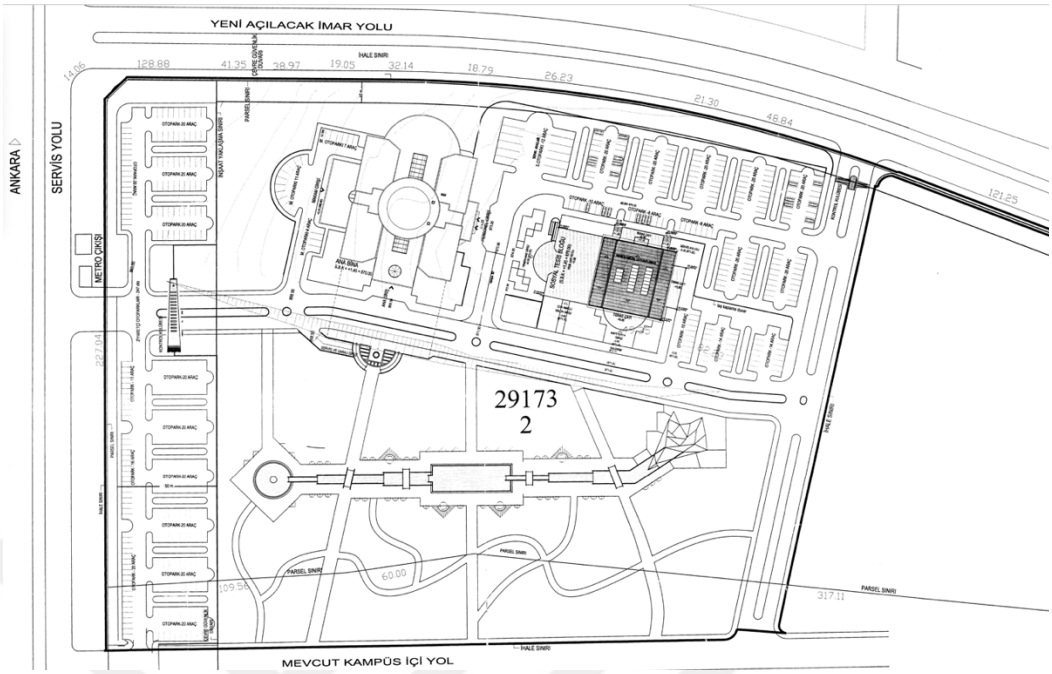


Figure 6.18. Site Plan: Ministry Building (top left), Social Facility Building and Dining Hall (top right). Source: Çankaya Municipality Archive

When ministry buildings are evaluated in terms of their spatial needs and architectural program, it is seen that the most dominant spaces are working areas. These spaces, which occupy the largest area in the program in terms of number and square meters, are generally arranged on both sides of a corridor running in the middle in the plan, in a way that can easily receive the light coming from the facade. These spaces are generally designed to have the same size and architectural features. This repetitive placement on plan also brings repetition and order to the facade. Likewise, The Ministry of Agriculture and Forestry building is also described as a "classic" office building by its architect and has similar features.[400] The common areas of the building, such as the multi-purpose hall, dining hall and cafeteria, are located in the social building, which was designed by Hüseyin Keçeci at the same time with the ministry building and is located right next to it.

[400] Ibid.

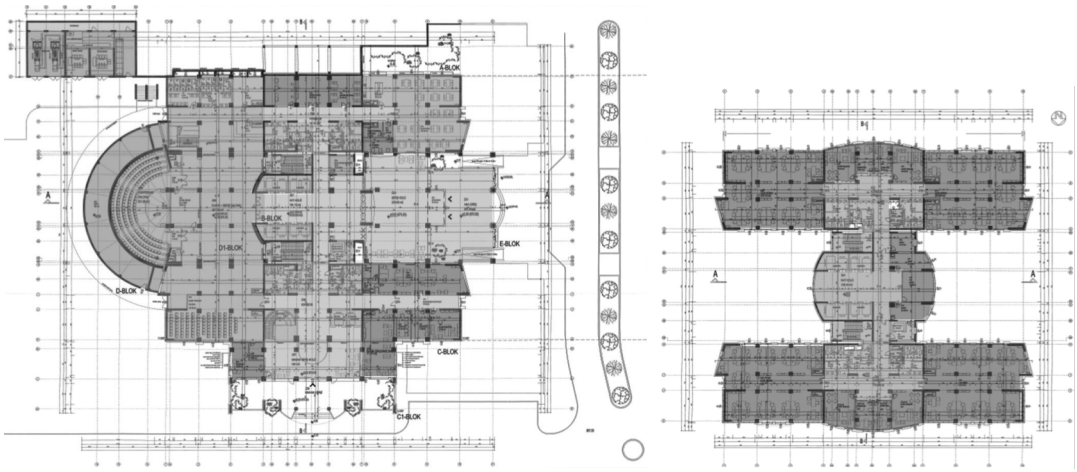


Figure 6.19. a. Ground Floor Plan b. Typical Floor Plan. Source: Toprak, G. (2014), p.115-116.

The ministry building has a symmetrical layout in which two multi-storey vertical prisms are connected to each other by a central mass containing vertical circulation elements and wet spaces. The interior facades of these prisms, where the masses face each other, consist of repeated, equally dimensioned office windows opened on a solid surface. Hüseyin Keçeci states that in the meetings held with the Ministry officials regarding the design, it was decided that these windows would be made in 1/2 ratio as in the Turkish civil architecture, and the application was made in this direction, but in the final case, this design could not be perceived from the facade of the building.[401] This window system continued to be used on the exterior facades of the vertical prism, which can be considered the main facades of the building, but the surface area was limited and the order, repetition and symmetry on the facade were disrupted. In these facades, transparency is increased by the glass curtain wall system used, and a material similar in color and texture to that of other office and commercial buildings in the context. When Hüseyin Keçeci was asked why he did not prefer to use a completely glass curtain wall system for these facades, his answer was that "the buildings where only glass and curtain wall systems used in their facade

[401] Ibid.

design call shopping malls, and since this structure has a formal function, it was thought that the design should have some degree of features such as “massiveness” and “limited openings”.[402]

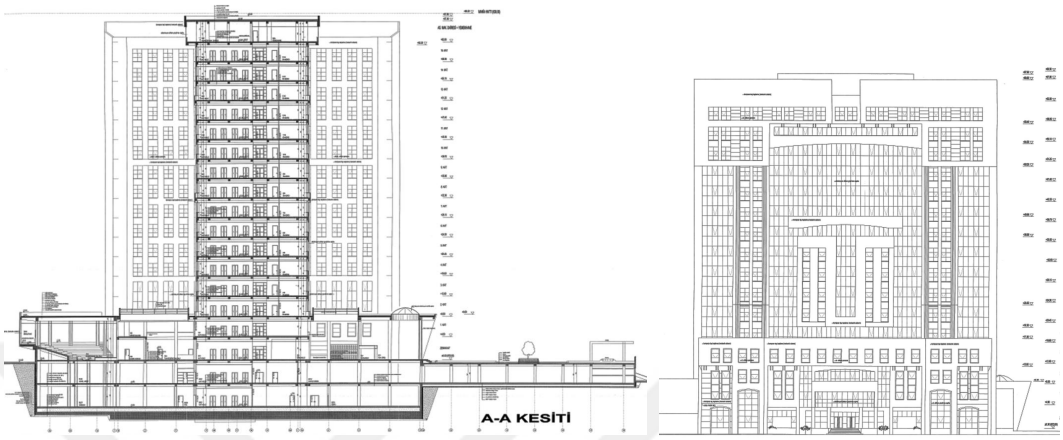


Figure 6.20.a. A-A Section b. Elevation. Source: Toprak, G. (2014), p.113-118.

The use of two different materials and systems on the main façades allowed for different experiments in design. According to what was learned during the interviews with Keçeci, the idea of creating a crown gate abstraction on the façade was brought up in the meetings with the administrators, but this idea could not be implemented. Instead, an arch-shaped façade element was placed on the upper part of the façade, but this element did not create the desired effect because it prevented the spaces behind it from receiving light. Another design that came up in these meetings was to create a “T” shaped arrangement on the facade with color and material differences with reference to the name of the ministry (Tarım means agriculture in Turkish) (Figure 6.21-1).[403]

The areas allocated to the minister and administrators in the building are differentiated from the other spaces in terms of features such as access, layout and façade design. The façade of the executive offices, which are placed on the first floor

[402] Ibid.
[403] Ibid.

facing the main façade towards Eskişehir Road and can be considered the base of the building, also has a special proportion and layout that is different from the rest of the building. According to what Keçeci stated, in the common design meetings it was decided to use buttress-like elements, which are also widely used in civil architecture, on these facades (Figure 6.21-2).[404]

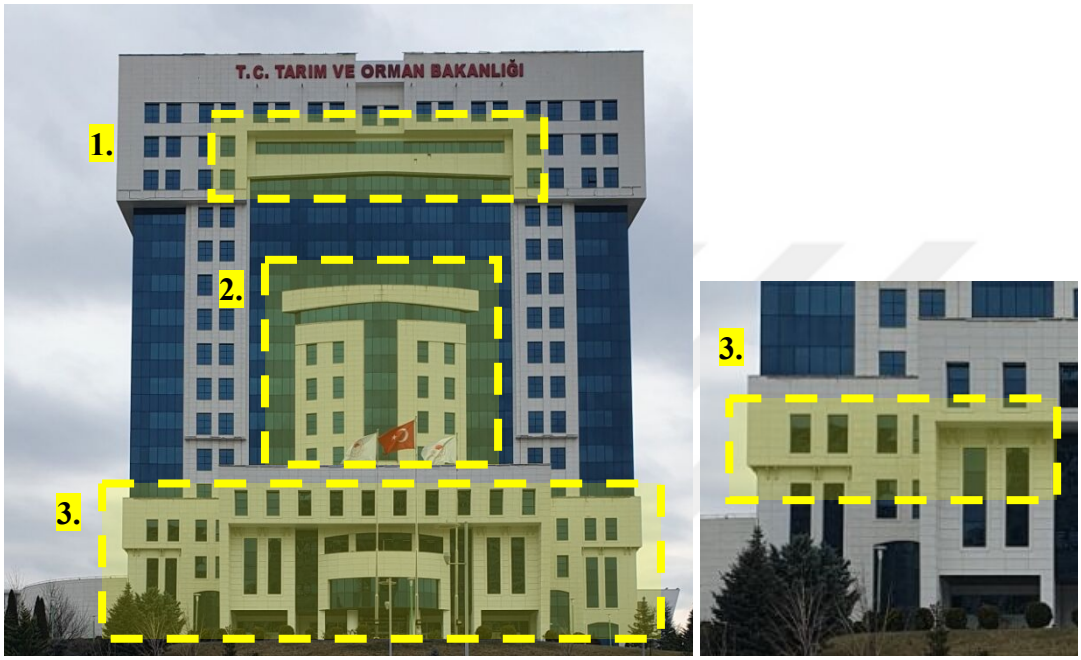


Figure 6.21. 1. Arch-shaped Façade Element 2. "T" Shaped Arrangement on the Façade 3. Executive Mass and Buttresses on the Facade

Energy efficient design and sustainability, which are frequently emphasized in policies implemented for public buildings especially after 2010, is another important factor examined within the scope of the case studies. When the Ministry of Agriculture and Forestry building was examined in terms of these features, it has been determined that other factors are decisive in making decisions such as orientation of the building, selection of materials and construction techniques rather than targets for energy efficiency and the building did not have a specialized design in this sense. However, some interventions were made to increase the energy

[404] Ibid.

efficiency of the building within the scope of Energy Efficiency Project in Public Buildings (KABEV) after it was built.

The Energy Efficiency Project in Public Buildings is a project that covers the interventions made to increase the sustainability of administrative service buildings and it is being implemented in line with the loan and grant agreement made with the World Bank according to international agreements and protocols to which the Ministry of Environment, Urbanization and Climate Change is a party on environmental management, and is implemented in cooperation with the Ministry of Energy and Natural Resources. What is planned to be done within the scope of the project is as follows: "Conducting energy analysis of public buildings in Türkiye, issuing energy identity certificates, determining energy efficiency levels and determining and reporting the savings to be achieved by implementing the project, preparing architectural, mechanical and electrical renovation projects of public buildings deemed suitable within the scope of the project and making improvements". Among these administrative service buildings are the Main Service Building and Social Facility Building of the Ministry of Agriculture and Forestry. It has been determined that the majority of the revisions planned to be made in the buildings aim to improve the mechanical and electrical systems and equipment. Replacement of hot water boilers, fan-coil units, air handling units, pumps and motors are among the interventions to be carried out for this purpose. Another application to be made in terms of energy efficiency in the electromechanical sense is the improvement of the building automation system and the establishment of an energy monitoring system. In addition, it is aimed to install PV panels in the parking lot of the ministry's main service building, thus providing 11% electricity savings and a reduction in CO2 emissions.[405] All of these are aimed at increasing energy

[405] KABEV Projesi Tarım ve Orman Bakanlığı Çevresel ve Sosyal Yönetim Planı (2022), p. 3-4.

efficiency and sustainability with subsequent interventions in the design and have been applied for only one of the buildings examined within the scope of the thesis.

6.2.2 Ministry of Trade (2013)

There are two service buildings belonging to the Ministry of Trade on Eskişehir Road. The first of these is the former Halk Bank General Directorate building in Söğütözü, built in 1999. This building and the Ministry of Treasury and Finance on İnönü Boulevard were built according to the same project designed by Doğan Tekeli and Sami Sisa. The other service building was designed by Günday Architecture in 2010. The area where this building is located was allocated to the Ministry of Environment in the Eskişehir Devlet Yolu Kamu Kuruluşları Alanı Nazım İmar Planı (Eskişehir State Highway Public Institutions Area Master Development Plan) in 1995. In the 1997 plan, a different subdivision was made.



Figure 6.22. The Ministry of Trade. Source: a. taken by the author b. https://www.aa.com.tr/tr/ekonomi/gumruk-ve-ticaret-bakanligina-400-bin-sikayet/1117919

The site is in the form of a narrow and long rectangle with a very limited boulevard frontage. In this context, it is thought that the geometry of the site and the purpose of fitting into it were decisive in the design of the building in a semicircular form. There is also a dining hall designed in the form of a quarter circle within the area. The open area of the building is largely reserved for an open parking lot.

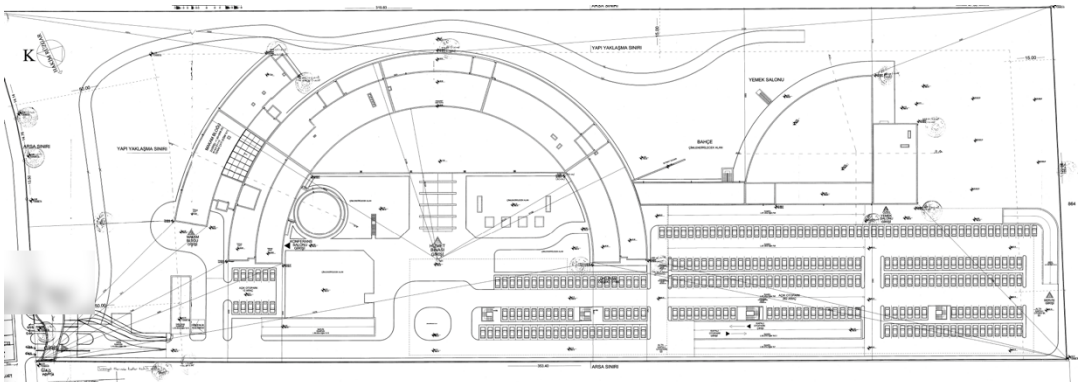


Figure 6.23. Site Plan. Source: Çankaya Municipality Archive

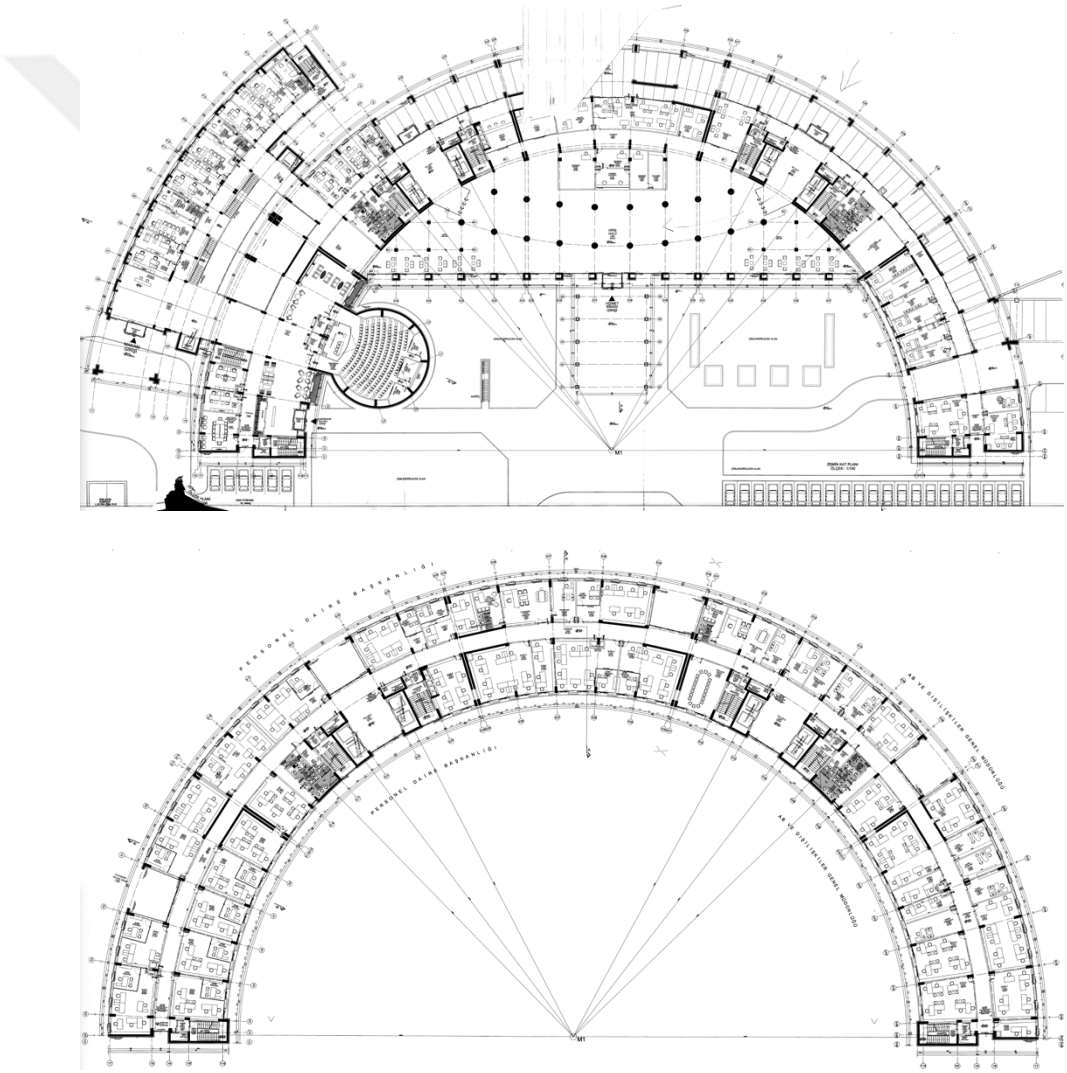


Figure 6.24. a. Ground Floor Plan b. 5th Floor Plan. Source: Çankaya Municipality Archive

