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CULTURAL AND NATURAL HERITAGE

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Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List

Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial

**JOINT ICOMOS/UNESCO (WHC) EXPERT MISSION
REPORT / RAPPORT DE MISSION CONJOINTE DES
EXPERTS DE L'ICOMOS ET DE L'UNESCO (CPM)**

Historic Areas of Istanbul (Turkey) (C 356) / Zones historiques d'Istanbul (Turquie) (C356)

6-11 April 2006 / 6-11 avril 2006

This mission report should be read in conjunction with Document:

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REPORT OF THE JOINT ICOMOS/UNESCO EXPERT REVIEW MISSION



TO THE HISTORIC AREAS OF ISTANBUL WORLD HERITAGE SITE 6TH TO 11TH APRIL 2006

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We would also like to acknowledge the great interest of the different stakeholders at the World Heritage site, who provided valuable information on the situation, during long meetings and presentations. We were extremely grateful for the support provided by ICOMOS Turkey, in particular to Prof. Dr. Nur Akin and Prof. Dr. Zeynep Ahunbay, to the Turkish Timber Association, particularly its Vice President, Ms Emine Erdoğan, to Ms Ayşe Mortaş (Associazione Palatina-Istanbul), to Istanbul 2010 European Capital of Culture Initiative, to Istanbul Foundation for Culture and Arts, to the Chamber of Architects of Turkey (Istanbul Chapter), to Istanbul Technical University (Faculty of Architecture) and to the other officials and Turkish experts who so readily shared their knowledge and experience with the mission.

EXECUTIVE SUMMARY AND KEY RECOMMENDATIONS

The joint UNESCO-ICOMOS mission to Istanbul, Turkey, composed of five experts, was invited both by a joint letter of the Lord Mayor of Istanbul and the Governor of Istanbul dated 31 January 2006, and the Permanent Delegation of Turkey to UNESCO. The mission details were discussed at a meeting between the Permanent Delegation of Turkey, DIR/WHC and the Chief of the Europe Section at the Centre in March 2006 and the Terms of Reference were developed. The mission was carried out in compliance with decision 29 COM/7C of the 29th session of the World Heritage Committee.

The Programme (Annex 6.2), composition of the mission team (Annex 6.3) and Terms of Reference (Annex 6.1) of the mission are attached.

The mission successfully concluded its technical review of the situation based on on-site visits and on extensive documentation and meetings with relevant stakeholders. It provides this to the World Heritage Committee, including detailed recommendations, which are contained in Section 4. The key recommendations are as follows:

- There is a need for better co-ordinated and clear management roles and monitoring responsibilities defined within the framework of a new integrated and comprehensive World Heritage Management Plan, which should incorporate the definition of a buffer zone to protect the visual integrity of the World Heritage area and serve as a tool to control new development, including high-rise construction;
- Conservation work to all major monuments should be according to international standards and should be based on adequate documentation and analysis. The current work to the Land Walls and two Byzantine palace buildings, which does not meet these criteria, should be halted;
- The State Party should in future inform the Committee, through the Secretariat, of any major restoration or new construction projects, in accordance with Paragraph 172 of the *Operational Guidelines*;
- Planning for the World Heritage area should focus on conservation of existing heritage, rather than new development and reconstruction, and should furthermore aim to halt the demolition of historic timber houses;

- World Heritage values should be promoted through publicity, training and outreach, directed at local authorities, visitors and other stakeholders, including the local population.

1. BACKGROUND TO THE MISSION

The Historic Areas of Istanbul was inscribed on the UNESCO World Heritage List in 1985 under cultural criteria C (i), (ii), (iii), and (iv). Since inscription, significant threats to the site have been identified, including demolition of Ottoman-period timber houses, the poor quality of repairs and excessive reconstruction of the Roman and Byzantine Walls, the potential negative effects of the construction of the Marmaray Rail Tube Tunnel and Gebze-Halkalı Surface Metro System, and damage to the structure and mosaics of Ayasofya (Hagia Sophia), partially due to earthquakes. Since 1993, concerns have been expressed over the legislative arrangements, conservation plans and the effectiveness of organisational relationships between decision-making bodies responsible for the safeguarding of World Heritage. Most recently, these threats have resulted in World Heritage Committee decisions at its 27th, 28th and 29th sessions and requests for progress reports from the State Party to enable the Committee to review a potential inscription of the property on the List of World Heritage in Danger.

2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Information on Turkish heritage legislation is derived from responses to the Section I and II of Periodic Reports, as well as from progress reports submitted by the State Party, as requested by the Committee at its 27th, 28th and 29th sessions.

The site is declared a conservation zone and is subject to national legislation, namely: Legislation for the Conservation of Cultural and Natural Heritage (Law No.2863, National Level, amended by Laws No.17.06.1987, No.3386; No.5226, Dated: 14.07.2004), Environment Law (Law No.2872), National Parks Law (Law No.2873), Bosphorus Law (Law No. 2960), Coastal Zone Law (Law No.36921/3830), Decree Law on the Establishment of Administration for Specially Protected Areas (Decree Law No.383), Law for Pious Foundations (Law No. 2762), and Legislation on Incentives for Cultural Investments and Enterprises (No.5225). There are also several sub-areas within the historic site declared as tourism centres. There is no specific planning legislation to protect World Heritage sites in the country.

In 2005 grants started to be provided to individuals for the preparation of restoration proposals and their implementation within the framework of the new Conservation Legislation. If these measures prove effective, Turkey will be able to demonstrate an enviable commitment to cultural heritage conservation.

The Ministry of Culture and Tourism is perceived as the main responsible authority and, within the Ministry, the Directorate General for Cultural Heritage and Museums carries out planning and implementation for the conservation of Turkey's cultural and natural heritage. However, as discussed below, in practice the Ministry takes a far less active role than this might suggest and new legislation gives an enhanced role to municipalities. If a site is subject to legislation of one or more institution, these institutions collaborate for the protection of the site, such as the Ministry of Environment and Forestry.

According to the State Party, as reported in the 2006 progress report to the Committee, new legislation enacted in 2004 are designed to equip local authorities with: "more efficient technical and administrative tools in the field of conservation and thus is believed that it will enhance the public participation and state support for the conservation of the historical assets."

3. IDENTIFICATION AND ASSESSMENT OF ISSUES

• Overall State of Conservation of the Site

Turkey is currently implementing a widespread programme of administrative and legal change as part of the process of accession to the European Union. New legislation has introduced sweeping changes in the way that cultural heritage is protected, including a programme of devolution to local authorities. The mission recommends that discussion on possible inscription of the Historic Areas of Istanbul on the List of World Heritage in Danger should be postponed until 2008, to allow time for the authorities to implement the new legislative and administrative changes, which include the potential of substantially increased financial support for conservation of the built heritage. Although most of the tools already exist for an effective management regime to safeguard the integrity of the Property, the mission noted that this has hitherto been prevented by serious problems of co-ordination and the lack of information-sharing between the authorities and therefore recommends a programme of corrective measures and benchmarks to be implemented by the authorities:

immediate:	halt the current restoration work to the Land Walls, Tekfur Saray and Ayvansaray;
before 1 February 2007	review and amend current projects for the restoration of the Land Walls, Tekfur Saray and Ayvansaray to ensure they meet international standards;
before 1 February 2007	provide training on the conservation to international standards of ruined masonry monuments and prepare a technical manual to guide future work;
before 1 February 2007	amend the boundaries of the First Degree conservation zones for Sultan Ahmet, Süleymaniye, Zeyrek and the Theodosian Land Walls in the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan to coincide with the boundaries of the World Heritage core areas;
before 1 February 2007	provide an updated Progress Report on the implementation of corrective measures to reduce threats to the site and improve management and conservation practices;
before 1 February 2008	complete to international standards of a new integrated and comprehensive World Heritage Management Plan in compliance with the <i>Operational Guidelines</i> , which will include details of a new and effective management structure and a buffer zone to protect the integrity of the site, in accordance with the <i>Vienna Memorandum</i> ;
before 1 February 2008	the comprehensive revision of the Süleymaniye Renewal Project, the Zeyrek Area Study, the Ayvansaray Turkish Quarter Urban Renewal Area Studies, the Anemas Dungeon Restoration, the Tekfur Palace Restoration proposals and the Cankurtaran and Sultanahmet Implementation for Conservation plans to transform them from development plans with a focus on new development and reconstruction into Conservation Implementation Plans for the core areas of Sultanahmet, Süleymaniye, Zeyrek and the Land Walls, which prioritise the conservation of existing heritage structures to international standards.

- **Current State of Protective Legislation, including New Financial Provisions**

- Key issues:**
- the last two years have seen huge changes in legislation protecting cultural heritage that promise the potential of substantial improvements in the management of the World Heritage property, but the mission concludes that it will not be possible to assess the practical effects before the 32nd Session of the Committee in 2008
 - the mission considers that an effective and co-ordinated framework to implement conservation legislation at the local level does not yet exist and recommends that a World Heritage Conservation Unit is established by the Ministry of Culture and Tourism at Metropolitan Municipality level, within the framework of a new World Heritage Management Plan, before 1st February 2008
 - the mission is concerned of the use that might be made during the implementation of Law 5366 on the designation of “deteriorated historic areas,” as an example of legislation that appears to favour development over conservation
 - the new legislation contains potentially generous provisions for financial support for the conservation of cultural heritage. Details of how this has been implemented should be included in the next Progress Report, by 1st February 2007
 - the mission noted that a number of major new development projects that could adversely affect the visual setting of the property, including the proposed Haydarpaşa high-rise development, have been approved by special laws at the national level, thereby bypassing the new protective legislation that devolves powers to local authorities. The mission recommends that impact assessments are prepared for such projects, to evaluate their potential effect on World Heritage values

The process of Turkey’s accession to the European Union, incorporating the adoption of the *acquis communautaire*, involves wide-ranging legal and administrative reforms, including the devolution of powers from central to local government. Law 5226 on the Conservation of Cultural and Natural Wealth (August 2004) is part of this process and will devolve substantial powers and duties for the conservation of cultural heritage to municipalities.

The legal changes that have been made have been summarised in the 2006 Progress Report issued by the State Party and the supplementary report issued by the Governor and Lord Mayor of Istanbul. The amendments made in the National Law on Conservation of Cultural and Natural Heritage (Law No:5226) of 14.07.2004 is seen as an important step in giving greater local ownership of cultural heritage, by stipulating that Committees for Area Management should be formed, including stakeholder representatives, led by Area Managers appointed by the Municipalities, and that Conservation, Execution and Inspection Offices, should be established within the municipalities to carry out work on cultural assets, and (b) by stipulating that 10% of the property tax and 10% of the credits granted by TOKI (the Mass Housing Authority) should be allocated to the conservation of cultural heritage, and (c) that invoices for the conservation of cultural property can be issued net of V.A.T. was drafted and accepted an “Incitement of Cultural Investments and Initiatives”; providing new opportunities in the fields of conservation planning, management and source utilization. A new law on the “Preservation by Renovation and Utilisation by Revitalizing of Deteriorated Immovable Historical and Cultural Properties” (Law No: 5366) was also put into effect on 16.06.2005.

In the view of the mission, Law 5226 on the Conservation of Cultural and Natural Heritage has the potential to considerably improve the management of the site, as long as a new, integrated, management structure is established within the framework of a comprehensive World Heritage Management Plan. In contrast, the means by which Law 5366 on the Renovation and Utilisation of Deteriorated Cultural Properties is to be implemented gives rise to considerable concern. As in the case of large-scale development projects which are approved by specific national laws (e.g. the proposed Haydarpaşa high-rise development), Law 5366 enables a “deteriorated historic area” to be taken outside the normal planning system and for local authorities to propose far-reaching and potentially drastic development schemes. The State Party, in forthcoming Progress

Reports, will need to demonstrate that this law is being implemented in a manner that positively supports the conservation of historic areas rather than being used as a tool for development.

- **Management Structure and Coordination Mechanisms between Relevant Parties**

- Key issues:**
- **coordination mechanism between stakeholders (central and local government, civil society, inhabitants) is very poor and should be thoroughly revised within the framework of an integrated and comprehensive World Heritage Management Plan, in order to guarantee the substantial improvements that are required to ensure the adequate safeguarding of the World Heritage area**
 - **the municipalities are currently the weakest link, due to (1) the lack of integration between IMP and other municipal planning organs, and (2) inadequate capacity (staffing and training) within the district municipalities**
 - **the Ministry of Culture and Tourism has hitherto not succeeded in sharing information on World Heritage issues with the municipalities and other stakeholders, so that there is little local awareness of World Heritage values, or of the requirements of the *Operational Guidelines***
 - **Although Protection Board No. 4 has been created with specific responsibility for the Historic Peninsula, up to the present no additional civil servants have been appointed to provide administrative backup, without which there can be no realistic hope of reducing the backlog of applications for works to listed buildings, nor of processing new applications more quickly**
 - **The General Directorate of Pious Foundations needs to be brought firmly within the World Heritage management framework, to develop a comprehensive strategy to save the numerous threatened historic buildings in its ownership and to improve standards in its own restoration projects for buildings in active use**

At national level

The Ministry of Culture and Tourism, representing the State Party, has overall responsibility for the Property and the questionnaire on the state of conservation of the site, completed by the State Party on 31st October 2005, was issued under the signature of the Director General, General Directorate of Cultural Heritage and Museums. In practice, the Ministry has hitherto shown little concern over the details of the management of the site. One of the Deputy Governors of Istanbul has specific responsibilities for the issues concerning the historic city and provided strong and effective support for the work of the mission, as the representative of central government.

In 2003, the Ministry of Culture appointed a Co-ordinator for Special Projects in Istanbul, based in Topkapı Palace, to provide direct liaison with the Secretary of Culture in Ankara, but the post was abolished in 2004, after a few months. The state of conservation questionnaire completed by the State Party reports that a steering group was then established in August 2004, but that it has no co-ordinator. The steering group does not appear to play an active role in the management of the property and a remote and inaccessible Ministry of Culture has not yet succeeded in taking a strong lead or direction in ensuring adequate safeguarding of the Property. The Ministry has offices in Istanbul, but they are mostly concerned with historic structures that are in the Ministry's direct guardianship rather than the wider management of the World Heritage Site, although the Ministry has a token representation in the Museum City project.

Protection Boards

Applications for works to Listed Buildings are processed by Regional Protection Boards, under guidelines established by the Supreme Protection Board in Ankara. Protection Boards are appointed by central government, but include representatives of academia and local authorities. Protection Board No. 1 was formerly responsible

for twelve districts, including the Historic Peninsula and Beyoğlu. Eight new Regional Boards have been established, three of them in Greater Istanbul. Protection Board No. 4 now has responsibility for the Historic Peninsula and Zeytinburnu (beyond the city walls). This change has the potential to speed up the process of approving applications for works to Listed Buildings, but this will also require the appointment of more staff to service the Board, in order both to expedite the current process and decisions on the large backlog of cases yet to be determined. After conservation areas have been established, municipalities rather than the Protection Board will approve simple repairs and the General Directorate of Pious Foundations will undertake simple repairs to buildings in its ownership. This is expected to reduce the workload of Protection Board No. 4. Furthermore, Committees for Area Management are to be formed, led by Area Managers and including stakeholder representatives. Area Managers appointed by Municipalities and Conservation, Execution and Inspection Offices will be established within municipalities and will receive three months training within the Protection Board. These new provisions, yet to be implemented, have the potential of considerably strengthening management at a local level.

The General Directorate of Pious Foundations and the Turkish Treasury

The General Directorate of Pious Foundations (the *Vakıflar*) owns a very large number of monuments and historic buildings within the city, both religious and secular, many of which are derelict. An example of the kind of buildings likely to be in this category are the lodges (*tekkes*) of the former dervish orders, which were dissolved during the early Republican period. The Turkish Treasury also owns numerous buildings, including ordinary historic houses. It is possible to ask both these institutions for the allocation of an unused historic building for a term of years in return for its restoration and a small annual rent. The “buildings at risk” registers that should be compiled as part of the Conservation Implementation Plans for the four core areas will provide an important tool in uniting threatened historic buildings owned by these two institutions with potential investors, in order to achieve their conservation.

The *Vakıflar* also owns many buildings that are in active use, including mosques, and therefore plays a key role in their restoration. Like the Ministry of Culture and Tourism, the *Vakıflar* has a nominal function in the management of the Museum City project, but, within the framework of the proposed new World Heritage Site Management Plan, its role as a major institutional stakeholder needs to be clearly defined, with the expectation that the restoration projects it sponsors within the World Heritage Site should meet international standards.

