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Nuran ZEREN GLERSOY

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INTRODUCTION

Cultural heritage is the living evidence of the past that shapes the future. There are two fundamental issues being discussed throughout Europe. One of these is the documentation of unique European cultural heritage and the other is the concept of conservation changing towards an understanding of revitalisation which brings the issue of regaining economic value of cultural assets with the determination of spatial interventions required for use and reuse considering the socio-economic relations. These specific issues bring the question of documentation and integrated conservation planning approaches to provide continuity in heritage.

Turkey has had an important portion of cultural heritage reserve throughout centuries, and Istanbul is certainly the most important; though there still exist some fundamental issues in the Turkish conservation system that must be considered. To summarise, these issues are a lack of strategic approaches to enhance the socio-economic role of urban heritage and to consider conservation policies within the planning process; insufficient tools and financial resources; and inconsistency of belief in the use and necessity of conservation. The Istanbul Project leads in this manner as an integrated approach of conservation with a comprehensive documentary in the World Heritage Sites.

"Istanbul Project: Istanbul Historic Peninsula Conservation Study" has been carried out within the framework of a protocol signed between 'Istanbul Technical University, Faculty of Architecture' and 'UNESCO-World Heritage Centre' between December 2002 and March 2003.

It has been evaluated by the Istanbul Workshop held on 7-8 February 2003, with the contribution of international experts, Minja YANG, the Deputy Director of UNESCO World Heritage Centre, Yves DAUGE, Senator of Indre et Loire and Mayor of Chinon of France, David MICHELMORE, Building Conservationist. Prof. Dr. Zeynep AHUNBAY, the Chairperson of the Restoration Division of ITU Faculty of Architecture and former President of ICOMOS Turkey and Tülin Selmin ÖZDURAN, Representative of Ministry of Culture and Tourism have taken part in the study as national experts. Work commenced in November 2002 and was finalised in March 2003.

In 2005, it was awarded a Medal of European Union Prize for Cultural Heritage / Europa Nostra Awards 2004 in the category of studies in the field of cultural heritage for the comprehensive documentation of unique cultural assets and an integrated approach to urban conservation and historic revitalisation. The award was presented in the international European Awards Ceremony at the *Håkonshallen* in Bergen, Norway on 3rd June 2005. The national ceremony took place in 18th April 2006 in Istanbul Technical University Faculty of Architecture. The team received their awards from Orhan Silier – Member of Europa Nostra Executive Board and the President of the History Foundation Executive Board. Previously in 2002, the initial version of Volume II - Zeyrek: A Study in Conservation was also awarded ECO 2002 (Economic Cooperation Organization) Award, in the field of History, Culture and Fine Arts.

The aim of the study – carried out in close consultation with the UNESCO World Heritage Centre – is to formulate general planning determinants and to propose conservation strategies that maintain the appropriate and contemporary development of the social and physical/environmental fabric of the selected areas of the Istanbul Historic Peninsula, namely Zeyrek, Süleymaniye and Yenikapı, whilst simultaneously preserving their historical, aesthetic and functional values.

The study contains four volumes. The first volume presents an overview of the approach towards the conservation of cultural heritage assets in Turkey. The other three volumes each contain a case-study detailing analyses of and conservation proposals for the selected areas: Zeyrek, Süleymaniye and Yenikapı. Each selected case-study is one of the rare historic areas where the original settlement pattern has been preserved, but is threatened by the lack of effective and continuous conservation strategies.

The area and its history are briefly described in the case-studies, as well as the objectives of the conservation and development activities. It includes a detailed analysis of the physical fabric related to transportation, land use and building use, building conditions, storey heights, construction materials, land ownership, building occupancy, building compatibility with the physical structure of the area, listed lots and buildings. In addition to the physical analysis of the buildings and their surroundings, the study also comprises social studies aimed at displaying the demographic, social and cultural aspects of the residents of the listed and non-listed buildings in the selected areas. The evaluation of the study in dimensions of fieldwork and conservation and planning decisions related to land use and buildings, transportation and urban fabric, listed and non-listed properties and socio-cultural development considering the goal and objectives. All case studies are complemented by conservation and planning decisions, and by an implementation and financial management framework.

This book is the first volume created to provide an easier understanding of the Istanbul Project. It presents a brief summary of the conservation approach to cultural assets in Turkey with respect to previous planning studies in the Historic Peninsula to evaluate three conservation cases in five parts. In the first part, the history and development of the conservation concept is examined. The second part represents the planning procedures adopted for the conservation of cultural and natural assets in Turkey. The present situation of conservation on cultural and natural assets is identified in the third part. The fourth part comprises the conservation process in historic areas of Istanbul. Finally, the content of the other three volumes of Zeyrek, Süleymaniye and Yenikapı cases is enhanced under comparative evaluation with Istanbul and also each other.

The Historic Peninsula of Istanbul has always been the focal point of the Greater City of Istanbul containing the city's principal historical, architectural and archaeological sites. The monumental buildings and civil architecture of Zeyrek and Süleymaniye, all bearing importance from historical, aesthetic and architectural perspectives, are such that they were included in the List of World Heritage in 1985. By 2000s, these outstanding areas are being threatened to be excluded from the List by UNESCO experts, because of the lack of effective and continuous conservation attempts by competent institutions. However, the conservation of the urban fabric of Zeyrek, Süleymaniye and Yenikapı for future generations represents not only national but also universal responsibility.

Istanbul Project leads in this manner, an outstanding example for conservation of cultural assets in Turkey of a world heritage project, a comprehensive documentary of cultural assets, and an integrated conservation and development approach. At the heart, there is an integrated approach to urban conservation and historic revitalisation combining a number of actions that address environmental, social and economic concerns facing world heritage sites of universal concern. The need to balance physical, social and economic elements and to assure implementation and financial strategy are new attempts for the Historic Peninsula, also for Turkey of building a common basis within the content of European Union membership. Secondly, it provides a comprehensive documentary of cultural assets including three-dimensional evaluation. Finally, it brings concrete evidence that Turkey is attempting to be active in conservation of World Cultural Heritage, at the time to be excluded from the List.

It is hoped that the Istanbul Project will be a successful example, a guideline for future conservation projects to be developed in Turkey.

CHAPTER I

DEVELOPMENT OF A CONSERVATION CONCEPT FOR CULTURAL ASSETS IN TURKEY

The land of present-day Turkey, stretching out between Asia and Europe, has been called the crossroads of history. It has always been the scene of international exchange of culture, art and architecture. Since early days, the traditions of the past, in the social and cultural reflection of various Anatolian Civilisations can still be seen in Turkey and in the remains of historical cities dating from the Neolithic and Early Chalcolithic Ages through more recent mosques, palaces and historical houses of the Ottoman Period. (Zeren, 1991)

In Turkey, the concept of conservation of cultural assets, which was formerly taken to be a museum-related phenomenon, has changed significantly over the years; it is now being interpreted as a process of revitalisation and integration of the entities having historical, cultural and architectural values with certain economic and functional potential.

Efforts for assigning more importance to the conservation of historical environments in Turkey have also been started recently. The necessity of the specific plans for conservation of the historical environment, the legal and organisational framework for the preparation stage, and the proper implementation of these plans have begun to be accepted during the last three decades. It is a fact that changing life conditions, rapid population growth, the continuous exhaustion of natural and historical resources and technical advances have made it necessary to develop urgent and efficient policies in order to conserve whatever natural and cultural values are left.

The development of a conservation concept for cultural assets in Turkey can be examined under two main headings: The Ottoman Imperial Period, the Post-Ottoman and the Turkish Republic Periods.

OTTOMAN PERIOD

The beginning and the evolution of a conservation concept in Turkey are not as old and comprehensive as that in Europe. Many valuable ancient monuments and artefacts were lost during the Ottoman imperial period because of the ignorance and apathy of the rulers and of the public in general (Zeren, 1990).

Initial Conscious Efforts for Preservation of Movable Antiquities Belonging to Pre-Islamic Civilisations in the late 19th Century

At the beginning of the 19th Century, a few enlightened people, apparently influenced by the trends in Europe, proposed some ideas for conservation. These suggestions however, did not receive enough attention and thus remained ineffective (Mumcu, 1969).

The opening of the first museum in the St. Irene Church in 1846 by Fethi Ahmet Paşa marked the starting point of the historical conservation movement in Turkey. The first legal measure in the field of historical conservation had been the enactment of "The First Regulations for Antiquities" in 1869, which had to be revised four times. These regulations covered only the conservation items designated as "movable cultural values" from the ancient times. These "movable cultural values" had been found in archaeological excavations and assigned to the "state" to be kept (Mumcu, 1969).

Concept of Protection in which all kinds of Inherited Man-Made Works Were Defined as "Antiquities"

In 1874, with the introduction of "The Second Regulations for Antiquities", the concept of conservation items was extended to comprise all man-made objects that had been inherited from the previous civilisations and considered "antiquities" and "state property". However, this revised version of the regulations stipulated that one-third of the findings should be given to the finder, one-third to the land owner and one-third to the state. This system, which was meant to help protect antiquities, unfortunately caused a large number of valuable historical assets to be taken out of the country legally and/or illegally. In 1877, "The First Protection Committee" was established to make up the first cadre for the protection of antiquities. (Akozan, 1974; Zeren, 1981)

Concept of Protection Including Immovable Antiquities and Improvement of Museums

"The Second Regulations for Antiquities" was amended in 1884 by Osman Hamdi Bey, who was one of the pioneers of the conservation movement in Turkey. With this new version, i.e., "The Third Regulations for Antiquities", the principle of "dividing into three" was abolished and replaced by a principle stating that "essentially all antiquities are state property" (Akozan, 1974).



Figure 1. Osman Hamdi Bey in Nemrut



Figure 2. Istanbul, 19th century

The third regulations expanded the old definition of antiquities which was limited to Greek and Roman remains, covered architectural works of artistic value like temples, palaces, theatres, castles and bridges as well as statues, and prohibited antiquities to be taken out of the country and stipulated heavy fines and imprisonment. (Akozan, 1974).

On 13 May, 1889, "The Regulations for the Imperial Museum" with clause 43 was issued to organize the administration and to define the tasks and responsibilities of the personnel to work in the Imperial Museum, whose scope was enlarged to house the antiquities found in the excavations by Osman Hamdi Bey in 1891 (RIM, 1889). The Imperial Museum was opened to the public on its new premises; and efforts were made to advance the concept of preservation all over the country.

In 1902 a second museum was established in Konya as the first Anatolian Branch of the Imperial Museum and in 1904, a third museum was opened in Bursa as the second Anatolian branch of the Imperial Museum (Mumcu, 1961; Zeren, 1981).

Concept of Protection, Comprising Antiquities of Turkish-Islamic Art

In 1906 "The Fourth Regulations for Antiquities" was issued, which comprised the "Turkish-Islamic Cultural Values" worthy of conservation. The fourth regulations for antiquities extended the concept of immovable antiquities defined as "state property", all the monuments and all the movable or immovable antiquities that had been found or were to be found in all kinds of sites whether they belonged to individuals or to communities (F.R.A, 1938).

On July 28, 1912, "The Regulations for the Protection of Monuments" was issued. This regulation gave permission for the demolition of monumental buildings, which had to be pulled down for various reasons only after their decorations, inscriptions etc. had been recorded and/or documented (RPM, 1912). Containing some clauses - which seemed to allow for demolition rather than protection - this regulation permitted municipalities to pull down old buildings or building parts for profitable causes (Mumcu, 1969).

In 1913 "The Museum of Islamic Foundation" was established. With this act, Turkish-Islamic antiquities were taken under protection with the influence of the movements of Turkism and nationalism, which came to the forefront in the Second Constitutional Era (Mumcu, 1969).



Figure 3. Istanbul, in the beginning of the 20th century

POST OTTOMAN AND TURKISH REPUBLICAN PERIOD

Concept of Conservation Influenced by the Efforts to Break Away from the Ottoman Tradition and to Modernise

After the New Turkish Republic was founded in 1923, Turkey entered a period of rapid development and change. The efforts to modernise and westernise the country, on the one hand, and the desire to erase the traces of the Ottoman culture on the other, influenced the approach taken towards conservation quite significantly.

Before the foundation of the Republic; in the year 1920, the first conservation effort was made and "The Directorate of Turkish Antiquities" was established. The collection and protection of national antiquities were included in the government program prepared by the First Parliament (Öztürk, 1968).



Figure 4. Parliament Building, Ankara

The new approach involved some efforts to determine, to clarify the roots of Turkish history and to differentiate Anatolian civilisations from those of the Ottoman Empire. Parallel to the efforts for clarifying the roots of Turkish history, the scope of the historical conservation movement was extended to encompass the ancient civilisations of Anatolia. The movable objects of value related to those civilisations were researched, discovered and placed into museums (Öztürk, 1968).

On November 5, 1922, "Instruction for Museums and Antiquities" was issued to collect national antiquities of archaeological and ethnological assets, and to keep them in museums for scientific evaluation (IMA 1922). On April 15, 1928, "The Ethnographical State Museum" was opened in Ankara on Atatürk's instruction to keep the documents of Turkish culture. In 1927 the "Islamic Foundations Museum" was re-named as "The Turkish and Islamic Antiquities Museum" and "The Imperial Museum of Istanbul" was reorganized as the "Archaeological Museum of Istanbul". In November 1934, under a cabinet decision, St. Sophia was turned into a museum (Akçura, 1972).



Figure 5. Atatürk in Archaeological Museum-İstanbul in 1934



Figure 6. Atatürk in Military Museum -İstanbul, in 1937



Figure 7. The Ethnographical Museum, Ankara



Figure 8. St. Sophia, İstanbul

Concept of Conservation Assigning Functions to Immovable Antiquities

After the Turkish Republic was founded, the official buildings which remained out of use were taken under protection and assigned to various state institutions. On March 3, 1924, with Decree No. 341 for the "Foundation of National Palaces", all palaces were left to the "National Estate". All canonical schools, schools owned by religious foundations and by private foundations, were handed over to the Ministry of Education under the "Law on the Unity of Education, No. 430" issued on March 3, 1924. Some valuable tombs were also left to the care of the Ministry of Education (Zeren, 1981).

In 1930, actively used mosques, masjids, inns and public baths that were not owned privately or by a municipality were given to the care of the "Foundations". All the museums and foundations were reorganized in 1934 and 1935, respectively, and the General Directorate of Foundations was set up in order to look after those foundations put out of use after the Ottoman Empire had been abolished (Zeren, 1981). Under the guidance of Atatürk himself, a commission was established for the conservation of the historical architectural heritage of the whole country. The first attempt in this direction was made between 1933 and 1935; 3,500 historical buildings were registered and restoration reports on them were prepared (Akçura, 1972).

Concept of Conservation Stipulating the Protection of Immovable Antiquities by Means of Development Plans

The first significant approach to urban conservation in Turkey was Jansen's proposal and report for the "Ankara Development Plan" (See Figure 9). In 1932, according to this report, the Ankara Citadel was chosen for preservation as a symbol of national history. In 1937, the Ankara Citadel and its vicinity were included in the scope of conservation (Report of Plan Jansen, 1929) (Akçura, 1972).

In 1932, the first limited competition for the Istanbul Development Plan was opened. Discussions took place for the principles of designating the newly uncovered or non-excavated areas with the antiquities; for constructing the new buildings in harmony with the existing order; for arranging the pedestrian and vehicle traffic in order to keep them separate; for taking care of the old and the new cities to coexist without damaging each other; for carefully protecting the old monuments while carrying out the new developments. The Prost Plan in 1936 had very significant impacts on the spatial development of the Historic Peninsula (See Figure 11). In 1933, with the "Law on Buildings and Roads", the concept of environmental conservation was introduced for the first time in the urban development plans (Official Gazette, 1933). With this law, historical monumental buildings and other listed buildings would be protected by allowing 10 metres space on all four sides (Duranay and et. al. 1972)

Throughout the 1930s and 1940s, two significant bodies came into operation, namely "The Board for the Preservation of Antiquities", which was in charge of the historical values in Istanbul, and the "Advisory Commission for Antiquities and Museums". The task of both bodies was to promote the aesthetic and scientific values of the historical environment as well as their tourism potential (Alsaç, 1978).