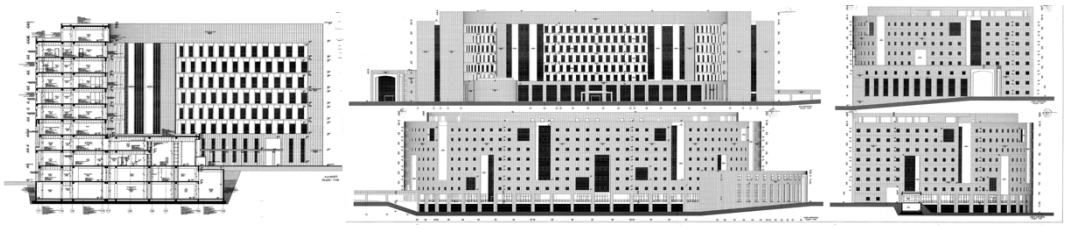


Figure 6.25. a. A-A Section b.c. Elevations. Source: Çankaya Municipality Archive

In the layout of the main building, the section reserved for administrators and the conference hall are designed in different forms and geometries, as separate low-rise blocks related to the main building. In the main mass where the office units are located, the single loaded floor plan is repeated throughout the 8 floors. Some areas in the floor plans were left empty, creating gaps of different sizes in the mass.

On the facades of the building, window openings of different geometries and sizes, different facade systems, colors and materials have been used together, which is not very common in government buildings. The eastern facade actually has a monumental appearance with the symmetrical placement of small windows and large solid surfaces. However, the asymmetrical gaps opened in the mass on the same facade and the use of different colors weaken this expression. On the western facade, a completely different facade layout has been designed. The openings extending horizontally along the structure are divided into equal axes with solid surfaces, but these divisions are placed in a staggered manner on different floors. There are also completely glass-covered parts on this facade.

Finally, the fact that similar forms and facade designs are encountered in other buildings designed by Günday Architecture has been evaluated as the designer interpreting the monumental government building image with his own architectural approach while designing the Ministry of Trade building.



Figure 6.26. Düzce Municipality Building by Günday Architecture c. Sihirli Bahçe Montessori Kindergarten by Günday Architecture Source: a. https://www.duzceyerelhaber.com/duzce-belediyesi-gundem-haberleri/58121-belediye-binasi-yikilacak! b. https://www.mimarizm.com/etkinlikler/sergiler/koleksiyon-tsmd-gunday-mimarlik-i-agirliyor_120620

6.2.3 Ministry of Environment, Urbanization and Climate Change (2014)

The Ministry of Environment, Urbanization and Climate Change operated in different buildings before moving to its new service building, which was completed in 2015. The ministry's office and administrative units, as well as several general directorates and departments, were located in the first building of the ministry, designed by Holzmeister in 1933-34 as the Ministry of Public Works. The other units of the ministry were in different additional service buildings. One of these structures, as stated by Özcan Altaban, is a building originally built as a hotel on Necatibey Street and rented from the municipality. [406] The newly constructed building was designed to have 19 floors and a total usable area of approximately 80,000 m^2, bringing all units together under one roof. If a comparison is made between the two structures in terms of size, it can be said that the first buildings of the ministry was roughly 6,000 m^2.

[406] Altaban (1985)., op cit. 36.



Figure 6.27. Ministry of Public Works Designed by Clemens Holzmeister (1933-1934). Source: https://t24.com.tr/yazarlar/sefik-onat/cumhuriyet-in-yeni-baskenti-ankara-ve-yabanci-buyukelcilikler-xvi-turkiye-tarihinin-donum-noktasinda-bir-mimar-clemens-holzmeister-1,38337

The new service building designed by Mim Yapı Mimarlık is not located on Eskişehir Road but is within the impact area. In the immediate vicinity of the building, there are structures with different functions such as Tepe Prime Shopping Mall, Mahall Business Center and Residences, METU Technopolis and a research center and technology campus consisting of companies providing services in the fields of informatics, electrical-electronics and nanotechnology, and Information Technologies and Communications Authorities. The northern side of the land is the AOÇ 80. Year Forest.

The building was placed on a long and thin rectangular plot with a similar geometry and orientation, leaving very little space that could be used as open space. It is seen that these areas are used only as open parking lots, apart from pedestrian and vehicle paths that will provide transportation within the plot. On the other hand, although no official confirmation has been received on this issue, it has been concluded in the examinations that the park area located right across from the Ministry and named Mustafa Kemal Millet Bahçesi (Mustafa Kemal People's Garden) may have been considered to have a complementary function in this sense. Although there is a kindergarten and a prayer room inside the building, there are also the "Environment, Urbanization and Climate Change Kindergarten and Day Care Center" and the "Ministry of Environment Mosque" buildings on the land where the garden is located. Retrospective satellite imagery examinations have shown that both the park

and these structures were built after the ministry. It is also noteworthy that these structures bear the same name as the ministry. In the last case, instead of a balanced open space/green space-building relationship within the borders of the ministry land, a fragmented settlement emerges.

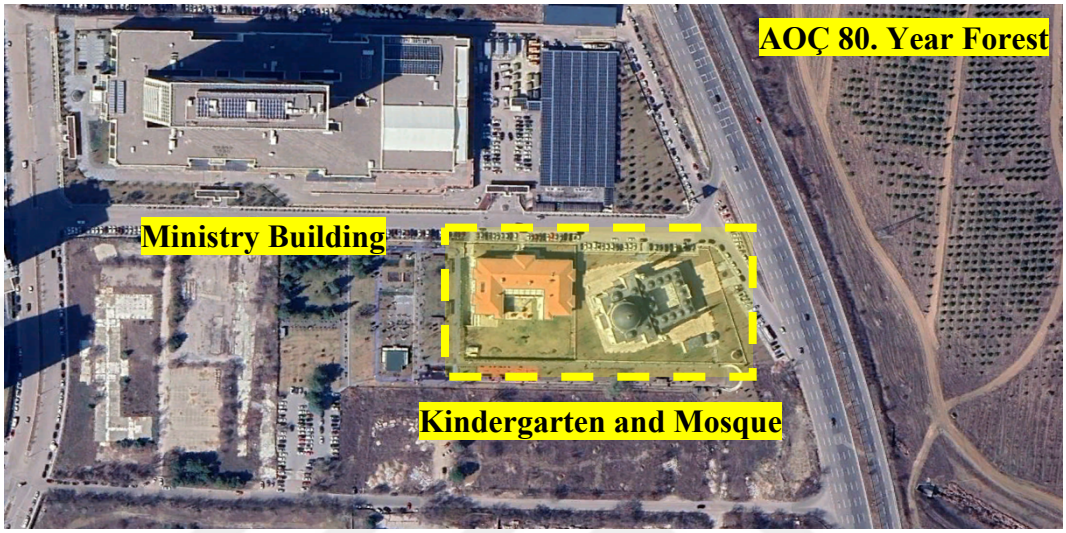


Figure 6.28. Google Earth Satellite Image Dated 4.08.2025 Source: Google Earth

The ground and first two floors of the building can be described as a base and have a footprint of approximately 15,000 m^2, covering a large part of the land. These floors are allocated to the ministry office, departments and administrative services. In addition, functions such as a kindergarten, a conference hall, training halls, a multi-purpose hall, dining halls are also located on these floors. As of the 3rd floor, the footprint of the building is narrowed to 2,500 m2 and a vertical form is created by repeating the same plan on 16 floors. These floors house the offices of the general directorates. The layout has a double-loaded plan scheme with horizontal and vertical circulation elements in the middle and office units that repeat each other in terms of size and geometry on the edges.

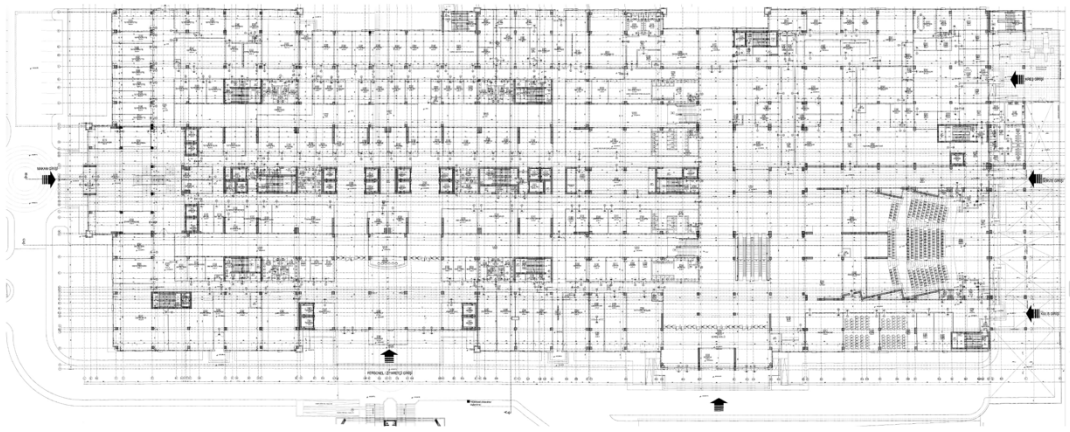


Figure 6.29. Ground Floor Plan. Source: Çankaya Municipality Archive

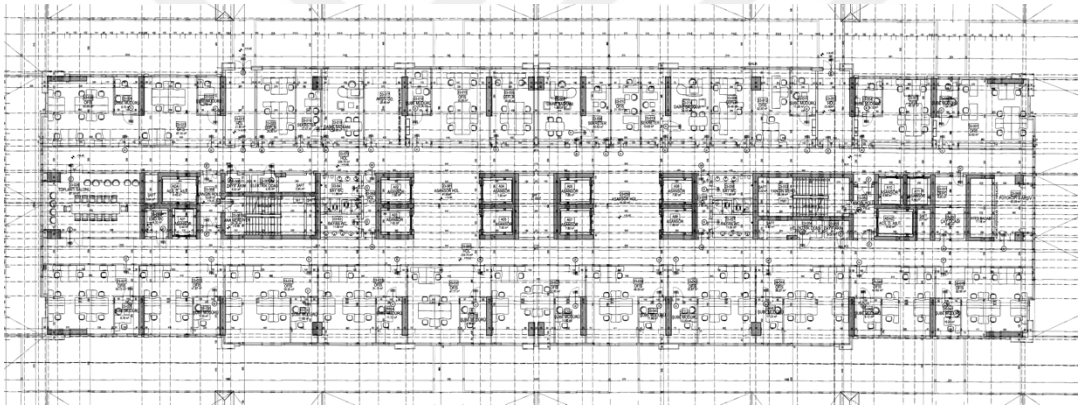


Figure 6.30. 3rd Floor Plan. Source: Çankaya Municipality Archive

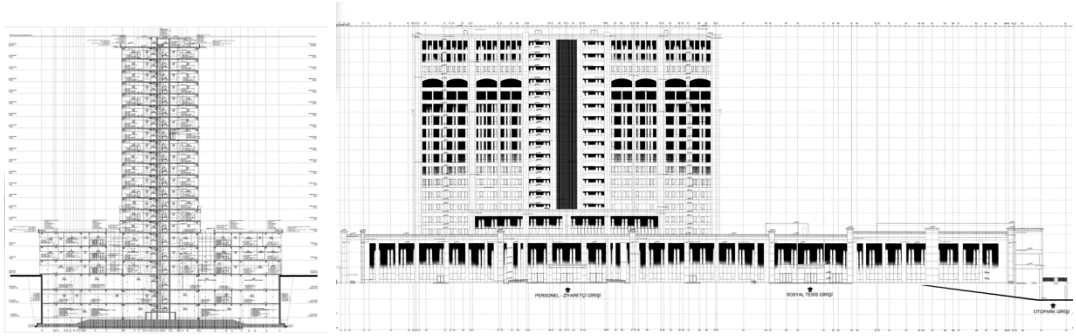


Figure 6.31. a. Section b. Elevation. Source: Çankaya Municipality Archive

In the research, it was seen that there was a similar site plan, mass organization and form relationship in other proposals prepared by other architecture offices for the same building. However, these proposals are quite different from the constructed structure in terms of material selection, façade layout and created image. It is possible to say that order of the plans, especially in the office floors, is also reflected in the façade of the building designed by Mim Yapı Mimarlık and constructed. However, this order is disrupted in some places by the different uses of glass, concrete and laser cut façade elements. Some of the cladding elements have an arch-shaped form. The laser cut façade claddings are cut in the form of geometric ornaments and placed in the middle of the façade to follow the line of the main entrance door.



Figure 6.32. The Ministry of Environment, Urbanization and Climate Change a. Render b. Current Photo. Source: a. https://icdenetim.csb.gov.tr/baskanligimizin-yeni-adresi-haber-42299 b. taken by the author

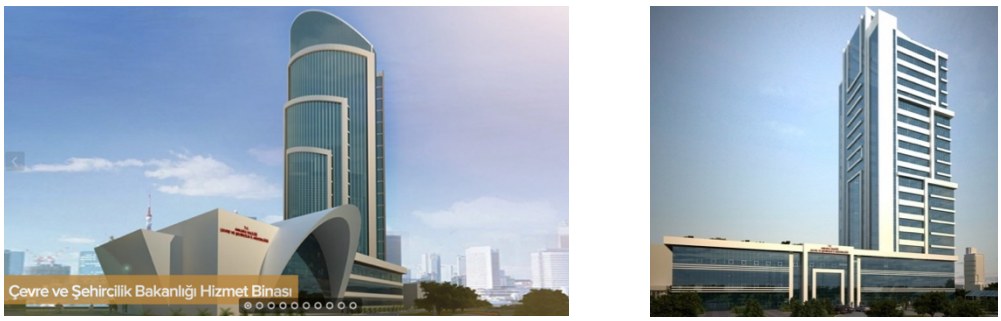


Figure 6.33. Different Proposals and Renders Prepared for the Ministry by Isad Architecture. https://www.isadmimarlik.com/proje/cevre-ve-sehircilik-bakanligi-hizmet-binasi

It is noteworthy that a similar form and façade design can also be found in the Ministry of Industry and Technology Additional Service Building on Eskişehir Road, designed by the same architectural office in 2010. Vertical divisions on the façade, the order created by material differentiation, the way and form of laser-cut geometric ornaments are placed on the façade, etc., all features have been applied to this building in a very similar way too. However, the visual and physical contexts of these two buildings are quite different from each other. First of all, this building, unlike the Ministry of Environment, Urbanization and Climate Change, is located on the same land with the old ministry building, which was completed in 1982 and designed by YEG Architecture and this unity needs to be taken into account in the design of the new structure.



Figure 6.34. a.b. Ministry of Industry and Technology Additional Service Building designed by same team in 2010 c. Ornaments on the Facade Source: a https://www.rstturk.com/referanslarimiz/bilim-sanayi-ve-teknoloji-bakanligi b. https://tr.foursquare.com/v/bilim-sanayi-ve-teknoloji-bakanlığı/4e1d5d72b0fb93d2d0619509/photos c.taken by the author

Finally, no information could be found on the decisions taken during the design phase regarding the energy efficiency of the building. However, after the building was put into service, some work was carried out by the Department of Support Services within the ministry in 2017. Automation systems that manage energy were efficiency integrated into the building and a solar power plant was installed in a part of the open parking area.

6.2.4 Ministry of Interior – Disaster and Emergency Management Presidency (AFAD, 2016)

The planning decisions regarding the area where the AFAD Building is located today were determined by 1/5000 Ankara-Çankaya-Lodumlu Nazım İmar Plan (Ankara-Çankaya-Lodumlu Master Development Plan) approved in 1997. However, in this plan, the area where the building is located was reserved for the Court of Cassation (Yargıtay) and the Council of State (Danıştay). In addition, it was planned to have a common parking lot and park for the public buildings in the vicinity within the site. Today, the Council of State building is built on the same island but on a different parcel. As previously discussed, the planning decisions taken in 1997 for this area differ greatly from current practices.

Retrospective satellite imagery examinations have shown that the first construction on the land was the underground shelter of the Secretariat-General of the National Security Organization, built in 1984 to the north of Eskişehir Road, just opposite the area where the AFAD building was built. The area where the shelter is located corresponds to the area allocated as a park in the 1997 plan. It is understood from this that the allocation of this area as a park in the relevant plan was a deliberate decision, as no structures could be built on the shelter. In satellite images from 2009, it is seen that the site borders were determined by the construction of the roads surrounding the land and a single-storey administration building used by AFAD was built. In his article on the building in Serbest Mimar magazine, Mete Öz, the architect of the building, states that they were asked to preserve these structures and design a service building and disaster coordination center of approximately 50,000 m^2 on the side of the land facing the boulevard. In the final case, the area that can be used for this purpose on the land is approximately 18,000 m^2.[407]

[407] Öz, M. (2017). T.C. Başbakanlık Afet ve Acil Durum Yönetimi Başkanlığı Merkez Hizmet Binası, *Serbest Mimar (26)*, 34.

