## CONSERVATION PROBLEMS OF HISTORIC HOUSES IN THE CENTRAL AREA OF ISTANBUL

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### INTRODUCTION

Turkey, as a developing country, has been facing a population explosion in major urban centers starting from the 1950s. Masses of people have migrated from rural to urban areas. In addition to 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 houses at the historic core of the city.

In this paper, the case of Istanbul Historic City Center will be taken as an example of this process. After a brief definition of the conservation concept of historic environment in Turkey in general, some findings related to the conservation of the historic core of the city will be summarized. These findings are concerned with the building conditions and the physical qualities of the area, the socio-economic levels of the residents, and the public attitude towards the conservation of the historic houses and their environment.

## 1. THE DEVELOPMENT OF THE CONSERVATION CONCEPT OF HISTORIC VALUES IN TURKEY

In Turkey, the concept of historic building conservation, 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 revitalization and integration of the entities having historic, cultural and architectural values with a certain economic and functional potential (1).

The beginning and the evolution of conservation concept in Turkey are not as old and comprehensive as that in Europe. Many valuable ancient monuments and artifacts were lost during the Ottoman Imperial Period because of the ignorance and apathy of the rulers and of the public in general. At the beginning of the 19th Century, a few enlightened people, apparently influenced by the trends in Europe, came out with some suggestions for conservation. These suggestions however, did not receive enough attention and thus remained ineffective (2).

#### 1.1 THE OTTOMAN IMPERIAL PERIOD

The opening of the first museum in the St. Irene Church in 1846 by Fethi Ahmet Pasha marked the starting point of the historic conservation movement in Turkey. The first legal measure in the field of historic conservation had been the enactment of "The First Regulations for Antiquities" in 1869, which had to be revised four times. This covered only the conservation items designated as "movable cultural values" from the ancient times, which had been found in archaeological excavations and assigned to the State to be kept (3).

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 periods 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 historic entities to be taken out of the country legally and/or illegally (4).

"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" (5).

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 defining as State Property all the monuments, all the movable or immovable entities that had been found or were to be found in all kinds of sites whether they belonged to individuals or to communities. (6)

#### 1.2 THE TURKISH REPUBLIC

After the New Turkish Republic had been founded in 1923, Turkey entered a period of rapid development. The efforts to modernize and westernize 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. The new approach involved some efforts to determine and clarify the roots of the Turkish history, on the Anatolian Civilizations apart from those of the Ottoman Empire. Parallel to the efforts for clarifying the roots of the Turkish history, the scope of the historic conservation

movement was extended to encompass the ancient Civilizations of Anatolia. The movable objects of value related to those civilizations were researched for, discovered and taken into museums. And under the guidance of Atatürk himself, a commission was established for the conservation of the historic architectural heritage of the whole country. The first attempt in this direction was made between 1933 and 1935; 3500 historic buildings were registered and restoration reports on them were prepared. (7)

In 1933, with the "Act of Buildings and Roads" the concept of environmental conservation was introduced for the first time while urban development plans were also being drawn (8). 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, 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 historic 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 historic environment as well as their touristy potential (8). In the 1950s the rapid change in the socio-economic structure of the country led to considerable unplanned urbanization and uncontrollable destruction not only in the urban texture but also, and particularly, in its natural and historic environment. With the aim of preventing the destruction of historic buildings and of safeguarding them, "The Supreme Council of Immovable Antiquities and Monuments (SCIAM)" was established by Act No 5805 in 1951 (9). This Council tried to follow up on and adopt the international developments and decisions in this field, such as the 1963 Venetian By-law (10). The conservation decisions taken by this Council, however, always remained ineffective owing to the lack of funds, an efficient conservation policy and organization. The efforts of this Council remained for a long time restricted to individual historic monumental buildings.

In the 1960s, the most important event affecting the approaches to conservation was the fact that the 1961 Constitution assigned the State, with its Clause No.50, the task of protecting the historic and cultural values (11). 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 historic buildings according to the Real

Estate Tax Act No 1610/17.7.1972 (12).

Act No 1605, which altered the Construction Act No 6785, in 1972 led to some new arrangement, however insufficient, in urban conservation with its Supplementary Clause No 6 (13).

In 1973, as an improvement in the concept of conservation, the new "Act for Antiquities No. 1710" was put into force replacing "The Fourth Act for Antiquities" (14). This act brought on new definitions for and new limitations to the values to be conserved; building complexes and natural or natural man-made sites were also taken under the cover of conservation addition to monuments of architectural value.