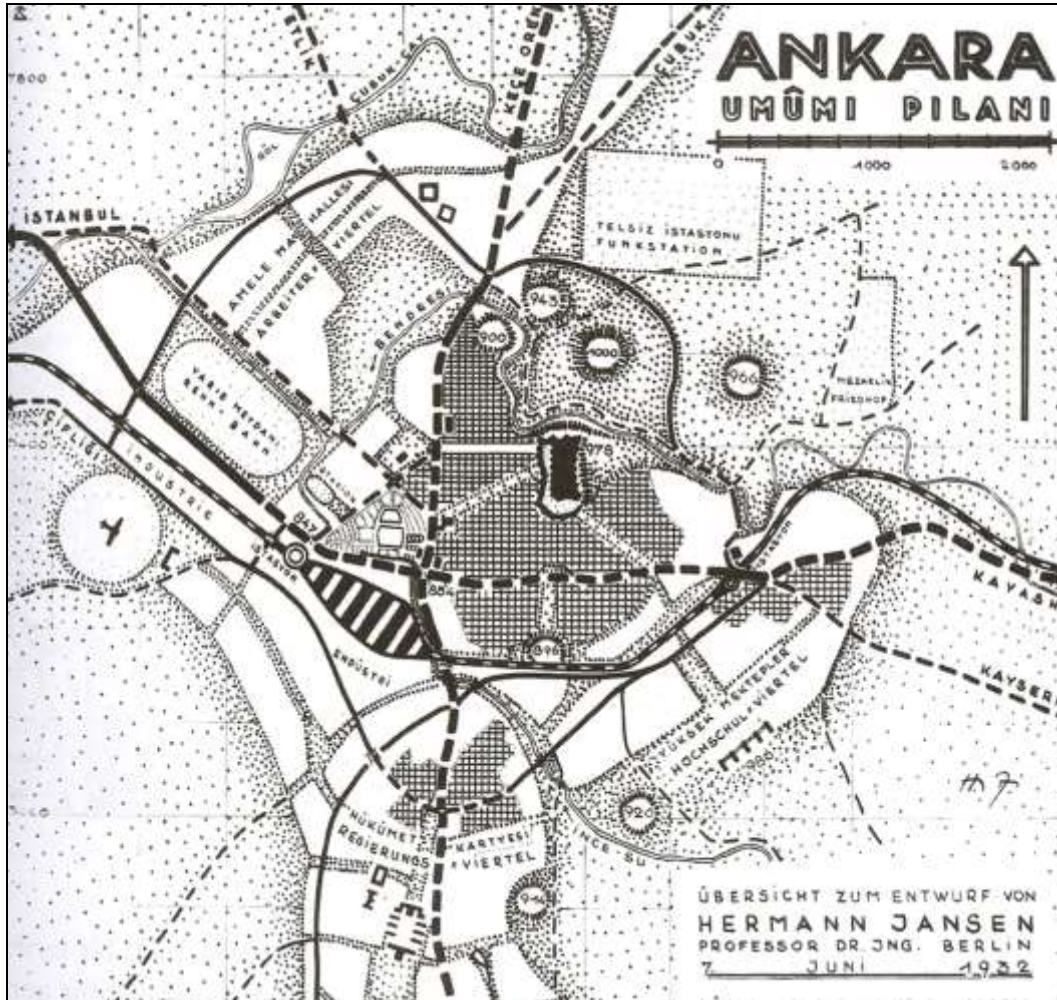


Figure 9. H. Jansen's Ankara Development Plan, 1932



Figure 10. Ankara in the 1930s

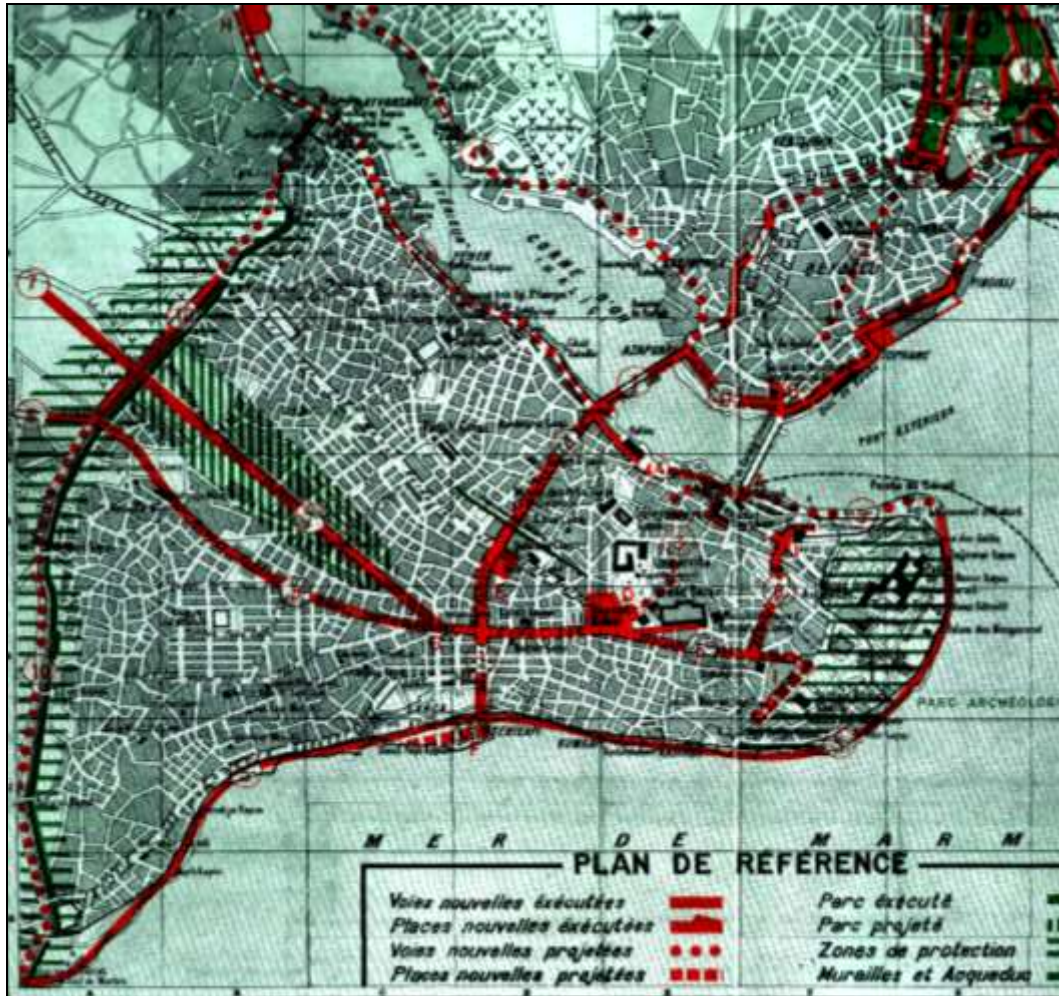


Figure 11. Prost's Istanbul Development Plan, 1936



Figure 12. Beyoğlu – İstanbul, in the 1930s

Efforts towards Discovering the Origins of Turkish Cultural History through Scientific Historical Research and Excavation

On April 12, 1931, Atatürk established the "Turkish Historical Society". Turkish history and civilisations were studied scientifically and research was carried out to discover the origins of Turkish cultural history. In 1933 efforts towards discovering the cultural origins of the new Turkish Republic and excavations at the Roman Public Bath and Ahlatlıbel in Ankara were started. Further efforts were carried out with excavations at Alacahöyük, Alishar and Boğazköy (Afetinan, 1973).



Figure 13. Roman Public Path Excavation, 1936



Figure 14. Alpullu Excavation, 1936

Efforts towards the Protection and Preservation of Immovable Ancient Works as a Result of Rapid Urbanisation after the 1950s

In the 1950s the rapid change in the socio-economic structure of the country led to considerable unplanned urbanisation and uncontrollable destruction not only in the urban texture but also and, particularly, in its natural and historical environment. With the aim of preventing the destruction of historical buildings and of safeguarding them, "The Supreme Board on Immovable Ancient Works and Monuments (SBIAM)" was established by "Law on the Formation and Duties of the Supreme Board on Immovable Ancient Works and Monuments" No. 5805 dated July, 2, 1951 (Official Gazette, 1951). The efforts of this Board remained for a long time restricted to individual historical monumental buildings. The conservation decisions taken by this Board, however, always remained ineffective owing to the lack of funds, an efficient conservation policy and organisation (Zeren, 1990).

On June 18, 1957, new "Construction Regulations" was issued. Clauses 39 and 40 of said regulations defined the area to be taken under protection around historical buildings. The minimum distance of the new buildings from the historical buildings would be ten metres and no new buildings would be allowed within a distance equal to the height of the historical building. No new buildings would be allowed within thirty metres of those archaeological sites without development plans. (Official Gazette, 1957)

State Responsibility for Conservation of Antiquities with Cultural and Artistic Value through Planned Development Period after the 1960s

After the 1960s Turkey entered a period of planned development. In this period the most important event affecting the approaches to conservation was the fact that the 1961 Constitution, which had been adopted before the first plan, assigned the State, with its Clause No. 50, the task of protecting the historical and cultural values. This attempt should be considered a significant step forward for Turkey on the conceptual level (Zeren, 1981).

On November 29, 1960 with "Law on the Appropriation of Antiquities and Historical Monuments Owned by Individuals" (Official Gazette, 1960), the State limited the statutory rights of individuals on the immovable antiquities they own; owners of immovable antiquities had to repair and restore the antiquities and monuments according to the principles and projects suggested; the owners did not abide by the decision that their immovable antiquities would be expropriated and no legal objection could be made.

Despite all those efforts, during the beginning of the planned development period, "The First Five-Year Development Plan" (1963-1967) did not contain any goals or principles related to the protection and conservation of the historical environment (DPT, 1963).

Adoption of a Contemporary Approach to Conservation

It is fact that important decisions taken by the "Supreme Board on Immovable Ancient Works and Monuments (SBIAM)" after the 1960s had largely been limited to the protection of individual monumental buildings and archaeological sites. However, SBIAM, taking an important step forward in 1967, adopted the "International Charter for the Conservation and Restoration of Monuments and Sites", which contained the decisions taken in the "11th International Congress of the Specialists and Technicians" convened in Venice in 1964 (Venice Charter, 1964). As a result, SBIAM accepted the following decision: "The concept of historical monument embraces not only a single architectural work but also the urban and rural setting in which is found the evidence of a particular civilisation, significant development of a historical event; and that the conservation of monument is always facilitated by making use of them for some socially useful purpose". With the adoption of the Venice Charter, the conservation concept was enlarged from a single building to the dimensions of the whole environment. (Zeren, 1991)

In June 1965, with the adoption of the Venice Charter on an international scale, an international organisation, ICOMOS, was established to coordinate the preservation and restoration of historical monuments all over the world. Turkey also took part among the members.

In the Second Five-Year Development Plan (1968-1972), which came into force in the years SBIAM was trying to enlarge the concept of conservation and bring it up the modern international level, the concept of conservation of historical assets consisted only of keeping documents in the archives, collecting and putting old items into museums and carrying out archaeological excavations; but, there existed no clear suggestions for the architectural and/or term "urban conservation" (DPT, 1968).

Efforts towards Defining the Legal Framework for Conservation after the Adoption of the Contemporary Attitude

One important step in the 1970s in terms of conservation was the search for ways in which to provide subsidies for the owners of old buildings and to give 1/10-tax reduction to the listed historical buildings according to Real Estate Tax Law No. 1610/17.7.1972 (Official Gazette, 27.7.1972).

Law No. 1605, which altered "Construction Law No. 6785", in 1972 led to some new arrangement, however insufficient, in urban conservation with its Supplementary Clause No. 6 (Official Gazette, 20.7.1972). Clause No. 6 stipulated that the historical and the architectural value of the assets should first be estimated by SBIAM and that, later on, the related ministries could decide upon SBIAM advice and that expropriation and technical aid could be resorted to by those ministries when and if necessary.

During those years, in the Third Five-Year Development Plan (1973-1977), the basic principles of conservation continued to be interpreted as keeping the archives and rearranging the museums, so suggestions for the conservation of architectural and cultural values were far from being sufficient (DPT, 1973).

Efforts at the International Level

Turkey participated in the International Conservation Projects in those years as a member of the Council of Europe, and it was only after 1973, with the efforts of SBIAM members and academic institutions, that the concept of conservation acquired a contemporary meaning. Parallel with the efforts on the international level, on February 8, 1973, "The Turkish National Committee of the Council of Europe" was established to take part in the "International Conservation Campaigns"; thus the projects for Antalya, Istanbul and Göreme were included among the pilot projects which formed an important part of the "Campaign for the European Architectural Heritage Year".

The Creation of a New Legal and Administrative Framework for the Conservation of Immovable Cultural and Natural Assets

In the years when Turkey was trying to catch up with the international developments in the field of conservation, efforts for defining the legal framework were also speeded up: "Law on Ancient Works No. 1710", which came into force on May 6, 1973, replacing "The Fourth Regulations for Antiquities", brought new definitions for and new limitations to the values to be conserved. With this law, building complexes and natural or natural/man-made sites were also brought under conservation in addition to the monuments of architectural value. The law defined as "monument" all kinds of immovable architectural objects in which important historical events took place, which still retain certain archaeological, historical and artistic characteristics, and statues of similar quality which have to be conserved and brought back to life. Those natural or natural/man-made topographical areas to be conserved and brought back into use in terms of their architecture, unity and contribution to the environment were defined as "sites". By this law, sites were classified as historical, archaeological and natural, all of which were required to be conserved and brought back into use; however, the law did not contain a definition for "urban site". (Official Gazette, 6.5.1973)

Bringing Back into Use and Development in Urban Site through Active Conservation Approach

During the 1970s and onwards, conservation issues were debated in international forums; therefore, the concept of "active conservation" was adopted involving conservation of the towns not solely on the basis of their historical and visual values, but rather what would achieve the revitalisation of these areas by injecting new economic activities.

For the first time, in 1976, the idea of "Emergency Re-planning of Historical Cities" began to be discussed and, after 1977, the aims of conservation for town planning were modified to include not only ancient monuments but groups of buildings and historical sites as well.

SBIAM, whose rules and regulations were rearranged after Law No. 1710 had come into force, accepted with its decision No. 8891/13.2.1976, that the term "urban site" - which had led to discussions regarding conservation, and especially re-planning settled historical areas - should be included in the definition of "site" given in the said law. Thus, the decision defined the urban sites as "those places which reflect homogeneously the social, economic and cultural conditions in a certain part of the lived-in cities during a certain period"; these urban sites were to be protected and brought back into use in terms of their special properties on their historical, scientific, artistic, archaeological, ethnographic, literary or legendary significance. In those years, the efforts of the Ministry of Culture for the conservation of individual buildings and sites were essentially geared towards the establishment of the rules and regulations for listing and documentation work to supply data for conservation development plans.

The Ministry of Culture, cooperating with the related ministries, tried to establish a relationship between the Law of Antiquities No. 1710 and the related regulations; it also tried to include conservation practices in the process of development planning of those cities.

Concept of Integrated Conservation

Since Turkey took part in the "European Architectural Heritage Year" activities, conceived and promoted by the Council of Europe, the "integrated conservation" approach has been adopted internationally, involving historical, archaeological, architectural as well as social and economic aspects of saving and revitalizing the urban areas worthy of conservation.

In the year 1980, the UNESCO General Assembly made a decision in Belgrade about the following areas of Istanbul to be taken under conservation: the Süleymaniye Mosque and its environment, Topkapı and Yıldız Palaces, the Land Walls, Zeyrek and the Bozdoğan Aqueducts and the Golden Horn Coast. And in Göreme/Cappadocia, the Open-Air Museum, the Caves of Çavuşin and Zelve and Zelve Valley would also be conserved (Ahunbay 1998).



Figure 15. Caves of Çavuşin

Among the basic principles the Ministry of Culture adopted in the guidance of the Fourth-Five-Year Development Plan for the assessment of "Natural and Cultural Assets" were the following: Conservation (i.e. bringing back into use and improvement or integrated conservation) as opposed to mere preservation; carrying out the practice of integrated-conservation in a way to meet the social, economic and cultural needs of people; that is, to improve their living conditions, training specialists with the required qualifications.

Compared to the former development plans, the "Fourth Five-Year Development Plan" (1979-1983) assigned more importance to the principles of preservation and conservation of the cultural heritage. The plan did not only mention "conservation and preservation" within the scope of "Cultural Policies", but placed it within "The Social Targets of the Plan" under the title of "Urbanization and Municipalities" and tried to establish a relationship between ancient monuments and other sectors, especially tourism (DPT, 1979).

In light of the above-mentioned principles, a new attempt was made by the related institutions in order to establish the goals, the objectives and the criteria for selecting items to be conserved as well as for determining the rights and duties of the owners and the responsibilities of the authorities.

The Ministry of Culture prepared the Regulations dated 30.3.1979 for "Financial and Technical Aid for the Repair of Individually or Publicly Owned Immovable Antiquities" (Official Gazette, 30.3.1979). The Ministry of Tourism and Information started to give credits parallel to these efforts of providing financial and technical aid for the conservation and safeguarding of the listed buildings that could not be repaired by their owners due to the lack of necessary finances. But these credits were to be used only for the adaptation of listed buildings for tourism purposes.

Approach to Urban Conservation and Urban Planning

In the late 1970s and 1980s, SBIAM naturally acknowledged that historical urban areas were being destroyed because of the economic value created by the increase in building height and in density allowed by the development plans. Therefore, it began to designate urban sites in historical cities and to cancel those development plans adverse to protection in specific areas.

In designated urban conservation sites, where the application of the development plan had been stopped by SBIAM, related municipalities did not know how to meet the demand for buildings until the specific conservation plan came into force. They found themselves in a difficult situation in answering the questions of property owners, which led to destruction and illegal building practices. In trying to find solutions to these problems, SBIAM began to prepare the "Temporary Building Regulations", with the aim of meeting building demands until specific conservation plans were provided for those urban sites where the local development plans had been cancelled. However, these temporary building regulations were not enough to solve the problems either; thus SBIAM, which was unable to meet the rising demands, came to the conclusion that planning and conservation were not only a matter of designating, classifying and listing but that were also a matter of working together with the city planners and convincing both the municipal authorities and the public. SBIAM then, as an urgent and radical solution, proposed to take a decision on the principles and the method of a conservation plan in cooperation with the related institutions. Yet in spite of all these undertakings mentioned above, in this period of the five-year development plan, certain socio-economic and technical drawbacks prevented conservation, which remained limited only to prohibition and restriction.

Adoption of the Ideas of "Urban Site" and "Development Plans for Conservation" as a New Legal and Administrative Framework

After the 1980s, a large number of court cases were opened as a result of the clash between conservation regulations, building permissions and personal interests. Thus, it was decided that the "Law on Ancient Works, No. 1710" and the other regulations related to conservation should all be rearranged since they were found to contain clauses adverse to the Constitution, the Civil law and the Expropriation Law.

Therefore, the "Law on the Protection of Cultural and Natural Assets No. 2863/21.6.1983" came into force, replacing the two previous laws, "Law on Ancient Works, No. 1710" and "Law on the Formation and Duties of the Supreme Board on Immovable Ancient Works and Monuments, Law No. 5805" (Official Gazette, 30.3.1979). With this new law, "The Supreme Board on Immovable Ancient Works and Monuments (SBIAM)" was abolished and a new organisation, "The Supreme Board of Protection for Cultural and Natural Assets" and its regional sub-committees, i.e. "Regional Boards on Immovable Ancient Works and Monuments" were established.

With "Law on the Protection of Cultural and Natural Assets", No. 2863/21.6.1983, some points of the following were clarified in detail and the term "site" was redefined to cover the following: "the products of various civilisations from ancient times up to the present; those cities or city remains representing the social, economic, architectural etc. characteristics of their times; those places where significant events had taken place and some other areas to be protected because of certain natural characteristics".