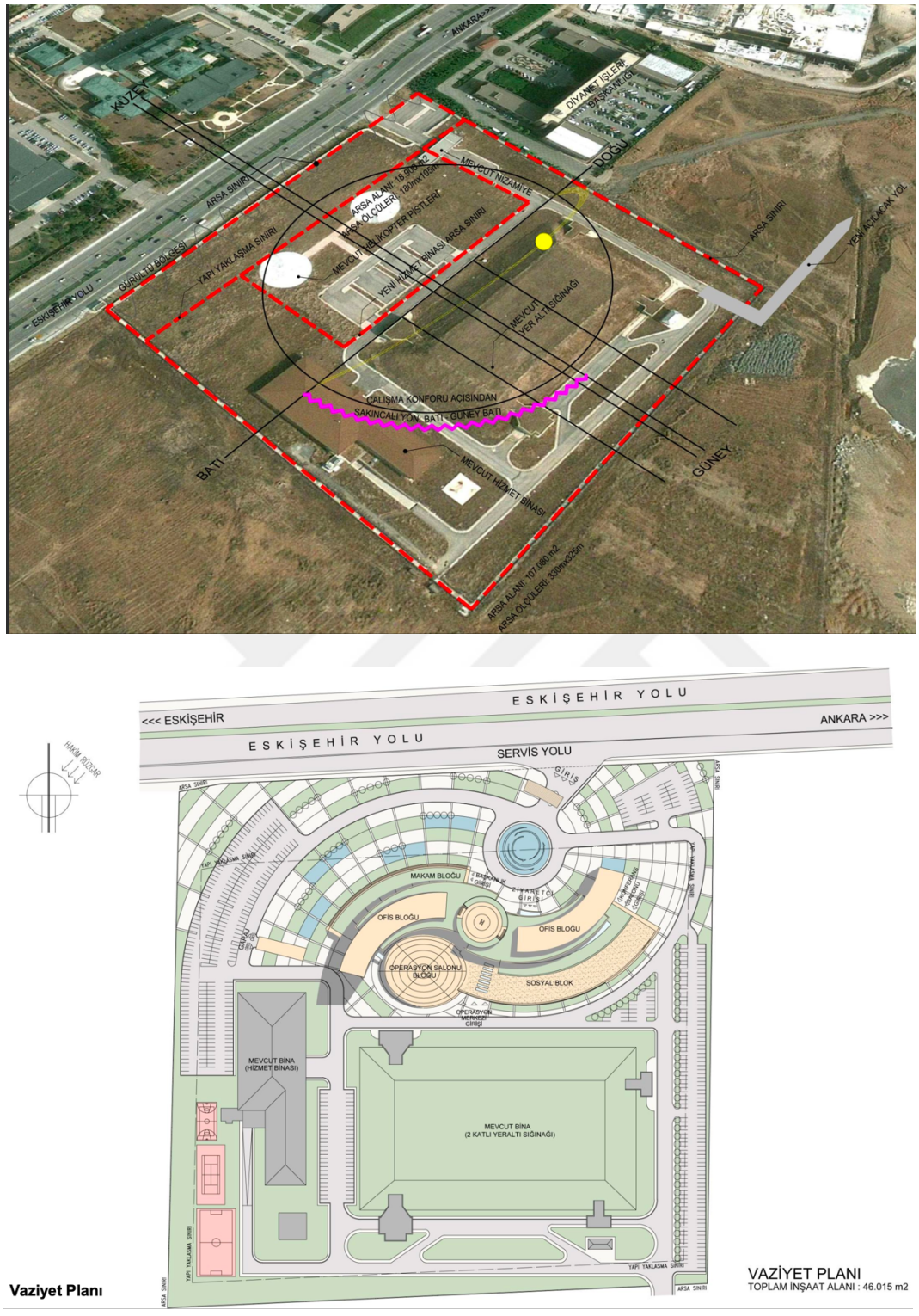


Figure 6.35. Site Analyses and Site Plan. Source: UZ Architecture Archive

In the interview with him, Öz stated that they had prepared different alternatives to be proposed to the AFAD administration in the first stage, including a proposal that used the metaphor of "cracked earth's surface or crust" in reference to the institution's duties and created an effect as if the building cropping out. He stated that the proposal that was decided to be implemented was chosen by the institution, and that while preparing this proposal, they aimed to establish a visual relationship with the semicircular curvilinear geometry of the Ministry of Trade building located next to them and designed by Mürşit Günday, as well as to fit the architectural program into the usable part of the site and to increase the façade length of the structure. At this point, the desire to create a silhouette that is compatible with other public buildings on the neighboring sites was also effective in the design.[408]



Figure 6.36. Disaster and Emergency Management Presidency Service Building Approved Architectural Project Source: Project Presentation – UZ Architecture Archive

In the next stage, the control of traffic noise due to the highway, and the sunlight and heating-cooling problems originating from the north-south orientation of the main facades came to the agenda. The use of a double-skinned facades was suggested to cope with these problems. In his article, Öz states that with this facade system, they aimed to air-condition the building with the air flow created by the temperature difference between the two facades. In addition, the areas created with the double

[408] Öz, M. (2024). Personal communication [Personal interview].

façade system are not dysfunctional, they were designed as social activity areas with floor gardens.[409] Öz states that they aimed for the building to be a truly "green building" and to have the features in line with the LEED certificate requirements. In the last stage, it is stated that the institution approved the double-skin façade system, but in the plans prepared during the implementation phase of the building, other decisions regarding the energy efficiency of the design were not fully implemented by the contractor company due to their cost. Greening the courtyard and roof gardens by laying artificial carpets, removal of the greenhouse from the project, applying a standard system to photovoltaic panels planned to be designed together with the roof construction, and using curtains instead of the recommended solar control systems are some of the practices that the design team complained about in this regard.[410]

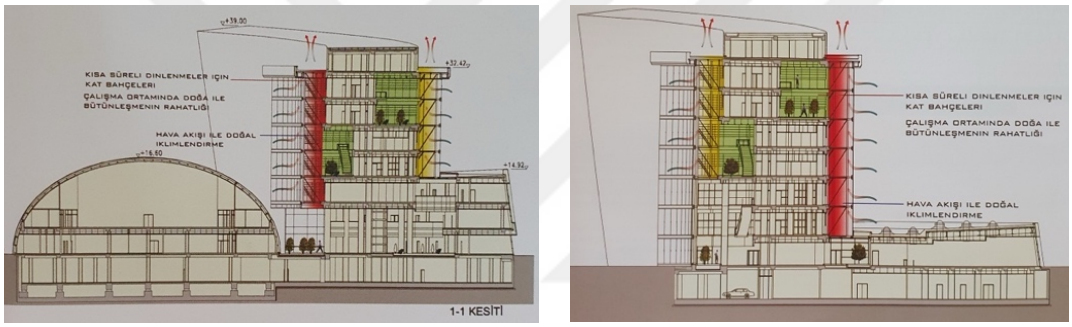


Figure 6.37. Sections. Source: Serbest Mimar, July 2017/26, p.38-39

The most decisive factor in the process of developing and implementing the architectural program is AFAD's work system. As a coordinating institution, AFAD carries out projects and research together with different public and non-governmental organizations. For this reason, shared meeting and study rooms were designed in the common areas of each unit in the office blocks. In addition, open plan office was preferred because the staff of the institution is not traditional office-based employees and they are not bound a physical certain location or desk, instead they perform their work with the internal and external teams from various places in the building. Some

[409] Öz., op cit. 34-35.
[410] Ibid., pp. 36.

units also work in shifts 24 hours a day. It is aimed to reduce energy consumption by ensuring that the administrative units that use the building at night use only the offices on the ground floor. Öz states that this kind of mobile working is not very common in public institutions in Türkiye, and for this reason, the examinations to be made on the efficiency of the office layout implemented in the AFAD Building provides important data for the design of public office buildings.[411]

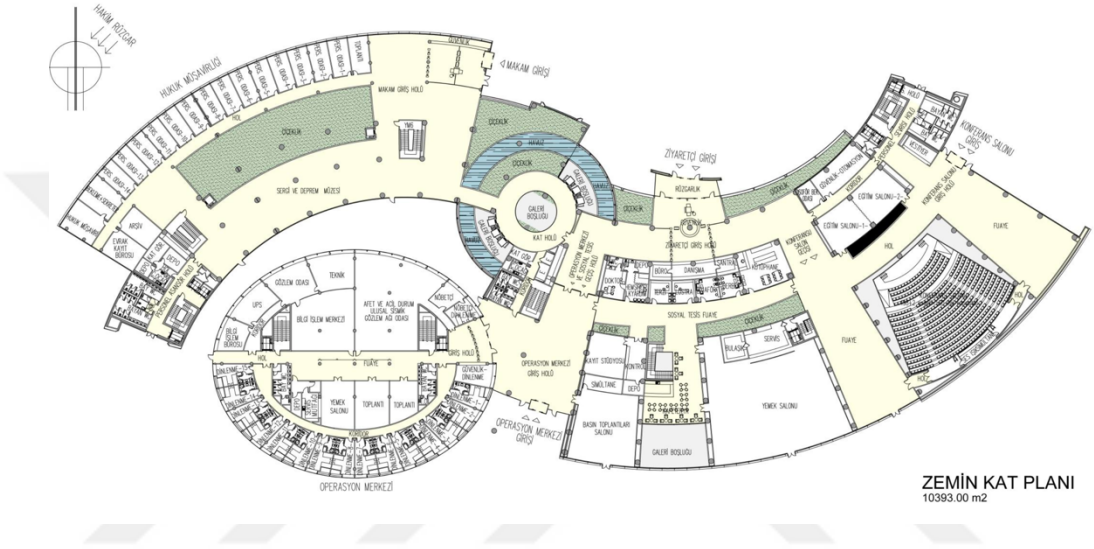


Figure 6.38. Ground Floor Plan. Source: UZ Architecture Archive

In the design of the building, different functions are grouped as “administration block”, “office block”, “social block” and “operation hall block” and solved as different masses related to each other. The reflections of these blocks in the expression of the building are in similar forms but different sizes, only the disaster coordination center and the operation hall located in it have a more different and specialized design in this respect. This block is positioned separately from the main building and away from the main road to be more resistant to emergencies and natural disasters. This space, which requires special spatial and technological solutions, was designed as a glass elliptical semi-sphere, unlike the expression in the

[411] Ibid., pp. 35.

rest of the structure. Both the static advantages that this form provides and the floor height required in the operation hall were effective in this decision.[412]

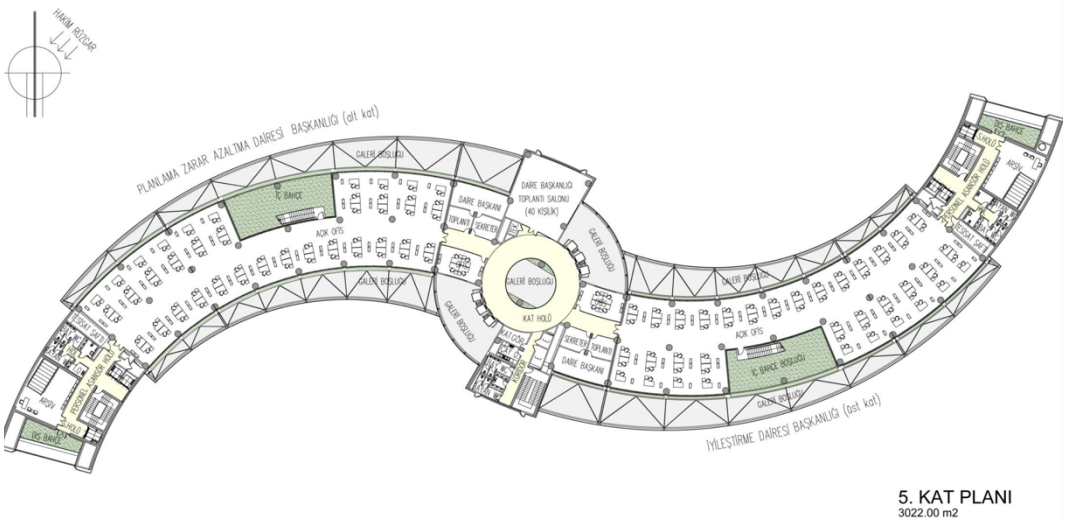


Figure 6.39. 5th Floor Plan. Source: UZ Architecture Archive

Regarding the facade design of the building, Öz states that the decision to use the curtain wall system and glass stemmed from the double-skin facade design, and that they did not aim to create a modern language in this sense[413]. In the project presentation prepared for the authorities, the historical references used in the façade design are also explained by matching them with the relevant structures. The "main entrance door of the building" is matched with the crown door of the Konya Horozlu Han, the "jamb ratio" ("cephe söve oranı") of the side facade is matched with the Ağrı İshak Pasha Palace, the "horizontal linear order" on the facades is matched with the Edirne Selimiye Arasta, and the form of the operations center is matched with the dome of the Sultanahmet Mosque. Öz states that they took care to ensure that these designs did not disrupt the simple expression of the structure. [414]

[412] https://www.ahaber.com.tr/yasam/2013/07/17/afada-her-turlu-afete-dayanikli-hizmet-binasi
[413] Öz, M. (2024). Personal communication [Personal interview].
[414] Öz., op cit. 36.

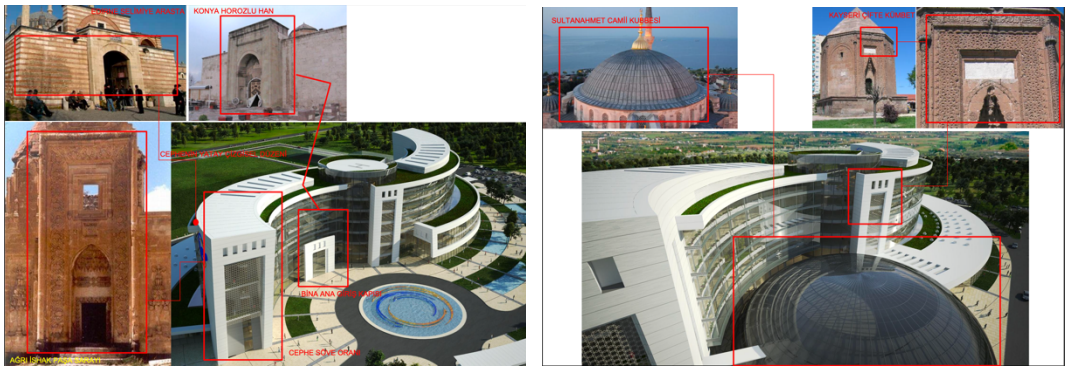


Figure 6.40. Historical References Source: UZ Architecture Archive

Finally, the interior design of the building was done by another team selected by AFAD. [415]

6.2.5 Ministry of Transport and Infrastructure – Information Technologies and Communications Authorities (BTK, 2016)

The Master and Implementation Development Plans for the second stage of Eskişehir Road were prepared in parts in different years. In these plans, the area is considered in two parts as the north and south of the boulevard. In the south of the boulevard, both in the plans prepared in 1995 and 1997 and in the current situation, there is a relatively homogeneous structure where the area is mostly used by public buildings. The north of the boulevard has a different structure in this sense. The number of public institutions and the area they cover in this region are less than in the area at the south of the Dumlupınar Boulevard, and the area is mostly used by other urban services. The layout of existing public buildings is also scattered. In this context, the Information Technologies and Communication Authorities building was constructed on an area of approximately 22,000 m^2 between the METU Technopolis ICT Innovation & Experience Center and Mahall Ankara Business Center and

[415] Ibid., pp. 36.

Residences on the north of the boulevard, with a footprint of 8,000 m^2. The total construction area is approximately 65,000 m^2 excluding basement floors.

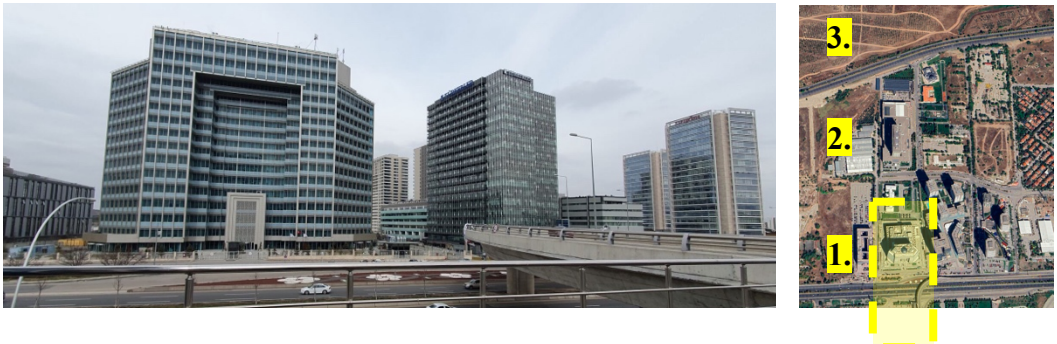


Figure 6.41. a. BTK Building b. Google Earth Image of the Area 1 The Site 2. The Ministry of Environment, Urbanization and Climate Change 3. AOÇ 80. Year Forest. Source: a. taken by the author

The building has a very limited use of open space and these areas have been utilized only as open parking lots and pedestrian and vehicle paths. There is no green space within the area but there are inner gardens on different floors and the roof of the building. In the article written by Zehra Betül Aksoy on the BTK Building on arkitera.com, the following statements were used regarding this issue:

> "Since the immediate surroundings of the area where the building is located do not allow much use of the garden on the ground due to the heavy traffic it will have, a much quieter and scenic roof garden was designed. The roof garden was made easily accessible to every unit in the building. All of the outdoor activities that the building will need are met in this garden".[416]

The architect of the building, Günay Erdem, stated in the interview in 2024 that one of the starting points of the design was to continue the green texture created by the AOÇ 80th Year Forest, which is located in the immediate vicinity of the land, with the gardens to be designed. These gardens also have the purpose of compensating for the area occupied on the ground with gardens inside the building and on the roof,

[416] https://www.arkitera.com/haber/erdem-mimarlar-tarafindan-tasarlanan-btk-binasi-ankaranin-eskisehir-yolu-uzerinde-yukselecek/ ; own translation.

with reference to Le Corbusier. Erdem states that in the first stages, they proposed a design consisting of two separate masses connected by bridges and the middle of which would be left completely open as a transition area, but they were unable to continue this scheme due to increasing spatial needs in the later stages. In the last case, the interior gardens and greenhouses designed to be located on each floor so that the staff could use them during short breaks could not be fully implemented. It was stated that the roof garden was also initially planned to be greened with real plants, but inanimate landscape elements were used later.[417]

In the examinations regarding architectural program and plan solutions, it is possible to say that the duties and responsibilities of the institution are again decisive. Firstly, in case of applications and complaints to be made to the institution on some issues, the fact that the building will be visited by the public necessitated the introduction of special solutions for both user and document circulation. The building also includes social and cultural spaces such as a museum and gift shop, exhibition hall, and library open to public use.[418] The institution's social duties for education and information have increased the number and size of spaces such as the congress center and seminar hall that can be used for this purpose in the building. It is also suggested that the spaces to be used by the administrators be placed in the main building, but on the first floors and facing the front facade, and the entrance to the building on this facade is reserved for VIP users only. The office spaces are mostly located in the tower section, starting from the 5th floor and rising for 10 floors in a footprint of approximately 2,000 m^2.