The Metropolitan Municipality

Istanbul Metropolitan Municipality’s Historic Environment Protection Directorate, with an office in the Süleymaniye core area, was responsible for producing the 1:5000 Urban Conservation Plan and (under powers delegated by the district municipalities) the 1:1000 Implementation Plan. New four-tier protection zones have been established covering the whole of the Historic Peninsula. However, these will not become effective without the preparation of implementation plans for each zone. In 2005, IMP (Istanbul Greater Municipality Metropolitan Planning and Urban Design Centre), which is not a decision-making body, was established to carry out a wide range of studies and strategic plans covering the area of the whole metropolitan municipality. The contract for operating IMP and appointing contract staff was won by BIMTAŞ (Boğazici Construction Consultancy Joint Corporation), a construction consultancy company that belongs to the Metropolitan Municipality. IMP incorporates fifteen sections and 25 sub-sections; the Museum City project is the largest section. It currently employs 216 staff and is responsible for preparing detailed implementation plans, of which Süleymaniye is the first. IMP (including the Museum City project) reports directly to the Lord Mayor and the mission felt that the mechanism for co-ordination between the Historic Environment Protection Directorate (an integral part of city government) and IMP (a unit employing staff on short-term contracts for strategic planning) were insufficiently clear.

At municipal level

The new conservation legislation of 2004 will devolve considerable powers to the municipalities. Fatih Municipality has recently established a Historical Environment Conservation Directorate and Eminönü Municipality has created a Conservation Bureau, but these are not yet sufficiently strong to fulfil an effective role in managing the Property. It is the district municipalities that should be responsible for monitoring, but

this is not a role they have hitherto seen as central to their duties.

There is an institutional problem in managing the nominated extra-mural area of the Land Walls, as this lies within Eyüp and Zeytinburnu municipalities. Either these municipalities need to be incorporated within the World Heritage management regime, or this area, which is largely uninhabited, should be managed by Fatih Municipality. Proper co-ordination arrangements should be instituted.

Civil society

Government in Turkey has not historically seen civil society as a partner, but this is changing; for example, the mission was organised by the Governorship of Istanbul in close collaboration with civil-society organisations. Beyoğlu Municipality created a centre for NGOs in 2005, but by comparison the Metropolitan Municipality and the municipalities within the Historic Peninsula are lagging behind in developing civil-society partnerships.

The universities have hitherto been reluctant or found difficulties in collaboration with municipal governments. This has hindered the sharing of expertise in conservation and site management that undoubtedly exists within the city's universities with local government as custodians of the built environment. ICOMOS Turkey, whose membership is largely drawn from academia, has therefore also played a more restricted role than might otherwise have been expected.

Nevertheless some of the most innovative improvements in managing the World Heritage Site have resulted from recent civil-society initiatives. The Turkish Timber Association, responsible for launching the "Save Our Roofs" Campaign to preserve the heritage of timber house, and the Eminönü Platform, which is designing ways of making the municipality easily accessible to visitors, provide but two examples. The Istanbul European City of Culture 2010 initiative is based on the work of civil-society organisations. Now that their application has been successful, this has the potential of developing and publicising World Heritage values over the next four years.

The need for a new management structure

A World Heritage Site Manager with specific responsibilities and powers to ensure effective co-ordination should be appointed, to be defined within the framework of an integrated and comprehensive World Heritage Site Management Plan. The mission recommends that the best solution might be to create a single World Heritage Conservation Unit responsible for the conservation management of the historic city, appointed by the Ministry of Culture and Tourism, located at Istanbul Metropolitan Municipality administration level, working in collaboration and partnership with Site Managers appointed by Fatih and Eminönü municipalities from within greatly strengthened municipal heritage units.

The Site Managers should develop a culture of collaboration with other stakeholders, including the inhabitants, within a framework of management based on conservation rather than development and new construction. This will require substantial revision of the aims of the implementation plans that are currently under development.

• Status of "Development for Conservation Plans" and their Adequacy in Safeguarding the Property

- Key Issues:**
- **the current boundaries, defined on two sides by the shoreline, are inadequate to protect the setting of the Historic Peninsula. A new buffer zone is required that will include areas on the northern shore of the Golden Horn and on the Asian shore of the Bosphorus**
 - **the boundaries of the protected areas shown on the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan were prepared without reference to the nominated boundaries and do not correspond to the nominated zones. The core areas should be consistently accorded First Degree protection**

- **The extra-mural section of the Land Walls core area is not protected by the new conservation plans, lies in two different municipalities and should be brought within the World Heritage management regime**
- **The 1:1000 Implementation Plan requires area plans to become effective, currently being developed by IMP and the district municipalities. Those of the Metropolitan Municipality in particular focus on development and new construction rather than conservation and require substantial revision and a change in focus. All conservation plans need to be incorporated within the framework of a single integrated and comprehensive World Heritage Site Management Plan**

Boundaries and protection of the authenticity of the urban topography and setting

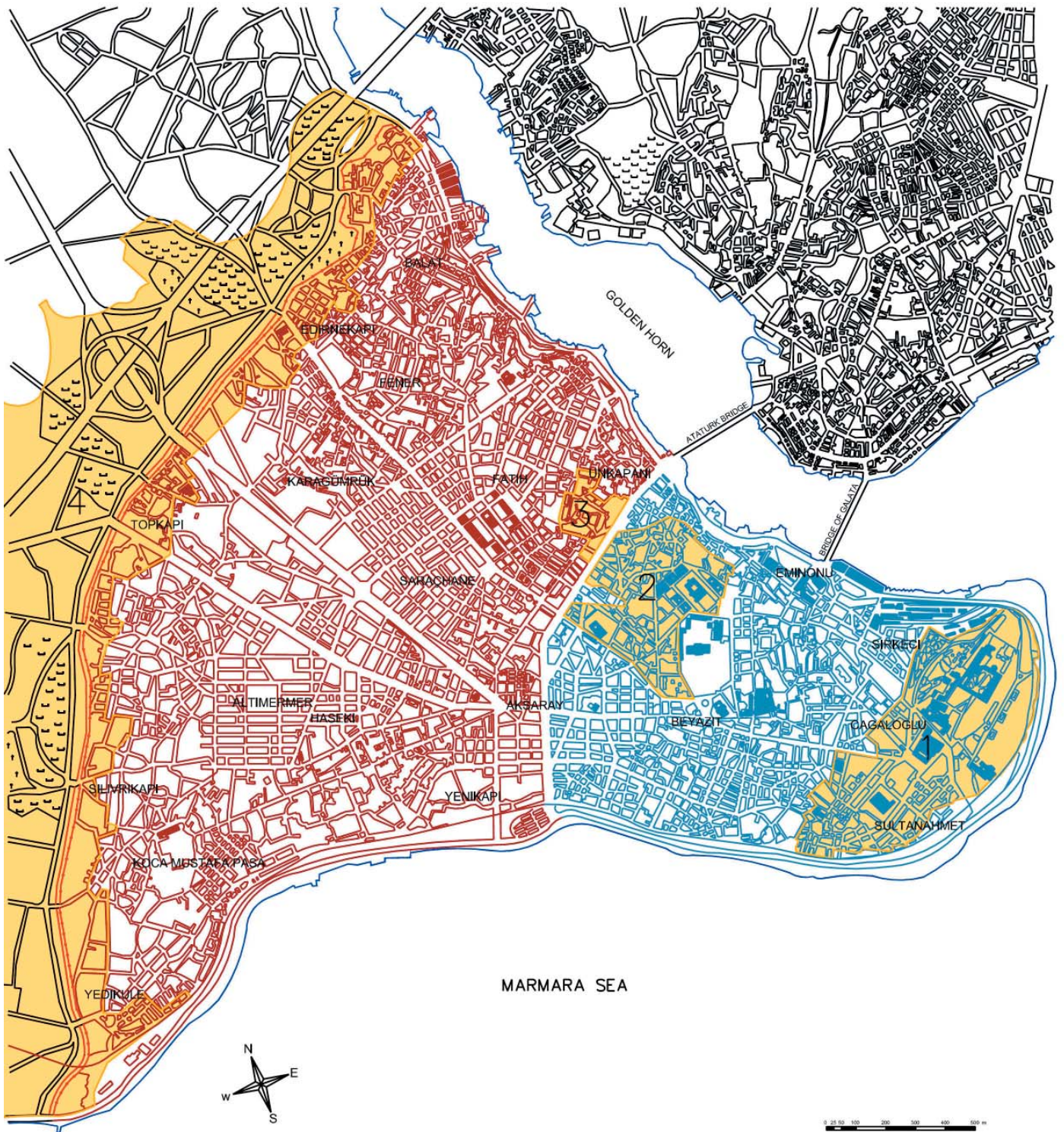
The boundaries as nominated in 1985 consist of the ‘Archaeological Park’ of Sultanahmet and the Süleymaniye Conservation Site (both in Eminönü Municipality), the Zeyrek Conservation Site (in Fatih Municipality) and the Conservation Area of the Land Walls, the main structures of which lie within Fatih Municipality, but the extra-mural areas in Eyüp and Zeytinburnu municipalities. The nominated areas were redefined in 1998-9, after the whole Historic Peninsula had been declared a protection area. The revised map (see p. 11) does not show the full extent of the protected area of the Land Walls and an updated map showing the whole area should be submitted by the State Party before 1 February 2007.

Unfortunately the Ministry of Culture does not appear to have shared information on the nominated boundaries with the municipalities, who remained in ignorance of what precise areas constituted the World Heritage Site until 2003. The boundaries of the protected areas shown on the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan were therefore prepared without reference to the nominated boundaries and do not correspond to the nominated zones, which include areas under both first and second degree protection. Moreover, the nominated area beyond the Land Walls is not yet included within any of the new protected zones (see p. 12). This situation should be regularised and the first-degree protected areas should be extended to cover the whole of the World Heritage core areas, since these have been recognised as of outstanding universal value.

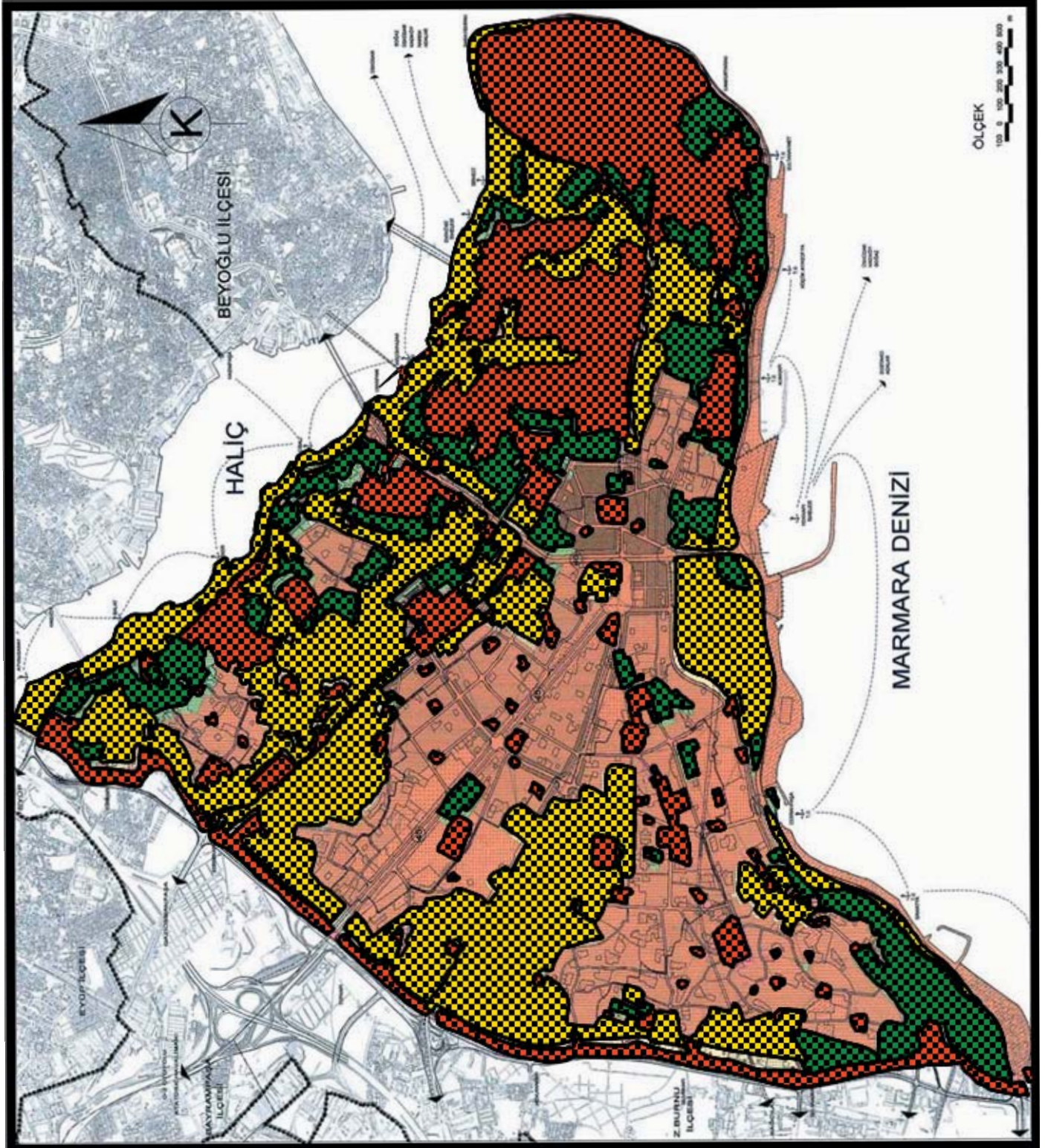
The nomination dossier envisaged the potential extension of the property, to include the Grand Bazaar and major *hans* (caravanserais), the Fatih Mosque complex, the Haseki-Cerrahpaşa site and the Galata-Beyoğlu district, to the north of the Golden Horn. When an effective management regime is in place, it would indeed be logical to extend the core areas, in the form of a serial nomination, to include all the First Degree protected areas and certainly the omission of Galata-Beyoğlu (Pera) from the existing World Heritage Site is anomalous, as it has its origins in antiquity and is the largest intact historic district in the city.

Istanbul is unique amongst major cities in the world because of its setting and the relationship of the city to the sea. This is the result of a very special and relatively recent geological event – the joining of the Black Sea to the Mediterranean – which occurred c. 5,600 B.C., arguably within human memory. This created the Bosphorus, an unparalleled 27 km seaway of great beauty that separates Europe from Asia. The expansion of the sea at this period also filled the Sea of Marmara and flooded the valley that was to become the Golden Horn, thus creating the unique topography of Istanbul.

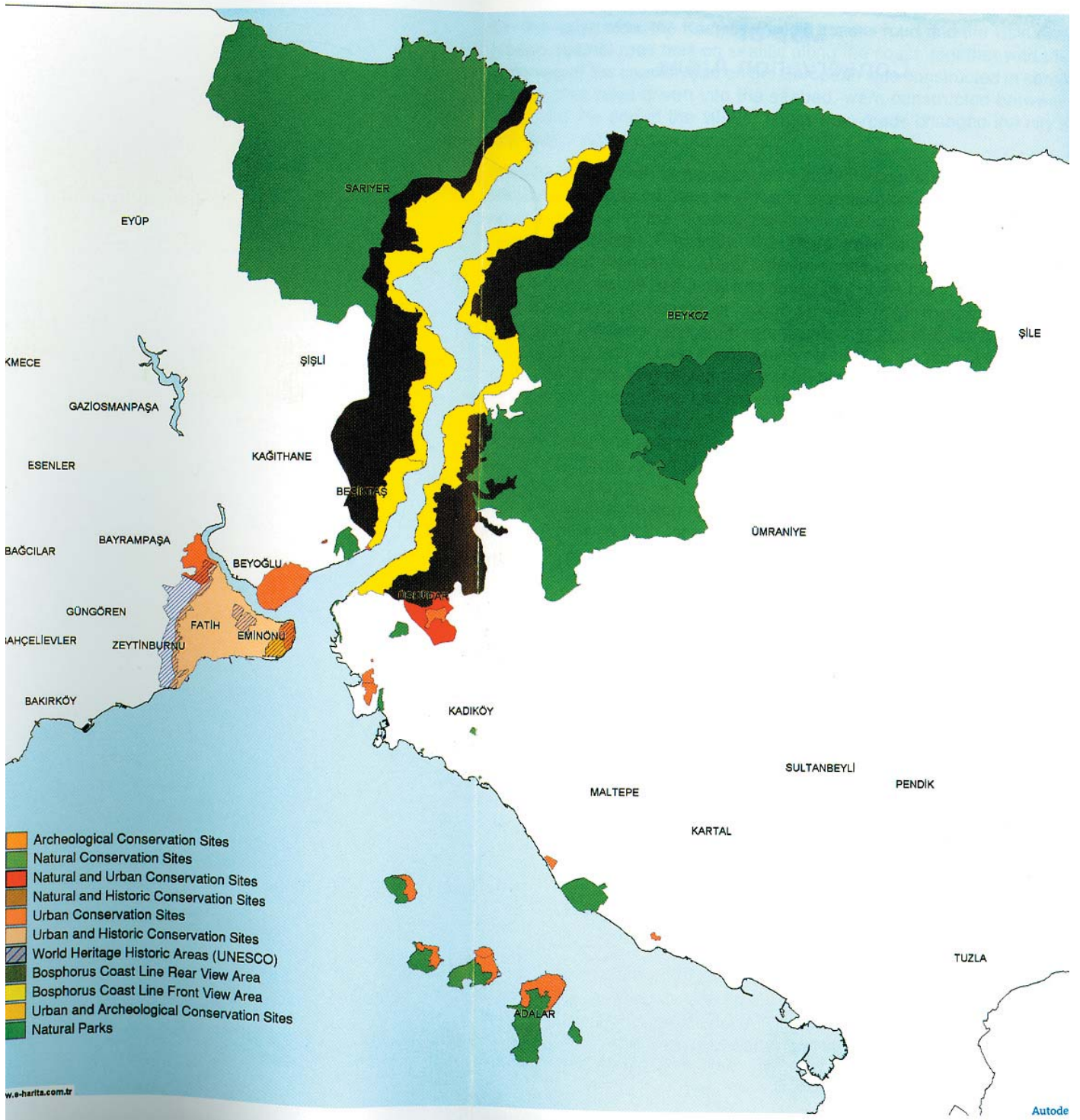
The present boundaries of the World Heritage Site certainly do not protect its land and seascape setting, as they stop at the shoreline, although the opposite side of the Golden Horn and the Asian shore of the Bosphorus is part of the essential character of the site. To protect the integrity of the site, it will be essential to create a buffer zone that encompasses the north shore of the Golden Horn and the Asian shore of the Bosphorus. This could be easily accomplished by defining the expanded World Heritage Site as the Historic Peninsula, the Eyüp conservation area (on the shores of the Golden Horn), the historic core of Galata-Beyoğlu, the protected Front Perspective Area of the Bosphorus and the Princes Islands in the Sea of Marmara, which are an integral part of the historic city and which are also protected. Protection has existed in these areas since the 1980s (see p. 13) and the only extensions that would be required are new zones in Beşiktaş and the Üsküdar-Kadıköy area. The proposed World Heritage Site Management Plan will need to resolve these issues.