Another important step forward was taken with Law No. 2863 regarding conservation development planning. This law adopted and made legal the concept of conservation plan as a new type of planning by its Clause No. 17. The principles of drawing the conservation plan were set within "The Technical Specifications for the Arrangement of Development Plans", which had been prepared by the Bank of Provinces according to Construction Law No. 3194 and its related regulations.

On November 22, 1983, "Law on Bosphorus", the first special conservation law, was stipulated for the protection of the cultural, historical and natural values on the Bosphorus. With this law the construction of new houses was completely banned on the Coastal and Foreseen Zones (Official Gazette, 22.11.1983)

As far as the financial aspect of conservation is concerned, Law No. 2863 provided the private owners two compensations as a solution to their financial problems: A special fund for the repair and restoration for the immovable cultural assets would be established, and listed monuments of first and second categories would be automatically made exempt from all sorts of taxes (Official Gazette, 9.5.1985).

Up to 1984, 98 urban sites, 46 historical sites, 120 natural sites and 547 archaeological sites; and a total number of 24,500 examples of individual civil architecture (i.e. religious, cultural administrative, military and industrial buildings) were listed (Ministry of Culture Archive, 1985).

The principles for the evaluation of the historical environment as cited in the "Fifth Five-Year Development Plan" (1985-1990) under the section "National Policies of Culture" were as follows (DPT, 1985): measures would be taken for the evaluation of those cultural assets to be considered as a living part of existing culture; public and private sector institutions responsible for such activities as the identification, listing, repair and protection of historical and architectural environment, ancient monuments and excavation sites would carry on their work according to a certain priority scheme to be drawn within the framework of the general policy of national culture; restoration, subsidies and credit facilities would be provided for historical sites; individuals would be given incentives to enable them to purchase, protect and repair those buildings considered ancient monuments; the preservation and conservation of ancient monuments was a natural expression of the respect for our historical and cultural heritage; the training of master builders, masters, restorators, architects etc., to staff the institutions concerned with the protection and restoration of ancient monuments would be trained in high schools, and also in departments to be established at university level.

Parallel with the adopted principles of the Fifth Five-Year Development Plan Period, the important undertakings related with the protection of the historical environment were accepted. In order to define the methods and principles of the material, financial and technical aid and, also, to decide the credits to be given by the Ministry of Culture for the maintenance and restoration of the listed cultural assets as stipulated by Law No. 2863 the regulations dated June 29, 1985. "The Fund for the Contribution to the Restoration of Immovable Cultural Assets to be Protected, Owned by Real and Corporate Persons Subject to Private Law" was prepared.

Principles were defined to draw the Development Plan for Conservation within "The Technical Specifications for the Arrangement of Development Plans", which was prepared by the Bank of Provinces according to Construction Law No. 3194 and its related regulations.

Transfer of the Responsibility for Taking and Supervising Conservation Decisions From Central to Local Conservation Boards

In 1987, "Law on the Protection of Cultural and Natural Assets No. 2863/21.6.1983" was amended. Two significant improvements have been brought on by Law No. 3386/24.6.1987 (i.e. Law Concerning the Alterations of Some Clauses of Law No. 2863 for the Law on the Protection of Cultural and Natural Assets and Adding Some New Clauses to the Said Law); first conservation organisations have been abolished and their replacement by the new Supreme Board of Protection for Cultural and Natural Assets and by the 15 local Boards of Protection for Cultural and Natural Assets; and, secondly, local administrations have been included in the conservation process (Official Gazette, 24.6.1987). Law No. 3386 stipulated that the issue being discussed remained within the municipal borders, the mayor or one of his representative technicians should be a residing member of the Protection Board and that, the issue being discussed remained outside the municipal borders, a representative technician chosen by the governor should be a residing member of the said Board.

Conservation of the historical environment has been included in "The Sixth Five-Year Development Plan" (1989-1994) according to the policies and principles defined under the titles "Environment and Settlement: Settlement and Urbanization", "Culture" and "Tourism" (DPT, 1989). In the Sixth Five-Year Development Plan, the following view has been adopted regarding the conservation of cultural values within the scope of the policies and principles adopted for settlement and urbanisation. "The physical plan should be closely adhered to at all stages of the settlement; the historical, cultural and natural values should be conserved and the existing urban population density should not be increase".

In the Sixth Five-Year Development Plan, the following policies and principles have been adopted under the title "Culture": The conservation, maintenance, repair and restoration of the cultural values should be given priority to the Turkish and Islamic Civilisations; legal, administrative, financial and technical arrangements should be made in order to improve and guarantee the maintenance, repair and preservation of the works belonging to the foundations; the inventory work for the historical Turkish Assets outside Turkey, the preparation of measured drawings and the completion of restoration projects should be continued; the municipalities, while carrying out the infrastructure work, should take care not to damage the historical urban pattern.

The following principle has also been included among the principles defined under the title "Culture": In order to prevent the smuggling of historical antiquities out of the country the related institutions should work in cooperation with each other and efforts towards bringing back the smuggled antiquities to Turkey should be continued.

Among the policies and principles defined under the title "Tourism" is included the following principle: Values representing the cultural and natural heritage of man-kind should be effectively conserved; tourism activities and investment should be planned and implemented observing the principles of not damaging the environment and cultural landscape. The principle that "the conservation of natural beauties and cultural values should be given priority and certain areas should be taken under conservation and opened to tourism use" has also been adopted in this period.

In the "Seventh Five-Year Development Plan" (1995-2000), which came into force along with political frustrations and election platform of the country, the conservation approach of historical assets consisted only of keeping documents in the archives, collecting and putting old items into museums and carrying out archaeological excavations; but, there existed no clear suggestions for the urban conservation" (DPT, 1995).

Conservation of the historical environment has been included in the "Eighth Five-Year Development Plan" (2001-2004) according to the policies and principles defined under the titles "Culture", "Tourism and Information", "Urban and Rural Infrastructure: Settlement and Urbanization", "Housing" and "Environment".

Almost the same view has been adopted with the Sixth Five-Year Development Plan regarding the conservation of cultural values within the scope of the goals, policies, principles and strategies for culture, tourism and information, settlement and urbanisation housing and environment (EFYDP, 2000).

The Unification of the Ministry of Culture and Ministry of Tourism

The new approach that the Sixth Five-Year Development Plan gave birth under the tendency of determining culture within the tourism concept through cultural policies, principles and strategies resulted in the establishment of Ministry of Culture and Tourism by the unification of Ministry of Culture and the Ministry of Tourism in April 2003.

"The Law on the Organisation and Responsibilities of the Ministry of Culture and Tourism", No. 4848/16.04.2003, prepares the basis for the establishment of the Ministry of Culture and Tourism and defines the role and responsibilities to conserve and develop historical and cultural properties, to utilise the country's resources that are available for tourism in order to contribute to economical growth, to assist public organisations and institutions on the cultural and touristic issues, to enhance the coordination and cooperation with private bodies.

The law has brought a new organisation scheme by the removal of the General Directorate of Preservation of Cultural and Natural Assets. The only organ directly responsible for the cultural heritage has been stated as the General Directorate of Cultural Assets and Museums according to the law. No amendments have been made in the extent of the responsibilities of the former Ministry of Culture defined by Law No. 2863 (amended as Law No. 3386), in fact the scope has been enlarged to cover the field of tourism.

Alterations of Some Clauses of Law No. 2863 for the Law on the Protection of Cultural and Natural Assets

In 2004, the "Law on the Protection of Cultural and Natural Assets", Law No. 2863/21.6.1983 (amended as Law No. 3386/24.6.1987) was amended. Several significant improvements have been brought on by Law No. 5226/4.7.2004 (i.e. Law Concerning the Alterations of Some Clauses of Law No. 2863 for the Law on the Protection of Cultural and Natural Assets) as description of cultural assets, competencies of boards, conservation planning process and implementation tools (Official Gazette, 27.7.2004).

One of the most important alterations is the fact that new law has brought new definitions in the content of cultural assets as archaeological and natural sites, conservation development plan, urban design project, management site, management plan. Management site concept aims at conservation, activation and reuse of cultural assets within certain vision and themes. Thus, the new law utilises the concept of a management plan in determination of implementation phases and budget for the projects to be held on management sites.

Secondly, local administrations have been empowered in conservation and monitoring process. Greater municipalities' governorships and municipalities have attained implementation rights with conservation, implementation and monitoring bureaus to be established within their organisation structures.

The new alterations have also brought new arrangements in provision of financial aid to restoration of cultural assets. With that arrangement, an amount equivalent to 10% of property tax has been assigned for restoration of cultural assets by municipalities.

In addition to those, there exist several alterations in organisation and responsibilities of the Supreme Board and Boards of Protection for Cultural and Natural Assets; principles related with determination, registration, inventorying and planning exceptions and exemptions expropriation.

As a conclusion, the concept of historical conservation in Turkey is indeed quite recent. Around the 1970s the authorities and the public were still solely interested in conservation of individual monumental buildings such as mosques, palaces and castles, but not in groups of houses or quarters. Over the past two decades there has been a complete change of attitude towards what, in fact, needs to be protected.

Planning and public authorities have accepted that the historical and natural environment must be protected as much as individual historical monuments; and being influenced by the trends in Europe, some related legislations and selecting criteria have been accelerated. In some important historical places restricting building codes have been determined and special conservation development plans have been prepared. However, all the efforts made-excluding a few examples-still could not reach the desired level.

CHAPTER II

PLANNING PROCEDURES ADOPTED FOR THE CONSERVATION OF CULTURAL AND NATURAL ASSETS IN TURKEY

DEFINITIONS OF CULTURAL AND NATURAL ASSETS

In Turkey, cultural assets, natural assets and protected sites that are subject to conservation are defined by the "Law on the Protection of Cultural and Natural Assets (Law No.2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004)" and related regulations.

According to said law and related regulations:

Cultural Assets are defined as "all over-ground, underground or submarine movable and immovable assets related with science, culture, religion and fine arts or original in scientific and cultural manners, belonging to pre-historical and historical eras" (Law No.2863/21.7.1983 amended as Law, No. 3386/17.6.1987 and 5226/14.7.2004).

Natural Assets are defined as "the over-ground, underground or submarine assets that belong to geological eras, pre-historical and historical eras and that should be protected because of their rareness or specifications and preciousness".

Protected Sites (conservation areas) are defined as "cities and city relics that are the make of various civilisations extending from the pre-historical era to date and that reflect the social, economic, architectural and similar characteristics of their periods, the places where important historical events had taken place and the sites that should be protected with the determined natural characteristics".

Protected Sites (conservation areas) are grouped as "Urban Sites", "Natural Sites", "Historical Sites" and "Archaeological Sites".

"Ören Yeri" is defined, as "areas, make-up of natural assets and quasi-built, man-made cultural assets that are the make of various civilisations extending from the pre-historical era to date, topographically specific and precious in the mean of science, culture, religion and fine arts" (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004).

Registered Immobile Cultural and Natural Heritage

Immobile cultural and natural heritage is defined in registered sites, buildings and streets in general (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004). The total numbers of sites designated in Turkey as archaeological, natural, historical and urban can at most places have dual, triple as well as quadruple characteristics. As registered sites defined in five headlines, there are 6192 archaeological sites, 647 natural, 194 urban, 132 historic and 385 other sites in 2005. Numbers of other registered immobile cultural and natural heritage at the national scale are listed as below.

Table 1. Number of Registered Sites and Buildings, 2001, 2003 and 2005

Registered Sites:	Numbers 2001	Numbers 2003	Numbers 2005
Archaeological Sites	4 627	4 920	6 192
Natural Sites	736	787	647
Urban Sites	178	182	194
Historical Sites	121	121	132
Other Sites	369	371	385
Total	6 031	6 381	7 850
Registered Buildings	Numbers 2001	Numbers 2003	Numbers 2005
	(in total)	(in total)	(except Istanbul)
Samples of Civic Architecture	34 857	34 857	27 119
Religious Buildings	5 661	5 661	5 726
Cultural Buildings	5 609	5 609	5 638
Administrative Buildings	1 498	1 498	1 575
Military Buildings	652	652	777
Industrial and Commercial Buildings	1 554	1 455	1 997
Cemeteries	1 752	1 752	1 808
Cemeteries of Martyred	177	177	196
Monuments	263	263	271
Natural Assets	1 960	1 960	2 946
Ruins	915	915	994
Protected Streets	34	34	40
Registered Buildings and Streets in Istanbul (2005)	-	-	12 761
Total	54 837	54 837	61 838

Definitions of Protected Sites as Archaeological Sites, Natural Sites, Urban Sites and Historical Sites

Protected sites are defined in the "Law on the Protection of Cultural and Natural Assets (Law No.2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004)" as mainly four headlines that are archaeological sites, natural sites, urban sites and historical sites. According to this law,

Protected sites are urban settlements, sites and remains, that are expressing the social life where cultural assets place intensely or the important historic events occurred while reflecting the social, economic and architectural formation of their original periods with the creations of various civilisations from prehistoric to present period,

Archaeological sites are protected sites that their cultural assets should be preserved with the remains of ancient civilisations under the ground, on the ground and underneath the water while reflecting their own original social, economic and cultural characteristics from existence of humanity (Law No. 5226/14.7.2004). There are 4 920 (2003) archaeological site in Turkey (see Figure 15, 16, 17 and 18).



Figure 16. Archaeological Sites at National Scale (2003)



Figure 17. Archaeological Site of Tersane Antalya



Figure 18. Archaeological Site Demre/Myra

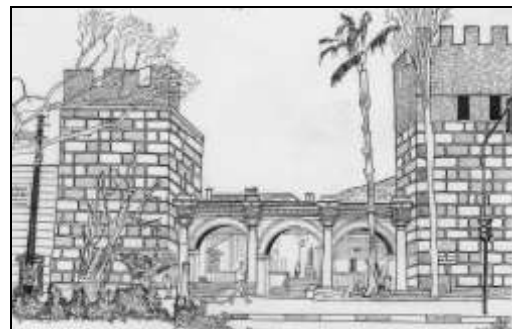


Figure 19. Hadrian Gate Antalya

Natural sites are protected sites that should be preserved with their peculiar characteristics and attractiveness, belonging to geological, pre-historic and historic periods and sited under the ground, on the ground or underneath the water (Law No. 5226/14.7.2004) . There are 787 (2003) natural site in Turkey (see Figure 19, 20, 21 and 22).



Figure 20. Natural Sites at National Scale



Figure 21. Rock Sites of Cappadocia

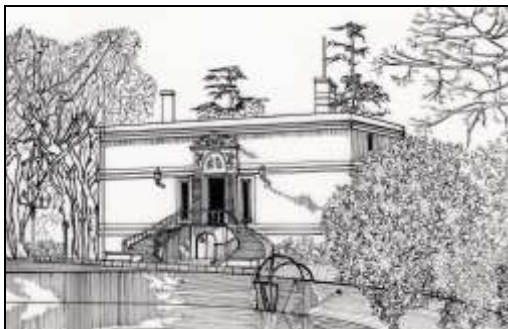


Figure 22. Protected Trees and Yıldız Park İstanbul



Figure 23. Kurşunlu Waterfall Antalya

Urban sites are protected sites that preserve traditional qualifications and their unity in urban pattern with not only physical characteristics according to architectural and artistic history but also reflecting socio-economic and socio-cultural formation of authentic life style (Law No. 5226/14.7.2004). There are 182 (2003) urban site in Turkey (see Figure 23, 24, 25, 26 and 27).



Figure 24. Urban Sites at National Scale



Figure 25. Amasya



Figure 27. Edirne

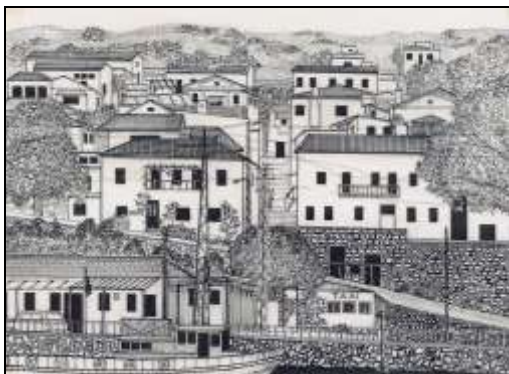


Figure 26. Kalkan



Figure 28. Marmaris

Historic sites are protected sites that should be preserved with their natural environment where important events according to national and military history occurred (Law No. 5226/14.7.2004). There are 121 (2003) historic site in Turkey (see Figure 28, 29, 30 and 31).



Figure 29. Historic Sites at National Scale

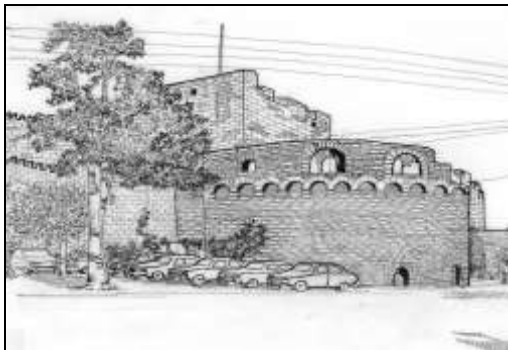


Figure 30. Historic Site of Çeşme



Figure 31. Alanya Castle

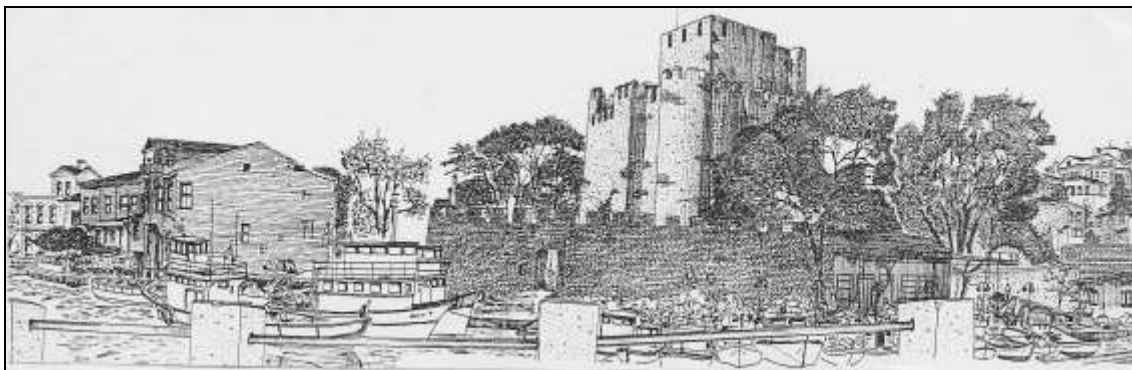


Figure 32. Historic Site of Anadoluhisarı, İstanbul

World Heritage Sites in Turkey

Turkey has signed the World Heritage Convention in 1983 and through the work carried out under the responsibility of the Ministry of Culture has so far registered 7 cultural and 2 mixed: a total of 9 locations on the World Heritage List. Among these Historic Areas of Istanbul, Safranbolu, Boğazköy-Hattusha, Mount Nemrut Remains, Xanthos-Lethoon, Divriği Great Mosque and Hospital and Archaeological Site of Troy are registered both as cultural and natural heritage.