[417] Erdem, G. (2024). Personal communication [Personal interview].
[418] https://www.arkitera.com/haber/erdem-mimarlar-tarafindan-tasarlanan-btk-binasi-ankaranin-eskisehir-yolu-uzerinde-yukselecek/

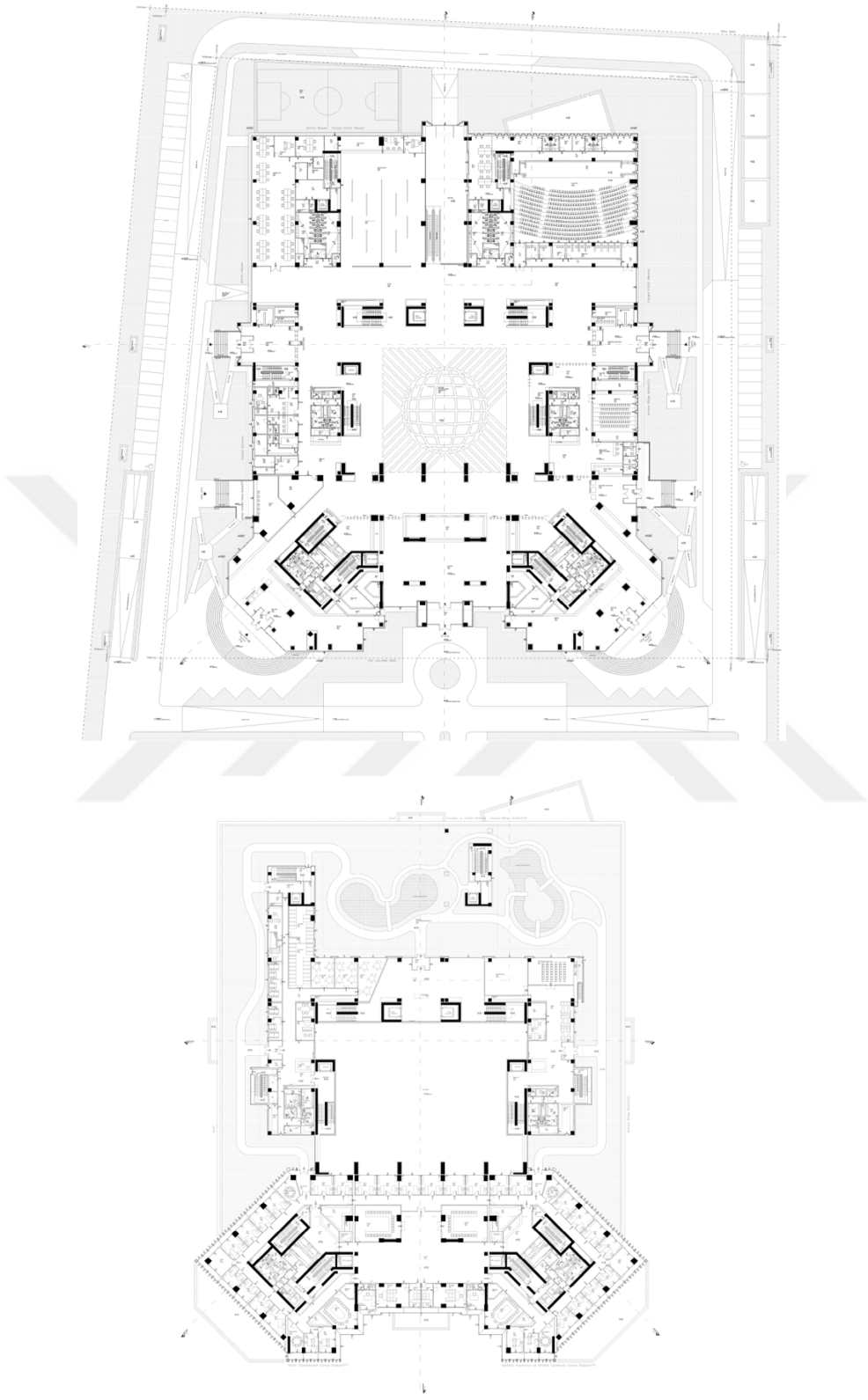


Figure 6.42. a. Ground Floor Plan b. 4th Floor Plan. Source: TOKİ Archive

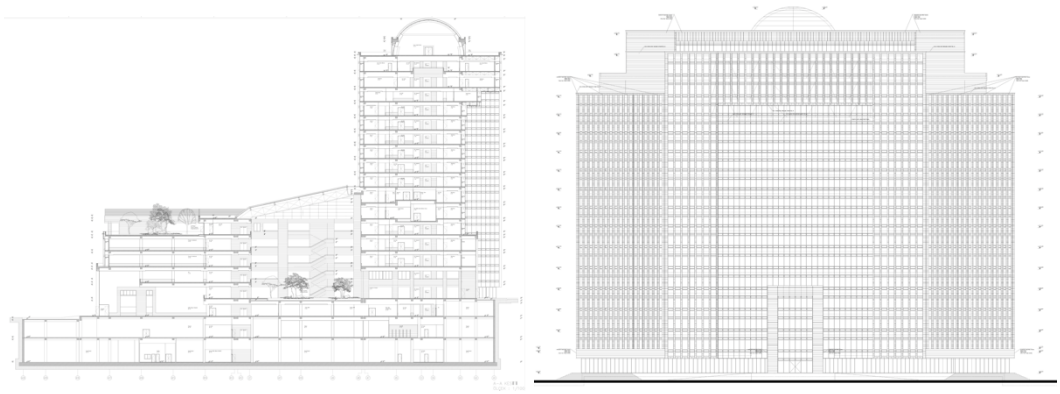


Figure 6.43. Section – Elevation. Source: TOKİ Archive

Erdem states that the architectural program, capacity and master plan conditions of the site are the determining factors for the form and mass of the structure, and they do not seek to establish similarities in architectural expression with the neighboring public structures. In his assessment of the urban and architectural qualities of other public structures on Dumlupınar Boulevard, based on the BTK Building experience, he states that he thinks that the fragmented and independent settlement in the region in terms of planning necessitates the development of an individual approach in designs. According to Erdem, in the last case, it is not even possible to ensure pedestrian continuity between public structures built side by side. On the other hand, he stated that they wanted to emphasize the power and authority of the institution by creating a monumental image in the BTK Building as a government building, as in some other public buildings.[419]

As to the façade design, for the glass curtain wall system used, he stated in the interview that this was a necessity due to the height of the building. On the main facade of the building facing the boulevard, an attempt was made to create a "abstract crown gate", in the architect's own words, as a continuation of the "passage" idea in the first stage.[420] Likewise, at the groundbreaking ceremony, the TOKİ President of

[419] Erdem., op cit.
[420] Ibid.

the period stated that the facade of the building was inspired by Seljuk architecture.[421] Regarding the dome on the roof floor, Erdem stated that this structural element was used to increase the floor height of the council meeting hall on that floor.[422] Finally, it is possible to say that the image of the building, apart from its historical references, bears similarities to the commercial buildings on neighboring lands.[423]

6.2.6 Ministry of Health (2017)

The former service building of the Ministry of Health is one of the first administration buildings built in the early years of the Republic in the New City. Built between 1926-1927 and designed by Theodor Jost, the building is considered one of the first modern buildings in Ankara. After the ministry was built, the district where it was located was named as Sıhhıye with reference to these buildings. The Ministry of Health provided service in this historical building for approximately 92 years before moving to the new service building in Bilkent in 2018. Although the historical building was initially considered to be a "health museum",[424] it is currently used as the Governorship of Ankara Provincial Financial Office (İl Defterdarlığı).



Figure 6.44. First Ministry of Health Designed by Theodor Jost between 1926-1927. Source: https://kulturenvanteri.com/en/yer/eski-saglik-bakanligi-binasi/#17.1/39.926483/32.85603

[421] https://www.insaatgundemi.com/btknin-yeni-binasinin-temeli-atildi.html
[422] Erdem., op cit.
[423] Ibid.
[424] https://www.milliyet.com.tr/yerel-haberler/ankara/saglik-bakanligi-92-yillik-tarihi-binasindan-tasiniyor-12662621

The new Ministry of Health was built on a relatively small area of 40.000 m^2, right next to the campus of Bilkent City Hospital, adjacent to the Ministry of Agriculture and Forestry and the Council of State. It is possible to access the ministry building - from within the campus, although it is not located within the boundaries of the hospital campus. This area is shown as an empty area belonging to the General Command of Cartography in the Eskişehir State Highway Public Institutions Area Master Development Plan, which was approved in 1995. The part marked as the health facilities area in this plan is the parcel where the Council of State is located today. In addition to that, Gaziler Physical Therapy and Rehabilitation Training and Research Hospital, which operates in the same location today, is marked as a "rehabilitation care center" in 1997 Plan. However, there is no marking in this direction in the area of the city hospital or where the ministry building is located. Former TBMM member Fikret Şahin claims that this area was planned as a hotel for the relatives of patients staying in the hospitals in the Bilkent Integrated Health Campus but was later converted into a ministry building.[425] This building also has a different status than other public buildings in the region in terms of ownership. Although the building was designed as a ministry building, the institution is actually a tenant in this building, like the hospitals on the campus.[426]

The concept design of the building was prepared by the American firm Dorsky+Yue[427], and the implementation projects were prepared by Mavi Peri Architecture. The construction of the Ministry building started in 2015 together with the city hospital and was completed in 2018. Due to the limited area, there are no other buildings on the parcel allocated to the ministry. Landscaping consists only of grass areas and internal roads that provide access to the building.

---

[425] https://haber.sol.org.tr/haber/deli-dumrul-saglik-bakanligina-da-cokmus-334802#google_vignette
[426] https://yenisoluk.com/chpli-bicer-saglik-bakanliginin-1-aylik-kirasi-2-milyon
[427] https://www.ikonyapi.com.tr/bilkent-saglik-bakanligi-manusa-breda-ninz



Figure 6.45. a. Google Earth Satellite Image from 2024 b. c. The Ministry of Health. Source: taken by the author.

The building rises on an L-shaped footprint and it has a symmetrical scheme consisting of two wings intersecting in the center. These wings are horizontal masses. In the elevation of the building, the structure gradually reduces its footprint on some floors and reaches the roof in a pyramidal shape in 3 stages. The façade layout and material use also differ at these stages. This situation emphasizes the horizontality of the building. The size differences between the floors also led to the emergence of open and semi-open uses such as terraces and balconies. Since the architectural project of the structure could not be accessed, it was not possible to obtain information about the plans.



Figure 6.46.Columns, Projections and Ornaments on the Facade. Source: https://www.fibrobeton.com.tr/proje-tamamlanan-projeler-bilkent-entegre-saglik-kampusu-98

On the facade of the building, many 3-dimensional elements such as columns with capitals, buttresses, and plaster waffle slab surfaces, which have no structural or

spatial function, were used as decorations. In addition to these, there are also two-dimensional geometric decorations encountered in other buildings studied in this thesis. The roof is marked by a pronounced eaves, creating the impression that it is supported by columns.

The most important building designed with similar features in the recent past is the Presidential Complex completed in 2014. Batuman's narration of the architectural expression of this building is remarkable in terms of showing how much it has in common with the Ministry of Health building:

> "[…] a horizontal mass with a dynamic façade featuring columns and projections. The horizontality of the mass is accentuated with material differentiation as well as horizontal stripes on the ground floor. The exterior displays two main levels, where the second level is treated as *piano nobile*, sheltering the major spaces of the building. These spaces allow for plastic articulations with three-dimensional projections on the façade, which create a series of open, semi-open, and closed spaces on the terrace.
>
> The symmetrical elevation of the building with central and corner projections provides a sense of classical weight. Nevertheless, the significance of the façade design lies in its hybridization of Western classicism with the nationalist architectures of the twentieth century. The hipped roofs and wide eaves are unmistakable references of "Turkishness" […]. […] The colonnade is detached from the surface to create a narrow balcony for the offices. […] Strategic use of horizontality, fragmentation of the building mass with multiple roofs, and the intentional lack of walls create a light classicism. Even the side projections rising up to the terrace are made lighter by emptying the volumes and turning them into pavilions beneath roofs carried by slender columns rising from the piano nobile".[428]

[428] Batuman., op cit. 244.



Figure 6.47. The Presidency Complex. Source: https://www.haber1.com/guncel/fetonun-darbe-girisiminin-8-yili-milletin-evi-cumhurbaskanligi-kulliyesi-15-temmuzda-darbecilerin-hedefi-oldu/

This similarity can be interpreted as, in a situation where there is a government that formulates its own understanding of architecture with certain codes the architectural design of the building chosen by the head of this administration as his own living and working space is definitely accepted as the embodying of the determined codes and serves as a reference for the architectural design of the other government buildings. In addition, as a result of the change in the government system of the Republic of Türkiye after the complex was put into use, the new authorities and institutions it hosted changed the bureaucratic position of the building and increased its importance.



Figure 6.48. The Ministry of Health in the context. Source: taken by the author.

While the current architectural design of the Ministry of Health building has similarities with that of the Presidential Complex, especially in terms of the image it creates, it contrasts with both other government buildings located close to it and other

buildings with office, commercial and residential functions within the same urban context, and this situation detaches the building from its context. This contrast is also read quite dramatically in its association with other buildings within Bilkent City Hospital, where the building is in the same complex and designed together as a campus.

6.2.7 Ministry of Energy and Natural Resources – Energy Market Regulatory Authority (EPDK, 2020)

The EPDK service building is located at the point where the Eskişehir Road Public Institutions Area Stage II borders meet the park and recreation area belonging to AOÇ, to the north of the road. The building shares the island it is located on with the Turkish Energy, Nuclear and Mineral Research Agency (TENMARK), one of the first government buildings constructed here. According to information received from TOKİ Mass Housing Projects and Research Department, the first idea was to build a service building for TOKİ on this land. In fact, some studies were conducted in this direction and an architectural project was prepared. After it was decided that the area would be used by EPDK, this project was redesigned by consultants within TOKİ to have a smaller capacity.



Figure 6.49. Energy Market Regulatory Authority (EPDK) Building. Source: https://www.petroturk.com/akaryakit-haberleri/epdk-baskani-yilmaz-tavan-fiyat-uygulamasi-yeniden-gundeme-gelebilir

The layout of the building has a fragmented scheme where masses of different volumes come together. This scheme consists of the main mass where the office units used by the departments are located, the presidential office positioned on the road front, the conference hall, the kindergarten-prayer room and the canteen. The remaining area on the land is quite limited and it is largely reserved for vehicle roads and pedestrian circulation on the land.

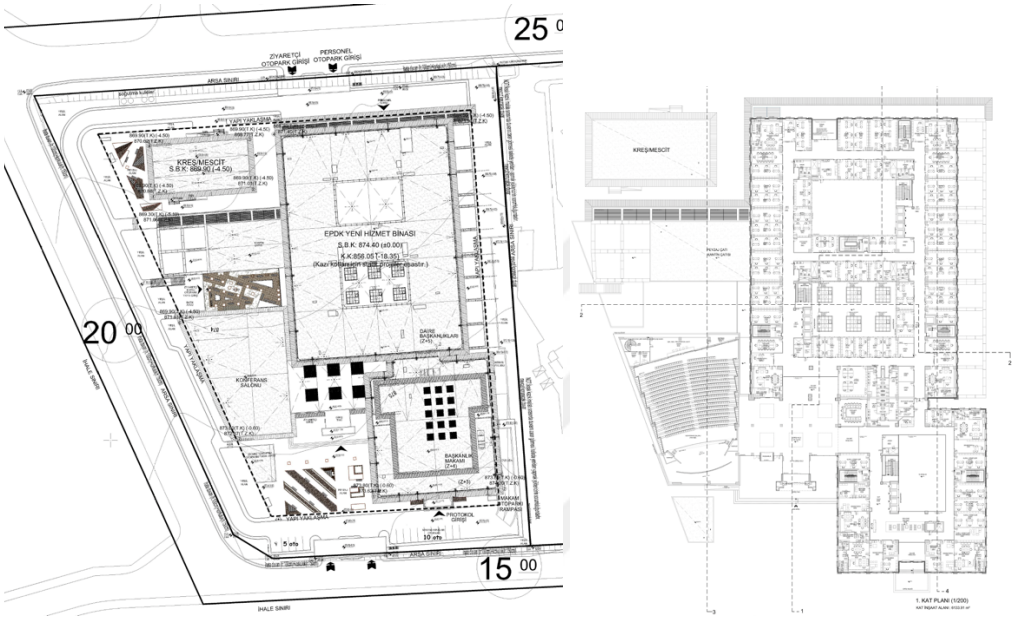


Figure 6.50. Site Plan and the 1st Floor Plan. Source: TOKİ Archive

The main building, which is the highest mass in the design, has 5 floors. With this feature, the EPDK building is the lowest government building after the 6-storey AFAD building in the case. This situation was described as “yatay mimari” (horizontal architecture) at the opening ceremony of the building and it was stated that the design was “human-oriented” with this feature.[429]

[429] https://www.tccb.gov.tr/konusmalar/353/132404/epdk-hizmet-binasi-ve-yapimi-tamamlanan-enerji-santrallerinin-acilis-toreni-nde-yaptiklari-konusma



Figure 6.51. Details from the Elevation. Source: TOKİ Archive

In the architectural drawings and renders of the building, it is seen that there are many historical elements used as decorations on the facades. These include columns with capitals, geometric ornaments and a two-story high crown gate that emphasizes the main entrance. Among the design alternatives prepared for the building, in addition to these, there are also proposals that include arches and bay windows on some floors of the main building. However, the current structure has a simpler appearance in this sense, where historical references are less determinant in the expression of the building. This was since the decorations were applied with a material of the same color on a white background, unlike the renderings. In the last case, it is possible to say that the building has a classical appearance with its features such as mass, window and facade layout, color and material used on the facade.