The present World Heritage boundaries, as redefined in 1998-9 in collaboration with the UNESCO World Heritage Centre. The four core areas (numbered and indicated in buff) are (1) the Archaeological Park of Sultanahmet, (2) Süleymaniye, (3) Zeyrek and (4) the Land Walls of Theodosius. The whole Historic Peninsula was declared a protected area after inscription; the portion indicated in blue is Eminönü Municipality and in red Fatih Municipality. The part of the core area outside the walls lies in Eyüp Municipality (in the north) and Zeytinburnu Municipality (in the south). The map does not show the whole of the Land Walls core area, which must be rectified. The World Heritage property is defined by the Golden Horn on the north, the Bosphorus on the east and the Sea of Marmara on the South, with no buffer zone. The Galata and Unkapanı bridges link the Historic Peninsula to the ancient quarter of Galata-Beyoğlu, which is the largest preserved historic district in the city, but which is not currently included in the World Heritage Site.



The new "Development Plans for Conservation," approved in 2005, designate four levels of protection to historic districts. The First Degree protection zones (hatched in red on the map) do not correspond to the inscribed core areas (see p. 11) – this requires rectification. If an effective management system is introduced, core area status could be extended to all the remaining First Degree protection zones, as envisaged in the nomination dossier.



Protected areas in the Metropolitan Municipality of Istanbul. The map indicates the Historic Peninsula, which comprises the World Heritage property, flanked on the west by the historic suburb of Eyüp and on the north by the ancient enclave of Galata-Beyoğlu, which the original nomination anticipated might be added to the core areas. The area flanking the Bosphorus indicated in yellow is the Bosphorus Coastline Front View protected zone and the area indicated in dark grey the Bosphorus Coastline Rear View protected area. The Princes Islands in the Sea of Marmara, which form part of the larger historic city, are also protected. The mission recommends that it is essential that a buffer zone is designated to protect the visual integrity of the World Heritage Site and to respect the unique topography of the city. This could be accomplished by designating the Bosphorus Coastline Front View protected zones and the Princes Islands as constituent parts of the buffer zone. New protected areas would only need to be created in the Beşiktaş and the Üsküdar-Kadıköy areas, respectively flanking the east and west shores of the mouth of the Bosphorus (map reproduced from Afife Batur, ed., *Architectural guide to Istanbul: Historic Peninsula*, Chamber of Architects of Turkey Istanbul Metropolitan Branch, 2006).

Any extension presumes that problems of co-ordination between concerned authorities can be resolved, so that an effective and holistic site management system can be introduced, to be defined by the proposed World Heritage Site Management Plan.

The Status of the “Development Plans for Conservation”

In response to the State Party’s report of 2004, the Committee, at its 28th session requested the urgent completion of urban conservation and development plans for the site. The 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan were completed in 2005. The former has been approved by Protection Board No. 1, but the latter has so far only been approved by Fatih and Eminönü municipal councils. The Committee, at its 29th session, requested urgent completion of regulations in order to enforce the urban conservation and development plans. Full implementation will require the preparation of “Urban Design Projects” at a smaller scale. A number of these are in preparation. The Museum City Project is currently preparing the Süleymaniye Renewal Project and others have or are in preparation by the district municipalities. In all cases, the mission was concerned that there should be a new priority given to the conservation of existing historic buildings. It therefore recommends that the Süleymaniye plan, the Zeyrek Area Study, the Ayvansaray Turkish Quarter Urban Renewal Area Studies, the Anemas Dungeon Restoration, the Tekfur Palace Restoration proposals and the Cankurtaran and Sultanahmet Implementation for Conservation plans should all be comprehensively amended to realise the in-situ conservation of existing historic structures rather than rebuilding and new construction. The Zeyrek, Sultanahmet and Theodosian Walls Conservation Implementation Plans for the four core areas should be developed by thoroughly revising the existing “Urban Design Projects” and should be submitted before 1 February 2008

- **The Demolition of Ottoman-period Timber Structures in the Core Areas, including Zeyrek**

- Key issues:**
- **until 2003, no effective attempts were made to prevent the demolition of historic timber houses in the core areas or their loss as the result of neglect, demolition and fire**
 - **the efforts of the “Save Our Roofs” Campaign and Technical Cooperation support have established new standards for the economical and sustainable conservation of surviving timber houses, but these should be made mandatory**
 - **conservation plans should focus on repairing existing houses, rather than constructing new buildings with Ottoman-style façades, and should include emergency measures to save threatened timber buildings**
 - **the grants now available from central government for conservation should be augmented by local funding, particularly to support private owners**

The nomination dossier describes the four core zones as “monuments complemented by smaller religious and public edifices and examples of vernacular architecture,” specifically referring in Süleymaniye to “preserved examples of traditional wooden houses” and to Zeyrek as “another traditional quarter.” In fact secular timber architecture survives in all four core areas. Under the justification for inscription, it states that “the traditional quarters of old wooden houses in Süleymaniye, Zeyrek and Kadirga are rapidly disappearing examples of vernacular architecture that used to characterize Istanbul.” The Committee has hitherto concentrated its attention on Zeyrek rather than the timber architecture of the other three core areas, probably because it was originally anticipated that the EU-funded project for neighbourhood rehabilitation would be implemented in Zeyrek, although during the feasibility study for the project, it was decided to restrict activities to Fener and Balat alone, where most of the houses are built of brick.

Concern over conservation of the Ottoman period timber structures in the Zeyrek district was first expressed by the Committee in its 21st session in 1997. A reactive monitoring mission was sent to Zeyrek in November 1997, which noted that strict regulations, in conjunction with the poverty within the area, had contributed to a degradation of the built environment. A second reactive monitoring mission was sent

In view of the mission's restricted timescale, it was decided to assess the degree of erosion of the traditional urban fabric of the Zeyrek and Süleymaniye core areas by comparing all relevant photographs in the nomination dossier with the existing situation in the same streets. Timber houses also survive in the other two core areas, but these are not specifically identified in the nomination dossier as a significant component of the World Heritage values of the property.



A street leading to the SÜLEYMANİYE COMPLEX

The street leading to the Süleymaniye Mosque shows examples of timber houses which have been reconstructed in concrete with applied timber façades, a practice which has compromised authenticity.

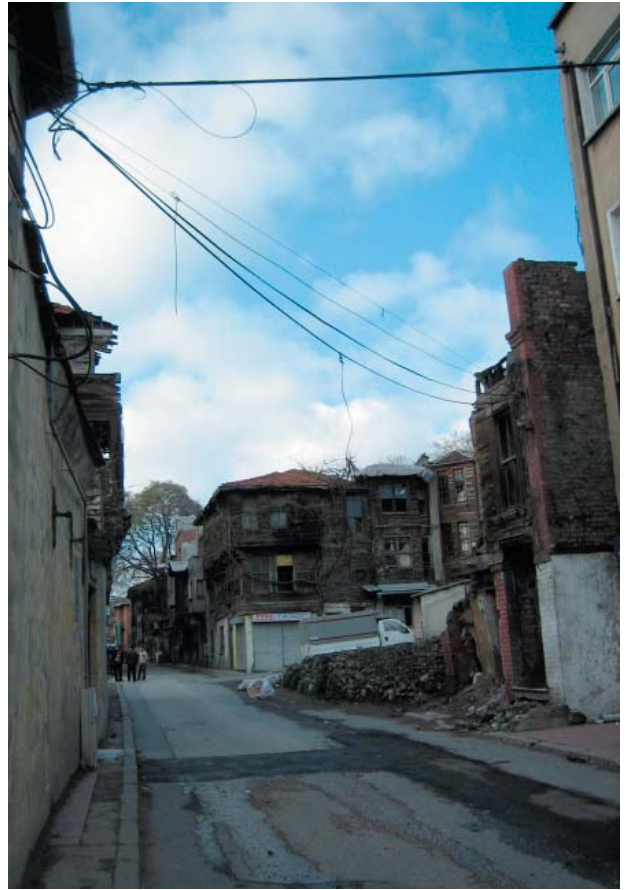
in October of 1998, which reconfirmed the need for measures to prevent degradation of timber homes in Zeyrek. A Technical Co-operation request was made by the State Party in May 1998, which requested support for the establishment of a 'Fatih Heritage House' to advise inhabitants of Fatih (including Zeyrek) on conservation methods for historic buildings. A building in Fener was restored for this purpose and currently serves as the offices of the Rehabilitation of Fener and Balat Districts Programme, but it never served as a centre where the inhabitants could receive wider advice on the conservation of their houses, as was originally envisaged, except within the terms of reference of the EU-funded Fener-Balat project.

The 23rd session of the Committee in 1999 noted the recommendations of the 23rd Bureau session, which requested that the State Party submit an update to address further concerns over the state of conservation at Zeyrek, in particular regarding reports of demolition and reconstruction of timber-clad buildings using concrete. It was also requested that the State Party prepare and adopt an urban development plan for Greater Istanbul and a detailed conservation plan for the districts of Fatih and Eminönü to ensure the protection of the World Heritage Site.

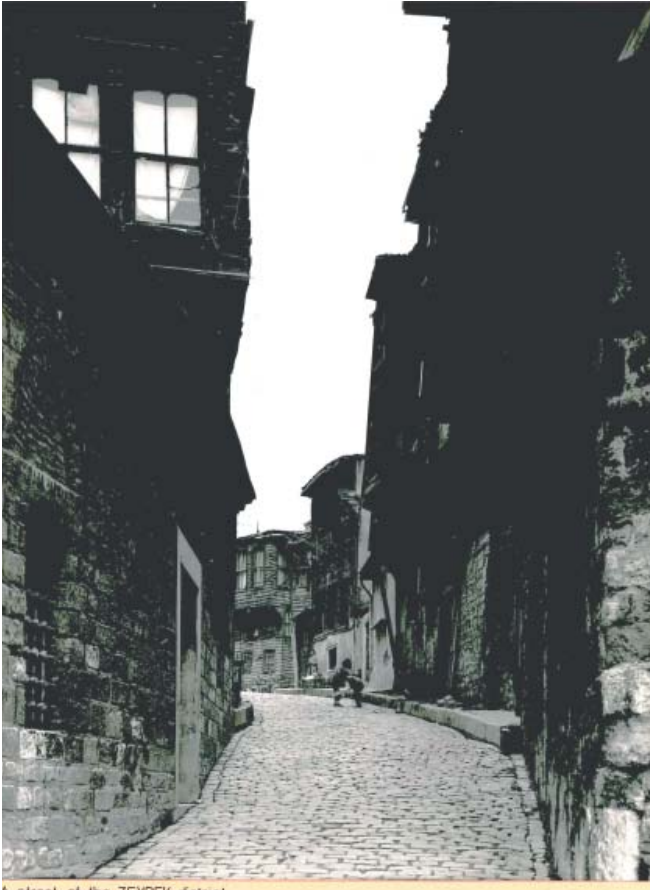
The 27th session of the Committee in 2003 expressed further concern over the state of conservation in Zeyrek, requesting the State Party to prepare and enact new conservation plans for the site without further delay. The Committee further requested that the State Party submit a report on their concerns in order for the Committee to consider the inscription of the property on the List of World Heritage in Danger. The



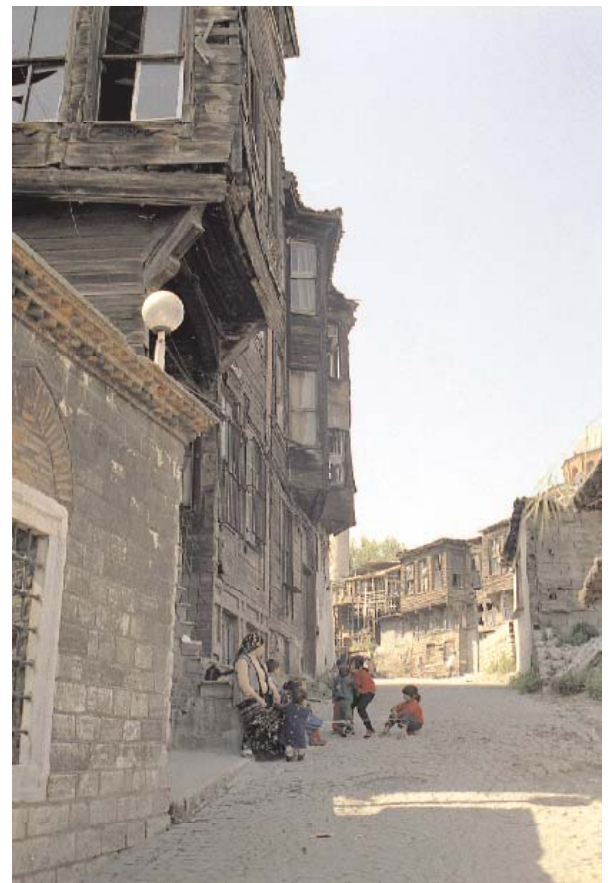
Kirazlı Mescit Street in the SÜLEYMANIYE district



Kirazlı Mescit Street is the main focus of the Süleymaniye urban renewal project prepared by IMP, which plans to reconstruct replacement buildings for the empty lots. The first house on the right survived till late 2005, when it was destroyed by fire.



A street of the ZEYREK district



Ibadethane Street, Zeyrek. The houses on the right, illustrated in the nomination (above left), have been demolished, as seen in this 2003 view, before the restoration of two surviving houses, one by the TTA and the other with support from the World Heritage Fund.

Committee also requested that ICOMOS and the World Heritage Centre should support the State Party in efforts to seek financial support for further conservation efforts. In 2003, the World Heritage Centre reviewed results of a socio-economic survey of Zeyrek inhabitants and their recommendation included: an extension of social housing credit for renewal in Zeyrek and Yenikapı, negotiations with the JBIC (Japan Bank for International Cooperation) for funding the rehabilitation of timber buildings next to the proposed Yenikapı metro station, and the development of a project to conserve an Ottoman-epoch timber building in Zeyrek to act as an exemplar of conservation practice. The exemplar conservation of a small house in Zeyrek was completed in 2005, by ICOMOS Turkey in collaboration with the Zeyrek Community Conservation Association and with technical input from ICOMOS IWC (International Wood Committee).