Göreme National Park and the Rock Sites of Cappadocia

Inscribed: 1985

Criteria: C (i) (iii) (v); N (iii)

Justification for Inscription:

Report of the 9th Session of the Committee

Brief description:

In a spectacular landscape, entirely sculptured by erosion, the Göreme Valley and its surroundings contain sanctuaries hewn into the rock, providing irreplaceable evidence of Byzantine art of the post-iconoclastic period. Dwellings, troglodyte villages and underground towns representing a traditional human habitat, dating back to the 4th century, can also be seen there (<http://whc.unesco.org>)



Historic Areas of Istanbul

Inscribed: 1985

Criteria: C (i) (ii) (iii) (iv)

Justification for Inscription:

Report of the 9th Session of the Committee

Brief description:

Strategically located on the Bosphorus peninsula between the Balkans and Anatolia, the Black Sea and the Mediterranean, Istanbul has been associated with major political, religious and artistic events for more than two thousand years. Its masterpieces include the ancient Hippodrome of Constantine, the 6th-century Hagia Sophia and the 16th-century Süleymaniye Mosque, which are now jeopardized by over-population, industrial pollution and uncontrolled urbanisation (<http://whc.unesco.org>).



Great Mosque and Hospital of Divriği

Inscribed: 1985

Criteria: C (i) (iv)

Justification for Inscription:

Report of the 9th Session of the Committee

Brief description:

In this region of Anatolia, conquered by the Turks at the beginning of the 11th century, Emir Ahmet Shah founded a mosque in 1228-1229 containing a single prayer room and crowned by two cupolas, with a hospital adjoining it. A highly elaborate technique of vault construction and a creative, imaginative type of decorative sculpture - particularly on the three doors, in contrast to the unadorned walls of the interior - are the unique features of this masterpiece of Islamic architecture (<http://whc.unesco.org>).



Hattusha-Boğazköy

Inscribed: 1986

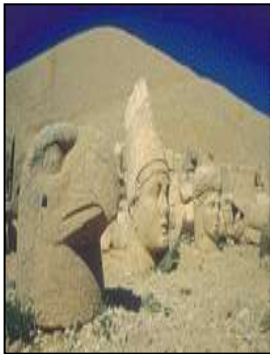
Criteria: C (i) (ii) (iii) (iv)

Justification for Inscription:

Report of the 9th Session of the Committee

Brief description:

The former capital of the Hittite Empire, Hattusha is a remarkable archaeological site for its urban organisation, the types of construction that have been preserved (temples, royal residences, fortifications), the rich ornamentation of the Lions' Gate and the Royal Gate, and the ensemble of rock art of Yazılıkaya. The city exercised a considerable influence in Anatolia and northern Syria in the second millennium B.C. (<http://whc.unesco.org>).



Nemrut Dag

Inscribed: 1987

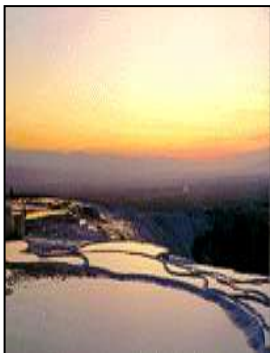
Criteria: C (i) (iii) (iv)

Justification for Inscription:

Report of the 11th Session of the Committee

Brief description:

The mausoleum of Antiochus I (69-34 B.C.) who reigned over Commagene, a kingdom founded north of Syria and the Euphrates after the break-up of Alexander's empire, is one of the most ambitious constructions of Hellenic times. The syncretism of its pantheon, and the lineage of its kings, which can be traced back through two sets of legends, Greek and Persian, is evidence of the dual origin of this kingdom's culture (<http://whc.unesco.org>).



Hierapolis-Pamukkale

Inscribed: 1988

Criteria: C (iii) (iv); N (iii)

Justification for Inscription:

Report of the 12th Session of the Committee

Brief description:

From springs in a cliff, almost 200 m high overlooking the plain, calcite-laden waters have created at Pamukkale ("cotton palace" in Turkish) an unreal landscape, made up of mineral forests, petrified waterfalls and a series of terraced basins. At the end of the 2nd century B.C. the dynasty of the Attalides, the kings of Pergame set up the thermal station of Hierapolis. The site includes the ruins of the baths, temples and other Greek monuments (<http://whc.unesco.org>).



Xanthos-Letoon

Inscribed: 1988

Criteria: C (ii) (iii)

Justification for Inscription:

Report of the 12th Session of the Committee

Brief description:

The capital of Lycia, this site illustrates the mixture of Lycian traditions and Hellenic influence, especially through its funeral art. The epigraphic inscriptions are crucial for understanding the Indo-European language and the history of the Lycian people (<http://whc.unesco.org>).



City of Safranbolu

Inscribed: 1994

Criteria: C (ii) (iv) (v)

Justification for Inscription:

Report of the 18th Session of the Committee

Brief description:

From the 13th century to the advent of the railway in the early 20th century, Safranbolu was an important caravan station on the main east-west trade route. Its Old Mosque, Old Bath and Süleyman Paşa madrasa were built in 1322. During its apogee in the 17th century, its architecture influenced urban development in a large part of the Ottoman Empire (<http://whc.unesco.org>).



Archaeological Site of Troy

Inscribed: 1998

Criteria: C (ii) (iii) (vi)

Justification for Inscription:

The archaeological site of Troy is of immense significance in the understanding of the development of European civilisation at a critical stage in its early development. It is, moreover, of exceptional cultural importance because of the profound influence of Homer's Iliad on the creative arts over more than two millennia.

Report of the 22nd Session of the Committee

Brief description:

Troy, with its four thousand years of history, is one of the most famous archaeological sites in the world. The first excavations at the site were started in 1871 by the famous archaeologist Heinrich Schliemann. In scientific terms, its extensive remains are the most significant and substantial demonstration of the first contact between the civilisations of Anatolia and the Mediterranean world. Moreover, the siege of Troy by Spartan and Achaean warriors from Greece in the 13th or 12th century BC, immortalized by Homer in The Iliad, has inspired great creative artists (<http://whc.unesco.org>).

ORGANISATION FOR THE PROTECTION OF CULTURAL AND NATURAL ASSETS

The conservation of cultural and natural assets in Turkey is theoretically considered within the development planning scheme. All legal actions to be taken on the conservation of urban sites are regulated by the "Law on the Protection of Cultural and Natural Assets" (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004) and Construction Law (No. 3194/3.5.1985) and their related regulations.

According to Law No. 2863 (amended as Law No. 3386/17.6.1987 and 5226/14.7.2004) the Ministry of Culture (the Ministry has been amended as the Ministry of Culture and Tourism in April 2003, No. 4848/16.04.2003) is the institution directly responsible for the conservation of cultural and natural assets.

Under this Ministry, the "Supreme Board for the Protection of Cultural and Natural Assets" and the "Board for the Protection of Cultural and Natural Assets" (The Board has been amended as Regional Board in July 2004, No. 5226/14.7.2004) which are attached to the General Directorate of Preservation of Cultural and Natural Assets (The Directorate has been amended as the General Directorate of Cultural Assets and Museum in April 2003, No. 4848/16.04.2003), exercise the authority for and deciding and approving of the type of conservation work to be carried out.

Supreme Board for the Protection of Cultural and Natural Assets

The Supreme Board for the Protection of Cultural and Natural Assets consists of the following members:

- Undersecretary of the Ministry of Culture and Tourism
- Deputy Undersecretary of the Prime Ministry
- Relevant Deputy Undersecretary of The Ministry of Culture and Tourism
- General Director of Cultural Assets and Museums
- Relevant General Director or Deputy General Director of the Ministry of Public Works and Settlement
- General Director or Deputy General Director for Forests
- General Director or Deputy General Director of Foundations and
- Six members to be elected by the Ministry among the heads of Boards
- General Director or Deputy General Director for Mining (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5177/26.5.2004)
- General Director or Deputy General Director for Nature Protection and National Parks (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5177/26.5.2004)

Duties and authorities of the Supreme Board for the Protection of Cultural and Natural Assets are as follows:

- To determine the principles to be applied in the works related with the protection and restoration of the immovable cultural and natural assets that should be protected.
- To provide the required coordination among the boards of protection.

- To assist the Ministry by means of evaluating the general problems encountered in practice and presenting its view.

Regional Boards for the Protection of Cultural and Natural Assets

Regional Boards for the Protection of Cultural and Natural Assets (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004) at the regions to be determined by the Ministry were established. Each Board of Protection consists of the following members:

- Five representatives to be elected by the Ministry among experts in the fields of archaeology, history of arts, museum keeping, architecture and urban planning (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004).
- Two academicians to be elected by the Institution of Higher Education from the branches of archaeology, history of arts, architecture and urban planning of the institutions, so as not to be from the same branch.
- The relevant mayor or his/her technical representative, if the issue to be negotiated is within municipal borders, and
- The technical representative to be nominated by the relevant governorship, if it is outside municipal borders.
- Technical representative from the Directorate of Public Works and Settlement, if the issue to be negotiated is related with the Ministry of Public Works and Settlement (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004).
- Regional Director for Foundations or a technical representative, if the issue to be negotiated is related with the General Directorate for Foundations.
- Technical representative relevant to the issue, if the issue to be negotiated is related with the General Directorate for forests (Law No. 2863/21.7.1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004).
- Museum Director, if the issue to be negotiated is related with the Directorate for Museums (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004).

Furthermore, related chambers (Law No. 2863/21.7.1983 amended as Law, No. 3386/17.6.1987 and 5226/14.7.2004) and consultant experts can be invited to the board meeting, provided that he/she does not have the right to vote.

Regional Boards of Protection work within the principle decisions of the Supreme Board of Protection. Duties and authorities of each board are as follows:

- To register the cultural and natural assets that should be protected, determined or affected by the Ministry.
- To group the cultural assets that should be protected.
- To determine the building requirements for the transition period within three months from the registration of the protected sites (Law No. 2863/21.7. 1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004).
- To examine and approve the settlement plans aimed at protection and all their amendments.

- To determine the protection area of the immovable cultural and natural assets that should be protected; to annul the registry records of the immovable cultural assets that should be protected, which have lost their characteristics.
- To take decisions directed at practice about the immovable cultural and natural assets that should be protected and the protection areas.

The Ministry of Culture and Tourism (former Ministry of Culture), its mentioned bodies also have the responsibility and the authority of taking the final decisions on the approval of the conservation plans.

The local government planning office under the supervision of the related "Regional Board of Protection" carries out the implementation of those decisions and plans. All related bodies, real persons, public institutions and organisations (including municipalities) and real and corporate persons have to comply with the resolutions.

CONSERVATION PROCEDURES OF CULTURAL AND NATURAL ASSETS

Procedures, Principles and Criteria Related with Determination, Registration, Inventorying and Planning

Procedures, principles and criteria related with conservation procedures are stated in the related Laws, (Law No. 2863/21.7.1983, amended as Law No. 3386/17.6.1987 and Law No. 5226/14.7.2004) and regulations.

For an asset to be considered worthy of conservation, it should be designated as such, later classified, approved and listed by the related Regional Board of Protection and then recorded. The Ministry of Culture and Tourism informs the other related ministries, provincial authorities, municipalities, museums, cadastral offices and the owners through its related bodies about the registration. Those registered properties or areas are taken as planning data in the various physical planning studies of different scales at different stages.

The determination of immovable cultural assets is made through the utilisation of views of competent and other relevant organisations and institutions with the coordinating role of the Ministry of Culture and Tourism.

According to Law No. 2863 (amended as Law No. 3386 and 5226/14.7.2004), for designation, the historical, artistic, regional and other characteristics of the immovable cultural assets are taken into consideration. In the determination of the protection areas and conservation sites, availability of sufficient number of cultural and natural assets that should be protected and the maintenance of their appearances and harmony with their surroundings are important factors.

The criteria of immovable cultural assets that should be protected are defined as follows:

- Immovable cultural assets that were built until the end of the 19th century.
- Immovable cultural assets that were built after the stated date and considered necessary to be protected by the Ministry of Culture and Tourism with respect to their importance and characteristics.
- Immovable cultural assets that were located within protected sites.
- Buildings and sites to be determined where great historical events have taken place during the National War of Liberty and the foundation of the Republic of Turkey, and the houses used by Mustafa Kemal Atatürk notwithstanding the concept of time and registration.

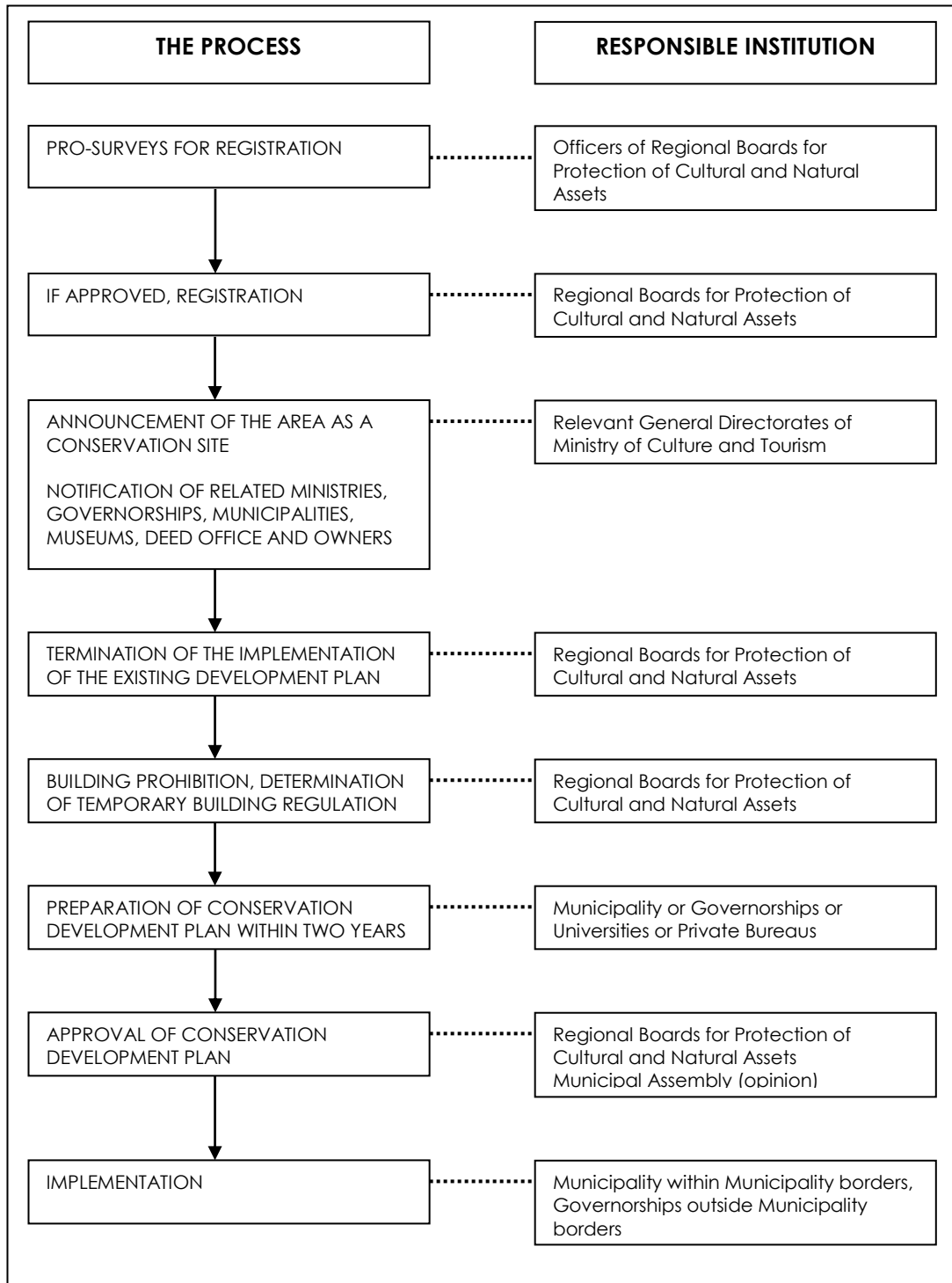


Figure 33. Conservation Procedures of Cultural and Natural Assets in Turkey

Announcement of an area as a conservation site by the related Regional Board of Protection terminates the implementation of the existing development plan for the same area. In this site which had previously been planned but in which wrong or incomprehensive decisions had been taken as to the conservation of cultural and natural assets, a new "Conservation Plan" aimed at protection is prepared. Urban planners are main conductors in preparation of conservation development plans.

Until the new conservation plan has been completed, for the transition period, the determination of the building requirements and conservation activities regulations have to be prepared by the related Regional Board of Protection within three months from the registration of the conservation sites temporary building regulations (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004). In those areas where temporary building regulations are being applied, the related Regional Board of Protection examines and approves the proposed project for the construction of the new building or for the restoration of the historical building. The implementation of this project is carried out under municipal or governor supervision.

The relevant municipality or governor's office is obliged to submit this plan to the related Regional Board of Protection for evaluation within two years. Unless the plan has been submitted within two years because of obligatory conditions, the period could be extended for one year (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004). Regional Board of Protection decides on conservation development plans within at most six months and implementation projects within at most three months.

After having been accepted by the Regional Board of Protection, the plan is approved by the related municipal council or governor's office and thus becomes ready for implementation.