In the 1970s, Turkey actively joined the "1975 European Architectural Heritage Year" campaign and thus the projects for Antalya, Göreme, and Istanbul were included among the European Pilot Projects for the first time in 1976, the idea of "Emergency Replanning of Historic Cities" began to be discussed (15); and after 1977 the aims of conservation for town planning were modified to include not only ancient monuments but groups of buildings and historic sites as well.

In 1979 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 to determine the rights and duties of the owners and the responsibilities of the authorities. The Ministry of Tourism and Information began to give loans parallel to its efforts of proving financial and technical aid for the conservation and safeguarding of the listed buildings, which could not be repaired by their owners due to the lack of necessary finances. These were to be used exclusively adapting the listed buildings for touristy purposes. The Ministry of Culture also prepared the Regulations dated 30.3.1979 for "Financial and Technical Aid for The Repair of Individually or Publicly Owned Immovable Antiquities" (16).

In the late 1970s and 1980s SCIAM naturally acknowledged that, historic 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 historic cities and to cancel those development plans adverse to protection in specific areas. As an urgent solution, SCIAM proposed that a decision be taken on the principles and the method of a conservation plan in cooperation with the related institutions.

Yet, despite all these undertakings mentioned above, a large number of court cases were opened as results of the clash between conservation regulations, building permissions and personal interests. Thus, it was decided that the "Act for Antiquities 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 "Act for Conservation of Cultural and Natural Entities No 2863/21.6.1983" came into force, replacing the two previous acts, "Act for

Antiquities No 1710" and "The Supreme Council of Immovable Antiquities and Monuments Act No 5805 " (17). With this act, SCIAM was abolished and a new organization, "The Supreme Council for Conservation of Cultural and Natural Entities (SCNE)" and its regional sub committees, i.e. "Regional Councils of Conservation for Cultural and Natural Entities (RCNE)" were established. With this act, some points the following were clarified in detail and the term "site" was redefined so as to cover the products of various Civilizations from ancient times up to the present time; the cities or city remains representing the social, economic architectural etc. characteristics of their times; those the places where significant events had taken place and some other areas to be protected because of their definite natural characteristics.

Another important step forward was taken with Act No 2863 regarding conservation development planning; this act adopted and made legal the concept of conservation plans 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 Act No. 3194 and its related regulations (18).

As far as the financial aspect of conservation, is concerned Act No. 2863 provided the private owners two compensations as a solution to their financial problems, "The Fund for the Contribution to the Restoration of Immovable Cultural Entities", was established, on 24.6.1985, and each year the State would provide funds to contribute to the restoration of listed buildings. In addition, listed monuments of first and second categories would automatically made exempt from all sorts of taxes after they have been registered (19).

Two significant improvements have been brought on by Act No. 3386/24.6.1987 (i.e. Act Concerning the Alterations of Some Clauses of Act No. 2863 for the Conservation of Cultural and Natural Entities and Adding Some New Clauses to the Said Act); first conservation organizations have been decentralized and spread all over the country, thus a Supreme Council for the Conservation of Cultural and Natural Entities and 15 Local Conservation Councils have been established; and secondly local administrations have been included in the conservation process (20).

### 2. PLANNING PROCEDURES ADOPTED FOR THE CONSERVA-TION OF CULTURAL AND NATURAL ENTITIES IN TÜRKIYE

The conservation of cultural and natural entities in Turkey is theoretically considered within the scheme of the development planning. All legal actions to be taken on the conservation of urban sites are regulated by the Conservation of Cultural and Natural Entities Act No. 2863/21.7. 1983 (amended as Act, No 3386/17.6. 1987) and Construction Act No 3194/3.5.1985 and their related regulations (17, 18, 20).

According to Act No. 2863 (amended as Act No. 3386) for the conservation of cultural and natural entities, the Ministry of Culture is the institution directly responsible for the conservation work. Under this Ministry, the Supreme and sub councils for the Conservation of Immovable Cultural and Natural Entities, which are attached to the General Directorate for the Conservation of Cultural and Natural Entities, exercise the authority for deciding and approving the type of conservation work to be carried out.

The Ministry of Culture, its related bodies and the city council have the responsibility and the authority of taking the final decision when the conservation plan is being drawn. The implementation of those decisions and plans is carried out by the city planning office under the supervision of the Supreme and the Sub-Councils.

The first step in conservation is designation and listing work. For an entity to be considered worthy of conservation, it should first be designated as such, classified, approved and listed by the related Sub-Council and then registered. The Ministry of Culture 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.

Upon the declaration of an area by the related conservation council as a conservation site, the implementation of the development plan in the same area is automatically stopped. In those sites which had previously been planned but in which wrong or incomprehensive decisions had been taken as to the conservation of cultural and natural entities, the current development plan is cancelled and a new "Conservation Plan" is proposed in cases where the plan decisions need to be changed. Until the new conservation plan has been completed, temporary building regulations have to be applied thus the related conservation council, regulations to meet the needs for conservation activities and to take under control the construction of the buildings.