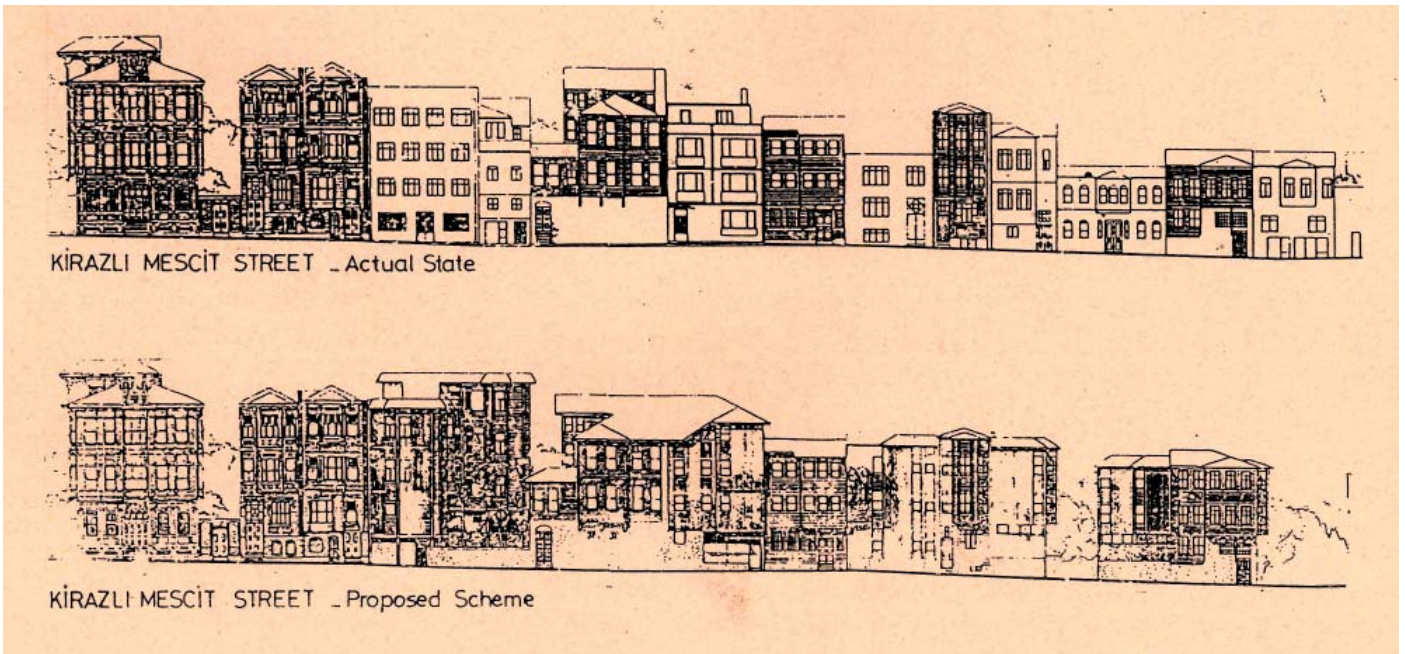
Between inscription in 1985 and 2003, no effective measures were taken to reduce the threat to the traditional timber architecture of the four core areas and there was no programme to reduce the number of houses lost through neglect, destruction by fire or reconstruction in concrete, although reconstructed listed houses within the Historic Peninsula were expected to maintain the original outward appearance of their façades. In practice, this condition was not strictly applied.

In December 2003, the “Save Our Roofs” Campaign, a civil-society initiative co-ordinated by the TTA (Turkish Timber Association), was jointly inaugurated by the Minister of Culture and Tourism, the Governor and the Lord Mayor of Istanbul and the UNESCO Deputy Director-General for Culture. The aim of the Campaign is to promote simple and economical repairs to save timber houses, commencing with Zeyrek, where the TTA has raised funds to conserve two houses. In 2005, two further houses were demolished and reconstructed by a training project for carpenters, funded by the Active Labour Market Strategies Programme of the EU, which in this case regrettably did not follow the three examples of repair in situ provided by the Technical Co-operation Funding provided by the Committee and by the TTA. The supplementary report submitted by the State Party, under the signatures of the Lord Mayor and the Governor, states that the Ministry of Culture and Tourism has allocated US\$ 122,750 for the conservation of a further six houses by the TTA, but the administrative problems in transferring this sum to an NGO have so far not been resolved.

Nevertheless the TTA initiative has stimulated a number of important parallel initiatives by the local authorities. IMP has prepared a plan for the redevelopment of 1,740 house plots in Süleymaniye. The new project provides façade designs for replacement timber houses, where records of the appearance of lost buildings exist, and in the case of empty lots where the appearance of original buildings is unknown, overall guidelines are provided in



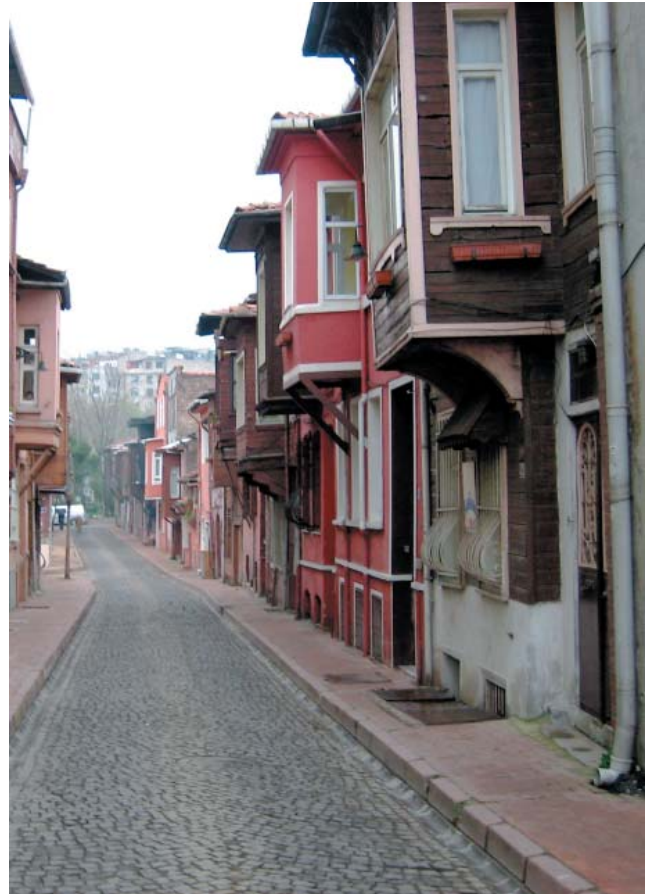
The exemplar restoration of two houses in İbadethane Street (above right) has demonstrated the viability of saving the existing housing stock. The “UNESCO house” on the right, conserved with Technical Co-operation funding, was in particularly poor condition, as can be seen in this 2003 view (above left). The central house was restored by the TTA. Traditional houses normally have an oak frame, which remains in good condition except for the sills and the bottom of the posts, which are at risk from the damp ground. The sustainability of these projects should serve as an inspiration for the further efforts of the municipalities.



A previous restoration scheme for Süleymaniye, presented in the nomination dossier (above), was never implemented. To save the historic urban tissue of the core areas, the authorities need to show real commitment to preserving surviving timber houses and to initiating a programme of urgent repairs. The 'Buildings at Risk' register recommended by the mission will serve to highlight urgent cases and prioritize work. The mission endorses the current process for the development of area regeneration plans, but strongly recommends that the primary focus should be on the conservation of the genuinely old rather than the construction of new buildings in a pseudo-Ottoman style.

terms of height and volume and the developer is expected to propose an appropriate design in the Ottoman style. The project is not concerned with the conservation of surviving timber houses, although many of these are in poor condition. The mission recommends that this project should be extended to cover the entire Süleymaniye core area, but that there should be a complete change in its focus, from a project concentrating on reconstruction and development to one with the primary purpose of conserving existing historic buildings.

In contrast, initiatives of Fatih and Eminönü municipalities target surviving timber houses. Fatih Municipality has developed a Zeyrek Area Study and the Ayvansaray Turkish Quarter Urban Renewal Area Study for the Zeyrek and city walls core areas respectively. To conserve historic houses, Fatih Municipality plans to target the grants now available from the Ministry of Culture and Tourism and to assist owners by preparing the project proposals. Eminönü Municipality has prepared the Cankurtaran and Sultanahmet Implementation for Conservation Plan, which covers the southern part of the Sultanahmet core area, and aims to conserve 481 timber houses. In this case, the municipality plans to facilitate applications by private individuals for grants from the Ministry of Tourism and Culture for conservation project design and implementation of the works, but the preparation of the project design and the implementation of the works would both be tendered.



The nomination dossier identifies Kadırga in the Sultanahmet core area (above) as another important location of historic timber housing. Eminönü Municipality is launching a project for the restoration of 481 historic houses. The mission commends this initiative and recommends that it should be extended to cover the whole of the Sultanahmet core area and that the project should emphasise the in-situ repair of existing buildings and avoid demolition and reconstruction.

For all these municipal projects, the mission recommends that the plans should be expanded to cover the whole of the concerned core area and should be submitted for consideration by the 31st Session of the Committee. For each project, the mission strongly recommends that the emphasis should be on the in-situ repair of existing fabric, avoiding demolition and reconstruction in all possible cases. The conservation of a house supported by Technical Assistance from the World Heritage Fund and the two conservation projects implemented by the TTA in Zeyrek provide exemplars for the repair of timber houses and demonstrate that in-situ repair is both possible and economical – in all three cases, the budget for works was between US\$ 14,000 and US\$ 20,000 – far less than the cost of reconstruction, and with the added benefit of the retention of authenticity.

Minimal repairs to listed buildings can be approved with limited documentation, but the requirements for full repair proposals, as set by the Supreme Protection Board in Ankara, are particularly onerous, difficult for ordinary house-owners to meet and expensive to prepare. The substantial funding now available for the conservation of cultural heritage in Turkey is potentially a powerful tool for the restoration of the built environment in Istanbul, but the process is so new that it is difficult to assess how much money will be available for the World Heritage core areas in Istanbul, or the ease with which it can be accessed by private individuals. TOKI, the Mass Housing Association, is now required to spend a proportion of its funding on the rehabilitation of historic buildings, but in this case also the provision is too recent for it to be possible to gauge its effects. In parallel with the grants that are now available from central government, the municipalities should themselves explore means of providing financial assistance to the owners of historic buildings, but advising and assisting owners will also be an important function of the duties of the newly established heritage units in the district municipalities – a task originally envisaged for the ‘Fatih Heritage House’, established in 1998 with Technical Co-operation funding, but which never functioned for that purpose. At present, the district municipality heritage units lack the technical capacity, manpower and culture to be able to provide such assistance.

Although there have undoubtedly been substantial losses between inscription and the present, there is every hope and opportunity that the situation will be reversed and that the remaining timber houses can be saved through civil-society or municipal initiatives. This will require a commitment to placing a strong emphasis on saving existing buildings (rather than on the reconstruction of replicas on empty lots) and on increasing capacity and technical know-how. Regarding the planned new buildings, in urban renewal, the basic approach should be the rehabilitation of the existing fabric through conservation. This should be based on a sound analysis of the urban structure. The new buildings which will fill in the voids should be designed not as exact copies of historic buildings, but try to fit into the context. The Museum City project currently seems to miss these essential principles.

The report of the Lord Mayor and Governor states that “the Governorship of Istanbul will publish a technical manual on the repair of timber structures, with the input of the ICOMOS IWC.” This is a welcome step forward and the holding of the ICOMOS IWC International Conference on “Why save historic timber structures” in Istanbul September 2006 will undoubtedly also further raise awareness. The mission recommends that ‘buildings at risk’ registers should be developed for each of the four core areas, to prioritise interventions, and that the municipalities should develop mechanisms for implementing emergency repairs to save threatened buildings.

Weaknesses remain in the lack of capacity (both technical and in terms of personnel) in the heritage units of the district municipalities and lack of awareness of international conservation principles, particularly in IMP. The mission therefore recommends that awareness-building for municipal personnel is an essential component of increasing the effectiveness of conservation management of the Property, which must include technical training on the conservation of timber structures.

In summary, there is every opportunity to transform for the better the way the urban fabric of the World Heritage Site has hitherto been managed. The mission has recommended benchmarks to monitor this process of improvement, which should be assessed through progress reports and regular monitoring.

- **Restoration of the Roman and Byzantine walls**

- Key issues:**
- Since 1994, when concern was first expressed by the Committee, the standard of conservation work to the Walls not met international standards and the current restoration procedures are so destructive to the authenticity of the monument that the mission recommends that all work should immediately be stopped until training on the conservation of ruined monuments has been provided
 - current work includes the restoration of two Byzantine structures (Tekfur Saray and Ayvansaray) that were part of the Blachernae Palace, attached to the Land Walls. The mission recommends that all work on these structures should cease and the proposals should be thoroughly reviewed.
 - the Conservation Implementation Plan for the Land Walls core area, which is to be submitted before 1st February 2008, should incorporate an overall conservation implementation plan for the Land Walls themselves, external landscaping and the urban areas within the walls, incorporating a thorough revision of the Ayvansaray Turkish Quarter Urban Renewal Area Studies, the Anemas Dungeon Restoration and the Tekfur Palace Restoration proposals, emphasising the maximum retention of original historic fabric and with a focus on conserving existing heritage rather than new construction and development.

Concern over the impact to authenticity of the use of new stones in the reconstruction of portions of the Roman and Byzantine Walls was first expressed by the Committee at its 18th session in 1994. The 28th session of the Committee requested a progress report from the State Party, and comments were made by ICOMOS and UNESCO, which included information on the management of the walls. They indicated a lack of communication between offices responsible for the maintenance of the walls within the Metropolitan Municipality of Istanbul. The Committee requested greater care be taken in conservation techniques applied to the Theodosian walls so as not to further undermine their authenticity. This request was reiterated in the decisions of the 29th Committee session.

The State Party, in their 2006 progress report, stated that “minimum intervention was planned to retain the aesthetic features of the city walls and to preserve the existing remains.”¹ It must be reported, however, that this is not reflected in reality. The current work on the walls, in progress at the time of the mission’s visit, continued to involve excessive replacement of facing stones and bricks, the formation of new flat tops



This illustration, from *Istanbul Progress Report 2006*, p. 13, submitted by the State Party, illustrates the emphasis during recent work to the city walls on reconstruction rather than conservation of the original fabric.



Inappropriate restoration techniques, especially the excessive replacement of original fabric, as seen in this illustration of work to the walls between the Edirne Gate and Tekfur Saray, led the Committee during its 28th and 29th Session to request that greater care should be taken over conservation techniques, in order not to undermine any further the authenticity of the city walls.



The recommendation of the 28th Session of the Committee that a team of trained craftspersons should be established by the Metropolitan Municipality to care for the city walls has not been implemented. There has been no improvement to the inappropriate standard of work carried out by contractors, as seen in the excessive rebuilding of a section of the wall near Tekfur Saray, part of the current works inspected by the mission.

to the walls and the reconstruction of wall ends, so that most visible surfaces are new construction. This highly destructive process destroys the ‘vertical archaeology’ of the monument and severely compromises its authenticity. There are further concerns about the practical restoration techniques currently being used.

The city walls are in the custody of the Metropolitan Municipality. In the supplementary report signed by the Lord Mayor and the Governor of Istanbul, submitted by the State Party on 1st February 2006, it was stated that “in order to ensure that all future work to the City Walls meets international standards, all restoration tenders have been suspended until conservation standards and procedures are agreed.” This restriction does not cover a current, highly destructive, construction programme being undertaken on behalf of the Metropolitan Municipality by ALPEK İnşaat Şti, which continues. Work has already commenced on two important historic structures that are directly linked to the city walls - Tekfur Saray, a mid-Byzantine palace building that is complete apart from the roof and floors, and Ayvansaray, the substructure of the Blachernae Palace (illustrated on p. 37 below). In addition, work has started on the Comnenan walls adjacent to Tekfur Saray. The mission recommends that work to the city walls and the two palace buildings should immediately be halted until the responsible craftspersons and supervisory staff have received appropriate training (involving international expertise) on the conservation of ruined masonry structures to international standards. Continuation of the works as at present will almost certainly result in irreparable damage to further sections of the city walls and to the two palace buildings.

In contrast, an earlier programme for the southern end of the walls, implemented by Profs Zeynep and Metin Ahunbay between 1991 and 1994 (see p. 22), represents true conservation work of a much higher standard. Even in this case more facing stones may have been replaced than was strictly necessary and there was additional unnecessary work to the wall tops. Nevertheless the walls were conserved to an acceptable standard, as an ancient monument, rather than being reconstructed, as is the case with the more recent work.

Most of the work to the Sea Walls, which lie within the Historic Peninsula but outside the core areas, except in the case of Sultanahmet, is also extremely poor. The authorities should ensure that all future conservation work to the city walls is of a uniformly high standard.

False section (right) being added to the end of a ruined section of the walls, when the correct procedure would be to consolidate the corework of the original ruined wall end to prevent any further collapse.



At its 28th Session, the Committee requested that the parking lot for buses near Tekfur Saray (left) should be removed. This has not yet been implemented. In the background, current destructive work on the Comnenan walls continues.

Earlier work (right), carried out to the southern end of the walls, near the Sea of Marmara (1991-4), was of a far higher standard and prioritised the retention of original fabric. The conservation of the outer wall was not part of this particular phase of work.



Technical note on the conservation of ruined masonry structures

(contributed by David Michelmores, ICOMOS)

Ruined masonry structures have different conservation problems from roofed buildings, since the tops of the walls are not protected. Their key to their conservation is to prevent water penetrating into the core of the wall, where it can wash out mortar and cause damage during frosty weather in winter. In order to maintain their authenticity, ruins should also be repaired in a manner which preserves their existing appearance, although there may be occasions in which the insertion of hidden strengthening elements is essential to prevent their collapse.

In the case of the conservation of ruined structures, there is no necessity to

- a) reinstate a continuous wall face - all that is needed is that the face of the wall should be secure so that any further collapse is prevented;
- b) reinstate a flat wall top – the line of the existing ruined wall can be preserved, with consolidation of the top of the wall core preventing the ingress of water.

The techniques required are described below. These can be easily learnt by competent stonemasons and a two-week training workshop would be sufficient to transfer the specialist technology.

Capping

To prevent water ingress through the top of the wall, the rubble core should be reset in mortar so that it still retains the appearance of corework, but sheds water rather than lets it lie on the wall top. This is a simple process, but it requires sensitivity on the part of the conservation masons carrying out the work if it is to retain a natural appearance rather than looking like paving. A continuous capping of mortar is not only visually intrusive in a ruined structure, but is also usually ineffective, as it cracks and allows water to penetrate into the stonework below.