When the related institution has found it necessary to make partial changes in the conservation plan and/or when the Regional Board of Protection itself has taken a decision to this effect, it is the task of the Regional Board of Protection to inform the related local authority, the related institutions and bodies of the changes with a formal letter. Within at most two months (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004) of this letter, the municipal council or governor's office has to come to a decision on the proposal for change. The plans not approved within 60 days are executed (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004).

Rights and Responsibilities for Financial Aid, Exceptions and Exemptions Expropriation

According to the "Law on the Protection of Cultural and Natural Assets" (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987), the Ministry of Culture and Tourism has been provided real cash and technical assistance and loans for the protection, maintenance and repair of cultural and natural assets that should be protected, owned by real and corporate persons subject to special legislation. The "Fund for Contributing in the Repair of Fixed Listed Cultural Assets" has been established in a special account to be opened in a State Bank and under the order of the Ministry of Culture (Official Gazette, 24.6.1985). But the implementation of that fund was stopped during the last two years.

In 2004, with the alterations on the "Law on the Protection of Cultural and Natural Assets No. 2863/21.6.1983" (amended as Law No. 3386/24.6.1987), new arrangements in provision of technical and financial aid to the restoration of cultural assets has been brought into practice (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004).

With that arrangement called "Contribution to Restoration of Immovable Cultural Assets", an amount equivalent to 10% of the property tax is assigned for restoration works within municipality borders. That amount is acquired with property tax by municipalities and used under the supervision of governorships.

In some touristic conservation areas the owners of registered buildings provide loans from the Ministry of Tourism according to special legislation "Loans Provided for the Investment in the use of Ancient Buildings for Touristic Purpose" if they use their buildings for touristic purposes.

Moreover, 10% of the funds given according to the Mass Housing Law (Law No. 2985/2.3.1984) is assigned for the applications on conservation, maintenance and restoration of registered immovable cultural assets (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004).

Immovable cultural assets registered that should be conserved in the land registry log and grouped as groups I and II, and the plots that are immovable cultural and natural assets with absolute building prohibition as they are archaeological conservation sites and natural conservation sites are exempt from all taxes, duties and charges.

Immovable cultural and natural assets and the protection areas owned by real and corporate persons may be expropriated in accordance with the schedules to be prepared by the Ministry of Culture and Tourism if necessary.

The registered buildings reserved for cultural purposes in the conservation plans may be expropriated by the municipalities upon the decision of the boards and the approval of the Ministry.

Plots on which registered cultural and natural assets with absolute construction prohibition may be replaced with other treasury lands upon the application of the owner.

Ownership and construction rights of registered immovable cultural assets may be transferred to transfer areas that are open to construction by development plans. This transfer may be applied within their own or under third persons' ownership in the content of a program identifying prior rights by municipalities within municipality borders and by governorships outside municipality borders. (Law No. 2863/21.7.1983 amended as Law No. 3386/17.6.1987 and 5226/14.7.2004).

EVALUATION OF THE PRESENT SITUATION

Turkey, like most developing countries, is faced with a rapid urbanisation, increasing industrialisation and strong speculation. Despite all laws, rules and regulations, it is still far from reaching the stage of effective planning and conservation implementation of cultural heritage of historical environment. When the legal, managerial and financial incentives on conservation practices in Turkey (Table 2) are examined, there appear significant gaps and problems, either in legal, institutional, financial or planning aspects, limiting the success of implementation processes.

Legal Aspects

The laws and regulations play important role integrating development and conservation policies and practices under the urban conservation-planning scheme. Therefore, legal aspects should cover definition of concepts, competent institutions and stakeholders and their legitimacy field of action, control and management systems and financial beneficiaries.

Table 2. Legal, Planning, Institutional, Managerial and Financial Incentives on Conservation Practices in Turkey

INCENTIVES	EXISTING SITUATION	GAPS IN TURKEY	FUTURE STRATEGIES
LEGAL ASPECTS	National law determining competent institutions and way of actions	Not Integrated with urban development and planning law	Development plan law and regulations should be integrated with the conservation laws and regulations
PLANNING ASPECTS	Spatial development planning Conservation development planning	Dilemma between development plans and conservation development plans Uncertain responsibility in preparation of plans in cultural heritage sites	Regarding the significance of cultural heritage in the development of the country, common policies should be adopted in relation with other planning decisions Conservation plans should be integrated with the existing or newly produced development plans
INSTITUTIONAL ASPECTS	State-imposing traditional structure Role-oriented and bureaucratic Central and regional conservation boards	Lack of coordination in decentralized system Lack of trained professionals, knowledge and cooperation capacity	An autonomous unit should be formed within the municipal planning office to supervise the practices and to enlighten the public. Capacity building strategies and institutional arrangements should be considered
MANAGEMENT ASPECTS	Central authority Regional conservation boards Municipal authority	Lack of autonomous mechanisms for management and control processes	Local decentralization reforms must consider agency development for management of heritage
PARTICIPATION ASPECTS	International Agencies such as UNESCO-WHC, Europa Nostra Individual participation, NGOs	Lack of community participation	Participation actions in decision-making processes Public awareness through a mutual-learning conservation education at school levels, establishing documentation centres or organization of special campaigns and festivals.
FINANCIAL ASPECTS	Depend on direct state intervention Increasing interest of private sector to enjoy tax relief	Insufficient tools and financial sources by the central and local authorities Lack of policies enhancing the role of heritage in economic development	Conservation decisions should be combined with income-raising activities The role of local authorities must be increased with resources for conservation works Public-private partnerships

In Turkey, the current laws and regulations concerning conservation and protection, which came into force after 1983, placed a strong emphasis on restricting development control measures as well as encouraging technical assistance and providing financial support. In spite of the current Law No. 2863 for "The Conservation of Cultural and Natural Assets" and the amendment of the same law June 17, 1987 and July 14, 2004, in spite of the regulations prepared in line with the said amended law and the various arrangements made in the institutions, the goals and the objectives of conservation and the criteria for selecting and listing buildings and sites have not been clearly defined.

Planning Aspects

As being a special case in Turkish planning practices, the conservation actions in heritage sites are carried through uncertain competencies in preparation and implementation of plans. Development Plans and Conservation Development Plans are not integrated to each other. To achieve the comprehensive positive results and to overcome the gaps in institutional network within the concept of Conservation-Development Plan dilemma, conservation plans should be co-operated with the existing or newly produced development plans. However, heritage sites deserve not only physical actions, but also strategies dealing with socio-cultural development and economic regeneration.

Ensuring the cooperation between all administrative institutions in the state of getting common heritage under control and the inclusion of urban conservation into planning process are prerequisites to provide active and integrated conservation understanding. Strategic action-oriented heritage planning is a response for these problems (see Günay, 2004).

Institutional Aspects

In Turkey, a comprehensive organisation to realise the successful conservation implementation all over the country has not been established, nor has a sufficient cadre of technical staff been trained. As a new trend in the World, sustainable urban conservation management requires a range of tools addressing environmental, social and economic concerns to assist integration of policy and practice. In addition, the processes and practices under good governance understanding must be considered, including the institutional arrangements and capacity building strategies among diverse stakeholder groups. Capacity building strategies are perhaps the most essential ones in Turkey. From the level of administrators to the residents-the decision-makers, investors, planners, architects, practitioners and restoration workers-acquire information and experience exchange with the outputs of Information Community to be capable of the true meaning and the understanding, also long and short term impacts of conservation studies and related approaches.

Management Aspects

Another issue is the fact that conservation policy is a matter of national concern and must be taken into account at different levels within the administration. In Turkey, there is a state-imposed conservation implementation, strong and inflexible heritage regulations, and little care for environmental and social issues in urban planning. Western Countries bring the issue of enabling governments rather than state-imposing traditions in the 1990s. As also stated in Local Agenda 21, the role of local authorities in decision-making and implementing phases of urban decisions and plans are extremely increasing. The new role of the local government has been set as enabling the newly established markets of function.

In Turkey, on the contrary, although the effect of local authorities is important, comparative to central government, the problem is the lack of cooperation between them. International, national and local authorities and private sector though, should take part in the management process and these results in establishment of specific management agencies for effective coordination and cooperation.

Participatory Aspects

In the way of successful conservation implementation, information exchange within the context of practices handled in other countries and experiences of NGOs and citizens are fundamentals. Integrated conservation requires an equal perception of demands of cooperated diverse sectors of decision-makers, investors and residents.

It is not proper to exclude public, in the process of decision-making as facing the impacts of regeneration, but in some cases, such as in some historical areas of Turkey, it can be thought that how it is possible in areas that has a less-educated, low-income people coming from the rural parts of Turkey, should have the right to decide on future vision of such an urban conservation area.

The participation shows dual solutions. These are the participation to planning actions in decision-making processes and second, the increasing public awareness through a mutual-learning by conservation education at school levels, by creation of document centre to provide integration and organization of special campaigns and festivals. In areas of a low-education and low-income, the second choice must be chosen. This will make a new sense of urban community. Moreover, principles for conserving heritage must be understood and accepted by the owners and tenants of the community. The interest and support of the community towards conservation policy is essential if the inhabitants destroy the heritage in the process of using it.

Participation is rather a new concern in Turkey, but its significance is growing rapidly, especially in historic cores. NGOs are one of the basic organizations work on enhancement and protection of heritage sites, as though in resource mobilization. Moreover, public-private partnerships are recently enlarged with the attendance of large private firms in cultural industry. However, in society, especially within the ones living in heritage sites, there is a lack of organized action behaviour.

Financial Aspects

The resources available and the means to purchase and/or repair the buildings or sites to be conserved are still not adequate. The failure in combining conservation practices with economically viable activities has led to an increasing scepticism of those people living in the area to be conserved and of the public in general regarding the need and utility of all the efforts spent on conservation.

The trend in globalizing world goes far beyond the spatial planning, towards financial and economic planning, because of the problems of allocation of scarce resources. In the extent of European cultural policies, important portion of financial resource is created in the field of conservation. Moreover, in member countries, not only in the level of European Union common conservation policies, but also in national level, national financial support is granted by either direct intervention of public authorities or tax relief or private funding and sponsorship mechanisms. In Turkey, on the other hand, the tools and financial sources required for the support, purchase and expropriation of the listed buildings by the central and local authorities are far from being sufficient. In addition, the "Fund Contributing to the Restoration and Conservation of Immovable Cultural Assets to be protected in the Possession of Individuals or Corporate Bodies", which has been established for this purpose, cannot be used effectively enough. In some touristic conservation, areas can the owners of listed buildings benefit from the "Loans Provided for the Investment in the use of Ancient Buildings for Touristic Purpose".

Future Strategies

The present situation of conservation of cultural property indicates that the following conservation planning strategies should be adopted and put into practice urgently:

- Regarding the significance of natural, historical, urban and archaeological sites and their potential in the development of the country, related parties (i.e. the central government local administrations, scientific institutions, planners and other related bodies) should all adopt common policies.
- Conservation decisions and policies should be consistent with other regional and urban planning decisions and policies.
- It should be remembered that, as in all kinds of planning studies, planning for conservation is not a product of only physical plans; economic, social and cultural aspects of planning should also be taken into consideration.
- Because of the specific characteristics of conservation areas, conservation plans should be realized by a trained cadre of specialists from related disciplines.
- Conservation plans should be integrated with the existing or newly produced development plans prepared for the other sections of the city. The development plan for the whole city and the detailed plan for the specific conservation area should be prepared simultaneously.
- The base map on which the conservation plan is drawn should represent the current situation containing all the details of the natural and built environment.
- It should be made certain that the designations and listings are correctly marked on the plans by superimposing the cadastral plan on to the basic map. There should not be any mistakes regarding the listed points.
- At several different stages of planning (i.e. determination of goals and objectives, data collection, analysis, forecasting, formulation of operational criteria for design, plan design, plan evaluation and implementation) techniques of precision as required by conservation work should be employed and conservation decisions should be justified by detailed explanations in order to be convincing.
- Planning decisions for the area to be conserved should not clash with the planning decisions taken for their environment, especially in terms of building height and density.
- Conservation plans should be prepared by studying each building block plot by plot, so that building regulations for each single plot and for each single building would be produced in detail.
- Planning decisions should also contain rules for the arrangement of the building environment and the urban landscape.
- Conservation plans should comprise not only the decisions related with the techniques and the scales of the general implementation plan, but also the decisions for the techniques and the scales of the urban design; if need be architectural design should also be used in order to specify the detailed patterns in planning.
- Boards of Protection should follow up on the data collected by the planner at several stages of the planning process; they should also study the intermediary evaluations and the decisions reached as a result of this synthesis. For this reason, all through the preparation of the conservation plan, it would be appropriate and useful for the planner to inform and consult the related Board of Protection at different stages, when and if necessary.

- Some common criteria should be adopted for the critical evaluation of the conservation plans; these would also help to define the authority and the responsibility of the Board of Protection.
- Boards of Protection should provide detailed explanations to support the decisions taken during the critical evaluation of the plans. They should never have to take their decisions back; they should always try to be convincing, directing and constructive in their attitude.
- The type of organisation and funds provided for the implementation of the conservation plans should be specified. During the implementation stage, a special unit should be formed within the municipal planning office to supervise the practices and to enlighten the public. The planners should also be consulted through out the implementation of the plan.
- Mass media should be more effectively used in spreading and furthering public consciousness for conservation.



Figure 34. Istanbul-Bosphorus



Figure 35. Wooden Row Houses in Istanbul

CHAPTER III

CONSERVATION PROCESS FOR THE CULTURAL ASSETS IN HISTORIC AREAS OF ISTANBUL

Istanbul is a very rich city with significant cultural heritage of historic, aesthetic, scientific, ethnological, anthropological values reflecting a past of more than two thousand years. Today, the city that developed from a colony at the eastern end of the Historic Peninsula has become a large metropolis with a population of twelve million. Bazaars, serving as the crossroads of civilisations from ancient times up to the 21st century, mansions, inns, the traditional residential fabric and the people help the historic centre of Istanbul to continue to be the heart of the city. The Historic Peninsula houses most of the places in Istanbul where the original settlement pattern has been preserved. The monumental buildings and civil architecture, all bearing importance from historical, aesthetic and architectural perspectives, are such that this area has been included in the List of World Heritage Sites (See Figure 36).

Foreign experts performed the very first planning works for Istanbul and the Historic Peninsula. Von Molke prepared the first of these plans in 1837. Marie de Lavnay's plan in 1864 and Carl Ch. Lörcher's followed this work in 1922-28. Herman Elgötz, Alfred Agache and Jack H. Lambert's proposals came after 1933 during a restricted competition. Henri Prost in 1936, Martin Wagner in 1938 and Piccinato in 1960 performed the following planning works (TMMOB Archives). After the 1960s, Turkish planners prepared the plans according to the 1964 approval dated 1/5000 scale Walled City Master Plan (Suriçi); 2.11.1990 approval dated the Historical Peninsula Conservation Plan scaled 1/5000 master plan of Prof.Gündüz Özdeş and the last 1/5000 scale Historical Peninsula Conservation Master Plan being prepared by Istanbul Metropolitan Municipality, Planning Directorate, however it has not approved yet.



Figure 36. Historic Peninsula at the end of 15th century

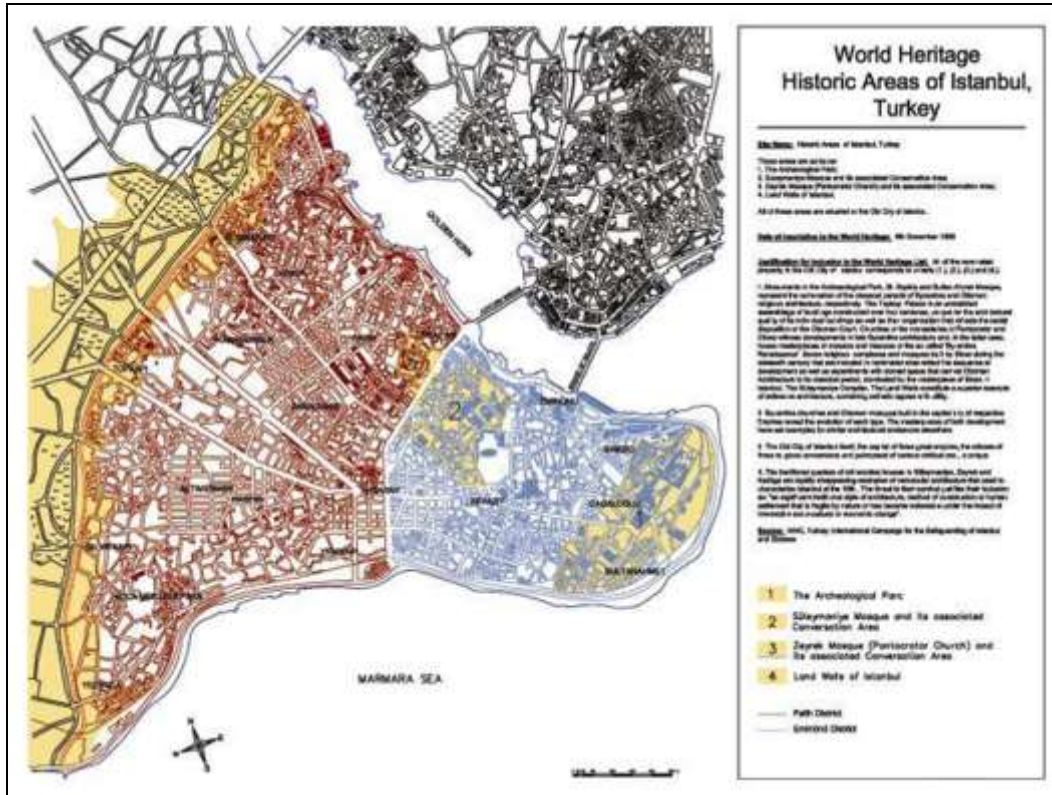


Figure 37. World Heritage Historic Areas of Istanbul

The first plan that was chosen by means of a competition to have a chance of implementation was the Elgözt's Plan during the Republican Era in 1933. In this plan, the Historic Peninsula hills over looking the Golden Horn were proposed for commercial, Topkapı for heavy industrial, Beyazıt for administrative and Sultanahmet for cultural uses. Widening of existing roads; coastal roads on the Golden Horn and Marmara shores, bridges between Karaköy-Eminönü, Unkapanı-Azapkapı and Eyüp-Sütlüce were also envisaged in this plan (Elgözt, 1934).