In those areas where temporary building regulations are being applied, the related conservation council examines the proposed project for the construction of the new building or for the restoration of the historic building, and its implementation is carried out under municipal supervision.

The Provincial Authority or the Municipality has to submit the said proposed plan for conservation to the related conservation council within a minimum period of one year. The plan, after having been accepted by the conservation council is approved by the city council 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 conservation council itself has taken a decision to this effect, it is the task of the conservation council to inform the related local authority the related institutions and bodies of the changes with a formal letter. Within one month of this letter, the city council has to come to a decision on the proposal for change. If no decision has been taken within the allocated period, the proposal for change, having been approved by the conservation council can now be carried out without the decision of the city council.

# 3. CONSERVATION PROBLEMS OF HISTORIC HOUSES IN ISTANBUL

Situated on two continents, Istanbul lies on the Peninsula of Pashaeli in Europe and the Peninsula of Kocaeli in Asia. The strategic Location of the city has caused it to be a capital over different periods. It was an administrative, commercial and cultural center in Byzantium, and it continued to be so under the Ottoman rule. Istanbul was the only city in the Ottoman Empire with a population of over a million inhabitants at the turn of the century, and most of the countrys service industries and merchants specializing in foreign trade were located here. After the foundation of the Turkish Republic, Ankara was nominated as the new capital, however Istanbul, both as a major port and a base for Western institutions, continued to play an important rule as a commercial, industrial and cultural center. The city enjoys an architectural heritage of historical buildings and monuments assembled all throughout its rich past.

The city population was around 1.000.000 in 1950, 1.800.000 in 1960. It reached 2.274.650 in 1970, around 5.000.000 in 1980 and has doubled since. Eleven percent of rural immigration in Turkey was absorbed by Istanbul. The number of gecekondu increased from a bare 8.238 in 1950 to

100.000 in 1964. The areas on the west of the city, such as Rami Taslitarla, Yildizbayiri and Zeytinburnu became large built-up areas in front of which the historical city was dwarfed. In 1945 the number of vehicles was 3.000. In 1960 it was 35.000, reaching the 100.000 mark in 1970, in 1980 it was 3.000.000. In the years 1950-1960 average yearly immigration was of 50.000 - 60.000 but this steadily increased to reach 400.000 a year in later decades (21). Since Istanbul carries 74 percent of the Turkeys imports and became the greatest center of industrialization, it offered more jobs on its construction to unqualified workers from the villages.

The historic core of the city has always been the focal point of the Grater City of Istanbul. If the limited number of settlements along the Bosphorus and Galata were ignored, the city of Istanbul would consist only of the Historic Peninsula itself up to the mid 18th Century. Later, the Historic Peninsula came to be an important center in terms of trade and wholesale trade, warehouses and the small business. Today, being at the heart of the Istanbul Metropolitan Area, it is facing the problems of urban agglomeration, transportation and structural deterioration.

During the rapid urbanization process that Turkey has been going through especially after the 1970s, a number of cities have been developing in an unplanned way, and there has also been a large demolishing and reconstruction activity in their historic city center. Traditional urban patterns have largely disappeared the to the fact that, streets and boulevards had to be opened in reconstructed areas and multistory buildings are now relatively higher than before.

In 1965 a new law, the "Flat Ownership Law" came into force allowing for the ownership of one single unit in an apartment block. This led to the creation of a new type of enterprise on the urban housing market, which began to manipulate the renewal of historic houses in the form of apartment block as a means to some economic ends. In addition to the legal regulations stated above, the rules predicted by the development plans; which defined a high density and floor area ratio, also led to the demolition of traditional Turkish houses built on large plots and prevalence of multistory housing. Other factors accelerating this process are the social change in general, the increase of urban population, the change in the family structure and, in particular the interpretation of living in a multistory apartment block as a status symbol.

Below, the findings related to the research carried out in historic houses of Istanbul Historic Peninsula Districts, namely Sultanahmet, Süleymaniye, Zevrek and Kariye are given (22).

Sultanahmet is a settlement area next to some important historic and

archeological spots, such as The Hagia Sophia, The Sultanahmet Mosque (The Blue Mosque) and The Hippodrome. In this area, as a result of the rapid industrialization at the turn of the century, residential buildings were transformed into small plants and office buildings. The increase in the in the number of office buildings, and in the volume of trade and small industry created a pressure on the traditional timber houses and led to their demolition.