Pointing

The most effective pointing for ruined masonry retains the appearance of weathered mortar joints, but provides an effective barrier against wind-blown rain washing into the wall. This involves setting the mortar for the pointing slightly back from the arrises of the stone and to provide a finish to the mortar which shows the aggregate. There are two methods of achieving such a finish, firstly by spraying the surface of the mortar before it is completely dry and secondly by stippling with the ends of the bristles of a brush. Although spraying produces a satisfactory finish, it can lead to lime stains on the stonework which may take a few years to wash off. On high walls, the whole wall has to be washed down below any level on which work is taking place. Using a stippled finish precludes the danger of lime staining, and is carried out in the following manner:

after the mortar has taken its initial set, the fatty surface is removed with a pointing key. The surface of the mortar is then consolidated with the points of the bristles of a brush, which compacts the pointing but shows the individual grains of sand in the mortar. The brush should not be brushed sideways, but held at right-angles to the face of the wall and the mortar is firmly struck with the ends of the bristles of the brush.

Stitching

Cracks in masonry can be stitched by cutting out cracked stones at intervals up the crack and replacing them with new, uncracked, stones or bricks which bridge across. However, if there is any danger of renewed movement, the crack is likely to reappear. The danger of this can be reduced if sections of stainless-steel or copper mesh are incorporated into the mortar bed in which the new stones are laid, so that this can take some of the stress rather than just the new stones themselves. The stainless-steel reinforcement should be set back from the face of the wall, so that it is invisible when the wall has been repointed.

In the case of larger blocks of masonry which need to be secured back to the main structure, the insertion of concealed stainless-steel rods may be necessary. The proprietary CINTEC system is of proven efficacy, in which the ends of the rods are connected into a porous pouch into which grout is pumped, so that this expands and forms a close bond with the masonry in the core of the wall and securely ties the stainless-steel rod into the masonry mass.

Corework

The walls of ruined structures have often lost the outer face, which coursed rubble or some form of freestone. This may have merely fallen away, or may have been taken for re-use in another building. Such walls can be conserved without any need to reinstate the outer face of the wall. The rubble core of the wall can be consolidated by raking out and repointing, or, if necessary, by being reset in new mortar. Sometimes the corework may need to be built out to support sections which are in danger of collapse.

Grouting

Grouting is an effective method of consolidating masonry where voids have appeared in the fill as a result of mortar being washed out. The simplest method is to form clay cups on the face of the wall over a joint into which the grout will be poured from a vessel with a spout. These cups are in the shape of a swallow's nest. Since there is no pressure used in this form of grouting, the grout may not penetrate sufficiently deeply into the core of the wall.

Additional pressure can be achieved by using gravity grouting, in which the grout is placed in a drum or tank set higher than the level of the wall, from which it is fed into the chosen places by means of a flexible pipe fitted with a tap on the end. Pumped grouting involves the use of commercial pumps. For conservation work, only the smallest size of hand pump is necessary and it is usually sufficient to pump the grout into the wall in a free flow rather than by pressure.

In any form of grouting, gaps in the pointing in the joints in the stonework can be filled with fibre or hair, which prevents the grout from running out over the surface of the stonework.

• The potential impact of interventions in major architectural and archaeological monuments on the universal value of the Property

- Key issues:**
- **the State Party should make a regular practice of giving notice of major restorations or new constructions, before making any decisions that would be difficult to reverse, as required by Paragraph 172 of the *Operational Guidelines***
 - **an extension to the Four Seasons Hotel over the archaeological remains of part of the Great Palace of the Roman and Byzantine empires is planned as a result of downgrading protection from an “archaeological park” to an “urban and archaeological site” in the new “Development for Conservation Plan”**
 - **major works have been undertaken to Kuçuk Ayasofya (SS Sergius and Bacchus), a major 6th-century monument, without the opportunity for sufficient international and indeed national consultation**
 - **the desire for speedy results from conservation work, without sufficient preliminary study and analysis, threatens the quality of results and the authenticity of the monument on which the works are executed – proposed new works to Zeyrek Camii (Pantokrator Church) come into this category**
 - **Works undertaken with the permission of the General Directorate of Pious Foundations to minor monuments (especially mosques) do not meet international standards and are often of notably poor quality in both design and execution**

Proposed hotel extension on the archaeological remains of part of the Great Palace

The Great Palace of the Byzantine Emperors occupies a wide area on the eastern end of the Historic Peninsula. Its history dates back to 196 A.D., when Septimius Severus started to rebuild the ruined city, and after the 3rd century it became the centre of civic life - the main palace of Septimius Severus, enlarged continuously in later centuries and known as the “Great Palace”. Following damage during the Fourth Crusade of 1204, the palace was only used for occasional ceremonial functions and the remains slowly disappeared until in the 19th century the area was used for new buildings, like the “Halls of Justice,” a building erected 1854 by Gaspard Fossati to serve as the university (Darülfünun) and turned into the law court in 1908 (destroyed by fire in 1933). The need for a penitentiary led to the building of the prison in 1917/18, which continued in use until 1982. As



Archaeological excavations of the remains of part of the Roman and Byzantine Great Palace, over which it is proposed to build an extension to the Four Seasons Hotel (seen right), located in a converted Ottoman-period prison.

a joint venture between Four Seasons Hotels and Resorts and Enternasyonal Tourism Investment Inc. from 1994 the building has been transformed into the “Four Seasons Hotel” the project design and implementation being signed by the architect Yalcin Özüekren. The whole area had been declared an “archaeological site” and excavated under the supervision of the Istanbul Archaeology Museum. The former prison building is situated either on the place of the former Chalke Palace or the Senate Palace. Excavation works within the area have revealed foundations, passages and traces of frescoes from the 4th century A.D.

The new “Development for Conservation Plan” changed the status of the area from an “archaeological park” into an “urban and archaeological site” – a status which allows new constructions within the area. A new project signed by the same architect Yalcin Özüekren to build extensions to the Four Seasons Hotel has been recently approved by the Protection Board. The mission visited the archaeological area including the Four Seasons Hotel and the excavations on the north-eastern part. Architect Özüekren presented the conception of his project on the extensions by maps and the design for the three new wings of the hotel: each of them is planned on four pylons to be intruded in the ground, the ground floor being free and thus the excavation area accessible for visitors.

As the extension project has been approved and the implementation is under preparation the mission members expressed their concern over the following issues:

- the excavation works in the area which are not finished and the archaeological conservation works not yet started;
- the pylons might be placed “outside” the archaeological relics, but for the working site for the extension constructions seems to be insufficient, especially for ensuring the protection of the archaeological remains.

- the project main façade on Kutlugün street, should prioritise and conserve the original architecture of the remaining walls and avoid any intervention which might compromise its authenticity.

The mission therefore recommends that an impact study should be undertaken on the feasibility for the intervention, including international expertise.

Kuşuk Ayasofya (SS Sergius and Bacchus), built by Justinian A.D. 531-536 to an innovative, centralised, design, is one of the most important monuments in the city. The mission considered that prior notice should have been provided to the Committee, as required by paragraph 172 of the *Operational Guidelines*, for the present, extensive, interventions and that lack of transparency and consultation has resulted in deep divisions within the Turkish conservation community over the justification for the work that is currently being undertaken. The restoration has been funded by Istanbul Metropolitan Municipality.



Restoration of Kuşuk Ayasofya (SS Sergius and Bacchus)

The mission inspected the restoration work currently in progress to the church of SS Sergius and Bacchus, a major monument built by Justinian and related in design to San Vitale in Ravenna. The project has been financed by Istanbul Metropolitan Municipality, following fears that damage had been caused by the 1999 earthquake. Time constraints prevented the mission from undertaking a full evaluation of the project, but it was noted that absence of prior notice and that the lack of international consultation or of consensus among leading Turkish experts on how to best conserve one of the city's most important monuments had resulted in extensive interventions (including the insertion of micropiles underneath the structure), an ad hoc approach



The mission commended the quality of conservation to the east elevation of the 12th-century Zeyrek Camii (Pantokrator Church), implemented by ICOMOS Turkey within the framework of the UNESCO International Safeguarding Campaign for Istanbul and Göreme, and the depth of scholarship that had informed the work.

and lack of a coherent conservation vision. The mission recommends that the State Party should provide prior notice of future interventions to major monuments, as required by Paragraph 172 of the *Operational Guidelines*.

The threat posed by the desire for speedy results in conservation projects

The conservation of the east façade of Zeyrek Camii (Pantokrator Church) by ICOMOS Turkey, funded by the UNESCO International Safeguarding Campaign for Istanbul and Göreme, has presented a model of high-quality conservation work supported by thorough and scholarly investigations into the history and structural development of the building. The standard of work to this major monument, which has a particularly complicated structural history from both the Byzantine and Ottoman periods, should not be downgraded by a desire for excessive speed. Since it is still in use as a mosque, the *Vakıflar* (the General Directorate of Pious Foundations) has control over the building.

It is notable that the standard of work to minor monuments in the ownership of the *Vakıflar*, especially mosques, is frequently very poor, both in terms of design and execution, and involves excessive replacement of fabric and the use of inappropriate materials. This reflects a general weakness in monitoring conservation work, which must be addressed by the proposed World Heritage Conservation Plan. It is also recommended that the *Vakıflar* should exercise much greater care when reviewing restoration projects to historic buildings in its ownership, both in terms of the work proposed and the competence of execution.

- **Progress of Rehabilitation of Fener and Balat Districts Programme**

Key issues:

- approval for an extension in time is required from the Turkish authorities
- sustainability requires greater commitment and involvement by Fatih Municipality
- the weakness of Fatih Municipality's Historical Environment Conservation Directorate and the lack of a World Heritage Site Management Plan creates problems for integrated implementation

The EUR-7-million Rehabilitation of Fener and Balat Districts Programme grew out of the UN Habitat II Conference, held in Istanbul in 1996, at which it was felt that measures should be taken to support the rehabilitation of economically and socially deprived historic districts in the host city. UNESCO was



The repair of twenty-six houses has been completed out of an estimated 132. The mission recommends that Fatih Municipality should take a more active role and utilise the experience to undertake further comparable projects.

instrumental in obtaining funding from the EU and actively participated in the feasibility phase of the project. Initially it had been anticipated that the project would cover Zeyrek, Fener and Balat districts, but, during the feasibility phase, it was decided to restrict activities to the adjacent districts of Fener and Balat.

Implementation started in January 2003 and was initially planned to end in October 2006. An application to extend the period of disbursement of the Programme until June 2007 and the maintenance period until 2008 has been approved by the EC but is awaiting signature by the Turkish authorities. Basic repairs to twenty-six houses have already been completed. A second tender will be issued in 2006 for the more intensive restoration of seventy-two houses (including retrofitting and electrical works), basic repairs to twenty-eight shops in Balat Market, more extensive repairs to a further five shops, and finally the conversion of two historic buildings to social-centre uses (one of which is the Dimitri Kantemir House - an ancient monument), one allocated by the *Vakıflar* and the other by the Treasury. Funds have been transferred from the waste-management and

The modest house of 17th-century polymath Prince Dimitri Kantemir, a figure important in the history of both Turkey and Romania, stands against the terrace of the *metocheion* of the Patriarchate of Jerusalem. Its allocation by the General Directorate of Foundations (the *Vakıflar*) for restoration as a social centre demonstrates the potential for marrying beneficial new uses with threatened buildings, the purpose of the 'buildings at risk' registers that need to be prepared for each core area before 1st February 2008.



The building in Balat which will also be restored as a social centre was allocated by the Treasury.

social-centre components of the Programme to enable more work to be undertaken than had originally been planned to the vaulted shops in the historic market (originally the city's Jewish market). Fatih Municipality has been awarded the Cities of the 21st Century Environmental Prize for the Programme's waste-management component.

If the extension to the Programme is approved by the Turkish authorities, a tender for the restoration of a further thirty-two houses will be issued, resulting in the conservation of 132 houses overall, although the precise number will depend on agreements that must be signed with the owners. The major threat to the achievements and sustainability of the project is insufficient input by Fatih Municipality, the beneficiary of the project, in terms of both commitment and personnel.

The Fener-Balat Districts Programme was conceived as a pilot project that could establish a methodology for restoring deprived historic districts, while at the same time uplifting the social, economic and living conditions of the inhabitants. This requires mechanisms to transfer expertise and experience from the project's Technical Advisory Team to the Municipality, in order that procedures can be replicated in other projects. Up to the present, the Municipality has restricted its input to the minimum.

The mission strongly urges Fatih Municipality to see the project as its own and to co-ordinate activities in Fener and Balat with those planned elsewhere in the municipality, including Ayvansaray and Zeyrek. The allocation on a single professional on a part-time basis is insufficient and, from the start of the second phase of restoration in July 2006, municipality architects should participate in supervising works to the houses, shops and social-centre buildings. Proposals for improvements in paving and lighting, which are planned to be implemented by the Municipality itself, should also be co-ordinated with other project activities.

Following discussions with UNESCO, Fatih Municipality established a heritage unit in 2004, now its Historical Environment Conservation Directorate, but the Directorate lacks sufficient capacity and professional staff to provide an effective service in safeguarding the more than half of the Historic Peninsula that lies within its territory. To implement the duties and responsibilities imposed by the new conservation legislation, to complete and build on the Fener-Balat projects and implement further projects for the regeneration of historic districts, it is essential that the Directorate becomes a more effective institution than it is at present and co-operates fully with other stakeholders within the framework of an integrated and comprehensive World Heritage Site Management Plan.

- **Implementation of UNESCO Recommendations for the Marmaray Rail Tube Tunnel and Gebze-Halkalı Surface Metro System Project**

- Key issues:**
- **The new bridge across the Golden Horn could have a negative impact on the setting of the Historic Peninsula, particularly the Süleymaniye Mosque, and should be the subject of international consultation before the design is finalised**
 - **the mission commends the archaeological mitigation procedures currently underway in the Yenikapı area, which have resulted in the discovery of the remains of eight Byzantine ships. The process of investigating the sites of the future stations should continue to be informed by the previous UNESCO recommendations and subsequent progress reported by the State Party**
 - **proposals for transport improvements should be incorporated in the proposed comprehensive World Heritage Site Management Plan**

In response to concerns by NGOs and local stakeholders, the 24th session of the Committee sent a UNESCO expert mission to the site in May 2001 to assess the impact of proposed subway construction on the World Heritage values of the site. The mission reported that construction thus far had not resulted in any major impacts, but that the proposed construction of a bridge across the Golden Horn and planned work at other stations will have a significant impact on the site and should not proceed without further approval by appropriate Turkish

authorities. The 27th session of the Committee requested a progress report on the impact of construction of the subway system on the archaeological deposits at the site, as part of a fuller report to be used by the Committee to consider the inscription of the property on the List of World Heritage in Danger.

A report was also completed by a UNESCO advisory team in 2003, which studied the general impact of the project on the historical and urban environments, particularly impacts in and around proposed metro stations. The advisory team made a number of recommendations regarding archaeological methods, impacts to historic architecture and on the coordination and planning arrangements of the project. With regards to archaeological methods, the advisory body expressed concern over: the lack of a firm schedule for the archaeological excavations, the necessity to introduce legislation which states that excavations must occur prior to commencement of construction, and the inability of the Archaeological Museum to handle the scale of the project. The advisory body therefore recommended the formation of an operational committee to oversee the archaeological investigations. With regards to architectural impact, the advisory body also recommended that destruction of buildings using cut-and-cover sections should be minimised and that identical reconstructions should be made of any demolished buildings. They also recommend that above-ground impacts of new stations should be minimised, and that plans be made which detail the impact of the station on their immediate surroundings. Lastly, the advisory body also noted a lack of coordination between responsible administrations, and recommended the formation of a Coordination Commission composed of all relevant bodies, including a UNESCO representative, to ensure smooth progress of the project and the transmission of relevant documentation between parties.

The two projects will link the city's two suburban and two metro lines, to create a single network, a necessary improvement to the transport system for a city that has grown into a major metropolis over the last half century. In order to minimize the archaeological impact, the three stations for the Marmaray rail system within the Historic Peninsula will be placed underground, as will the stations for the southward extension of the metro system. Yenikapı will serve as an interchange between the two systems. The new station at Üsküdar, which will also be underground, lies within the area of the proposed new buffer zone and in antiquity was the harbour area of the city of Chrysopolis.

In its progress report of 2006, the State Party reported that the metro project was presented to the Protection Board, and the Protection Board has evaluated the direct and indirect impact of the project and given the permission for excavation works at the Yedikule and Yenikapı stations areas. The project for the station in Yenikapı will be approved after obtaining the result of the excavation works. A draft project for a metro bridge over the Golden Horn had also been approved by the Protection Board. In Şehzadebası, surveys of the ruins and finds and alternative projects for the whole station area was requested by the Protection Board on 9th November 2005.



Excavations of the Roman harbour and sea walls of Constantine at the site of the Marmaray rail system at Yenikapı also yielded the timbers of a 7th-century Byzantine ship.