The Prost Plan, dated 1936, had very significant impacts on the spatial development of the Historic Peninsula. The important conservation principles in the plan were the renewal of the Galata Bridge by replacing it over the Golden Horn and creating new arrangements at the both ends of the bridge; conserving Sarayburnu by purifying warehouse and depot functions; conserving and improving archaeological sites around the Sultanahmet region. Another important principle of the plan was the proposal of 9.50 m building height limitation for 40+ altitudes to preserve the silhouette of the Historic Peninsula (Prost, 1937).

A combination of the previous plans and an integrated approach was the aim of the 1964 dated 1/5000 scale Walled City Master Plan. Historical buildings were projected for conservation in their original state but there was a functional proposal for them. The Golden Horn and Marmara shores were envisaged as a protocol area and divided into two parts as the low-density residential area that highly occupied with historical buildings and the high-density residential area for new developments.

The aim of the 2.11.1990 approval dated, 1/5000 scale Istanbul Historic Peninsula Conservation Master Plan of Prof. Gündüz Özdeş is defined as "presenting this peerless place to the profit of people of Istanbul, Turkey and the World by conserving unique historical, cultural and natural values and designing in a way to create a lively place by eliminating the impacts threatening the existing potentials of the area". The "conservation-development and regeneration" principle is emphasised to clarify not only conservation but also creating the Historic Peninsula as a lively place. Under the vision of the basic principles of the plan, the planning decisions can be summarised to include all buildings,

streets and urban texture in the context of historical values and sites have to be conserved and rehabilitated, while their wide environments as for cultural and authentic residential purposes; functions being in harmony with the Historic Peninsula's buildings and potentials have to be located with functions like culture, tourism, recreation and more harmonious commercial uses to create a lively environment; conserving the existing residential densities in Fatih and Eminönü Districts by supplying relevant facilities and infrastructures; increasing the potential of recreation, culture and tourism along the Golden Horn and Marmara shores; and conserving the silhouette of Historic Peninsula (Özdeş 1990).

The conservation areas are divided into three groups according to the importance of conservation priority of buildings in this plan as: 1st Degree Conservation Areas, 2nd Degree Conservation Areas and 3rd Degree Conservation Areas. The regulation to prevent residential density increase is clearly explained in the plan report and residential density groups are defined as low residential density (0-200 person/ha), moderate residential density (201-400 person/ha) and high residential density (401-700 person/ha). Besides density restrictions, it also emphasised that new construction has to be lower than 18.50m in any of the planning areas and the maximum height of new construction at the 40+ altitude has to be lower than 15.50; and for 50+ altitude 12.50m (Özdeş, 1990).

The Historic Peninsula Conservation Master Plan of Prof. Gündüz Özdeş was presented to the public as a regulation of the Construction Law No. 3194 on 11.12.1990. After this date, the Chamber of Architects and a group of ITU Faculty of Architecture members raised objections via petitions to this plan. On 10.05.1991, the Chamber of Architects, Istanbul Branch brought a suit against the Istanbul Metropolitan Municipality to stop the administration and to annul the plan in the Istanbul 4th Administration Court (Chamber of Architects, Istanbul Branch Archive).

Being contrary to the Constitution with "health services and environmental protection" No. 56 article and "protection of historical, cultural and natural entities" No. 63 article; moreover, the construction densities, widened roads, many parts of the Historical Peninsula (having historical or cultural identity) being out of the context of conservation; being against to the Construction Law 5th article regulating the planning hierarchy and having no harmony with the 1/50,000 scale Istanbul Metropolitan Sub-Region Master Plan were the basic objections in the petition for the 1/5000 scale plan to be annulled (Chamber of Architects, Istanbul Branch Archive).

The Istanbul 4th Administrative Court decided unanimously to annul the plan on 17.11.1994, based on the report of the consultative authority. In the court decision, the plan was contrary to the basic goals explained in its report as "creating historical, cultural, touristic and recreational areas by avoiding urban conurbation area in the Historic Peninsula" and, instead of this, if this plan was implemented it would cause irreversible impacts on Istanbul's historical silhouette; urban and archaeological resources, historical fabric and on-ground cultural values. As the result of all these factors, the plan had no public-profit to be implemented (Chamber of Architects, Istanbul Branch Archive).

After the annulment decision of the 4th Administrative Court, the Istanbul Metropolitan Municipality brought a suit against the annulment decision at the Council of State 6th Section due to the decision being contrary to the law. After the inspections made by the Council of State 6th Section, the reasons for the annulment statement were found inappropriate and the case file was sent back to the Administrative Court on 16.6.1995. The statement of reasons for the implementation of the plan's coming into force was explained as "Consultative authority was only about urbanization, planning principles and evaluations but not clearly explained on functional evaluations for Historic Peninsula's future development, and there was not an evaluation on conservation site decisions in conjunction with the proposals in the plan" (Chamber of Architects, Istanbul Branch Archive).

During these objection processes, Istanbul (No.1) Board of Protection for Cultural and Natural Assets declared with the 12.7.1995 dated and No. 6848 decision that the "Historic Peninsula-Inner Walled City to be a Historical and Urban Site, Urban and Archaeological Site and inside the walls of the place to be a 1st Degree Archaeological Site". Therefore, all plans previously prepared for this area lost their validity as the result of site decision taken for all parts of the Historical Peninsula (Chamber of Architects, Istanbul Branch Archive).

After the declaration of the Historic Peninsula as an urban conservation site, the Istanbul (No.1) Board of Protection for Cultural and Natural Assets determined the construction regulations for the transition period with the decision No. 6898 dated 2.8.1995. The decisions No. 7981 dated 4.9.1996; No. 8089 dated 8.10.1996; No. 8227 dated 11.12.1996; No. 8995 dated 24.9.1997; and No. 10234 dated 16.9.1998 having explanatory regulations for future implementations were provided to keep their validity until the proposed plans to be completed.

On 12.7.1995 the Istanbul Metropolitan Municipality brought a suit against to the Ministry of Culture (the Ministry was changed as the Ministry of Culture and Tourism in April 2003, No. 4848/16.04.2003) due to the declaration of the whole Historic Peninsula as a site area; this case has been resolved.

Due to the conservation site decision, the Istanbul 4th Administrative Court decided that it was not necessary to decide on the plans since there was no chance of their being implemented. This decision was the final one by the Board of State, 6th Section with the decision No. 2683 dated 1998 (Chamber of Architects, Istanbul Branch Archive).

The Transition Period Construction Regulations for the Historic Peninsula is divided into two parts: General Regulations and Suggestions. General Regulations were subtitled in new construction demands, conservation area out of the Land Walls and conservation area in the Land Walls, Marmara Walls, and Golden Horn Walls, the 1st Degree Archaeological Site Area and Historical and Urban Site Area. In Suggestions, there were two groups: Suggestions for the planning and implementation.

According to the Transition Period Construction Regulations, and the General Regulations, 40+ altitudes was accepted to be a limitation for new construction demands. Changing functional demands and new function proposals had to be restricted and warehouses, wholesaling manufacturing etc. functions had to be eliminated; new demands in this respect had to be prevented. Residential, cultural, retail and recreational functions were the ones to be proposed in the 1st Degree Archaeological Site and historical and urban conservation sites.

The temporary construction demands and infrastructure proposals for public-profit and use had to be evaluated by the Istanbul (No.1) Board of Protection for Cultural and Natural Assets, while the plan proposals containing density increase would not be supported.

After these developments, according to Law No. 2863 Protection of Cultural and Natural Assets, the preparation of a conservation plan for this area was compulsory in the following first year after the announcement of the Historic Peninsula as a site. Because of this, the Greater Istanbul Municipality Planning Directorate started to prepare the 1/5000 scaled Conservation Master Plan of the Historic Peninsula and it was approved in June 2005.

The 1/5000 scaled Conservation Master Plan of the Historic Peninsula has been constituted from three conservation zones (Figure 38). The 1st Degree Conservation Zone covers the area of Topkapı Palace, archaeological sites, mosque complexes and surroundings, major monuments and surroundings, traditional streets and urban texture conserving its unique architectural character, cisterns, land and Marmara Sea Walls, historically important squares, major historical routes and hans.

The 2nd Degree Conservation Zone comprises traditional streets and urban texture partly conserving its unique architectural character, vegetable-gardens conserving its natural characteristics in the inner part of the Land Walls, surroundings of the 1st Degree Conservation Zones, surroundings of major monuments, and squares.

The 3rd Degree Conservation Zone is generally comprised of new buildings, there are still a few examples of monuments and civic architecture. Degraded vegetable-gardens and urban texture conserving partly its architectural character around the inner parts of the Land Walls, areas between the 1st and 2nd Degree Conservation Zones which affect the silhouette of the Historic Peninsula, the shores of Marmara and the Golden Horn, areas above the +50 altitude and squares are in this zone's classification.

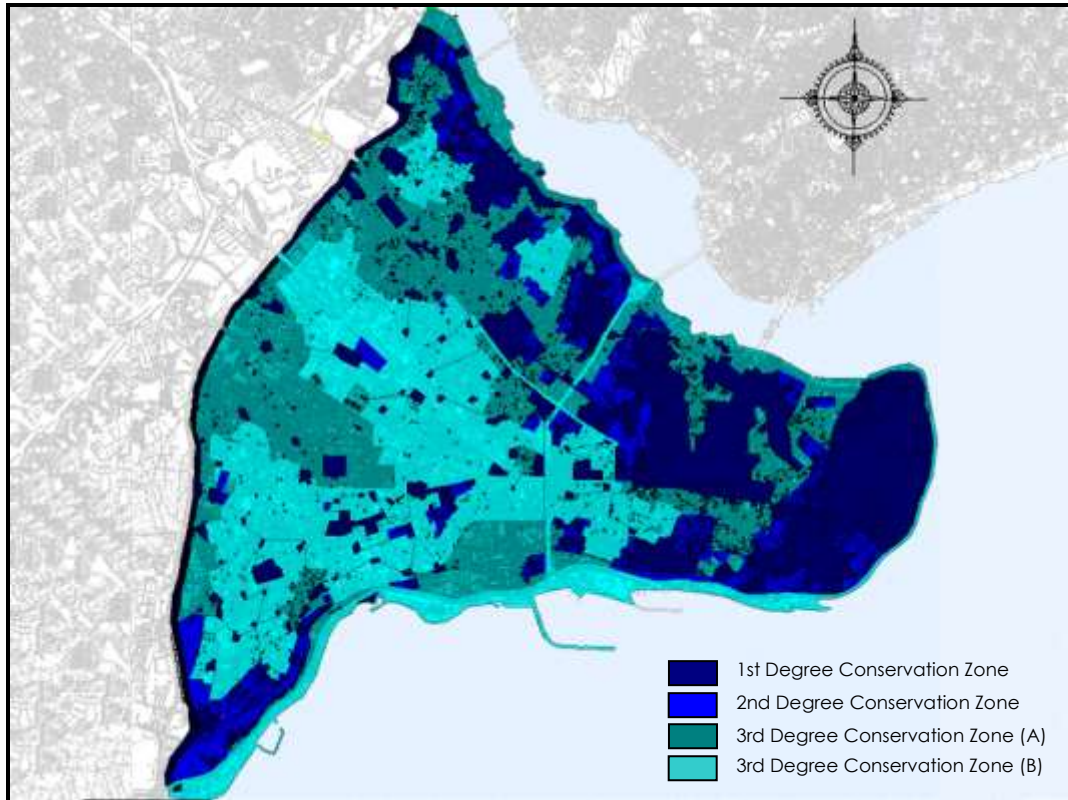


Figure 38. Conservation Zones of the 1/5000 Scaled Conservation Master Plan of the Historic Peninsula

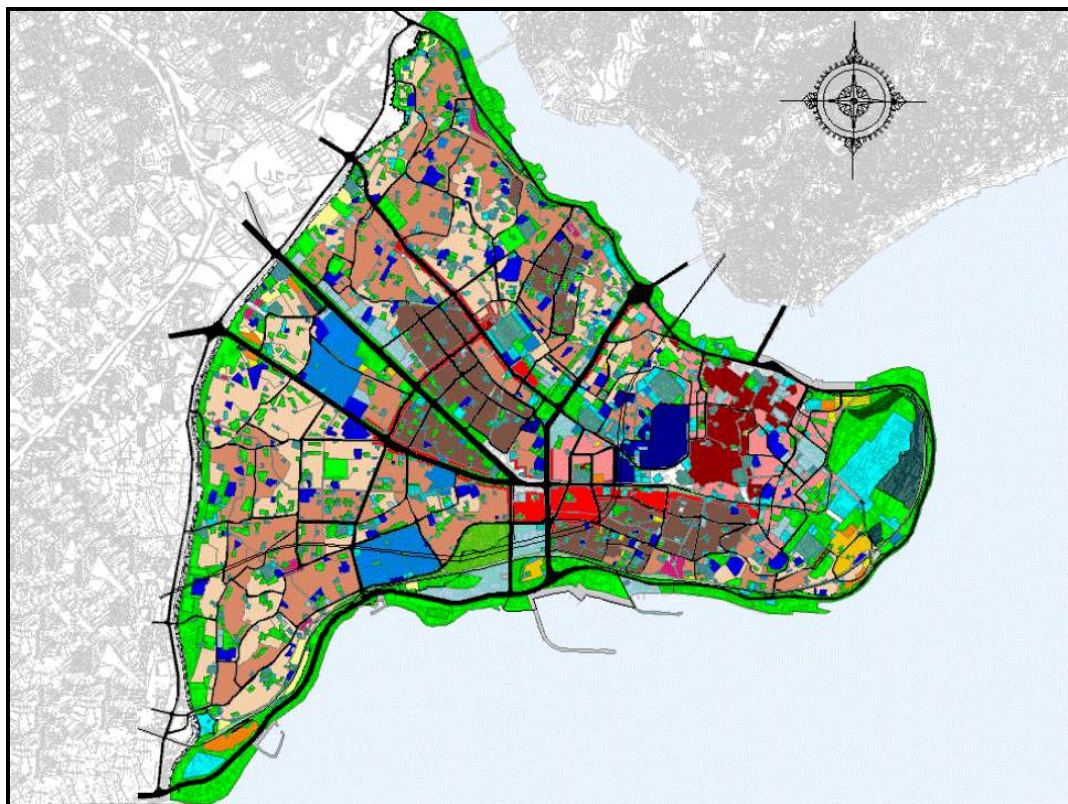


Figure 39. Proposed 1/5000 Scaled Conservation Master Plan of the Historic Peninsula

According to the latest plan, warehousing (construction, furniture materials etc.), some kinds of manufacturing (leather, metal, furniture etc.) and wholesaling functions will be decentralised from the Historic Peninsula (Figure 39).

Almost 135 hectares of the area will be decentralised and replaced with housing and retail functions. Retail, accommodation, entertainment, financial firms and banks, handcraft works are the major functions that preserved in the plan. The 1/1000 scaled Conservation Development Plan's decisions will be valid until the area related to "urban design plans" are prepared .

CHAPTER IV

EVALUATION OF THE PRESENT PHYSICAL AND SOCIAL STRUCTURE OF ZEYREK, SÜLEYMANIYE AND YENIKAPI WITH RESPECT TO ISTANBUL AND HISTORICAL PENINSULA

Turkey, as a developing country, has been facing a population explosion in major urban centres starting from the 1950s. Masses of people have migrated from rural to urban areas. In addition, creating squatter settlements - informal housing - on the outskirts of the city, the migration has also become one of the reasons for deterioration and demolition of the traditional houses at the historic core of the city.

The main reason behind the rapid urbanisation and population growth is continuous migration from rural areas to Istanbul. Only 37% of the population of Istanbul was Istanbul-born, while 63% of the population was born in other places. The growth rate in Istanbul, compared to Turkey was close until the 1950s. Between 1950 and 1955, the growth rate for Turkey was 14.88%, while for Istanbul the figure was 31.49%. Rapid continuous migration results in the squatter districts and illegal construction areas in liaison, being the most important factors in the haphazard development in Istanbul. These negative progresses are destroying historic and natural environment day-by-day.

The historic core of the city, the Historic Peninsula, has always been the focal point of the greater city of Istanbul containing the city's principal historical sites, such as Topkapı Palace, Sultan Ahmed Square, Hagia Sophia, Sultan Ahmed Mosque Complex, Süleymaniye Complex, the Covered Bazaar and the Golden Horn. It is an important centre in terms of trade and wholesale trade, warehouses and small businesses.



Figure 40. Historic Core of Istanbul

Below, the findings related to research carried out in historic districts of Istanbul Historic Peninsula, namely Zeyrek, Süleymaniye, and Yenikapı, are given as a brief evaluation of the present physical and social structure (Gülersoy-Zeren et al. 2003 a, 2003b, 2003c).

Zeyrek, Süleymaniye and Yenikapı are three of the Historic Districts of Istanbul Historic Peninsula, where the original settlement pattern has been preserved (See Figure 39). The monumental buildings and civil architecture examples of Zeyrek and Süleymaniye all bearing importance from historical, aesthetic and architectural perspectives, are such that those have been included in the List of World Heritage Sites.

Zeyrek is one of the historic settlement areas on the Golden Horn built around the Pantokrator Monastery. The inhabitants of Zeyrek have low incomes, most of them working in neighbouring small businesses, and form a temporary migrant population from the east and south east part of Anatolia. Most of the existing traditional buildings in Zeyrek have been subdivided and shared by more than one family.

Süleymaniye is located on the third hill of the Historic Peninsula. The area is known as a distinguished residence area where the high level bureaucrats of the Ottoman Empire lived from the 16th century up to the 19th century. The pressure of increasing business activity in Süleymaniye on the residential buildings led to demolition of traditional timber houses.