Figure 6.52. Different Proposals and Renders. Source: a. https://adsys-co.com/references/ b. https://www.beonsan.com/portfolio/enerji-piyasasi-duzenleme-kurumu/

Lastly, the building also earned LEED NC Gold Certification for its features that contribute to sustainability and energy efficiency. LEED (Leadership in Energy and Environmental Design) is a green building rating system.

6.3 Unveiling Patterns: A Comparative Evaluation of the Case Studies

The results of the examinations conducted on İnönü and Dumlupınar Boulevards will first be discussed in terms of the findings regarding the placement of buildings in their urban context, and on each urban plot the land use, , mass organization, and related aspects. In this context, it is first seen that the parcels on both sides of the Eskişehir Road (İnönü and Dumlupınar Boulevards) where government buildings are located are quite diverse in terms of size and geometry. Correspondingly, the positioning of buildings on these parcels follows a relatively flexible pattern. The ministry buildings along İnönü Boulevard display a coherent arrangement, characterized by their parallel orientation to the boulevard and alignment with each other within a free order. The building complexes are directly opening to İnönü Boulevard, providing pedestrian access from the boulevard. In contrast, the buildings examined on Dumlupınar Boulevard Stage II differ from each other in this sense. These structures are positioned at varying locations within their parcels, and at differing distances from the boulevard. They are mostly accessed by car, not from Dumlupınar Boulevard -which is a speed way rather than a boulevard- but from a street behind the parcel.

It has been also observed that the utilization of open spaces has changed over time. Open areas around the ministries on İnönü Boulevard have different functions such as green areas, open resting, socializing and sports areas. However, the government buildings on Dumlupınar Boulevard, except for campuses such as the Ministry of Agriculture and Forestry, have a limited use in this sense. The open spaces around these structures can be described more as gaps separating the buildings from each other, and they are mostly used as open parking lots.

As to the organization of the building masses, the ministries on İnönü Boulevard mostly have a fragmented scheme consisting of more than one structure. These structures are designed as multi-storey vertical prism(s) where the main function is located, and other mass(es) house the auxiliary functions. The government buildings on Dumlupınar Boulevard -that are part of the Eskişehir Road Stage II- demonstrate

a variety of architectural design approaches in this respect. These structures are mostly designed to fit into a single mass. The fact that the operation also requires a similar scheme is also effective in this. Due to the presence of government buildings with very different capacities and designed according to different development conditions in this area, different arrangements where the masses are designed horizontally or vertically coexist.

There may be changes in the structure and functioning of institutions over time, and new spatial needs may arise in this direction. In this sense, the area selection and the planning are made both according to the needs of the institution and in a way that adapts to these situations to a certain extent. Likewise, in the Public Buildings Standards Guide, the importance of "being expandable" for the design of certain types of governmental buildings is particularly emphasized, and it is mentioned that this feature is mandatory in terms of functionality. In case the spatial needs of the institution increase more than what is foreseen in the architectural program, it is expected that new buildings can be built within the existing area in a modular approach, if possible. For the ministry buildings examined on the Eskişehir Road Stage II, it was observed that this was mostly not possible due to limited land sizes or only very small additions could be made.

When comes to the architectural expression of a building, it can be said that the factors that shape it are quite diverse. In addition to site specific, period based, or method-oriented factors determined within the scope of the thesis, the development of construction techniques, the introduction of new materials, different architectural styles dominant in different periods, design approaches that emphasize different concepts such as function, locality, etc., also cause the architectural expression to evolve over time. In this sense, in line with increasing spatial needs and technological developments, the government buildings have been built higher over time. In the examinations made on İnönü Boulevard, it has been determined that there is a gradual increase in the number of floors in this direction. The fact that the government buildings on Dumlupınar Boulevard are used by institutions with different duties, responsibilities and spatial needs sets it apart from İnönü Boulevard

in this sense. In this area, high rise government buildings coexist with structures that have fewer floors and different capacities.

As to the form of the buildings, prismatic forms are frequently preferred in government structure designs because they provide ease of the design and the implementation, but also to achieve a monumental scale. In this respect, there are similarities in the arrangement of building masses on İnönü Boulevard. It is observed that simple prismatic forms and regular layouts in plans, structure systems and facade designs that provide ease of construction were widely used in the designs of government buildings on İnönü Boulevard. This preference can also be attributed to the emphasis on the ease of implementation as the primary design criterion during the 1960s and 1970s, a period marked by significant design limitations. However, a shift can be observed in the 1980s, when greater emphasis began to be placed on developing new design solutions and responding to the technological advancements of the period. On the other hand, a subtle shift toward greater diversity in this regard began to be observed on Dumlupınar Boulevard from the 2000s onward. Here, although much less in number -compared to the buildings with prismatic forms, there are also government buildings designed in elliptical or circular forms. In addition, some metaphors that refer to the institution's areas of interest were used as the starting point of the design in some buildings.

It is seen that there is a coherence between the structures examined on İnönü Boulevard not only in terms of the form of the structures but also in terms of the façade design and the building materials used. The systematic and repetitive patterns evident in the plan layout and structural system are similarly reflected in the façade compositions. The façade designs mostly consist of small windows of the same geometry and size, opened on the solid surface and repeated in the same way on all floors, following each other. It is understood that the regulation mandating the use of small windows -introduced with the concern of energy saving- played a significant role in shaping the facade design.

As to Dumlupınar Boulevard, the façade designs have diversified with the use of different materials, façade systems, layouts and proportions. Systems that create wide transparent surfaces such as glass curtain walls are mostly identified with commercial buildings or private office buildings, whereas solid surfaces and limited openings that give the structure a massive and solid expression are sometimes used together in different and sometimes in the same buildings.

In addition to these, it can be said that almost all of the government buildings in this area reflect interpretations of the prevailing ideology of the period in their façade designs, but this happens in different ways. In line with this approach, repeating the architectural features of buildings associated with key administrative roles or considered successful examples by the authorities has been a frequent strategy to convey a certain image. This can be done by reproducing the selected structure or by combining different buildings with different functions and scales. On the other hand, in buildings shaped by varying spatial needs and contextual factors, the façade design tends to be adjusted in the final stages to align with a shared ideological or aesthetic approach. The most common method involves adding some architectural elements with some historical connotations such as geometric ornaments, crown gates, domes and arches. However, such interventions often compromise the overall coherence and integrity of the architectural design.

Moreover, it has been determined that a search for representing ideological orientations in the architectural design of government buildings tends to increase over time. In the early examples within the study area, ideological references are used only as façade elements, and these are mostly 2D geometric decorations. However, it is possible to say that in buildings designed more recently, these decorative elements have become three-dimensional and more decisive in the expression of the building. But, in both cases, these elements have no spatial or structural equivalents.

Related to the architectural program and organization of the buildings, it can be said that as a result of the political, economic, social, technological etc. changes

experienced, the fields of activity and the subjects that the state is responsible for have increased over time. This situation has led to the emergence of new institutions with different spatial needs. It is possible to say that the government buildings on İnönü Boulevard have similar spatial needs in this sense and the architectural program of the buildings consists mainly of office units. Government buildings on Dumlupınar Boulevard can be defined as office buildings as well. However, some buildings here have other spatial requirements due to the working system and responsibilities of the institution they host. In the organization of these functions, it has been observed that the functional requirements other than the office units are generally placed at the base of the building in the first floors. It is also seen that spaces that are suitable for inter-institutional use such as conference halls, exhibition areas, social areas, and nurseries are designed separately for each of them, even though they are very close to each other. As to office units, they are generally located in the upper floors. A common scheme in which the rooms are arranged around the corridors is repeated in all office floors (this scheme also valid for the ministries and other public buildings on İnönü Boulevard). There are also differences in the size and capacity of the buildings on Dumlupınar Boulevard. The sizes of the buildings in the area vary between 140,000 m2 and 50,000 m2.

As a result, when we compare the government structures built in different points of the axis in different periods, İnönü Boulevard can be considered a homogeneous and continuous axis, serving as an extension of the Ministries Quarter. Also, the fact that similar development conditions are valid for all government buildings here has brought a standard to the issues of building height, location of the building within the site, open-closed space relations etc. Especially in the early examples, it was seen that the visual and physical relations established with other government buildings in the neighboring plots, and the urban context was an important issue.

As to Dumlupınar Boulevard, although the entire area was planned as a “Public Institutions Area,” different implementations stand out in different stages. In the first stage, urban service functions within public buildings are in majority, and the government buildings are scattered among these buildings. The area around

Dumlupınar Boulevard has become a business district that stands out with its commercial and office buildings. As to the second stage, although the settlement of government buildings here was the result of planning decisions, these plans were not sufficient to organize the buildings on this strip, to provide physical and visual relations, to create common uses and to guide new needs. In addition, the following fetures are determined:

1. there are major differences between the plans prepared for the Dumlupınar Boulevard and the current implementations in terms of the parceling system, institutions planned to be in this area, development conditions, etc.,
2. the prepared plans have been revised many times,
3. with these revisions, different development conditions are applied for different parcels with different floor area ratio (FAR) and maximum building height" (Hmax) values,
4. there are situations that will disrupt the integrity of the site and prevent the effective use of the land, such as the construction of structures that do not belong to the institution within the parcel allocated to a certain institution, or the presence of structures with different functions and scales built in pieces in different periods within the same parcel.

As there is no regulation on the visual and physical relationships to be established with the context and other government structures, this decision is left to the architect's initiative. In the design process, since issues such as architectural program and capacity are more decisive, the priority is to fit the required structure into the existing area. This situation has pushed the sensitivities regarding the relationships of government structures within the same urban context to the background. As a result, it has been revealed that these findings are effective in the architectural expressions of government buildings, ineffective use of existing areas, open-closed space relationships, having limited open areas and green areas, preventing common uses that would provide functional and economic benefits.

In the process of obtaining the architectural projects of the government buildings, different methods have been used mainly in different periods. However, the examinations show that regardless of the preferred method, the wishes of the decision makers in the administration, both as the user of these buildings and as the project owner, are decisive. Similarly, expectations from the project competitions opened have varied in different periods since the early years of the Republic, depending on the approach of the administration. But, when it comes to the government structures, it is possible to say that the priority has been given to obtaining feasible and applicable projects even if the method of competition was adopted. This situation has caused both repetition in projects and a decrease in trust and interest in competitions over time. The production of different alternatives and the development of new perspectives in competitions have only been possible when this situation is supported by the administration. With these features, it can be said that competitions opened for the purpose of obtaining projects for the government buildings are primarily seen as a method of work distribution among architects in Türkiye. In recent times, projects have been obtained only through tendering. This situation increases the influence of the administration both in determining the design team and on the design.

Smart buildings, energy efficiency and sustainability are other issues emphasized for the design of the public buildings during this period. The fact that environmental problems are considered an international issue of high priority, also increases the awareness of countries. In addition, the international decisions and agreements taken on these issues also bring certain obligations. This situation has also been decisive for the design and construction of public buildings in Türkiye. However, although the importance of this issue is emphasized in the official statements and the policies, it has been observed that there is a different approach in practice. It has been determined that designs aiming to increase energy efficiency and sustainability in the government buildings studied are not fully implemented during the construction phase or are mostly excluded from the project. Energy efficiency is mostly attempted to be increased with systems integrated into the buildings later.

CHAPTER 7

CONCLUSION

Based on the premise that the governmental buildings serve as representatives of public architecture and embody a society's collective approach to shaping the built environment, this study is on the government buildings in the capital city of Ankara, with a particular focus on those built after 2010. In this scope, it explores how the policies, and the urban planning and architectural design approaches have changed over time; how these changes affected the identity of the capital. To this end, the study examines government buildings from a multidimensional perspective, examining their urban, public, symbolic, and functional aspects.

Architectural and Urban Qualities of Government Buildings:

First, a comparative analysis was conducted on the historical and spatial development of capital cities worldwide, and the urban and architectural characteristics of government buildings are studied in this context. It is observed that the capital cities and government buildings are perceived as structures where both common values of a nation and the presence of the state are made visible and experienced. This understanding gives way to a holistic approach in the design of government structures within the urban context of capital cities, with the objective to enhance the visibility and legibility of both the state presence, and to represent the shared values in the public sphere. The studies conducted on government buildings in Ankara reveal that, across different periods, significant efforts were made to establish a sense of unity through varying sets of values. Although diverse forms and architectural styles were adopted in line with these changing priorities, the aspiration to achieve a unified architectural expression and a homogeneous built environment

emerged as a consistent theme across these periods. It is also observed that the expectation of integrity in government buildings extends beyond visual qualities, emphasizing the importance of establishing holistic relations at urban, functional, public, and social levels. In this context, locating government buildings within a coordinated spatial composition to form an administrative district, or a civic center, has been considered a favorable planning approach, as it contributes not only to operational efficiency and economic benefits but also to the symbolic visibility and institutional identity of the state. Moreover, such spatial configurations offer greater potential for creating meaningful, and integrated public spaces, enhancing the public life, and putting emphasis on the public character of government. This becomes achievable when comprehensive plans emphasizing unity in the urban form, and coherent spatial relationships between buildings and urban spaces are developed through an urban design to shape the overall structure and identity of the city. However, among the practices criticized, are the frequent relocation of institutions due to their inability to meet their spatial needs, the fact that official service buildings and especially different buildings used by the same institution are isolated from each other in the city. The current practice of designing governmental buildings as closed and isolated in their own plots, is particularly problematic, in terms of their relation with the urban context, and the public spaces.

Factors Determining the Architectural and Urban Aspects of Government Buildings:

A research method is developed in this thesis, to study the factors that shape the urban and architectural aspects of the governmental buildings. Studies conducted in line with the method developed within the scope of the thesis have revealed that both the architectural expression and the broader spatial, functional, and public coherence of these structures vary depending on spatial, periodic, and methodological factors.

Since its foundation, Ankara has undergone numerous changes and transformations due to its dynamic character, influencing not only the city's spatial, functional,

social, and cultural features but also its symbolic significance as the capital and its relationship with administrative functions. In the development of the city, different approaches and methods have been adopted in making planning decisions regarding the city and government structures in different periods. Moreover, the shifts that have occurred in the state organization, prevailing ideologies, and the policies of successive administrations have led to variations in the significance attributed to the government buildings, the meanings assigned to them, the approaches taken, and the processes through which their designs were realized. All these variables are considered and classified as factors determining the architectural and urban characteristics of government buildings in line with the proposed methodology. However, it is concluded that the effects of these factors also vary over time, and certain factors may become more decisive than others in different contexts.

Relation of Government Structures with the Urban Context:

In terms of recently constructed government buildings, the findings of the study reveal that, firstly, the location of these buildings within the city, and their spatial and functional features are one of the most determining factors shaping their architectural features, and their relation with the urban space. In this context, the studies demonstrates that the decisions regarding the areas where the government buildings are built have been made in line with the planning studies since the Jansen Plan. The government buildings recently constructed along Dumlupınar Boulevard on Eskişehir Road were located on this axis in accordance with the urban planning decisions taken, starting from the Metropolitan Master Plan of Ankara of the mid-1970s, and the urban development plans prepared in the 1990s. These buildings have started to be built on Dumlupınar Boulevard, especially after 2010. Although these buildings have been built according to the zoning decisions of urban development plans, the absence of any urban design scheme results in a lack of a coordination between these buildings separately designed, and a lack of public spaces that could connect them to each other.

It has been observed that throughout Ankara's urban development process, development axes, like the city's centers, have been places where government structures are concentrated. The new government complexes needed have been built on these axes in a way that follow the development direction of the city, starting from the centers. Although the placement of government buildings on these axes is not uninterrupted, there is both historical and spatial continuity. In this sense, Ulus, the first center of Ankara and the capital, can be considered the starting point. The government buildings concentrated in Ulus and its surroundings during the establishment years first moved southwards via Atatürk Boulevard, which was the city's development direction at that time, and created a new center in Kızılay (Yenişehir - New City). As the building density in Kızılay increased, newly required public buildings began to decentralize, taking Kızılay as the starting point and extending westward along the city's development axis -Eskişehir Road- initially along İnönü Boulevard and subsequently along Dumlupınar Boulevard.

Special Physical and Functional Context of Dumlupınar Boulevard:

However, Dumlupınar Boulevard presents a different urban and architectural context compared to the previous axes where government buildings were located. This corridor functions as a highway facilitating intercity transportation and serves as an entry point to the city. Additionally, it is characterized as an automobile-oriented, linear urban development axis, encompassing urban service areas and acting as an extension of the city's central business districts. Moreover, unlike the spatial continuity and functional homogeneity observed along previous axes, the government buildings constructed in this area are situated in a more isolated context -removed from other buildings with similar functions- and surrounded predominantly by business and shopping centers. These physical and spatial characteristics of Dumlupınar Boulevard are also identified as a significant contextual (site-specific) factor shaping the architectural and urban qualities of these structures.