Due to the mission's tight schedule, site visits were restricted to the impressive excavations of the Roman and Byzantine harbour areas and sections of the Sea Walls that will be affected by the new Yanikapı interchange, where three zones of research had been defined and works started in 2004. Under the supervision of experts from the Istanbul Archaeology Museum the excavations in the Western and Eastern Zones are ongoing, but in the middle zone, where a public road crosses the area, no works have started yet.



The excavations for the extension of the metro system at Yenikapı revealed half the hull of an 11th-12th-century Byzantine war galley – a particularly important discovery for the history of navel architecture.

The very interesting and important results from these excavations are convincing arguments for the importance of *preventive* archaeological operations on the Historic Peninsula, where all the layers related to the history of the site are preserved. Among the interesting remains from the city's history, an ancient wall segment belonging to the *Eleutherios Harbour*, the silted harbour itself and fragments of mosaics have been discovered and partially uncovered in the Western Zone of research (in the area that will be affected by the Marmaray project), as well as the remains of a 7th-century ship.

In the eastern section of the site, which will be affected by the construction of the metro, spectacular remains of seven 11th- or 12th-century ships and boats have been discovered. It is thought that these were all wrecked at the same time by a natural catastrophe. Three are being excavated by Texas A&M University and four by Istanbul Technical University. All excavations have been executed under the supervision of the Archaeological Museum. During the mission's visit, on a wreck of what is thought to be a warship, situated very close to the railway tracks in a depth of approx. 5 m, in situ preventive wood conservation works were going on, under the supervision of a specialist for shipwrecks from the Texas A&M University and is a very important example for the change in the construction technique of seagoing ships and thus filling a gap in scientific research worldwide. One of the sailing boats is situated some 20 m to the north-east, found in a higher layer and today protected by a tent with a special installation for humidity supply, this first preventive conservation works being supervised by a professor from the University of Istanbul, Faculty of Archaeology, which is undertaking the excavation of the remaining four ships and boats. As the Faculty of Archaeology has traditionally enjoyed scientific contacts

with the University of Mainz, Germany (and the Römisch-Germanisches Zentralmuseum there), where during the past few years five shipwrecks from Roman time (on the River Rhine) have been excavated and conserved, scientific co-operation for the conservation of the Istanbul shipwrecks is intended, to start this year.

With regard to the high scientific importance of the archaeological discoveries –the harbour and the shipwrecks - and the problems related to their long-term conservation and presentation to the public, it is recommended, that the Istanbul Archaeological Museum should:

- finalize the archaeological survey and scientific report and documentation on the excavations as soon as possible, to serve as the official basis for all future planning procedures regarding the Yenikapı metro station;
- enlarge and intensify the scientific contacts with international experts by creating or appointing a scientific commission for the conservation of the shipwrecks and their future presentation, by using the expertise of ICOMOS and ICOM, especially in relation to recent, directly comparable, projects involving the excavation and display of Roman-period vessels – at the Römisch-Germanisches Zentralmuseum, Mainz (Germany) and Le Navi Antiche di Pisa (Italy). Other European ship museums can also provide relevant comparisons and experience, including the Vasa Museum, Stockholm (Sweden), the Viking Ships Museum, Oslo (Norway), the Hansekogge-Museum, Bremerhaven (Germany) and the *Mary Rose*, Portsmouth (UK);
- develop a concept for the museographical presentation of the archaeological remains in-situ – parts of the harbour, mosaics, shipwrecks – inside a new underground museum accessible from and being part of the building complex of Yenikapı metro station. Experience exchanges with other historic cities and their already implemented underground transportation systems are recommended (e.g. Athens, Cologne, Paris, etc.);
- based on the museographical conception, integrate the design for the museum building in the preparatory work for the buildings of the Yenikapı transport interchange. As the design for such a building requests high expertise, an international architectural design competition is recommended.

The previous recommendations of UNESCO should continue to guide mitigation activities in areas where construction by the cut-and-cover technique is likely to destroy archaeology.

• Istanbul Seismic Risk Mitigation and Emergency Preparedness Plan, financed by the World Bank

- Key issues:**
- the bodies contracted to implement the project should include experts capable of calculating timber and mass-masonry traditional structures
 - any interventions in key monuments, including Kariye Camii (St Saviour in Chora) should involve international consultation

In 1999, the wider Istanbul area suffered two earthquakes, one of them particularly severe, with deaths numbered in the low tens of thousands. Within recorded history, the Historic Peninsula has never suffered an earthquake of the first magnitude, as the highest risk lies a little further south, where the North Anatolian Fault crosses the Sea of Marmara. Nevertheless earthquakes constitute a significant threat to the World Heritage Site. It is anticipated that, within the next 30 years, there is more than 50% likelihood that greater Istanbul will experience an earthquake in excess of .7 on the Richter Scale. The Republic of Turkey has therefore negotiated a loan from the International Bank for Reconstruction and Development (IBRD) to implement the ISMEP (Istanbul Seismic Risk Mitigation and Emergency Preparedness) project, which will be concerned with emergency response, mitigation planning, strengthening administrative buildings, the establishment of quarter disaster stations and the provision of rescue materials. This large project includes a US\$2.8-million component for “Risk Assessment of Cultural Heritage Buildings.”

The Prime Ministry was originally responsible for the project, but it has now been transferred to the newly established Istanbul Special Provincial Administration's IPCU (Istanbul Project Co-ordination Unit). The Ministry of Culture and Tourism originally signed a protocol with the Prime Ministry to implement the cultural heritage component, but will now sign a new protocol with IPCU. Expert consulting services will be tendered in accordance with World-Bank procedures in two lots, the first concerned with preparing a detailed inventory and analysis of 25 properties in Istanbul in the custody of the Ministry, of which the majority lie within the Historic Peninsula. The second will be concerned with detailed analysis and retrofitting (if necessary) of three historic structures, Kariye Camii (St Saviour in Chora), the Mecidiye Koşk (in Topkapı Palace) and the Archaeological Museum. This phase will involve detailed surveys, structural and historical analyses of the three structures to serve as a model for future work to other buildings. A manual will be produced, establishing procedures for identifying problems, means of analysis and available solutions.

In 2000, UNESCO organised, in partnership with the Ministry of Culture, ICOMOS Turkey and ICOMOS IWC, with additional financial support from the Kress Foundation, the international conference "Earthquake-Safe? Lessons to be Learnt from Traditional Construction", which was held in Istanbul and attended by representatives from twenty-three countries. The present initiative by the Ministry of Culture is to be welcomed as a major step forward in the scientific investigation of seismic risk and appropriate mitigation procedures for historic structures.

The majority of historic buildings in Istanbul incorporate seismic strengthening, usually in the form of iron anchors that tie the exterior walls together. Most seismic engineers are trained in calculating steel or concrete structures and the calculation of timber and mass masonry is a specialist skill. The procedure introduced Dr Dina D'Ayala for assessing seismic risk in relation to historic masonry buildings in Fener and Balat will undoubtedly have wider application in other historic districts. The mission recommends that the terms of reference prepared by the Ministry should specify that consultants tendering for the project must include engineers capable of preparing calculations for timber and mass-masonry structures, in order to avoid needless demolition and inappropriate retrofitting of historic buildings. Interventions planned in key monuments, such as Kariye Camii, should involve international consultation.

The area development proposals (including that for Süleymaniye) currently being prepared by IMP include assessment of the seismic performance of domestic buildings. Although older concrete buildings (mostly dating to the third quarter of the 20th century) undoubtedly present serious risk of collapse (it is estimated that 65% of the housing was illegal at the time it was built), this procedure should not be used as a mechanism to justify the large-scale demolition of 19th- and early-20th-century houses.

- **Impact of new large-scale development proposals on the World Heritage property and its setting**

- Key issues:**
- **the visual integrity of the World Heritage property has not been taken into account in proposing a number of large-scale developments, particularly the Haydarpaşa high-rise concept, implementation of which would seriously compromise the authenticity of setting. The mission recommends that all new large-scale development and infrastructure projects, within and which can be seen from the Historic Peninsula, need to be the subject of impact studies**
 - **major projects that could have an impact on the integrity of the World Heritage Site should be notified in advance to the Committee, in accordance with Paragraph 172 of the *Operational Guidelines***
 - **the incomparable natural setting and unique topography of the city can only be protected by revision of the boundaries to include a buffer zone**

The unique character of Istanbul, successively capital of three empires, derives not just from its architecture, archaeology and history, but also from its incomparable natural setting, a topography including two continents. Regarding the significance of natural, historic and urban sites and their potential in the development of the

metropolitan area, the historical cultural setting and landscape can only be protected by the creation of a buffer zone that extends northwards across the Golden Horn and eastwards across the Bosphorus.

Respect for World Heritage demands participation of local inhabitants and experts in cultural, social and urban planning processes. University experts and NGO organisations complain about difficulties of communication with the Metropolitan Municipality administration, the lack of transparency concerning preparation and decision-making for major planning projects, which do not correspond with adopted development plans and are promoted through special national laws. The absence of a buffer zone has permitted the conceptualisation of a number of such proposals for new developments which could have a potentially negative effect on the integrity of the World Heritage property, particularly its visual setting. The mission was able to discuss these with the Lord Mayor of Istanbul at a meeting on 7th April 2006, at which he expressed his willingness to work with UNESCO to safeguard the integrity of the historic city. The developments discussed were:

Haydarpaşa: privatisation of the Üsküdar-Kadıköy area and the impact of the proposed high-rise development

A concept has been developed for the transformation of Haydarpaşa into a tourism area. The container port



Haydarpaşa railway station and port (left) and simulation of the proposed high-rise development (right). Implementation in this form would inevitably result, in the view of the mission, in the inscription of Istanbul on the List of World Heritage in Danger.

would be transferred elsewhere, the remarkable building of the terminus of the famous Anatolian railway (built 1908 by Otto Ritter and Helmut Cuno) would lose its function. A new complex incorporating seven skyscrapers has been proposed, close to the Selimiye Mosque (built 1804), the monumental Selimiye Barracks (1826, by Krikor Balyan) and the former Medical School (built by Alexandre. Vallauray and Raimondo d'Aronco, 1893-1903).



The view out from the Sultanahmet core area towards the entrance to the Bosphorus; the proposed Haydarpaşa high-rise development would be just to the right of Ayasofya, on the opposite shore. The mission recommends that the buffer zone must include all the visible shorelines.

Haydarpaşa harbour and the historic station building form together a traditional unity, a land-mark at the entrance to Istanbul and the Bosphorus from the Sea of Marmara Sea. This site forms a specific silhouette including listed buildings, which is to be seen from the fourth court of Topkapı Palace, from the terrace of the Süleymanye Mosque, from the Galata Tower and from Tophane. The Haydarpaşa skyscrapers would intrude into different traditional viewpoints, in conflict with the World Heritage silhouette of the Historic Peninsula,

A new Law no.5234 has been enacted to implement this project, which transfers the decision to central government, thus eliminating any other planning competence. The proposal has raised considerable opposition, including at a presentation and public discussion organised by ICOMOS Turkey on 18th April 2006, with the participation of Istanbul experts of heritage and of representatives of the Architectural and Planning Chambers.

The Lord Mayor informed the mission that a study had been undertaken by the relevant ministry, that there would be an international competition for the project and he provided assurances that the scheme would not harm the historic environment. It is understood that the design is to be let by restricted international tender on 1st May 2006.

Galataport project

Galata, with its western character, lying directly opposite the Topkapı Palace, has a special place among the historic urban areas of Istanbul. Tophane Square is a focal point with the Kiliç Ali Pasa Mosque, a late work of Sinan (1580) on one side and the beautiful Tophane Fountain (1732), the delicate Nusretiye Mosque (built 1823-1826) and the historic clocktower on the other. The Golden Horn served as the principal Byzantine and Ottoman ports and the port was transferred to Galata in the 20th century, but is now much less used. The regeneration of the area was pioneered by the Istanbul Modern art gallery, located in a one of the 1960s warehouses, but there is considerable opportunity for further improvement, including opening up much more substantial areas of the waterfront to the public. The impact of the Galataport project will not be through extensive construction works on the shore – the Lord Mayor assured the mission that the primary aim would be changing the function of existing, redundant, port buildings. Because it would facilitate the docking of up to five large cruise liners at a time, the mission considered that the dimensions of the largest ships could potentially dominate this unique part of historic Istanbul near the Galata Bridge, diminishing the effect of the sacred monuments - the two mosques in Tophane – and affecting the setting of Topkapı Palace and other monuments in the Historic Peninsula.

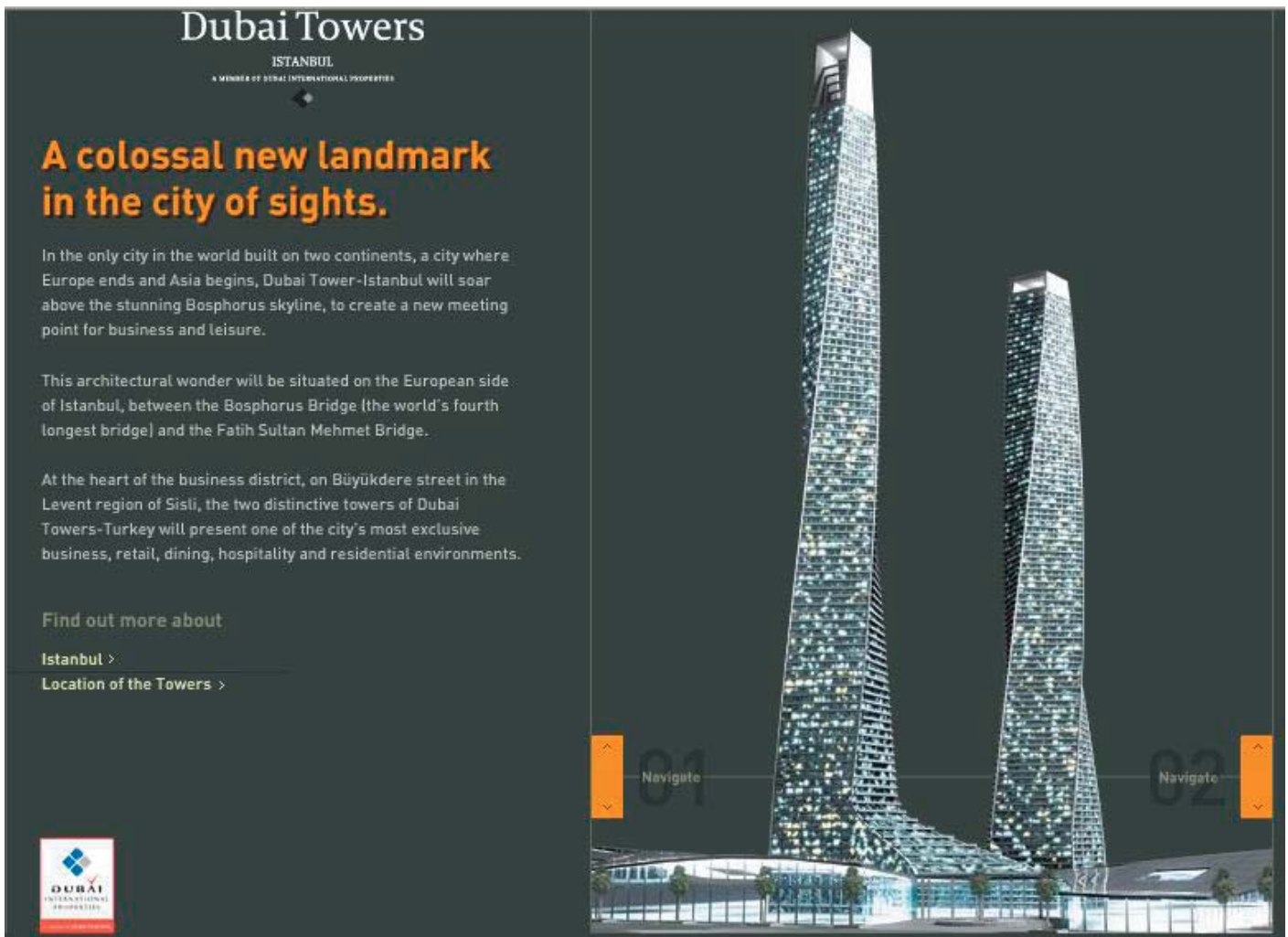


The view out from the Topkapı Palace to the Galataport site, with the Golden Horn and its present low bridges to the left and the Bosphorus to the right. If built, the Dubai Towers would also be visible in this view.

The Lord Mayor explained that allowing cruise ships to dock near the main monuments to be visited would minimise the effects of traffic. He stated that the existing project was now subject to legal process and that the government would announce a new tender.