Yenikapı is located at the south shores of the Historical Peninsula. "Yalı Mahallesi" is bounded by the seashore of the Marmara Sea on the south and railway that connects the route from Istanbul to Europe on the north. Yalı Mahallesi is a typical historic urban quarter of old Istanbul with its timber and masonry civil architecture and its cultural inheritance. An Armenian church, the "Church of Surp Tartios Partihimnios" is located in the district. The church is still in use.



Figure 41. Case Study Areas, Zeyrek, Süleymaniye and Yenikapı

Various urban projects have been prepared for the protection and preservation of these settlements (see Ahunbay, 1998). However, during the period between the 1970s and 1990s, the observations in this regard have not been encouraging.

In Zeyrek, the attempts of the Fatih Municipality towards a healthier and rehabilitated neighbourhood seem to be a start towards a new quality of life for this area. Presently, these attempts are directed towards upgrading the surroundings of the Zeyrek Mosque with the intention of raising the public awareness for the preservation of the area and attracting the attention of investors or sponsors (Ahunbay, 1998).

The problems brought about by being in close proximity of a commercial and industrial area are intensely felt in Süleymaniye. The change in social structure, negligence and the transformation of the neighbourhood to an area of light industry and wholesale and retail trade have destroyed much of the integrity of this residential area and it has changed into a region of bachelor dwellings. It is encouraging that the Greater Municipality of Istanbul has initiated work towards developing a rehabilitation project that will in the long run help the area to attain its old and respectable status. The Ministry of Culture declared this area an urban site in 1977, yet no investment was made into the area, neither to improve the visual character, nor the living conditions. The Municipality of Eminönü has recently conducted several surveys and projects for the preservation of Süleymaniye, but they are not implemented yet.

Yenikapı has never attracted the public attention as Zeyrek or Süleymaniye did in the sense of protection. However, the Greater Municipality of Istanbul included the Yenikapı Yalı Mahallesi in the content of the Historic Area Revitalisation Projects in 2001.

The surveys and analyses of the study areas are conducted to define the present situation of structures to formulate former planning decisions. The comparative evaluation is done to figure the similarities and differences on historical neighbourhoods.

Functional Evaluation of Case Study Areas

Residential use in study areas, Zeyrek, Süleymaniye and Yenikapı is dominant as Historic Peninsula and other urban sites in Istanbul. Zeyrek shows a rather different situation regarding 68% of housing usage on ground and 93.2% on upper floors. When compared to the figures of Süleymaniye and Yenikapı, 26.5%, 47.9% ground floor and 47.2%, 75.9% upper floor housing usage, respectively. Manufaturacılar Bazaar on Atatürk Boulevard plays an important part in the development of commercial and manufactural facilities and on the type of residents, with the replacement of previous housing units by warehouses or manufactural units. In Yenikapı, the problem of decreasing numbers of residential units results from the fact of the surrounding effect of nightclubs and manufactural facilities on transit roads.

Each study area is located on the strong connection to Atatürk Boulevard, which is one of the most important transportation arteries in the Historic Peninsula, forms the western border of the Zeyrek, Süleymaniye and Yenikapı Conservation Areas. Atatürk Boulevard has also an important impact on the development of commercial and manufacturing facilities and on the type of residents, with the replacement of previous housing units by warehouses or manufacturing units.

Daily-use commercial shops in Zeyrek are dominant along Haydar Street. But in Süleymaniye, commercial facilities and housing dominate in all parts of the site. Hotels and restaurants serve mainly on Küçükpazar Street. There have been massive economic regeneration attempts in Yenikapı in the last few years. The development of manufactural activities, car repair facilities on Namık Kemal Boulevard, commercial facilities, entertainment business on Kennedy Street creates rich economic entrepreneurship for residents, but does not affect the economical development of the district. Open spaces and parks are mainly neglected in all case study areas.

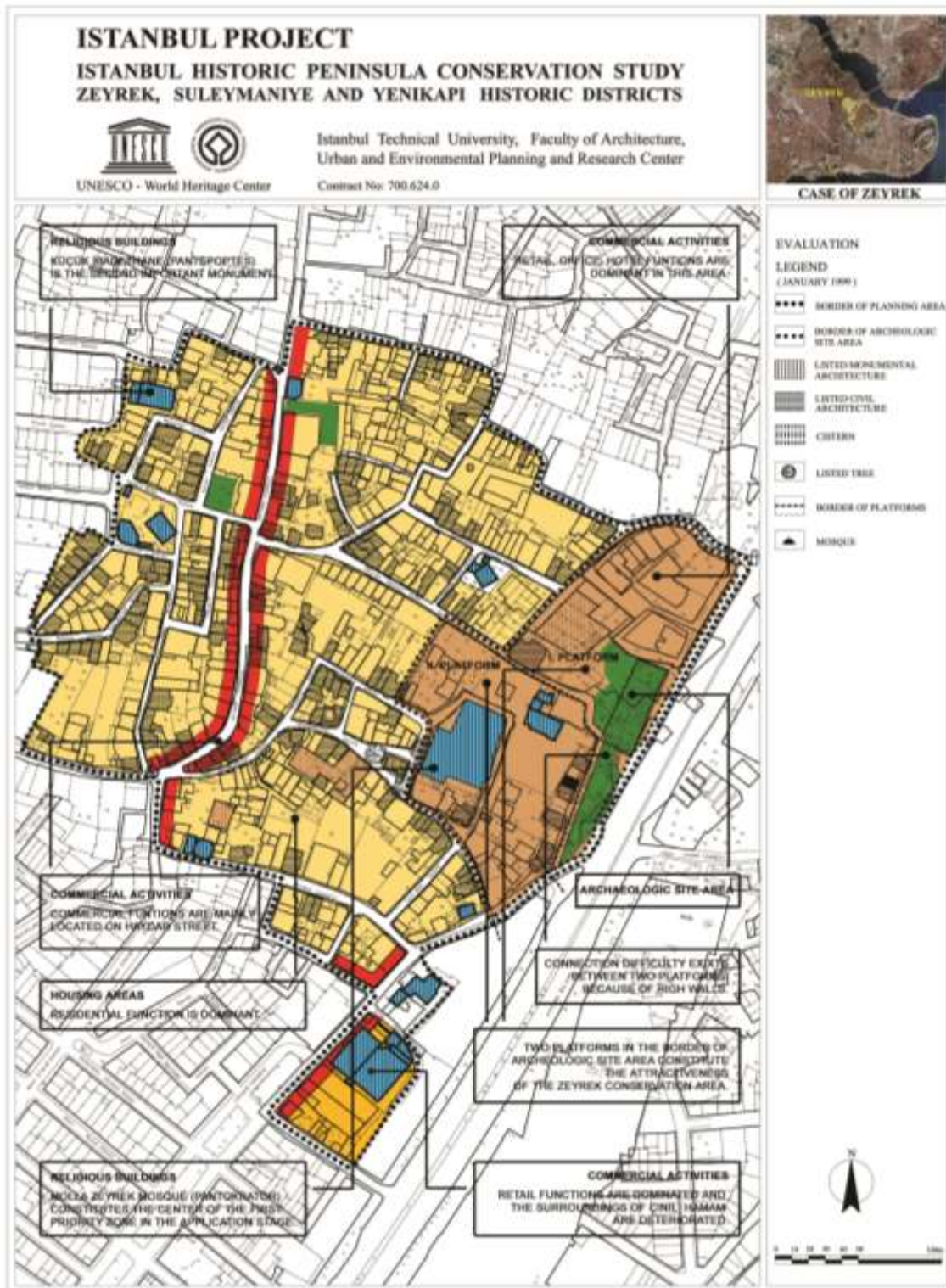
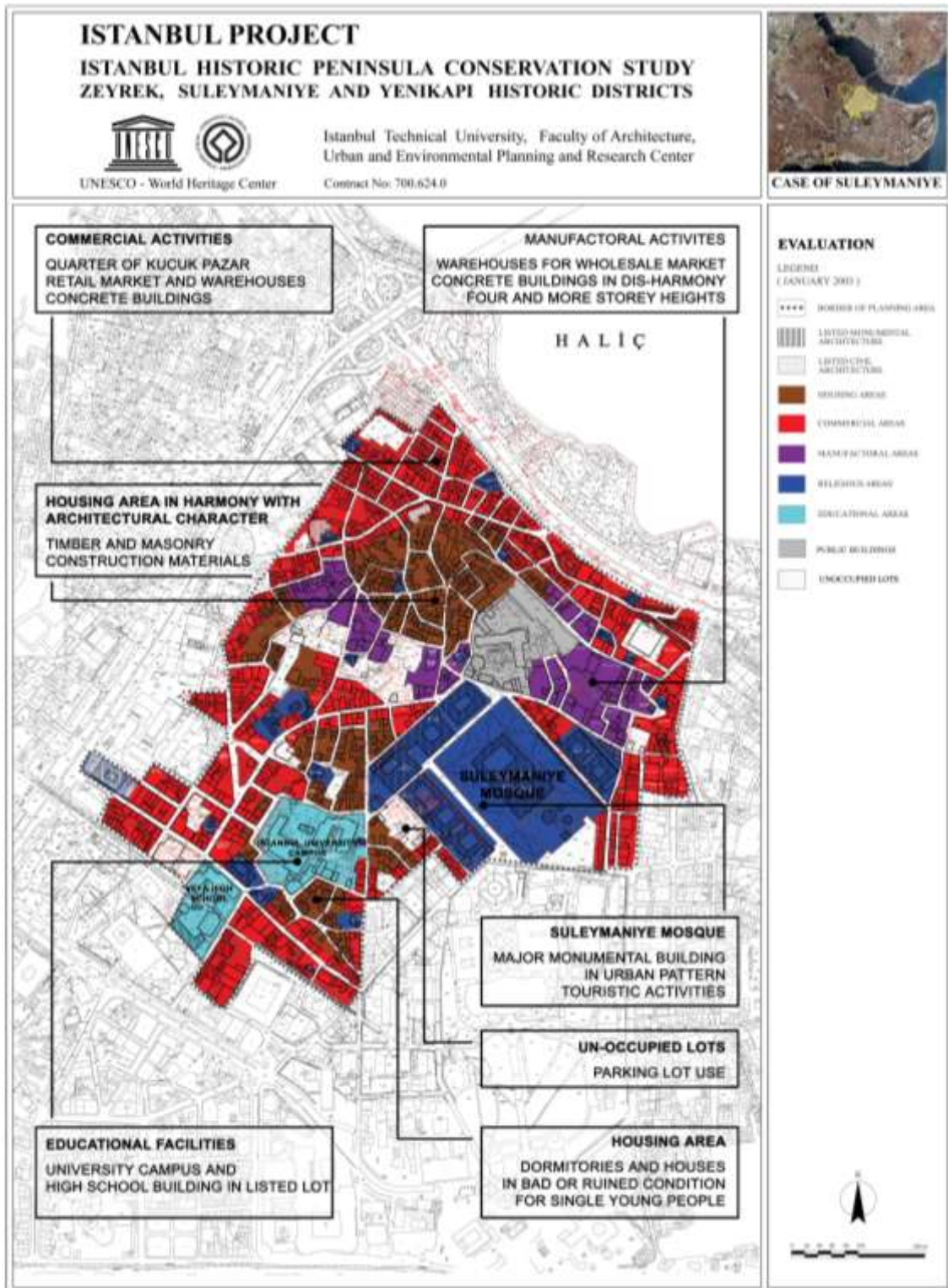


Figure 42. General Evaluation of the Survey Studies in Zeyrek



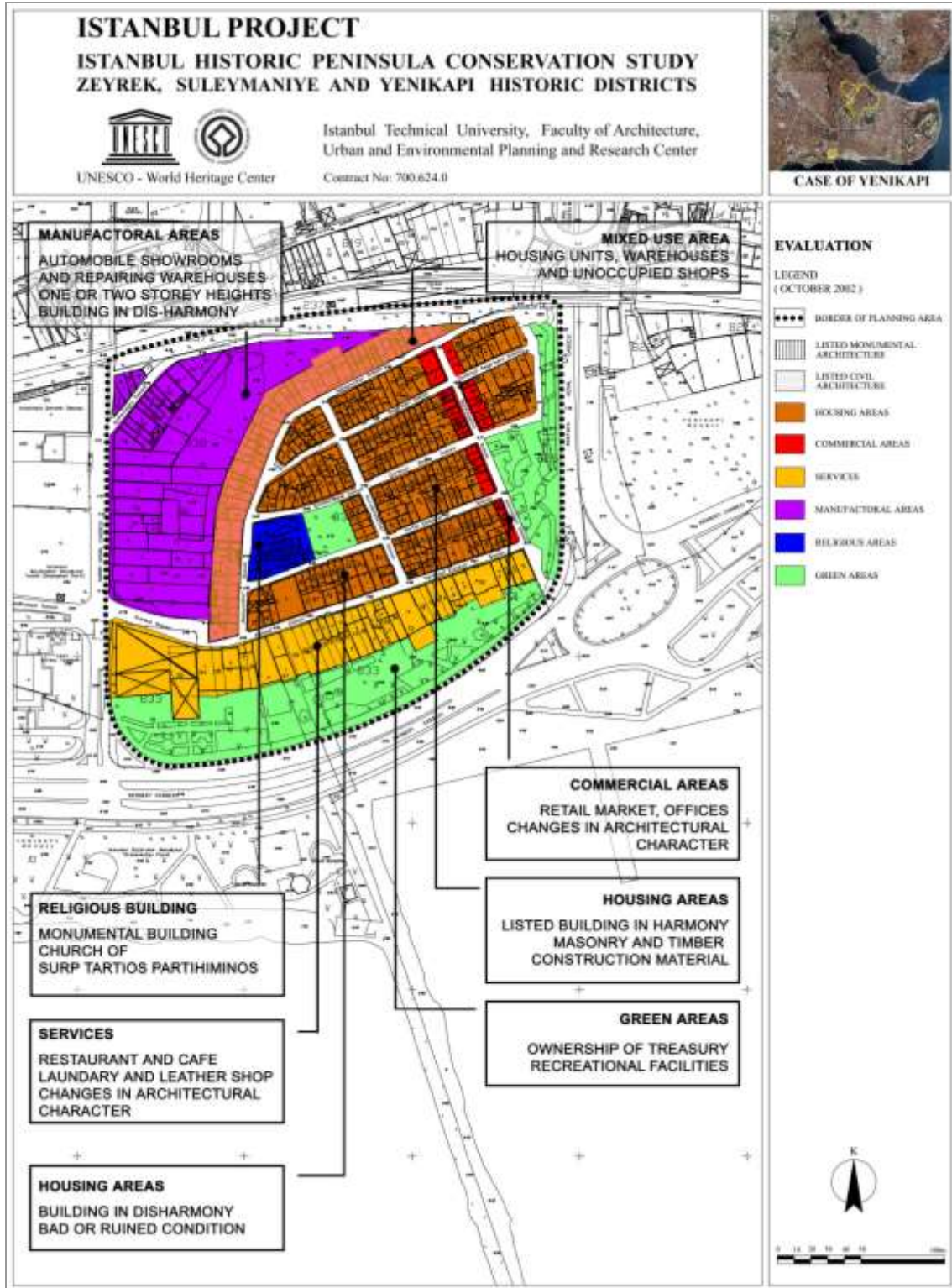


Figure 44. General Evaluation of the Survey Studies in Yenikapi

Physical Structure Evaluation in Case Study Areas

Of the lots included in the survey, almost all of them are privately owned in Süleymaniye, Zeyrek or Yenikapı. 78.3% of the listed buildings are owned by private in Süleymaniye, while the percentage rises to 90% in Yenikapı and 92.6% in Zeyrek. The percentage of occupied buildings is rather higher in Süleymaniye and Zeyrek. The non-occupancy problem appears in listed structures, because of the high maintenance costs. The ratio is high in each location, for Süleymaniye, Zeyrek and Yenikapı.

The empty places, generally listed buildings in Zeyrek, Süleymaniye and Yenikapı Conservation Sites, were filled by immigrants of low income coming from the economically undeveloped regions of Turkey, especially from the Southeast and East Anatolia Regions. In the meantime most of the listed buildings have deteriorated and are in bad physical condition.

The buildings in Yenikapı are in better condition than those of Süleymaniye and Zeyrek. An important decay in the listed timber structures in all areas can be seen. A large percentage of the structures in Süleymaniye, Yenikapı and Zeyrek are 2 or 3-storeys high, with a percentage of 72.5, 78.7 and a slightly lower percent of 52, respectively, for either listed or non-listed buildings. The majority of the structures are made of masonry or concrete in the areas.

When the listing status is considered, it is seen that nearly half of the total listed structures are masonry for both Süleymaniye and Yenikapı. According to the survey, a greater number of structures are examples of civil architecture in each district; the ratio differs in Yenikapı with fewer monumental buildings for listed ones. The percentage of empty lots with the listed building demolished in Süleymaniye and Zeyrek is rather high, compared to Yenikapı.

Although timber structures define the characteristic of the conservation areas, they only contribute to 11% of the total in Süleymaniye and 7.1% in Yenikapı. Zeyrek has a rather higher percentage of timber structures with a portion of 28% of which 58% is listed, compared to others (Figure 45, 46 and 47).



Figure 45. Listed Masonry Structures in Zeyrek, Süleymaniye and Yenikapı



Figure 46. Listed Timber Structures in Zeyrek, Süleymaniye and Yenikapı



Figure 47. Listed Timber Structures in Zeyrek, Süleymaniye and Yenikapı

The Molla Zeyrek Mosque constitutes the centre of the Zeyrek Conservation Area having first priority in the implementation stage. The Küçük İbadethane Mosque is the second most important monumental building in the area. The Çinili Bath is another important monumental building having potential for the area. But its physical conditions and environs have deteriorated and are neglected. Cisterns and archaeological sites existing in the planning area are other potentials to be taken into account.

Religious buildings in Süleymaniye constitute an important defining role of the Historic Peninsula. Süleymaniye Mosque is the centre of the planning area having the first priority in the implementation stage. Other monumental structures in Süleymaniye are the Kalenderhane Mosque and the Vefa Mosque, giving monumental meaning to the area.

There is one monumental building in the Yenikapı planning area, the Church of Surp Tartios Partihimios. The church is still in use and surrounded by newly built disharmonious structures that hide its monumental character.