When the designed capitals are evaluated in terms of their urban design features, it is seen that the urban squares and axes have a special importance. These urban elements are mostly used to impressively display the government buildings placed around them. When evaluated from this perspective, it is possible to say that Dumlupınar Boulevard also has such a potential. Moreover, although the axis is located at a point that can be considered the city center in the current macroform of Ankara today, it maintains its feature of being the gate of the city. This situation also has a symbolic significance in terms of the positioning of government buildings in the area. A comparable situation existed in the 1980s with the construction of government buildings along İnönü Boulevard. Notably, the design of the current Ministry of Treasury and Finance building -located at the western entrance of the boulevard- incorporated the concept of a "city gate" as a guiding design principle. However, the legibility of such representative roles, and how they are perceived depends on the characteristics of the physical environment where the building is located and the functioning of social relations and public spaces in the area.

The examination on the Ministries, İnonu Boulevard and Dumlupınar Boulevard reveal that the public open spaces and the pedestrian circulation that give access to the government buildings have gradually been eliminated over time. In this context, Kızılay stands out with a comparatively richer urban fabric as a city center. Notably, in the early years, the Ministries area featured public spaces that were accessible and open to the public. As to İnönü Boulevard, it creates a context related to public life for government buildings with the liveliness created by the residential settlement in the region, as well as the socialization areas and attraction points such as the National Library, 7th Street in Bahçelievler, etc. In addition, both the opportunities of accessing the public transportation, and the continuity of pedestrian mobility are more developed in the area thanks to the arrangements such as red lights, pedestrian crossings, etc.

The Public Dimension of Government Buildings and Their Relation to Public Spaces:

The current layout of government buildings along Dumlupınar Boulevard does not facilitate any public engagement with these buildings, even at the pedestrian level. Since the open spaces in the area are very limited and disconnected from each other in the remaining areas of the building blocks, the quality of public spaces is also weak. Furthermore, the predominance of vehicle-based access to the area has led to open parking lots becoming the primary form of open space within these complexes.

The social and cultural relations characterized by pedestrian continuity established between the Ministries Quarter and Kızılay, or between İnönü Boulevard and Necatibey Street, Anıttepe, Bahçelievler and Emek districts within the central city, present a markedly different pattern than the newly built governmental complexes along Dumlupınar Boulevard. In this context, the only available alternatives for both civil servants working in the government buildings and other visitors are the controlled open spaces, and commercial facilities located within the shopping and business centers in the area.

It is also possible to argue that the interaction between the public and these recently built government buildings is almost exclusively limited to the instant visual relationship established from the Dumlupınar Boulevard while passing by in a car. In this context, the fact that the buildings will be perceived largely from the boulevard, highlights their image and monumental scale, which becomes an important concern of the architectural design, contributing to their visual impact. In terms of the image, they create collectively a visual continuity, rhythm, etc. which also gain importance. In this context, the relationship between the public buildings within the study area and the boulevard plays a decisive role, particularly influencing the placement of the buildings on the site and their accessibility. For some buildings facing the boulevard, the façade design has been prioritized with consideration of the visibility along this axis; accordingly, how the building is perceived from the boulevard has directly impacted decisions regarding its placement and orientation. However, it remains difficult to assert that these decisions have resulted in a cohesive

visual effect or a consistent public image, along the boulevard. One of the primary reasons for this inconsistency is the marked disparity in scale between the structures. The random positioning of multi-storey structures and relatively low-rise (5-6 storey) structures on the axis leads to an inconsistency in the image experienced from the boulevard. This fragmentation also disrupts the urban composition, preventing the achievement of perceptual coherence. Given the aforementioned characteristics of the axis, the potential for these structures to collectively generate symbolic value and a cohesive public identity depends on morphological and spatial consistency in terms of scale, layout, and architectural language -conditions that the current arrangement fails to satisfy-, thereby diminishing this potential.

When compared to the government buildings constructed in the 1980s along İnönü Boulevard -then serving as the city's main entrance- although the architectural output of that period faced significant criticism for the state's standardizing approach, these buildings exhibited a relatively greater consistency in terms of scale, alignment, and architectural language. Unlike those on Dumlupınar Boulevard, they facilitated the creation of a stronger, more legible, and more cohesive public image along the axis. Therefore, when the two axes are compared, it can be said that İnönü Boulevard realizes its potential for the collective representation of public structures more successfully.

Piecemeal Planning Approach and Lack of Urban Design:

Viewed at a broader scale, these outcomes can be interpreted as a result of the modernist urbanism, and the automobile-oriented urban development. In addition, the fact that the development around Dumlupınar Boulevard has been shaped by the investment priorities of the neoliberal period is also effective in this sense. In this context, planning and design decisions for the area have largely proceeded through piecemeal, project-based interventions rather than a comprehensive vision, and have lacked guiding principles at the urban-design scale are the conditions that have produced the present situation. Therefore, the problems experienced are not only

directly related to architectural preferences, but also to the ongoing structural deficiencies at the urban planning level.

In the current situation, it is possible to say that these structures are placed in areas, the borders and geometry of which have been predetermined by city planners, and in accordance with the architectural design decisions taken separately for each plot, and in a free order. This isolation of each governmental complex within its plot, is often justified -especially under heightened security concerns- as advantageous for controlling and safeguarding individual structures and is regarded as expediting project procurement and delivery. Consequently, each building is approached as a stand-alone endeavor, and the spatial, functional, and visual relationships that might connect them to one another or to the city are relegated to the background.

Urban Imageability and Architectural Identity:

It is essential that each government building possesses a strong sense of architectural identity and meaning, given the symbolic value these structures hold. This significance is closely tied to the presence of original and high-quality architectural design, among other defining characteristics. For example, the government buildings constructed in the 1970s and 1980s were designed with similar architectural approaches based on the criteria set by the relevant ministry, or the public institution of the time, and this situation has sometimes been criticized for the monotony between the buildings. However, an examination of the government buildings along İnönü Boulevard reveals that, despite a certain degree of architectural similarity, each building possesses its own unique design features. These differences contribute to a sense of diversity within an overall cohesive whole. The shared function of the buildings is also reflected in their architectural expression, resulting in a distinct language that help to identify them as government buildings. Moreover, the exclusive presence of public buildings along the boulevard fosters a clear sense of spatial continuity and institutional atmosphere on this urban axis, further reinforcing a collective “government building identity.”

In this context, it has been observed that the overall appearance of Dumlupınar Boulevard as a business district has also been a determining factor for the recently constructed government buildings with its environmental character. Although the area was planned as an area for public institutions and many government buildings were built, this thoroughfare has become the extension of the central business district of the city from mid-1980's onwards. In this period, several shopping and business centers, and office buildings have been built along the Boulevard. These structures have been predominantly shaped by international architectural trends, characterized by their glass facades, high-rise forms, and prismatic designs. This urban environment, which is mostly composed of structures that resemble each other, is controversial in terms of the identity it creates. The findings indicate that some government buildings within the study area visually align with the surrounding context. However, others differ significantly. These latter structures adopt revivalist architectural styles with the use of a few "Ottoman-Seljuk" façade elements, reflecting the conservative ideological tendencies of the period in which they were constructed. In other words, even if the current situation cannot be described as a complete lack of identity, it is possible to say that there is an ambiguity or confusion of identity.

Effects of the Political and Ideological Orientations of the Period:

On the other hand, the period following 2002 marked a time in which both national identity and architecture were redefined -and more explicitly articulated- under the influence of the new administration, ideology, and policies in Turkey. Within this context, it can be observed that the government buildings constructed during this period tend to reflect these shifts, show a degree of consistency with one another, and contribute to a relatively more homogeneous built environment. However, the reflection of the styles defined as "Ottoman-Seljuk" on design practice is limited to the collage of façade elements, like *brises-soleil*, in which historical forms and architectural elements that are detached from their context are brought together in a manner devoid of any particular principle -an approach that aligns with the

characteristics of postmodernism. These collages mostly appear as two-dimensional decorative elements on the façade in architectural design. Furthermore, the absence of a theoretical or architecturally based discourse behind this approach makes it difficult for the style in question to gain a strong and consistent architectural expression. As a result, this superficial, random, variable, fragmented system makes it impossible for these structures to develop a common or coherent architectural language, even if they are designed in line with similar representative goals. Indeed, it is observed that in some of the structures within the study area, the historical references are added to the design only superficially, usually as two-dimensional ornamental elements, and do not establish a relationship with the structural or spatial structure.

The Architectural Approaches:

In this context, the changing spatial needs caused by the differences in the duties and responsibilities of the institutions have also been decisive in the design of the government buildings in the study area. This situation has created a diversity that is especially evident in the scale of the buildings. When evaluating this diversity, it is crucial to avoid standardizing buildings with a uniform approach, resulting in them being mere copies of one another. However, differences (or similarities) should remain solely at a formal or decorative level, and these elements should not be randomly applied in a way that weakens the relationship between the buildings. In this context, a balanced and consistent understanding of diversity that prioritizes contextual and architectural relationships is necessary, supporting the imageability and integrity of urban form, and the visual and functional distinction and meaning of the government buildings.

From this perspective, it is important to recognize that the adopted architectural approach is not merely a tool for shaping the physical environment or reflecting specific ideologies; it also serves as a cultural expression of its time, a reflection of contemporary technological capabilities, and an indicator of the society's level of

development. Accordingly, the architectural language of public buildings is expected to offer both a historical depth and relevance with the contemporary architectural tendencies. The ultimate aim is to establish a cohesive and harmonious architectural language that maintains the distinct character of each building through its functional and symbolic qualities, while also reinforcing a sense of institutional identity and contributing to a recognizable and meaningful urban identity.

Acquisition Process of Architectural Designs of Governmental Buildings:

In this process, the existence of an institution that will carry out the project acquisition process and construction phase with its knowledge and experience, and guide the investing administrations is also important. In line with the *étatist* policies adopted in the founding years of the Republic, the process of obtaining the government structures - sometimes including their architectural design - was often carried out directly by the state. Although the executive role of the state in this process has evolved into a controlling one since the 1950s, especially with the transformations in economic policies, it is seen that this control mechanism has largely preserved its central nature for many years. The reflection of this situation in architecture is that the buildings create a sense of unity thanks to their design in line with similar principles and approaches. However, today, in contrast to the centralization of the state, an independent system is seen in which each institution carries out its own process in the process of obtaining government structures. There is also no institution that will examine the buildings in terms of their architectural features, relationships with the urban context and each other, etc. and make upper-scale evaluations. As of 2003, TOKİ became the institution that played a more active role in the process of obtaining government buildings. But TOKİ is only interested in financial and technical issues. The authority to make decisions regarding design and designer is given to the administration that is the project owner. This situation has also contributed to a design process characterized by an increased role of individual preferences and expectations in shaping architectural decisions.

Relationship between the State and Ppace and the Capital Image:

At this point, it is also necessary to evaluate the findings of the studies conducted within the scope of the thesis from a higher-scale perspective in the context of the transformation of the relationship between the state and space. In the process since the foundation of the Republic of Türkiye, both the organizational structure of the state and the ideological and political orientations have gone through different phases. Similarly, Ankara has been constantly changing and transforming as a dynamic city. This two-way transformation has led to the emergence of different capital images by affecting both the way the symbolic role of the city is handled and the reflection of the administrative function on urban space.

Ankara's status as the capital city was the most fundamental factor determining the physical structure and spatial organization of the city in its founding years. During this period, Ankara and its government structures were considered as models for other cities and practices. However, this mission gradually weakened from the 1950s onwards; urban development began to be directed largely in line with the economic policies of the period. Then, the political instabilities experienced in the 1970s and 1980s, had direct and negative consequences on the location selection and spatial organization of public buildings, which still have an impact today. In the post-1980 period, commercial functions came to the fore under the influence of neo-liberal policies; market dynamics began to be decisive in urban development. In the 2000s, although the effects of neo-liberal policies on the city continued to a great extent, they presented a different context in terms of both the centralization and restructuring of the state and the adopted ideological orientations. This differentiation, especially in the structure of the state, has brought the issue of considering the built environment as an ideological tool back to the agenda.

However, the examinations show that this mission was fulfilled not through the government buildings recently built on Dumlupınar Boulevard, but by the Presidential Complex, the construction of which began approximately in the same period in parallel with the changing administrative system. The spatial and

architectural unity that we encounter here in a very different way than on Dumlupınar Boulevard creates a powerful representation, independent of the discussions on the architectural quality of the adopted style. This space also defines its own understanding of public life with its social and public functions, beyond being just an administrative center.

During the establishment years, the selection of Ankara as a model city ensured that the architectural and urban design decisions implemented in this city were standardized within a certain framework of order, style and planning. This standardization provided unity and order in the appearance of both government buildings and the city. However, today, Ankara's function as an ideological symbol, a tool for social and political change, and the most important place representing the power of the state and national identity as the capital is now addressed through a single complex rather than the entire city. This situation can be evaluated as the centralization of the space of representation along with the state. It can also be read as the spatial effects of the change in the positions of the ministries within the administration in the new order that was adopted with the presidential system.

However, capitals are not only administrative centers where administrative functions are carried out or ideological representation spaces, but also cities that reflect the cultural, technological, social and historical development of a society. The most important representatives of this in the capital are government buildings. The quality and integrity of the architectural and urban qualities of these structures in a capital city are of critical importance in terms of reinforcing the perception of the continuity and development of both the state and society. In this context, what makes a capital a true representative of a nation is the holistic approach to the city and government structures, planned development, urban design, and the richness of public spaces and symbolic structures. The meaningfulness and sustainability of this representation also depends on its publicity, inclusiveness and social belonging. As the integrity of the city is disrupted, representation becomes concentrated in individual buildings, and public spaces begin to be limited and fragmented, the city's mission as capital city is also weakened.

REFERENCES

2023 Başkent Ankara Nazım İmar Planı Açıklama Raporu (2007), Ankara Büyükşehir Belediyesi

2023 Başkent Ankara Nazım İmar Planı Değerlendirme Çalıştayları (2008). TMMOB Şehir plancıları Odası Ankara Şubesi

A. Balamir (Ed.), *Clemens Holzmeister: Çağın Dönümünde Bir Mimar*. İstanbul. Boyut Yayıncılık

Acar, H. (2018). *Yüksek Yapılarda Boşluğu Tasarlamak: Ankara Eskişehir Yolu Aksı* [Master's thesis, Dicle University].

Akalın, A. (2013). "'İktidar Kimliği' ve Günümüz Adalet Sarayları". *Mimarlık 370,* 20-22.

Akkuş, A., Eseroğlu, İ., Şahin, N. (2023). 'Yüzyıl'lık Serencam: Başkent Ankara'nın Dönüşümü (1923-2023), *Mülkiye Dergisi 47/5,* 89-116.

Altaban, Ö. (1985). Kamu Yapıları Yer Seçim Süreçleri. In ODTÜ Şehir ve Bölge Planlama Bölümü Çalışma Grubu (Eds.), *Ankara 1985'den 2015'e* (pp. 31-49). Ankara: Ankara Büyükşehir Belediyesi Ego Genel Müdürlüğü.

Altaban, Ö. (1998). Cumhuriyet'in Kent Planlama Politikaları ve Ankara Deneyimi. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 41-64). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Altaban, Ö. (2002). Ankara Metropoliten Alan Planlama Deneyimi: 1970-1984, *Planlama 2002/4,* 32-45.

Altan Ergut, E. (2010). The Context of Holzmeister's Works in Turkey: Architectural Production in the Early Republican Period. In A. Balamir (Ed.),

Clemens Holzmeister: Çağın Dönümünde Bir Mimar (pp. 165-171). İstanbul. Boyut Yayıncılık

Anadolu Ajansı. (n.d.). *Kamu Kurumlarına Beş Yılda 25 Hizmet Binası.* https://www.aa.com.tr/tr/turkiye/kamu-kurumlarina-bes-yilda-25-hizmet-binasi/101875#:~:text=Bu%20kapsamda%2C%20aralarında%20Cumhurbaşkanlığı%20Sarayı,kuruluşu%20yeni%20hizmet%20binalarına%20kavuştu.

Andaç, G. (1987). Bayındırlık ve İskân Bakanlığı'nın Proje Elde Etme Yöntemleri ve Organizasyonu. *Mimarlık (224)*, 39-46.

Ankara Ulaşım Ana Planı: Araştırma Raporu (1995), Ankara Büyükşehir Belediyesi EGO Genel Müdürlüğü, Ulaşım Planlama ve Raylı Sistem Dairesi Başkanlığı

AOÇ Mücadelesi. (n.d.). *Eski Haritalar.* http://www.aocmucadelesi.org/index.php?Did=220

Arkitera. (n.d.). *Genç Mimarlar Kamu Yapılarına Ait Açılan Yarışmalara İlgi Göstermiyor.* https://www.arkitera.com/haber/genc-mimarlar-kamu-yapilarina-ait-acilan-yarismalara-cok-ilgi-gostermiyor/

Arkitera. (n.d.). *Hilmi Güner Mimarlık Orman Genel Müdürlüğü Yeni Yerleşkesi.* http://galeri3.arkitera.com/var/albums/Arkiv.com.tr/Proje/hilmi-guner-mimarlik/orman-genel-mudurlugu-yeni-yerleskesi/omyhb%20(1).jpg.jpeg

Atatürk Kültür, Dil ve Tarih Yüksek Kurumu. (n.d.). *New Building Project for Atatürk Supreme Council for Culture, Language and History.* https://www.ayk.gov.tr/en/projects/new-building-project/

Avcı, Y. (2017). *Osmanlı Hükümet Konakları: Tanzimat Döneminde Kent Mekânında Devletin Erki ve Temsili*. İstanbul: Tarih Vakfı Yurt Yayınları

Başbuğ, T., Özbay, H. (1989). TC. Dışişleri Bakanlığı Binası, Ankara. *Mimarlık 1989/5*, 40-42.