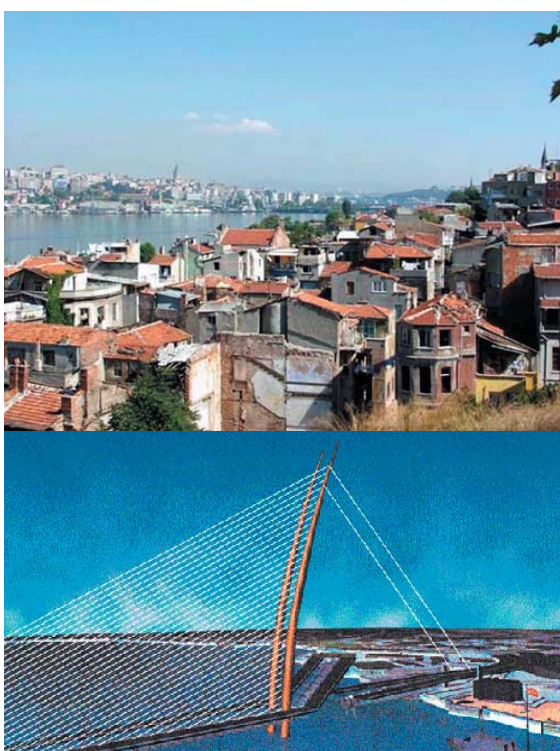
“Dubai Towers”

The construction of the “Dubai Towers” is planned for the European side of the Bosphorus in the northern part of the modern town, at Levent, a high-density business and commercial quarter with a number of existing ambitious skyscrapers. The twin towers are proposed to be built to a height of 300 metres (taller than the highest hill in the metropolitan area, which is 260m) on an area of 18,000 square metres, comprising a multifunctional complex with a five-star hotel, luxury flats, shops and offices. Such a project could impose an additional heavy



burden on the services and aggravate existing problems of traffic congestion in the area.

The Lord Mayor informed the mission that the development would be on land owned by the Metropolitan Municipality, which had the legal right to construct three times the size of the plot, vertically or horizontally, and that the area is not protected. He stated that there was no design proposal yet, just a model.



“Bosphorus Tower”

A concept for the “Bosphorus Tower”, which is a 650m-high project, was presented at MIPIN “the world’s property market” meeting in Cannes in March 2005. The webpage with the concept image has been removed from the Metropolitan Municipality’s website and the Lord Mayor assured the mission that no plan existed for such a structure.

Other projects

The mission also discussed the new bridge that will carry the metro over the Golden Horn. The Lord Mayor stated that it was a modest structure and that construction would start soon.

(Above left) Galata viewed across the Golden Horn from Fener, in the Historic Peninsula. The two existing bridges are relatively low structures and any bridge with tall pylons, as in the published concept for the new metro bridge (left), would present visual intrusions in a sensitive area next to the Süleymaniye Mosque, the most important single Ottoman monument in the city.

The proposal for a third bridge across the Bosphorus was not discussed with the Lord Mayor. Although it is understood that the proposal is to build this near Sarıyer, at the opposite end of the Bosphorus from the Historic Peninsula, nevertheless the construction of the previous two bridges has had widespread and unforeseen consequences for the city and its development since the 1970s.

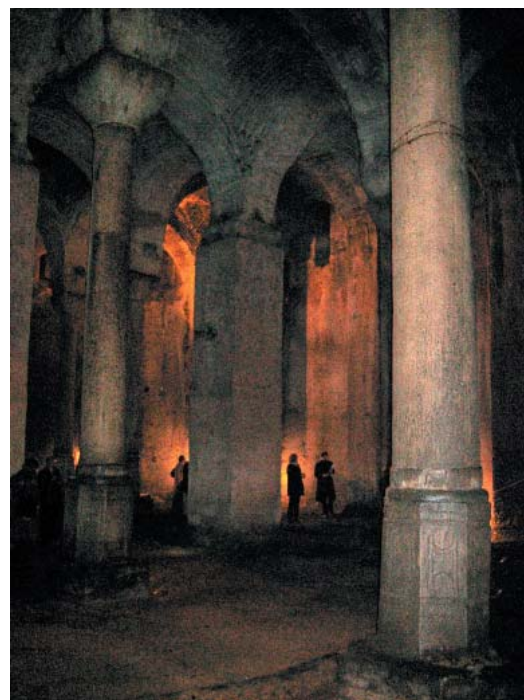
- **Tourism, visitor management and interpretation**

- Key issues:**
- **a Tourism Plan should be prepared as an integral part of a comprehensive World Heritage Site Management Plan**
 - **further monuments and historic areas in the city should be opened and promoted in order to disperse visitors over a wider area and relieve pressure on the main monuments in the Sultanahmet core area**
 - **World Heritage should be presented as an integral part of the promotion of Istanbul to visitors, including the provision of appropriate signage and interpretation**

The response of the State Party to the State of Conservation questionnaire indicates that in 2004 the Property received 3,473,185 visitors, based on entrance statistics to Istanbul's airports and harbours, but this statistic will include commercial visitors, such as Chinese street vendors. The real figure is more likely to be the 1.3 million visitors to the main tourist attractions in the Sultanahmet core area in the same year, which will have included national and international visitors. This figure is much less than might be expected to a city of Istanbul's importance and reflects poor organisation due to the lack of an integrated tourism plan. Nevertheless there are considerable problems of tourism pressure on the major monuments, which will undoubtedly get substantially worse if the city is successful in its ambition of substantially increasing visitor numbers - foreseen as one of the results of Istanbul's forthcoming status as the European Capital of Culture 2010.



“Secret Istanbul”: the Zeyrek Cistern (right) and the substructure of the Blachernae Palace, Ayvansaray, (left) represent but two of the many impressive monuments that are not yet open to the public.



The Associazione Palatina-Istanbul is developing innovative visitor routes in the Sultanahmet area and the Eminönü Platform has been designing shorter routes elsewhere in the municipality. The Fener-Balat Programme has worked on a route that would link the Land Walls with Zeyrek and traverse Fatih Municipality. There is a single tourist bus route that stops at major monuments, run by the Metropolitan Municipality, which also runs an inexpensive excursion up the Bosphorus on one of the traditional ferries. There are numerous tourist guides certified by the Ministry of Culture and Tourism and uncertified guides risk prosecution. However, most visitors find their way around by participating in tours organized by private tour operators, or by using guidebooks published outside Turkey, although the last five years has seen the publication of a number of specialist guides, to Byzantine monuments and hamams, for example. The Ministry of Culture and Tourism sells books in its shop behind Ayasofya and the Metropolitan Municipality has an excellent bookshop in Beyoğlu.

Signage is inadequate. The first ‘brown-and-white’ international-style tourism signs were erected in 2003, but only direct visitors to the major monuments – for example, there are no signs to Zeyrek. There are no signs indicating that Istanbul is a World Heritage Site, apart from those erected by the TTA in Zeyrek in 2003 as a civil-society initiative, and World Heritage status is not used as a tool for visitor promotion or education.

Visitors to Istanbul stay an average of 1.5 days and the main tourist attractions are Ayasofya (Hagia Sophia), the Topkapı Palace, the Yerebatan Cistern and the Sultanahmet Mosque (“Blue Mosque”). Many important monuments remain largely unknown or inaccessible to the public. Considerable opportunities exist to open many more sites to the public, to encourage visitors to stay longer and to provide a better understanding of the site. The Sphendrone, the vaulted semi-circular structure of the southern end of the Roman hippodrome, a few steps away from the much-visited Sultanahmet Mosque, provides a single such example. Beyoğlu, the commercial centre of the Ottoman Empire, on the northern side of the Golden Horn, is the largest and most intact of the historic districts. Its promotion and that of other monuments would disperse visitors over a wider area of the city and relieve pressure on the main monuments in the Sultanahmet core area. If Istanbul is successful in its ambition to attract 10 million visitors as European Capital of Culture 2010, this will become an urgent issue.

• **The opportunities presented by Istanbul European Capital of Culture 2010**

Istanbul has been selected, together with Essen (Germany) and Pécs (Hungary), as European Capital of Culture 2010, based on the proposal “Istanbul - a city of the four elements”, prepared by the Executive Board European Capital of Culture 2010, composed of more than 25 NGOs. The mission commends this civil-society initiative for the large and imaginative variety of actions proposed and recommends that Istanbul’s World Heritage status is given prominent position in projects such as:

- Projects to prepare the public for 2010: Culture and cultural policy in the age of megacities; cultural citizenship and Istanbul city projects workshop; Fatih Forum/Fatih development platform; Sultanahmet rehabilitation project;
- Human resources projects: programme for training qualified workers for cultural conservation; Master Builders in Beyoğlu, user training/certificate/office model project; Capacity building for local actors; Urban design and support networks for small urban producers; The “Culture Ants” march toward 2010;
- New Museums and Cultural Centres: the Museum of Istanbul; the reorganization of the Istanbul Archaeology Museum, etc.;
- Urban transformation and restoration projects: Associazione Palatina-Istanbul/Sultanahmet rehabilitation project; Beyoğlu rehabilitation project; Fener-Balat assessment/sampling project; the revival of the historic bazaar of Kadıköy; Zeyrek: historical houses restoration; Zeytinburnu culture isle; Kamondo Mausoleum and non-Muslim cemetery restoration project.

The new World Heritage Conservation Unit should utilise the opportunity to collaborate with a wide range of stakeholders, and should integrate the conservation of World Heritage values into the European Cultural Capital 2010 initiative, encouraging public and national perception as part of a wide range of public outreach that must be incorporated into the World Heritage Management Plan.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

- Key issues:**
- **the principal monuments are well cared-for, but the mission concluded that problems of poor management co-ordination, problems with boundaries and questionable conservation practices and planning aims pose current or potential threats to the authenticity of the property**
 - **the mission recommends that discussion of possible inscription on the List of World Heritage in Danger should be postponed until 2008, to provide time for the Turkish authorities to meet benchmarks and to complete and extend a process of reform and improvement that has already begun**

The mission considered paragraphs 177-191 of the *Operational Guidelines* and concluded that a number of major changes in management and conservation practice are required if Istanbul is not to be considered for “in danger” listing. Because the extensive legal and administrative changes approved by the National Assembly have not had time to take full effect, to preclude the need for such a step before 2008, the mission developed a clear timeframe for the implementation of specific measures to be undertaken by the State Party and the municipal authorities.

Problems of management and conservation planning

The mission commended the government and the local authorities on a number of measures taken, including successful designation as the European Capital of Culture 2010 (which opens new possibility for heritage and conservation projects), the substantive inventory process of core areas of the World Heritage property at the Historic Peninsula (in the framework of the Development for Conservation Plans and the Museum City project) and in improving legal provisions.

The mission nevertheless concluded that the absence of practical liaison between central government (Ministry of Culture and Tourism) and the local authorities in Istanbul has resulted in a situation where effective institutional mechanisms for safeguarding of the property do not yet exist – for example, the boundaries of the core areas are not to be found in any of the planning documents in force. However, recent legal changes have the potential of transforming the situation for the better, as long as the authorities prepare and adopt an integrated World Heritage Management Plan and a new and co-ordinated management structure to implement it. This will require the commitment of central government and a willingness by Istanbul Metropolitan Municipality to respect World Heritage, to embrace other stakeholders and to take advantage of the high potential for civil engagement to be found in Istanbul, which includes a strong and lively interest in urban processes, social and cultural development and heritage consciousness.

Huge resources are currently being committed to regeneration planning for the Historic Peninsula, but these plans need extensive revision and a change of focus if they are to respect the requirements of the *Operational Guidelines* and international charters for the protection of cultural heritage. The mission ended with a constructive round-table discussion with representatives of the conservation planning sections of the Metropolitan Municipality and the municipalities of Fatih and Eminönü, who agreed that it was practical to complete such a process for the four core areas before 1st February 2008. This commitment by the concerned local-government officers will require endorsement by local political leaders to be effective.

The mission therefore recommends that two benchmarks should be determined for the establishment and institutionalisation of a new management framework:

- **amendment of the boundaries of the First Degree conservation zones for Sultan Ahmet, Süleymaniye, Zeyrek and the Theodosian Land Walls in the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan to coincide with the boundaries of the World Heritage core areas, before 1 February 2007.**
- **the preparation of a comprehensive World Heritage Management Plan to international standards and the creation of an integrated administrative structure to implement it, before 1 February 2008. This must include the designation of a buffer zone, incorporate the revision of the boundaries of the First Degree protection zones (see above) and transformation of all current plans for the four core areas into comprehensive Conservation Implementation Plans, with a focus on conservation of the existing built heritage rather than development and new construction.**

Problems of conservation practice

The mission was concerned that current restoration work to the city walls (which is to include the restoration of the Byzantine palace buildings of Tekfur Saray and Ayvansaray) is so destructive as to severely compromise their authenticity if allowed to continue. It therefore recommends that all work should be halted until training

in the conservation of ruined monuments to international standards has been provided and the current proposals have been revised.

The mission commends the high quality of conservation work undertaken to Zeyrek Camii, within the framework of the UNESCO International Safeguarding Campaign for Istanbul and Göreme, but noted that extensive works are in progress on Kuçuk Ayasofya that appear to be more ad hoc in design. It therefore recommends that in future major interventions to key monuments should be notified to the Committee in advance, as required by Paragraph 172 of the *Operational Guidelines*.

Noting the concerns previously expressed by the Committee over the loss of traditional urban fabric in Zeyrek, the mission commends the projects of the TTA and of ICOMOS Turkey, demonstrating the sustainable conservation of timber houses, and recommends that the model they provide for in-situ repair and the maximum retention of original fabric should be adopted by the authorities as an integral part of an urgent campaign to save surviving timber housing.

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The mission therefore recommends that three benchmarks should be designated to protect the authenticity of the city walls:

- **all restoration work to the Land Walls, Tekfur Saray and Ayvansaray should be halted immediately;**
- **the restoration proposals should be reviewed and revised with the support of international expertise, before 1st February 2007;**
- **training should be provided in the conservation of ruined monuments to international standards and a technical manual prepared to institutionalise the lessons learnt, before 1st February 2007.**

Problems with the integration of major development projects with conservation planning

The mission provided a copy of the Vienna Memorandum on “World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape” to the Lord Mayor of Istanbul, to the municipalities of Fatih and Eminönü, as well as to the Governorship of Istanbul and other concerned authorities, and explained to them the concept of this Memorandum.

The mission recognises the need for development and improved services in a major city, but was concerned that these should not compromise the authenticity of the World Heritage Site. Details of the proposed new bridge which will carry the extended metro line across the Golden Horn has not been notified to the Committee in accordance with Paragraph 172 of the *Operational Guidelines*, although it could potentially affect the setting of the Historic Peninsula and the Süleymaniye Mosque in particular.

The mission was extremely concerned that the visual integrity of the World Heritage property had not been taken into account in the outline proposal for a high-rise development at Haydarpaşa, which the mission considers would threaten the Outstanding Universal Value of the World Heritage Site. A revised project for the Galataport would also need to respect its sensitive position in relation to the Historic Peninsula. Prior notice of such developments should be provided to the Committee, in accordance with Paragraph 172 of the *Operational Guidelines*.

A number of other major development projects, such as the Dubai Towers, the Bosphorus Tower concept and a third bridge across Bosphorus, although outside the immediate World Heritage area, could potentially have adverse effects, especially if the World Heritage boundaries are subsequently extended to include the Bosphorus.

The mission therefore recommends that a benchmark should be established to

- provide an updated Progress Report on the implementing corrective measures to reduce threats to the site and improve management and conservation practices, including precise information on the results of impact studies assessing potentially damaging major development projects, before 1st February 2007.

5. CONCLUSIONS AND RECOMMENDATIONS

The mission concluded that substantial progress in the conservation of the World Heritage property had been achieved over the years. However the mission highlighted a number of concerns under the section “Issues to be addressed” and provided the following specific recommendations:

1. All new large-scale development and infrastructure projects, within and which can be seen from the Historic Peninsula, including projects for skyscrapers (such as the Dubai Towers and the proposed high-rise development at Haydarpaşa), the Galataport project and the new bridge across the Golden Horn, need to be the subject of impact studies based on a topographical analyses, recognizing the need to protect the visual integrity of the World Heritage area.
2. Exchanges and co-operation between the District Municipalities, the Metropolitan Municipality, the Ministry of Culture and Tourism and other stakeholders, including universities, NGOs, professional associations/organisations, local inhabitants etc., need to be improved. All planning organs need to be better coordinated and clear management roles and monitoring responsibilities must be clearly identified, including the designation of a specific World Heritage Site Coordinator. The World Heritage Co-ordination Unit of the Ministry of Culture and Tourism needs to be reorganised so that it can provide effective support from central government for safeguarding the integrity of the World Heritage Site and its values, including the establishment of specific liaison arrangements between the Ministry and local authorities in Istanbul.
3. An integrated and comprehensive World Heritage Management Plan should be prepared before 1 February 2008 at the latest, utilizing the extensive research and resources of the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan for the Historic Peninsula (completed in 2005) and the current Museum City project. A Progress Report on preparation of the World Heritage Management Plan should be submitted before 1 February 2007. The World Heritage Management Plan, which must be developed to international standards in compliance with the *Operational Guidelines* and the *Vienna Memorandum* (2005), should incorporate:
 - the boundaries of the First Degree conservation zones for Sultan Ahmet, Süleymaniye, Zeyrek and the Theodosian Land Walls in the 1:5000 Urban Conservation Plan and the 1:1000 Implementation Plan amended to coincide with the boundaries of the World Heritage core areas and submitted before 1 February 2007;
 - the designation of a buffer zone beyond the Historic Peninsula to sufficiently protect the visual integrity and urban fabric of the four World Heritage core areas;
 - a detailed management structure, including monitoring responsibilities and mechanisms for realistic and effective measures for overall implementation and, if necessary, proposals for increases in staffing of Fatih Municipality’s Historical Environment Conservation Directorate and Eminönü Municipality’s Conservation Bureau to ensure they will be able to fulfil their responsibilities under the new legislation;
 - an Urban Conservation Plan, integrating the 1:5000 Urban Conservation Plan, the 1:1000 Implementation Plan for the Historic Peninsula and the Conservation Implementation Plans for the four core areas (see Recommendation 5) into a single vision for the regeneration and conservation management of the entire World Heritage area;
 - a Tourism Management Plan, incorporating improved visitor access and information and proposals to open additional monuments to the public to reduce pressure on major monuments such as Ayasofya;

- a Traffic Plan incorporating clear proposals of how impacts on the World Heritage site can be reduced;
- a revised functional and decentralisation plan, based on the study already prepared by Istanbul Metropolitan Municipality;
- measures for promoting enhanced public awareness, education and outreach.