In the evaluation of structures of consistency with the traditional architectural character and urban fabric of the area, Süleymaniye, Zeyrek and Yenikapı show relatively different characters. Of the buildings studied, 65.1% are said to be in harmony with the architectural character of Süleymaniye, on the contrary, only 44% in Zeyrek and 26.2% are in harmony in Yenikapı (Figure 48).



Figure 48. Buildings in Disharmony with the Traditional Urban Fabric in Zeyrek, Süleymaniye and Yenikapı

Social Structure in the Case Study Areas

The social structure analyses of the study areas are conducted to define the present situation of demographic, socio-economic and cultural characteristics to formulate former planning decisions. The comparative evaluation is done to figure the similarities and differences on historical neighbourhoods.

Most of the families surveyed are extended families of more than 5 people in Süleymaniye, Zeyrek and Yenikapı. while places housing 8 to 10 men in one room is one of the most important problems Süleymaniye faces. A greater number of the families in Süleymaniye and Zeyrek were born in cities of Southeast Anatolia, generally from Adiyaman or Mardin. Most of the mothers living in Yenikapı were born in cities of East Anatolia, generally from Diyarbakır and Elazığ, and fathers are from Southeast Anatolia.

Süleymaniye is a centre from where most of European side of Istanbul's distribution of goods is supplied, so, it houses the basic young labour force in its content. Yenikapı houses the labour force working in near commercial centres and the entertainment business. Since Zeyrek has no such commercial potential, it is more of a housing district. The major population of residents in the planning areas is housewives and self-employed.

The number of fathers with no income is higher in Süleymaniye compared to Zeyrek and Yenikapı. Again a higher percentage of fathers earn between 124-186 USD a month in Süleymaniye and between 62-124 USD in Zeyrek, while most of the fathers earn more than 284 USD in Yenikapı with the benefit of working in the entertainment business.

Most of the families are tenants in each district, but the percentage is lower in Zeyrek. There is a small portion of families in Yenikapı and Zeyrek living in the building free of charge. Almost half of the residents have lived in that residence for a period of less than 5 years in Süleymaniye and Yenikapı. Although the portion is lower in Zeyrek, again the majority have lived in that residence less than 5 years. The continuous immigration from economically undeveloped regions of Turkey creates a dynamic mobile population profile in each.

According to the survey, the percentage of families that has a desire to stay in the same district is 44% in Zeyrek, 36% in Süleymaniye and 40% in Yenikapı, but they cannot make it real because of monetary problems. The families living in non-listed buildings have a desire to move greater than the ones in listed buildings in the planning areas ignoring emotional factors.

It was determined that a small portion of residents has a true understanding of conservation area for Süleymaniye, Zeyrek and Yenikapı. Although the knowledge level is

low, the majority finds urban conservation important. A greater number of residents think that their listed property must be preserved in Zeyrek, compared to Süleymaniye and Yenikapı. The residents' thoughts of either Süleymaniye or Yenikapı are in the direction of the replacement of the listed house with a modern, multi-storey building beautifies the district, whereas Zeyrek residents think the opposite.

The social structure of the area changed completely after the 1950s. This change was reflected in the spatial structure, too. Prior users were moved outwards and immigrants from Eastern and Southeastern Anatolia settled in the area. Migrant families were mainly in the low-income level. The lack of interest in conservation and the lack of ownership where they live accelerated the deterioration of timber buildings. Multi-storey reinforced concrete buildings were built after the demolition of traditional ones, resulting in a lack of harmony with the traditional urban texture. Changes in social structure and the lack of interest in conservation studies create more deterioration within the general framework of case study areas. As well as restoration of listed buildings, the precautions to enhance environmental quality are vital. Effective conservation and integrated conservation approaches are necessary to enhance the environs and to create better income opportunities for the people living in Zeyrek, Süleymaniye and Yenikapı by re-functioning regulations along with residential use. These regulations are essential for creating a lively historical environment.

Istanbul Project leads in this manner, an outstanding example for conservation of cultural assets in Turkey of a world heritage project, a comprehensive documentary of cultural assets, and an integrated conservation and development approach. The need to balance physical, social and economic elements and to assure implementation and financial strategy are new attempts for the Historic Peninsula, also for Turkey of building a common basis within the content of European Union membership. Secondly, it provides a comprehensive documentary of cultural assets including three-dimensional evaluation. Finally, it brings concrete evidence that Turkey is attempting to be active in conservation of World Cultural Heritage, at the time to be excluded from the List.

It should be recognized that strong efforts have been made in what concerns conservation decisions and development planning rules and regulations, so that effective implementation may soon reach the desired and required standards. One is simply left with the hope that future generations come to appreciate their cultural heritage and might be able to enjoy them one day. In addition, it is hoped that the Istanbul Project will be a successful example, a guideline for future conservation projects to be developed in Turkey.

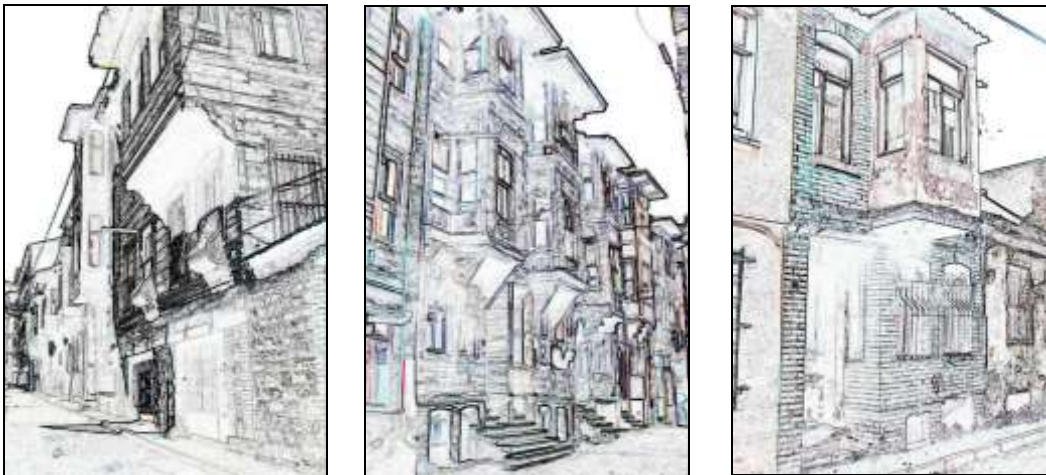


Figure 49. Listed Structures in Zeyrek, Süleymaniye and Yenikapı

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ANNEX I

WORLD HERITAGE LIST No: 356

A) IDENTIFICATION

Nomination: Historic areas of Istanbul

Location: Province of Istanbul

State party: Turkey

Date: December 31, 1984

B) ICOMOS RECOMMENDATION

That this cultural property be included on the World Heritage List on the basis of criteria I, II, III and IV.

C) JUSTIFICATION

The ratification of World Heritage Convention by Turkey in 1983 has enabled the Committee to receive various high quality nominations in 1985 including that which concerns the historic areas of Istanbul and which must be the subject of very careful review.

One cannot conceive of the World Heritage List without this city which was built at the crossroads of two continents, which was successively the capital of the Eastern Roman Empire, the Byzantine Empire and the Ottoman Empire and which has constantly been associated with major events in political history, religious history and art history in Europe and Asia for nearly twenty centuries. But at the same time, Istanbul is a large metropolis. With its population of nearly 2,500,000 inhabitants, this historic city has undergone population growth in the past twenty years which has profoundly changed its conservation conditions. The threat of pollution arising from industrialization and rapid and initially uncontrolled urbanization have jeopardized the historical and cultural heritage of the old town, justifying the international appeal for the safeguard of Istanbul which was launched on May 13, 1983 by Mr. Amadou Mahtar M'Bow, Director General of UNESCO.

It is within this context that the proposal for inclusion must be examined. Its restrictive nature illustrates the recent deterioration of the urban fabric, but also the political will to safeguard a number of privileged sites with the aid of the international community.

The proposal for inclusion sets forth four zones:

- 1) The Archaeological Park which in 1953 and 1956 was defined at the tip of the peninsula.
- 2) The Süleymaniye quarter, protected in 1980 and 1981.
- 3) The Zeyrek quarter, protected in 1979.
- 4) The zone of the ramparts, protected in 1981.

ICOMOS considers that this selection which has been purposely limited to a small number of sites which are under full legal protection makes it possible to illustrate the major phases of the city's history using its most prestigious monuments:

- The ancient city and the capital of the Eastern Roman Empire are both represented by the hippodrome of Constantine (324) in the Archaeological Park, by the aqueduct of Valens (378) in the Süleymaniye quarter and by the ramparts built starting in 413 upon the order of Theodose II, located in the last of the four zones.

- The capital of Byzantine Empire is highlighted by several major monuments: in the Archaeological Park there are the churches of St. Sophia and St. Irene which were built under the reign of Justinian (527-565); in the Zeyrek quarter there is the ancient Pantocrator Monastery which was founded under John II

Comnene (1118-1143) by the Emperess Irene; in the zone of the ramparts there is the old church of the Holy Savior in Chora (presently Kahriye Camii) with its marvellous mosaics and paintings from the 14th and 15th centuries. Moreover, the current layout of the walls results from modifications performed in the 7th and 12th centuries to include the quarter and the Palace of the Blachernes.

The capital of the Ottoman Empire is represented by its most important monuments: Topkapi Saray and the Blue Mosque in the archaeological zone; the Sehzade and Süleymaniye mosques which are two of the architect Koca Sinan's major works and which were constructed under Süleyman the Magnificent (1520-1566) in the Süleymaniye quarter; and also by the vernacular settlement vestiges of this very quarter (525 wooden houses which are listed and protected).

ICOMOS recommends the inclusion of the historic areas of Istanbul on the World Heritage List on the basis criteria I, II, III and IV.

Criterion I: the proposed cultural property includes unique monuments, and masterpieces of universal architecture such as St. Sophia which was built by Anthemios of Tralles and Isidoros of Milet in 532-537 and the Süleymaniye Mosque, a masterpiece of Sinan architecture.

Criterion II: throughout history, the monuments in the city's centre have exerted considerable influence on the development of architecture, monumental arts and the organisation of space, both in Europe and in Asia. Thus the 6650 metre terrestrial wall of Theodosius II with its second line of defences, created in 447, was one of the leading references for military architecture even before St. Sophia's became a model for an entire family of churches and later mosques and before the mosaics of the palaces and churches of Constantiople influenced the Eastern and Western Christian art.

Criterion III: Istanbul bears unique testimony to the Byzantine and Ottoman civilisations.

Criterion IV: The Palace of Topkapi and the Süleymaniye mosque with its annexes (Caravanserail, madrasa, medical school, library, hammam, hospice, cemetery, etc) provide the best examples of ensembles of palaces and religious complexes of the Ottoman period.

ANNEX II

HISTORIC AREAS OF ISTANBUL (TURKEY) STATE OF CONSERVATION REPORTS: 1998

The Monument of Hagias Sophia of the Archaeological Park

In 1993, an expert mission visited Hagias Sophia, one of the main monuments of the World Heritage Historic Areas of Istanbul. A series of recommendations for its rehabilitation elaborated by the UNESCO mission in 1993 was approved by the Government of Turkey, who subsequently increased its budgetary allocation for their implementation. In March 1998 another mission visited the monument and stressed the need for an advisory body of international and national experts which can meet regularly to advise the national team composed of the Hagias Sophia Museum and the Central Conservation and Restoration Laboratory, in charge of the restoration of this monument. It also noted that the restoration of the mosaics of Hagias Sophia for which the World Heritage Fund has contributed US\$ 80,000 between 1983 and 1994, was progressing satisfactorily. To increase the rhythm of the work, the Central Laboratory has requested additional human and financial resources (request to be considered under International Assistance).

The Zeyrek Conservation Site

With regard to the Zeyrek Conservation Site in Fatih District of Istanbul which is protected as part of the World Heritage area for the value of the Ottoman epoch timber buildings, the State Party submitted in May 1998, a Technical Co-operation request. This request concerned a detailed technical evaluation and the preparation of the repair schedules of these historic timber buildings, following the alarming report presented by ICOMOS to the twenty-second session of the Bureau. This request also included activities to support the Municipality of Fatih to establish a Fatih Heritage House, a service to advise the inhabitants of Fatih (including Zeyrek) of the housing improvement and conservation methods of the historic buildings, the majority of which are under private ownership. The Secretariat reported to the Bureau at its twenty-second ordinary session held in June 1998 that the urgency of these activities was due to the need to convince the European Union not to exclude Zeyrek from its rehabilitation project aimed at housing improvement, despite the fact that the majority of the Ottoman epoch buildings in Zeyrek had been abandoned by the inhabitants due to their dangerous condition. The Bureau decided to postpone its decision concerning the grant of this request to its extraordinary session in November 1998 and to await additional information. The UNESCO/EC project office and the ICOMOS expert who undertook another reactive monitoring mission in October 1998, reconfirmed the need for urgent measures to (a) prevent the further loss of these Ottoman epoch buildings by at least providing emergency shoring to avoid their collapse; (b) carry out training in conservation skills to stop the use of cement and inappropriate material in the restoration/reconstruction work being carried out on some of these buildings by the private sector; and (c) mobilize the Fatih Heritage House to undertake actions to organize the inhabitants to invest the required self-financing component in the co-funding scheme for housing improvement under the EU/Turkish Government programme, expected to become operational by September 1999.

The Bureau, having noted the State Party's request for UNESCO to establish a team of national and international experts to strengthen the on-going effort for the restoration of the mosaics of Hagias Sophia, recommended the Government to organize, in close collaboration with the Secretariat, an international expert meeting to take stock of the actions accomplished and to draw up a medium-term plan of action for the continuation of the work and to prepare the terms of reference for the international experts required by the Central Laboratory.

The Bureau expressed concern over the state of conservation of the Ottoman epoch timber buildings in Zeyrek as reported by ICOMOS and the Secretariat and requested the State Party to inform the Secretariat by 15 April 1999, for examination by the Bureau at its twenty-third ordinary session, on measures it intends to take for the preservation of this important site which forms an integral part of the World Heritage Historic Areas of Istanbul. The Bureau furthermore, requested the Secretariat to maintain close collaboration with the European Commission and the Fatih Municipality to maximize the benefits of the EU-funded project in Fatih for the rehabilitation of historic buildings in the World Heritage protected areas.

ANNEX III

HISTORIC AREAS OF ISTANBUL (TURKEY) STATE OF CONSERVATION REPORTS: 1999

The Bureau was informed that the State Party submitted a written report on the state of conservation of the site as requested by the Bureau at its twenty-third session and the Committee at its twenty-second session.

It noted that the Ministry of Culture had allocated an important sum (US\$250,000) to Fatih Municipality for the conservation of Zeyrek and that the conservation plan of the historic peninsula of Istanbul was under preparation by the Greater Istanbul authorities and the concerned municipalities.

The Bureau was informed that the August 1999 earthquake in Turkey had caused only minor damage to the rampart and not to any other part of the World Heritage protected zones. The Delegate of Greece however indicated that the impact of earthquakes are only evident over time and therefore requires continued surveillance. With regard to Zeyrek, she recalled the statement of ICOMOS at the twenty-third session of the Bureau that the degraded condition of the timber buildings of Zeyrek and the poverty of the inhabitants, makes the on-going conservation effort a utopian cause, and suggested the need to set priorities for assistance, especially in view of the many monumental and urban heritage of importance within the World Heritage site.

The Bureau noted the concern raised by the Secretariat that the revoking, after the August 1999 earthquake, of all construction plans and permits by the Ministry of Public Works and Housing, pending completion of the urban conservation and development plan, may result in an even greater number of illegal constructions. The Bureau also noted the on-going efforts to support Greater Istanbul and the municipalities in expediting the finalization of the urban conservation and development plan (at 1/5000 and 1/1000) which are being undertaken by the Istanbul Technical University and French technical experts seconded to the Centre under the France-UNESCO Agreement.

The Bureau expressed its sympathies to the victims of the tragic earthquake of 17 August 1999. Noting that the impact of earthquakes on monuments and sites are only evident over time, the Bureau requested the World Heritage Centre to support the national rehabilitation effort and to monitor the effects of the earthquake. The Bureau noted its appreciation for the significant allocation of funds to the Fatih Municipality by the Government to prepare the conservation plan and to undertake rehabilitation activities in Zeyrek. In this regard, the Bureau suggested that the feasibility of conserving the timber buildings of Zeyrek should be considered within the context of the overall conservation needs of the World Heritage areas of Istanbul, and on the basis of prioritizing such needs.

The Bureau encouraged the continued efforts of the Centre in mobilizing international technical support, particularly to expedite the elaboration of the 1/5000 scale urban development and conservation plan by Greater Istanbul and the 1/1000 scale detailed conservation plan by the municipal authorities of Fatih and Eminonu. Finally, it requested the State Party to submit a report to the Bureau through the Secretariat by 15 September 2000 of progress in corrective measures being carried out in Zeyrek and in the adoption of the conservation and development plan of the historic peninsula of Istanbul.

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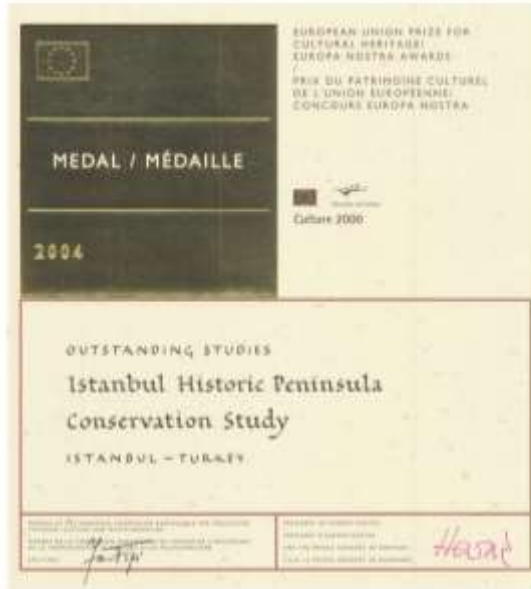
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