Batista, G. N., Ficher, S., Leitao, F., França, D.A. (2006). Brasilia: A Capital in the Hinterland. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp. 164-181). Routledge

Batuman, B. (2014). "Okul Cephelerinden'Cumhurbaşkanlığı Sarayı'na: Mimari Temsil Olarak Osmanlı-Selçuklu ve Ulusun Millet Olarak (Yeniden) İnşası". *Arredamento Mimarlık* 285, 65-73.

Batuman, B. (2019). *Milletin Mimarisi Yeni İslamcı Ulus İnşasının Kent ve Mekân Siyaseti*. Metis Yayınları.

Batur, A. (1998). 1925-1950 Döneminde Türkiye Mimarlığı. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 209-234). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Bekmezci, B. (2019). *Kentsel / Kamusal Arayüzler Üzerine Bir Değerlendirme: Dumlupınar Bulvarı Alan Çalışması* [Master's thesis, Gazi University].

Belli, A., Karakaya, E. (2019). Çevre ve Şehircilik Bakanlığı. In M. Altunok, H. Altunok, F. Bakıcı, F. G. Gedikkaya, A. Aydın (Eds.), *Türkiye Cumhuriyeti Bakanlıklat Tarihi* (pp.195-217). Ankara: TİAV.

Beyme, K. von. (2014). Capital –Building in Post-War Germany. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics ıf Space* (pp.111). New York; Oxford: Berghahn

Bilgin, İ. (1998). Modernleşmenin ve Toplumsal Hareketliliğin Yörüngesinde Cumhuriyet'in İmarı. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 255-272). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Bilsel, F. C., & Erkal, N. (2000). Paris'te Büyük Projeler. *XXI Mimarlık Kültürü Dergisi (Tepe Mimarlık Kültürü Merkezi)*, *1*, 119.

Bilsel, F. C., (2025). Başkent Ankara'nın Mekânsal Tasarımı, Kamusal Mekânların Oluşumu ve Başkalaşımı. *Cumhuriyet in Kalbinde Ankara'nın Mekânsal, Toplumsal ve Siyasi Yolculuğu* (pp.111-156), İstanbul: SRC.

Tanyeli, U. (2003). *Ankara 1910-2003,* Mimarlık ve Kent Dizisi 8. İstanbul: Boyut Yayın Grubu

Bozdoğan, S. (2010). Türk Mimari Kültüründe Modernizm: Genel Bir Bakış In S. Bozdoğan & R. Kasaba, (Eds.), *Türkiye'de Modernleşme ve Ulusal Kimlik* (pp. 135-154). İstanbul: Tarih Vakfı Yurt Yayınları

Cengizkan, A. (2005). 1957 Yücel-Uybadin İmar Planı ve Ankara Şehir Mimarisi. In T. Şenyapılı (Ed.), *'Cumhuriyet'in Ankara'sı* (pp. 24-59). Ankara: ODTÜ Yayıncılık.

Cengizkan, A. (2010). The production of a mise en scène for a nation and its subjects: Clemens Holzmeister et al. in the Ministries Quarter for Ankara, Turkey. The Journal of Architecture, 15(6), 731–770.

Cengizkan, A. (2010). Cumhuriyet için Demokratik Mizansen: Ankara Vekâletler Mahallesi'nde Temsili Düzen. In A. Balamir (Ed.), *Clemens Holzmeister: Çağın Dönümünde Bir Mimar* (pp. 85-96). İstanbul. Boyut Yayıncılık

Cengizkan, A. (2018). *Ankara'nın İlk Planı: 1924-1925 Lörcher Planı*. Ankara: Arkadaş Yayınevi.

Cengizkan, A. (2019). *Modernin Saati*. Ankara: Arkadaş Kitabevi Yayınları.

Çankaya Belediye Başkanlığı, Belediye Meclisi 275 no.lu 07.08.1998 tarihli Karar

Çankaya Belediye Başkanlığı, Belediye Meclisi 07.04/026 no.lu 07.01.1999 tarihli Karar

Çeler, Z. (2018). Pseudo-Historicism and Architecture: The New Ottomanism in Turkey. *Journal of Balkan and Near Eastern Studies, 21*(5), 493- 514.

Çevre ve Şehircilik Bakanlığı. (2015). *Umûr-ı Nâfia Nezaretinden Çevre ve Şehircilik Bakanlığı'na (1848-2015)*. Ankara: Afşar.

Çevre, Şehircilik ve İklim Değişikliği Bakanlığı. (n.d.). *Bakanlık Faaliyetleri.* https://www.csb.gov.tr/kurum-binalarimizin-cevreci-ve-sifir-atik-uyumlu-olmasini-sagliyoruz-bakanlik-faaliyetleri-28634

Çevre, Şehircilik ve İklim Değişikliği Bakanlığı. (n.d.). *Bakanlık Faaliyetleri.* https://csb.gov.tr/bakan-ozhaseki-sehirciligin-yeni-vizyonu-insan-odakli-bakanlik-faaliyetleri-22055

Çevre, Şehircilik ve İklim Değişikliği Bakanlığı. (n.d.). *Haberler.* https://csb.gov.tr/haberler?page=1

Çınar, A. (2014). State Buildings as Urban Experience: The Making of Ankara. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.240). New York; Oxford: Berghahn

Çınar, T. (2004). *Dünyada ve Türkiye'de Başkentlik Sorunu*. Ankara: Mülkiyeliler Birliği Vakfı Yayınları.

Demirhan, Y., Türkoğlu, İ. (2014). Türkiye'de E-Devlet Uygulamalarının Bazı Yönetim Süreçlerine Etkisinin Örnek Projeler Bağlamında Değerlendirilmesi. *Int. Journal of Management Economics and Business 10-22,* 236.

Dik, E. (2017). *Türkiye'de Bakanlık Sisteminin Geleceği.* Ankara: İmge Kitabevi.

Dostoğlu, H. (1978). Büro Yapıları ve İki Yarışma Üzerine, *Mimarlık, 1978/04*, 56-57.

Elmas, E. (2012). *Mimarlık Anıları 1962-2012*. İstanbul: Mimarlık Vakfı İktisadi İşletmeleri.

Erdem, G. (2024). Personal communication [Personal interview].

Eraydın, A.. Armatlı-Köroğlu, B. (2005). Ankara'nın Yeni Gündemi: Ulus Devletin Başkentliğinden Küresel Ekonominin Düğüm Noktası Olmaya Uzanan Yapısal Dönüşüm Çabaları. In T. Şenyapılı (Ed.), *Cumhuriyet'in Ankara'sı* (pp. 267). Ankara: ODTÜ Yayıncılık.

Erdoğan, A., Günel, G., Narince, M. (2007). *Ankara Tarihi ve Kültürü Dizisi 4: Cumhuriyet ve Başkent Ankara*. Ankara Büyükşehir Belediyesi.

Ersin, N. (2001). FORUM: Proje Yarışmaları / Proje Yarışmaları Üzerine Düşünceler. *Mimarlık (298)*, 8-9.

Eskişehir Yolu Kamu Kuruluşları Alanı Revizyon Nazım İmar Planı Açıklama Raporu (1991), Ankara Büyükşehir Belediyesi İmar Dairesi Başkanlığı.

Evsile, M. (2021). Demokrat Parti Döneminde Bayındırlık Faliyetleri, *History Studies: International Journal of History 13/1*, 241-263.

Fossi, G. (2015). *Uffizi Gallery: The Masterpieces.* Italy: Giunti.

Gecem Led Lighting Led Aydınlatma. (n.d.). *Türkiye Milli Botanik Bahçe – ANKARA.* https://www.gecem.com/wp-content/uploads/2022/05/Turkiye-Milli-Botanik-Bahce-ANKARA.jpg

Gordon, D. L. A. (2006). Capital Cities in the Twentieth Century. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.1). Routledge.

Gournay, I. (2006). Washington: The DC's History of Unresolved Planning Conflicts. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.115). Routledge.

Gökdemir, O. B. (2009). *Architecture as an Urban and Social Sign: Understanding the Nature of Urban Transformation in Eskişehir Highway, Ankara* [Master's thesis, Middle East Technical University].

Gurallar, N. (2009). "Başkentin Kalbini Tasarlamak". *Toplumsal Tarih 187*, 60-66..

Günel, A. (2020). *Re-mapping Contemporary Architecture in Turkey Based on the Relationship Between Urbanism and Architecture: Eskişehir Road Develeopment in Ankara* Master's thesis, Middle East Technical University].

Günel, G., Kılcı, A. (2015). "Ankara Şehri 1924 Haritası: Eski Bir Haritada Ankara'yı Tanımak". *Ankara Araştırmaları Dergisi* 3(1), 78-104.

Gür, B., Altan, E. (2015 Eds.) *Dosya 34: AOÇ l 39°55'51.4"N 32°47'57.3"E.* TMMOB Mimarlar Odası Ankara Şubesi

Güvenç, K. (2004). DOSYA Her Daim Gündemde: YARIŞMALAR / FORUM: Yarışmalar Üzerine Çok Yönlü Bir Tartışma. *Mimarlık (320)*. Retrieved from http://www.mimarlikdergisi.com/index.cfm?sayfa=mimarlik&DergiSayi=38&RecID=839

Güzer, C.A. (1984). Bakanlıklar Birleşti' Ya Bakanlık Yapıları? *Mimarlık (200)*, 48-49.

Hall, P. (2006). Seven Types of Capital City. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.8). Routledge.

Hardy, D. (2006). London: The Contradictory Capital. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.87). Routledge

Haritalarda Ankara (2017), VEKAM Yayın No:41

Hekim Yapı. (n.d.). *Gıda Tarım ve Hayvancılık Bakanlığı.* https://www.hekimyapi.com/referanslar/turkiye/gida-tarim-ve-hayvancilik-bakanligi/

Heslop, D. A. (2020). Political System. *Encyclopædia Britannica,* p. 38. Retrieved from https://www.britannica.com/topic/political-system

Hett, B. C. (2015). "This Story Is about Something Fundamental": Nazi Criminals, History, Memory, and the Reichstag Fire. *Central European History, 48(2),* 199-224.

Holford, W. (1962). Brasília: The Federal Capital of Brazil. The Geographical Journal, 128(1), 17. Retrieved from www.jstor.org/stable/1794106

İnan, A. (2021). *İhale Hukuku Ders Notları*. Ankara: Seçkin.

İnşaat Gündemi. (n.d.). *BTK'nın Yeni Binası'nın Temeli Atıldı.* https://www.insaatgundemi.com/btknin-yeni-binasinin-temeli-atildi.html

İnşaat Gündemi. (n.d.). *Toki Kamu Kurumlarına 1358 Tesis Yaptı.* https://www.insaatgundemi.com/toki-kamu-kurumlarina-1358-tesis-yapti-haberi.html

Jansen ve Ankara: Harita, Plan ve Eskizlerle Başkentin Tasarım Öyküsü. (2018). *[Exhibition]*. Doğan Taşdelen Çağdaş Sanatlar Merkezi, Ankara.

KABEV Projesi Tarım ve Orman Bakanlığı Çevresel ve Sosyal Yönetim Planı (2022)

Karaaslan, M. (1987). Bayındırlık ve İskan Bakanlığı ve Mimarlığımız. *Mimarlık (224)*, 32.

Karayolları Umum Müdürlüğü Binası Proje Müsabakası, *Arkitekt 1955/04*, 167-177.

Keçeci, H. (2024). Personal communication [Personal interview].

Keleş, R., Duru, B. (2008). "Ankara'nın Ülke Kentleşmesindeki Etkilerine Tarihsel Bir Bakış". *Mülkiye Dergisi 261*, 27-44.

Kortan, E., İşeri, A. (1999). "Ankara Bakanlıklar Sitesi Üzerine Düşünceler". *Yapı* 209, 58-62.

Lang, M. H. (2006). Moscow and St Petersburg: A Tale of Two Capitals. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp. 72). Routledge

Lefebvre, H. (2009). *The production of space*. Malden, MA: Blackwell, 281.

Le Gallerie Degli Uffizi. (n.d.). *The Uffizi.* https://www.uffizi.it/en/the-uffizi

Le Moniteur. (n.d.). *Bercy, un palais de la République.* https://www.lemoniteur.fr/article/bercy-un-palais-de-la-republique.2048315

Lynch, K. (1990). *The Image of the City.* The MIT Press.

Lyndon, D. (1987). Public Buildings: Symbols Qualified by Experience. In N. Glazer, M. Lilla (Eds.), *The Public Face of Architecture* (pp.158). New York: Free Press.

Maliye Bakanlığı, *Mimarlık 1975/4*, 17-23.

Maliye Sitesi Proje Müsabakası, *Arkitekt 1961/01*, 18-39.

Minkenberg, M. (2014). Power and Architecture: The Construction of Capitals, the Politics of Space, and the Space of Politics. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.1-30). New York; Oxford: Berghahn

Minkenberg, M. (2014). A City of the People, by the People, for the People? Democracy and Capital-Building in Washington, DC, Ottawa, Canberra, and Brasília. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp.53-105). New York; Oxford: Berghahn

Mumford, L. (1961). *The City in History*. New York: Harcourt Brace Jovanovich Inch, 353.

Moore, C. (1902 Ed.) *Fifth-Seventh Congress, First Session, Senate Report No 166.: The Improvement of the Park System of the District of Columbia*. Washington: Government Printing Office, p. 33-47.

Nacak, O. (2020). "Parlamenter ve Cumhurbaşkanlığı Hükümet Sistemlerinden Hareketle Bakan ve Bakanlıkların Karşılaştırmalı Analizi". *Journal of Management and Economics Research* 18/1, 138-157.

National Park Service. (n.d.). *The L'Enfant Plan National Mall and Memorial Parks.* https://www.nps.gov/articles/dc-monumental-core-the-lenfant-plan.htm

Ntv Haber. (n.d.). *Kamu Binalarında Toki İmzası.* https://www.ntv.com.tr/turkiye/kamu-binalarinda-toki-imzasi,U6l3gN1MYEiYZswciDJ7nw#

On Birinci Kalkınma Planı (2019-2023)

Ortaylı, I. (2017). *Türkiye Teşkilat ve İdare Tarihi.* Ankara: Cedit Neşriyat.

Osmay, S. (1998). 1923'ten Bugüne Kent Merkezlerinin Dönüşümü. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 139-154). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Öz, M. (2017). T.C. Başbakanlık Afet ve Acil Durum Yönetimi Başkanlığı Merkez Hizmet Binası, *Serbest Mimar (26)*, 34-39.

Öz, M. (2024). Personal communication [Personal interview].

Özbay, H. (1987). 80 Sonrası Ankara'da, Yeni İmgelere ve Yeni Geleneklere Doğru. *Mimarlık, 25*(2), 30-31.

Özüduru, B. (2019). An Analysis of the Framework of Urban Public Policy for Effective City Centre Development: The Planning Issues and Challenges for Turkish City Centres. In O. Özdemir Sarı, S. Özdemir, & N. Uzun (Eds.), *Urban and Regional Planning in Turkey* (pp. 69). Switzerland: Springer

Panel: Ankara Nereye (1997). Ankara Enstitüsü Vakfı.

Porgalı, M. S. (2015). *Kamu İdari Hizmet Binalarına Yönelik Yaklaşım ve Süreç Önerisi* [Uzmanlık Tezi, Kalkınma Bakanlığı].

Panel-Forum: Ankara Nazım Planı Batı Gelişme Aksı ve Güvercinlik Havaalanı Mania Planı (2000). TMMOB Şehir Plancıları Odası Ankara Şubesi, Şehir Plancıları Odası Yayını Etkinlikler Yayın Dizisi No:3

Peker, A. U. (2015). "AKP Döneminde Rövanşist Mimari". *Mimarlık 386*

Public Buildings Standards Guide

Rapoport, A. (1993). On the Nature of Capitals and Their Physical Expression. In J. Taylor, J. G. Lengellé & C. Andrew (Eds.), *Capital Cities: International Perspectives* (pp. 59). Ottowa: Carleton University Press

Ritter, J. (2007). *The American Civic Center: Urban Ideals and Compromise on the Ground* [Doctoral dissertation, New York University]. ProQuest Dissertations & Theses Global, p.5-6.

Sağlam, H. (2013). "Günümüz Adalet Sarayları Üzerine Bir Sorgulama". *Mimarlık 370*

Sayar, Y. (2004). Türkiye'de Mimari Proje Yarışmaları 1930-2000: Bir Değerlendirme. *Mimarlık (320)*. Retrieved from http://www.mimarlikdergisi.com/index.cfm?sayfa=mimarlik&DergiSayi=38&RecID=838

Sencer, M. (1985). Yönetimin Tarihsel Evrimi ve Yönetim Sistemleri. *Amme İdaresi Dergisi 18-2*, 150.

Serter, G. (2018). *Muhafazakâr Kentin İnşası: Neoliberalizm ve Muhafazakarlık İlişkisinde Mekânın Yeri.* NotaBene Yayınları.

Sey, Y. (1998). Cumhuriyet Döneminde Türkiye'de Mimarlık ve Yapı Üretimi. In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 25-39). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Sıdal, S. (2019). Bürokrasi'nin Siyasi Gerekçesi: Devlet Neden Var? In N. Öztaş (Ed.), *Bürokrasi* (pp.47). Ankara: Nobel.

Sonne, W. (2003). *Representing the state: Capital city planning in the early twentieth century.* Munich, London: Prestel.

Sonne, W. (2006). Berlin: Capital under Changing Political Systems. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.197). Routledge

Şahin, İ. (2018). *Kentsel Gelişim Arterlerindeki Yüksek Yapıların Kent Kimliğine Etkisi, Ankara Eskişehir Yolu Örneği* [Master's thesis, Gazi University].

Tarım ve Orman Bakanlığı. (n.d.). *TOB Kurumsal Kimlik 2023.* https://www.tarimorman.gov.tr/Belgeler/TOBKurumsalKimlik2023.pdf

Tankut, G. (1988). Ankara'nın Başkent Olma Süreci. *ODTÜ MFD, (8:2),* 93-104.

Tankut, G. (1993). *Bir Başkentin İmarı*, Anahtar Kitaplar Yayınevi.