Süleymaniye is located in the middle of Historic Peninsula, on one of the seven hills of Istanbul. The area as known as a distinguished residence area where the high level bureaucrats of Ottoman Empire had lived from 16<sup>th</sup> Century up to 19th Century. The pressure of increasing business activity in Süleymaniye on the residential buildings led to demolition of traditional timber houses which were rapidly replaced by concrete blocks.

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 on neighboring small business, 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.

Kariye is a settlement area next to the world famous Monastery of Chora built in the Byzantine Period. Some houses in this area have been restored by the Turkish Touring Automobile Association for cultural and touristic purposes.

As shown by the results of the four sample quarters concerning building materials, 85.4% of building materials used in Süleymaniye consist of timber. This rate is 30% in Zeyrek 22% in Sultanahmet. In Kariye, it is 8.7, which makes up the lowest rate.

Among four cases 5-storey buildings are mostly located in Kariye, with a rate of 52.7%. In Sultanahmet, buildings are mostly 3 storied with a rate of 52.7%. Süleymaniye has the biggest rate of 3 storey buildings with 52.9%.

The most important indicator of comfortable living conditions in the unit is whether it has a separate kitchen and a separate bathroom. It is observed that in Süleymaniye 53% and in Sultanahmet 52% of the living units have neither a separate kitchen nor a separate bathroom.

As for the tenant-owner ratio in these four cases it is found out that, among the four cases, Süleymaniye has the highest rate of tenants with 64%. It is observed that, most of the timber houses in this quarter are occupied by tenants. The tenant rate is 60.6% for Sultanahmet, 54.2% for Zeyrek and 31.7% for Kariye.

Considering the family size, research carried out in the whole area showed

that most families have four or five members. The rate of four or five member families is 55.8% in Süleymaniye, 50.7% in Sultanahmet, and 58.5% in Zeyrek and 52.1 in Kariye.

Concerning the data of income levels, most families were found to have low incomes. The cases with the lowest income levels are 14.2% in Sultanahmet, 12.5% in Kariye, 7%. In most of the cases, number of employed members remains as one. This rate is 74% for Süleymaniye, 61% for Sultanahmet, 58.7 for Zeyrek.

Concerning the figures for the levels of education only a small number of family members are university graduates. The rate of university graduates is 1.5% in Sultanahmet, 1.1% in Zeyrek, and 0.8% in Kariye. Most family members have had only elementary school education.

According to the residents of historic buildings the main problems of the conservation of historic buildings seem to be related to the maintenance difficulties and old sanitary facilities. Another difficulty is, to share the house with other families. Originally, such houses were built for one family only, so the common spaces in such houses like bathrooms and toilets have to be shared by the members of more than one family. Users also complain about the cost of maintenance and repair, about the difficulties of cleaning, and also about the trouble they are having with insects and rodents. Another factor contributing to the tendency of demolishing historical buildings is the sense of respectability gained by living in a modern apartment flat. Most of the residents who are for demolition of historic houses, claim that these houses are old fashioned, in a state of dilapidation; they also believe that the quarter would be much cleaner and tidier after their demolition.

Most of the owners would rather demolish and transform their properties into multistory buildings, as these would be much profitable. However, tenants do not agree with the demolition, fearing that they would have to move out and that they would not be able to find a similar house with as low a rent as they are paying.

## 3.1 THE PRESENT SITUATION OF CONSERVATION OF HISTORIC HOUSES IS AS FOLLOWS (23):

 In spite of the New Act No 2863 for The Conservation of Cultural and Natural Entities and the amendment of the same act June 17, 1987 and in spite of the regulations prepared in Line with the said act 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; neither a comprehensive organization to realize conservation all over the country has been established nor a sufficient cadre of technical staff has been trained.

- As conservation decisions cannot be combined with income-raising activities other than tourism, they inevitably remain as mere concepts; especially those living in the conservation areas do not believe in the use and necessity of conservation and, thus react negatively.
- The tools and filicians sources required for the support, purchase and expropriation of the listed buildings by the central and local authorities are for from being sufficient. And the "Fund Contributing to the Restoration and conservation of Immovable Cultural Entities to be Protected in the Possession of Individuals or Corporate Bodies" which has been established for this purpose, cannot be used effectively enough. Only 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".

The results of the researches have indicated that the following conservation planning strategies should be adopted and put into practice urgently:

- Regarding the significance of natural, historic, 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 integrate 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 be reprehensive of the current situation containing all the details of the natural and built environment which is a specific quality of this type of planning.
- 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 rather than by taking the building block as a whole, 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.

- Conservation councils 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 conservation 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 conservation councils.
- Conservation councils 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 organization 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.

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TYPICAL HISTORIC HOUSE OF ISTANBUL