Tanyeli, U. (1998). 1950'lerden Bu Yana Mimari Paradigmaların Değişimi ve "Reel Mimarlık". In Y. Sey (Ed.), *75 Yılda Değişen Kent ve Mimarlık* (pp. 235-254). İstanbul: Türkiye Ekonomik ve Toplumsal Tarih Vakfı.

Tanyeli, U. (1993). FORUM: Neden Yarışıyoruz? Nasıl Yarışmalıyız? *Mimarlık (252)*, 20-23.

Tekeli, İ. (2011). Başkent Ankara'nın Öyküsü. In İ. Tekeli (Ed.), *Anadolu'da Yerleşme Sistemi ve Yerleşme Tarihleri*. İstanbul: Tarih Vakfı Yurt Yayınları, 268-293.

The City as a Project. (n.d.). *The Office and the Loggia: Giorgio Vasari's Architecture for Bureaucracy.* http://thecityasaproject.org/2012/08/the-office-and-the-loggia-giorgio-vasaris-architecture-for-bureaucracy/

The Editors of Encyclopaedia Britannica. (2020). State. *Encyclopædia Britannica,* 1. Retrieved from https://www.britannica.com/topic/state-sovereign-political-entity

The U.S. Commission of Fine Arts. (n.d.). *History of the Commission of Fine Arts.* https://www.cfa.gov/about-cfa/history

The U.S. Commission of Fine Arts. (n.d.). *Design Topics.* https://www.cfa.gov/about-cfa/design-topics

The U.S. Commission of Fine Arts. (n.d.). *Related Activities.* https://www.cfa.gov/about-cfa/related-activities

Tekin, T. (2008). *Transformation of an Urban "Vector": Eskişehir Highway, Ankara* [Master's thesis, Middle East Technical University].

Tokmakoğlu, İ. N. (2022). *Neoliberal Politikalar Etkisinde Mekânsal Kimlik İnşası: Eskişehir Yolu Bakanlık Binaları* [Master's thesis, Eskişehir Osmangazi University].

Toprak, G. (2014). *Ofis Yapilarinin Tasarim Kriterleri ve Mekânsal Oluşumlar Üzerinden İncelenmesi: Ankara İli Eskişehir Yolu Örneği* [Master's thesis, Gazi University].

Turan, M. (2018). Türkiye'nin Yeni Yönetim Düzeni: Cumhurbaşkanlığı Hükümet Sistemi. *Social Sciences Research Journal*, (7), 43. Retrieved from https://dergipark.org.tr/tr/download/article-file/524784

Tunçer, M. (2021). *Ankara (Angora) Şehri Merkez Gelişimi: (14.-20. yy).* Ankara: Kültür Bakanlığı Yayınları

Tuncer Madge, A. (2023). Türkiye İstatistik Kurumu (TÜİK) Genel Müdürlük Binası. In N. Bayraktar (Ed.), *Ankarada İz Bırakan Mimarlar: Vedat Özsan* (pp. 136-155). Ankara. VEKAM

Türkiye'nin Başkenti Ankara (2001), Ankara Valiliği İl Turizm Müdürlüğü, Kültür Ofset Limited Şirketi.

TOKİ. (n.d.). *Kuruluş ve Tarihçe.* https://www.toki.gov.tr/kurulus-ve-tarihce

Trancik, R. (1986). *Finding Lost Space*. New York: Van Nostrand Reinhold, p. 151-152.

Uludağ, Z. (2009). Modern Başkentlerin Ortak Misyonu: Sıfırdan Başlamak ve Modern Ulusun Sahnesi Olmak. *Mimarlık*, (350), 24-28.

Uysal Bilge, F. (2020). *Gelişen Kentlerde Ulaşım KoridorlarI Üzerindeki Açık Mekanların Kentsel Kamusal Alan Olarak Geliştirilmesine Yönelik Bir Çözümleme ve Yöntem Önerisi* [Doctoral dissertation, Atılım University].

Uysal, Y. (2011). Türkiye'de Mimarlık Üretiminde Devlet Politikaları ve 1950 Sonrası İnşa Edilen Kamu Binaları. *Dosya 25*, 38-47.

Ünal Çınar, R. (2020). *AKP İktidarında Bellek Mücadelesi.* İletişim Yayınları.

Yarışmalar Dizini 1930-2004 (2004), TMMOB Mimarlar Odası Genel Merkezi ve TMMOB Mimarlar Odası Ankara Şubesi

Varol, Ç., Sat, N. A., Yenigül, S. B., Gürel Üçer, Z. A. (2019). *Başkent'in Meydanı Kızılay'ın Dönüşüm Öyküsü.* Ankara: VEKAM.

Vale, L. J. (2006). The Urban Design of Twentieth Century Capitals. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.26). Routledge.

Vale, L. J. (2008). *Architecture, Power, and National Identity.* Routledge, 19-20.

Vale, L. J. (1993). Capitol Complexes: Urban Design and National Security. *Journal of Architectural and Planning Research*, 273-283.

Vale, L. (2014). Capital Architecture and National Identity. In M. Minkenberg (Ed.), *Power and Architecture: The Construction of Capitals and the Politics of Space* (pp. 31-53). New York; Oxford: Berghahn

Vernon, C. (2006). Canberra: Where Landscape is Pre-eminent. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.130-149). Routledge

White, P. (2006). Paris: From the Legacy of Haussmann to Pursuit of Cultural Supremacy. In D.L.A. Gordon (Ed.), *Planning Twentieth-Century Capital Cities* (pp.38-57). Routledge

Wikipedia. (n.d.). *Immeuble du ministère de l'Économie, des Finances et de l'Industrie.* https://fr.wikipedia.org/wiki/Immeuble_du_ministère_de_l%27Économie,_des_Finances_et_de_l%27Industrie

Wiktionary. (n.d.). *Ufficio.* https://en.wiktionary.org/wiki/ufficio

Word Press. (n.d.). *Band Entwurf Schultes Frank.* https://ctbconf.files.wordpress.com/2013/04/band_entwurf_schultes_frank_800_for_julia.jpg

Yaman, E. (1978). Emniyet Genel Müdürlüğü Proje Yarışması. *Mimarlık (157)*, 57-65.

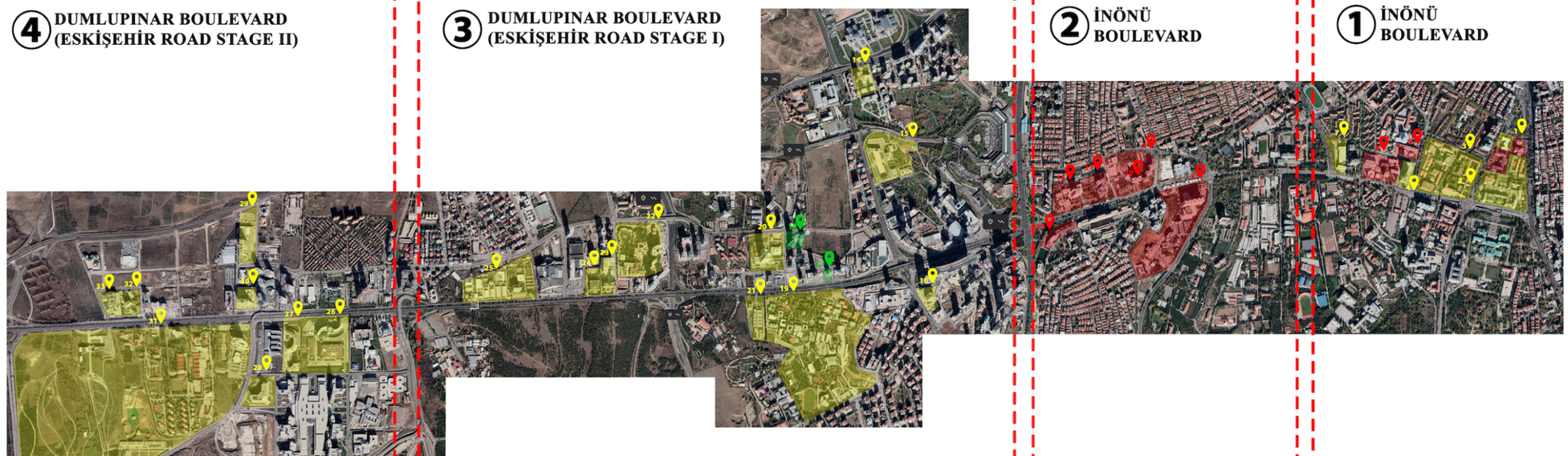
Yakut, C. İ. *Ankara İli Çankaya İlçesi Lodumlu Mahallesi 26271 Ada 2 Parsel Nazım İmar Planı Değişikliği Açıklama Raporu*.

Youtube. (n.d.). *Kalebodur'la Mimarlar Konuşuyor*. https://www.youtube.com/watch?v=aOM9Yy-SDjo

APPENDICES

A. Map of the Location of Government Buildings Clustered Around Eskişehir Road

MINISTRIES AND AFFILIATED AND RELATED CORPORATIONS



	YEAR
26. Disaster and Emergency Management Presidency (AFAD)	- 2016
- Ministry of Interior	
27. Ministry of Trade / Eskişehir Yolu Campus	- 2013
28. Ministry of Health	- 2017
29. Ministry of Environment, Urbanisation and Climate Change	- 2014
30. Information Technologies and Communications Authority (BTK)	- 2016
- Ministry of Transport and Infrastructure	
31. Ministry of Agriculture and Forestry.	- 2012
32. Turkish Energy, Nuclear and Mineral Research Agency (TENMAK)	- 2000
- Ministry of Energy and Natural Resources	
33. Energy Market Regulatory Authority (EPDK)	-2020
- Ministry of Energy and Natural Resources	

	YEAR
14. Ministry of Agriculture and Forestry / Söğütözü Campus	-X
15. General Directorate of Forestry (OGM)	-2015
- Ministry of Agriculture and Forestry	
16. Eti Maden Operations General Directorate (ETİ MADEN)	-2020
- Ministry of Energy and Natural Resources	
17. Turkish Medicines and Medical Devices Agency (TİTCK)	-Rented
- Ministry of Health	
18. Ministry of Family, Labour and Social Services	-Rented
19. General Directorate of Mineral Research and Exploration (MTA)	-1962
- Ministry of Energy and Natural Resources	
20. Ministry of Trade	-1999
21. Turkish Tax Inspection Board (VDK)	-2012
- Ministry of Treasury and Finance	
22. General Directorate of State Hydraulic Works (DSİ)	-2020
- Ministry of Agriculture and Forestry	
23. Ministry of Industry and Technology	-1983*
24. Capital Market Boards of Türkiye (SPK)	-1988
- Ministry of Treasury and Finance	
25. Directorate General of Electricity Generation Corporation (EÜAŞ)	-X**
TENMAK National Boron Research Institute	
- Ministry of Energy and Natural Resources	

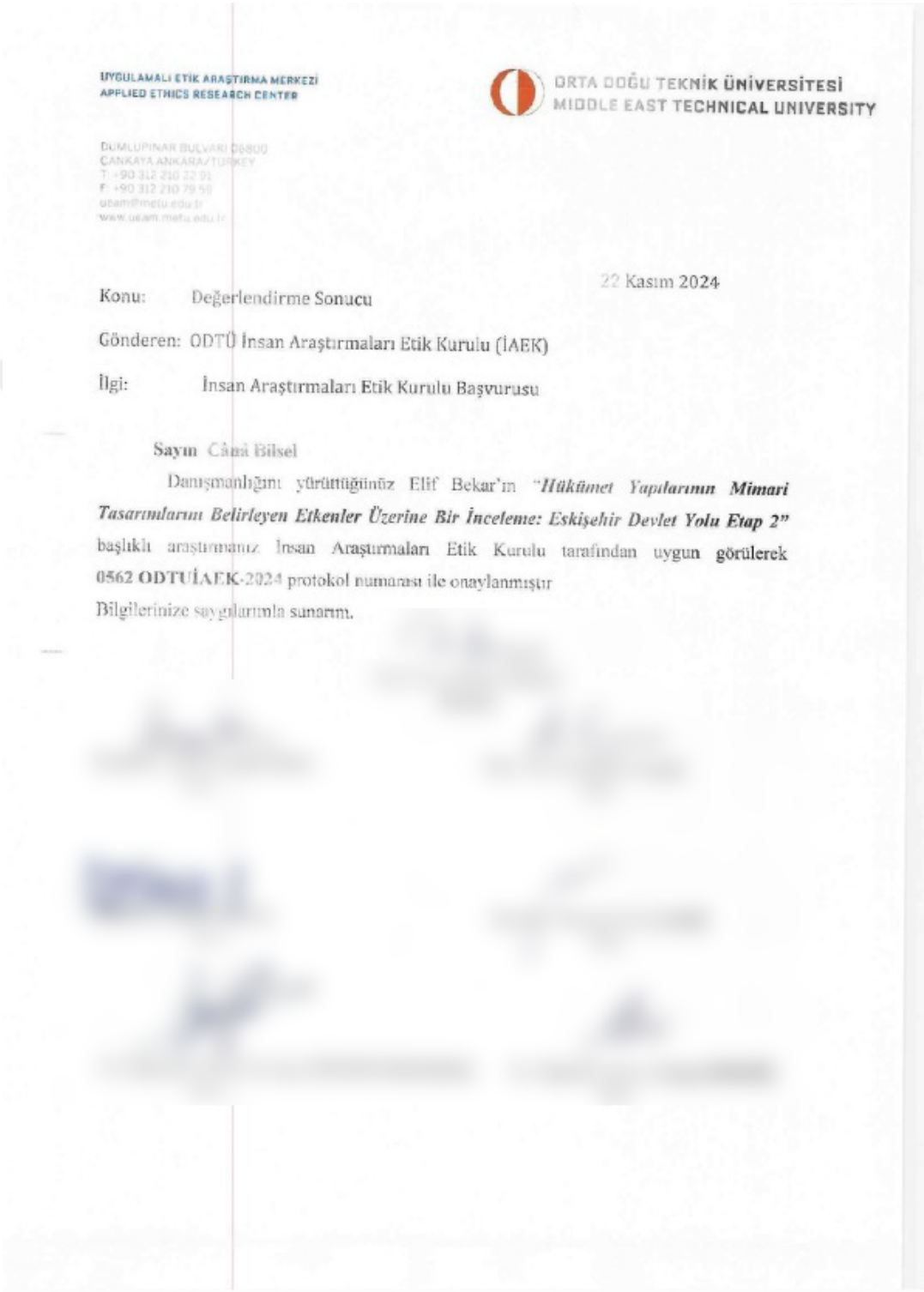
*The construction of the annex built on the same campus was completed in 2015.
**In the "T.C. Devlet Teşkilatı Rehberi 1988" (Guide to State Organizations 1988), the address of the institution is the same as its current location.

	YEAR
8. Ministry of Energy and Natural Resources	-1976
9. Ministry of Transport and Infrastructure	-1978
10. Ministry of Culture and Tourism	-1978
11. Ministry of Labor and Social Security	-1983
12. Ministry of Treasury and Finance	-1983
13. Ministry of Foreign Affairs	-1983

	YEAR
1. MINISTRIES QUARTER:	
Ministry of Justice	-1939
Ministry of Interior	-1934
Ministry of National Education	-1966
2. General Staff	
- Ministry of National Defence	-1930
3. Ministry of National Defence	-1931
4. Turkish Statistical Institute (TÜİK)	-2015
- Ministry of Treasury and Finance	
5. Turkish Standards Institution (TSE)	-1960
- Ministry of Industry and Technology	
6. D. G. of Highways (KGM)	-1955
- Ministry of Transport and Infrastructure	
7. D. G. of State Supply Office (DMO)	-X
- Ministry of Treasury and Finance	

PUBLIC PROPERTIES
RENTED BUILDINGS
PUBLIC PROPERTIES - COMPETITION PROJECTS

B. Applied Ethics Research Center Approval



UYGULAMALI ETİK ARAŞTIRMA MERKEZİ
APPLIED ETHICS RESEARCH CENTER

ORTA DOĞU TEKNİK ÜNİVERSİTESİ
MIDDLE EAST TECHNICAL UNIVERSITY

DUMLUPINAR BULVARI 06800
ÇANKAYA ANKARA/TURKEY
T: +90 312 210 22 91
F: +90 312 210 79 59
ueam@metu.edu.tr
www.ueam.metu.edu.tr

22 Kasım 2024

Konu: Değerlendirme Sonucu

Gönderen: ODTÜ İnsan Araştırmaları Etik Kurulu (İAEK)

İlgi: İnsan Araştırmaları Etik Kurulu Başvurusu

Sayın Cânâ Bilsel

Danışmanlığını yürüttüğünüz Elif Bekar'ın "***Hükümet Yapılarının Mimari Tasarımlarını Belirleyen Etkenler Üzerine Bir İnceleme: Eskişehir Devlet Yolu Etap 2***" başlıklı araştırmanız İnsan Araştırmaları Etik Kurulu tarafından uygun görülerek **0562 ODTÜİAEK-2024** protokol numarası ile onaylanmıştır

Bilgilerinize saygılarımla sunarım.

CURRICULUM VITAE

Surname, Name: Bekar, Elif

EDUCATION

Degree	Institution	Year of Graduation
Ph.D.	METU, Department of Architecture	2025
M.Arch	METU, Department of Architecture	2018
B. Arch	Gazi University, Department of Architecture	2014
High School	Fethiye Kemal Mumcu Anatolian High School, Ankara	2009

PROFESSIONAL EXPERIENCE

Position	Institution	Year
Research/Teaching Assistant	METU, Department of Architecture	2016-2025
Architect	MTK Architect	2015

SYMPOSIA & PUBLICATIONS

1. Bekar, E. (2024). Kamu yapılarında sürdürülebilirliğin irdelenmesi. In *5. Uluslararası Sanat ve Tasarım Eğitimi Sempozyumu: Sanat ve Tasarımda Sürdürülebilirlik* (pp. 266–272). Başkent Üniversitesi Güzel Sanatlar Tasarım ve Mimarlık Fakültesi.

FOREIGN LANGUAGES

Advanced English