4. The mission welcomes the recent improvement in protective legislation, but noted that implementation lags behind. The District Municipalities in particular currently lack the capacity to implement the new powers and responsibilities the new laws will confer and Fatih and Eminönü Municipalities should ensure that their respective Historical Environment Conservation Directorate and Conservation Bureau have sufficient and appropriately qualified professional staff to adequately safeguard the integrity of the core areas (see also Recommendation 3).

5. Before 1 February 2008, the Süleymaniye Renewal Project should be comprehensively revised to constitute a Süleymaniye Conservation Implementation Plan, with a new focus on the conservation of existing buildings of heritage value rather than on new construction and development, and the project boundaries should be extended to cover the whole Süleymaniye World Heritage core area. The Museum City Project should prioritize the core areas and relevant components should be utilized in the preparation of Conservation Implementation Plans for the Zeyrek, Eminönü and the Theodosian City Walls core areas and should identify buildings at risk and seek to find appropriate solutions to secure their future. All Conservation Implementation Plans should conform to the recommendations of the Vienna Memorandum. Relevant elements of current proposals, including the Zeyrek Area Study, the Ayvansaray Turkish Quarter Urban Renewal Area Studies, the Anemas Dungeon Restoration, the Tekfur Palace Restoration proposals and the Cankurtaran and Sultanahmet Implementation for Conservation plans, should be incorporated in the Conservation Implementation Plans for the relevant core area (see also Recommendation 3), following comprehensive revision to realise the in-situ conservation of existing historic structures rather than rebuilding and new construction. The resulting Zeyrek, Sultanahmet and Theodosian Walls Conservation Implementation Plans should be submitted before 1 February 2008.

6. The Istanbul Seismic Risk Mitigation and Emergency Preparedness plan that is being prepared with funding provided by the World Bank was welcomed, but the mission recommends that structural engineers capable of calculating traditional masonry and timber structures should be included in the experts engaged for the integral Risk Assessment of Cultural Heritage Buildings, to avoid demolition and inappropriate retrofitting of historic structures.

7. Major interventions in key monuments (e.g. Ayasofya, the Fatih Mosque complex, Kuçuk Ayasofya (SS Sergius and Bacchus), Kariye Camii (St Saviour in Chora), Zeyrek Camii (Pantokrator Church) and the Theodosian Land Walls should provide opportunities for continued international cooperation and the exchange of best practice and methodologies and should be notified in advance to the Committee, in accordance with Paragraph 172 of the *Operational Guidelines*. All work to such monuments should meet international standards and should be preceded by adequate documentation and analysis. Specific monitoring systems need to be established for major monuments, such as Ayasofya.

8. The mission noted serious problems with current and on-going work on the restoration of the Theodosian Land Walls, because of the excessive replacement of original fabric and the use of inappropriate restoration techniques. It therefore recommends that all work to the walls and the integral Byzantine palaces of Tekfur Seray and Ayvansaray (Blachernae Palace) immediately be halted for review and revision with the support of international experts. The adoption of far less destructive conservation techniques is urgently needed and the mission recommends that the authorities should organize a 2-week training workshop on the conservation of ruined monuments involving international experts, to share best practice examples between professionals and craftpersons, and should prepare

and adopt a technical manual to guide future work. The workshop should be implemented and the training manual prepared before 1 February 2007.

9. The mission welcomes the newly instituted system of grants now available from the Ministry of Culture and Tourism for the design and implementation of projects for the conservation of cultural heritage. Grants at a municipal level for the repair of privately owned historic buildings should also be encouraged.

10. The mission commends the efforts of the Turkish Timber Association, within the framework of the UNESCO-endorsed “Save Our Roofs” Campaign, in implementing economical repair projects to timber houses in Zeyrek, but noted that serious erosion of traditional urban fabric in Zeyrek and in Süleymaniye has nevertheless continued. The mission urges the authorities to resolve the problems in spending the public funds that are now available to repair further houses, concentrating on in-situ repair (rather than demolition and reconstruction) and the maximum retention of original fabric. This should include emergency repair and consolidation works to neglected historic houses within the core areas (by agreement with the owners or through expropriation when no other means are available), to avoid more losses as a result of continuous decay, fire and vandalism. Such houses will be identified through the Buildings at Risk Register compiled for each core area (see Recommendation 5).

11. The mission commends the successful implementation of the Rehabilitation of Fener and Balat Districts Programme (with funding from the EU, secured with the support of UNESCO), and recommends that the authorities should utilize it as an exemplar to implement further community-based regeneration projects in deprived historic districts. The mission further urges Fatih Municipality as beneficiary to show increased commitment to the project, including the allocation of municipal personnel to benefit from the transfer of experience and know-how. If implementation of the project beyond 31 October 2006 is not agreed, Fatih Municipality should make adequate administrative and financial provisions to finish the project, so that all 132 houses proposed for rehabilitation can be conserved.

12. The mission commends the implementation of archaeological mitigation activities within the framework of the UNESCO Recommendations for the Marmaray Rail Tube Tunnel and Gebze-Halkah Surface Metro System Project, which have resulted in important discoveries in the form of harbour structures and the remains of eight Byzantine ships, and recommends that a concept for the museographical presentation of the archaeological remains should be developed and incorporated in the design of the station. The mission expressed concern about the potential impact of the proposed new Golden Horn bridge projects on the setting of Süleymaniye Mosque and the wider World Heritage property and recommends that an impact assessment incorporating topographical analyses, studies on probable influences on traffic patterns, economic development, etc., should be prepared before construction proposals are finalised.

13. Implementation of the proposal for an extension of the Four Seasons Hotel over the archaeological remains of part of the Great Palace of the Roman and Byzantine empires should be subject to a simple impact assessment incorporating international expertise (see also p. 25 of this report).

14. Continuous awareness-raising of municipal staff and local people about the World Heritage values and the site is necessary. A project on signage and promotion of the World Heritage area should be developed to enhance awareness of local people, tourists and other stakeholders of the values of the Property, perhaps as one of the projects for Istanbul European Capital of Culture 2010.

6. ANNEXES

6.1. Terms of Reference

Based on the request and invitation by the Turkish authorities (Lord Mayor and Governor of Istanbul), and in connection with the World Heritage Committee decisions (27 COM 7B.79, 28 COM 15B.80 and 29 COM 7B.70) concerning the state of conservation of the Historic Areas of Istanbul, inscribed on the World Heritage List in 1985, and taking into consideration the *Operational Guidelines* for the Implementation of the World Heritage Convention. The mission shall:

- Undertake a balanced and objective assessment on the state of conservation of the property on field inspection to key areas within the property, documented information, expert advice and input from key stakeholders working on the conservation and management of the property;
- Consult with the relevant authorities and institutions in Istanbul to discuss the current situation and the overall state of conservation of the World Heritage property taking into account the status of the site, its integrity and authenticity, and how current construction projects may affect the Outstanding Universal Value of the property;
- Assess the current situation of the site, its legal status, relevant legislation, protection and conservation arrangements as well as identify the bodies responsible for site protection and management;
- Review the status of the Master Plan (examination of the 1:5000 “Urban Conservation Plan” and the 1:1000 “Implementation Plans for the Historic Peninsula,” completed in 2005) and assess the steps for an integrated Management Plan;
- Review specifically any demolitions of historic houses in the Zeyrek core area of the World Heritage Site;
- Evaluate the standard of restoration works carried out on the Theodosian Land Walls, and other key objects;
- Review the progress in the implementation of the recommendations of UNESCO to the Government of Turkey and the Japan Bank for Cooperation (JBIC) contained in the “Report of the UNESCO Advisory Team on the Marmaray Rail Tube Tunnel and Gebze-Halkah Surface Metro System” of December 2003, with regard to the importance of carrying out preventive archaeology operations necessary in the construction of the surface metro line, the tunnel under the Bosphorus and the train stations in Yenikapı, Yedikule, Sirkeci and Üsküdar;
- Review the impacts of building and development projects on the World Heritage values of the site, namely the following projects inside the property:
 - Süleymaniye renewal project and the loss of traditional urban fabric
 - Marmaray rail project
 - the new Golden Horn bridge project for a metro connection (impact on the setting of the Süleymaniye Mosque);
 - proposed high-rise development at Haydarpaşa

- Galataport project
- The privatisation of Üsküdar-Kadıköy area, including the Lord Mayor's proposal for development in this area, involving the proposed construction of numerous skyscrapers. This would be directly opposite Topkapi Palace, Ayia Sofya, the Blue Mosque (all part of the Sultanahmet archaeological park core area in the World Heritage Site);

And any potential impact of the following projects outside the World Heritage property:

- “Dubai Towers” project, Levent
- “Bosphorus Tower” project, Levent
- 3rd bridge across the Bosphorus.
- Assess any issues related to the adequacy of the boundaries of the World Heritage designated area and its buffer zone;
- Monitor the progress of the seismic master plan for the safeguarding of the cultural properties of the site;
- Collect updated information on the progress of the UNESCO designed and EU funded project on the rehabilitation of the Fener-Balat district;
- Explore and identify solutions for any problems assessed in the collaboration of the national and local authorities at the site;
- Discuss opportunities for co-operation on conservation management and development and exchange of experiences with other World Heritage sites;
- Provide substantial contributions to the draft of the State of Conservation **by 11 April 2006**, including a set of recommendations to be submitted to the 30th Session of the World Heritage Committee, taking into account, if appropriate, *Operational Guidelines* paragraphs 178-186 and all relevant decisions of the WH Committee (eg. 29COM 7C) as well as the *Vienna Memorandum*, in electronic form (not exceeding 5 pages; according to the enclosed format).
- Provide a consolidated detailed mission report by 30 April 2006 with recommendations and executive summary.

6.2. **Programme**
(prepared by the Turkish authorities in collaboration with the mission members)

**UNESCO/ICOMOS MISSION TO ISTANBUL
PROGRAMME**

DATE	TIME	ACTIVITY	VENUE
06 April 2006 Thursday		Arrivals to Airport-Transport to the Armada Hotel	
	20:00	Dinner	Armada Hotel
DATE	TIME	ACTIVITY	VENUE
07 April 2006 Friday	09:00-10:00	Meeting with ICOMOS Turkey	Armada Hotel
	11:00	Meeting with other NGO's	IKSV
	13:00	Lunch hosted by 2010 European Capital of Culture Association	Istanbul Modern
	15:00	Presentation of Istanbul Metropolitan Municipality Planning & Urban Design Center. of Historical Peninsula Urban Design Project. Presentation of Istanbul Museum-City Project by Prof. Dr. Cengiz Erurzun	Istanbul Metropolitan Municipality Metropolitan Planning & Urban Design Office
	20:00	Meeting with: Mayor of Istanbul, Gouverneur of Istanbul, Mayor of Fatih, Mayor of Eminönü, Counselor of Ministry of Culture and Tourism.	Sait Halim Paşa Mansion
	21:00	Dinner hosted by Lord Mayor of Istanbul <i>KADIR TOPBAŞ</i>	
DATE	TIME	ACTIVITY	VENUE
08 April 2006 Saturday	09:00	Site Visit to Sergius and Bacchos, Sultanahmet, Ayasofya, Topkapı Palace	
	12:30	Lunch	Konyalı - Topkapı Palace
	14:00	Site Visit to Ancient Harbour Excavation and Land Walls	
	16:00	Presentation of Projects related to the conservation of Land Walls including Anemas Dangeous by Istanbul Metropolitan Municipality Experts.	Istanbul Metropolitan Municipality Metropolitan Planning & Urban Design Office
	20:00	Dinner hosted by Gouverneur of Istanbul <i>MEETING WITH THE MINISTER ATULG. KOC</i>	FERME
DATE	TIME	ACTIVITY	VENUE
09 April 2006 Sunday	09:30	Visit to Fener Balat and Zeyrek Conservation Area	
	12:30	Lunch	Zeyrekhané
	14:00	Visit to Süleymaniye Conservation Area	
	20:00	Dinner	BALIKCI SEBAHATTIN
DATE	TIME	ACTIVITY	VENUE
10 April 2006 Monday	09:30	Meeting with Universities	ITU Taşkışla Building
	12:30	Lunch <i>14:00 Meeting with Chamber of Architects</i>	Borsa Restaurant
	20:00	Dinner	Develi
DATE	TIME	ACTIVITY	VENUE
11 April 2006 Tuesday	11:00	<i>109:30 Meeting with</i> <i>EMNÖNÜS MUNICIPALITY</i> <i>FATİH MUNICIPALITY</i> <i>İST. GREATER MUNICIPALITY</i>	Armada Hotel

6.3. Composition of the Mission Team²

Head of the mission: Dr. Mechtild Rössler

UNESCO World Heritage Centre

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6.4. List of participants in formal meetings with the ICOMOS/UNESCO Expert Review Mission

Meeting with ICOMOS Turkey

Venue: Armada Hotel

07.04.2006 09.15

Name	Title and Contact
Nur Akın	Prof. Dr. - President of ICOMOS Turkey (ITU Fac. of Arch. Dep. of Rest.)
Zeynep Ahunbay	Prof. Dr. (ITU Fac. of Arch. Dep. of Rest.) ICOMOS Turkey
Talip Temizer	Deputy Mayor of Fatih
İsmet Okyay	Prof. Dr.(Architect/Urbanist), ICOMOS Turkey
T. Sermin Özduran	Head of the Department of Events and Congresses at the Ministry of Culture and Tourism
Mechtild Rossler	World Heritage Centre-UNESCO
Junaid Sorosh-Wali	World Heritage Centre-UNESCO
David Michelmor	ICOMOS, International World Committee
Christoph Machat	ICOMOS, International Scientific Council
Astrid Debold-Kritter	ICOMOS, Technical University Berlin

Meeting with NGOs and Istanbul 2010 ECOC (European Capital of Culture) Initiative

07.04.2006 at 11.00

Venue: Istanbul Foundation for Culture and Arts (IKSV)

Name	Title and Contact
Mr Nuri M. Çolakoğlu	IKSV and Chair of the Executive Board of Istanbul 2010 ECOC Initiative
Ms Esra Nilgün Mirze	Head Turkish EROMED, IKSV Dir. Corporate Communications, Deputy Chair of the Executive Board of Istanbul 2010 ECOC Initiative
T. Sermin Özduran	Head of the Department of Events and Congresses at the Ministry of Culture and Tourism
Suay Aksoy	Member of the Executive Board of Istanbul 2010 ECOC Initiative, History Foundation of Turkey
Asu Aksoy	Advisory Board Member of Istanbul 2010 ECOC Initiative, 1 st Bilgi University and International Projects Officer at Santral Istanbul
Yıldız Uysal	Mimarlar Odası
Faruk Pekin	Chairman, Cultural Awareness Foundation, Executive Board of Istanbul 2010 ECOC Initiative
Günrur Özalp	Turkish Travel Agencies Association
Derya Nüket Özer	Turkish Building and Inf. Centre (YAPI magazine)
Abdulnasit Dogru	Chamber of City Planners
Göktay Gölbache	Chamber of City Planners
Erhan Demirdizen	Chamber of City Planners
J. F. Perouse	French Institute of Anatolian Studies

Hamid Gargin	Istanbul Urban Observatory, French Institute of Anatolian Studies
Erol Özdoğan	Architect
Korhan Gümüş	IYD
Cengiz Aktar	Istanbul 2010 ECOC Initiative
Vecdi Soyar	Association of Intercultural Communication
Ms Emine Erdoğan	Vice President of the Turkish Timber Association
İffet Billur	Ministry of Culture and Tourism, Directorate of Monuments and Surveying
Mechtild Rossler	World Heritage Centre-UNESCO
Junaid Sorosh-Wali	World Heritage Centre-UNESCO
David Michelmor	ICOMOS, International World Committee
Astrid Debold-Kritter	ICOMOS, Technical University Berlin
Christoph Machat	ICOMOS, International Scientific Council

Meeting with (IMP) Istanbul Metropolitan Municipality Planning and Urban Design Centre

07.04.2006 15.00

Venue: IMP

Name	Title and Contact
Prof. Dr. Cengiz Erurun	Istanbul Planning and Urban Design Office, Istanbul Museum-City Project
Dr Arzu Kocabaş	Istanbul Museum-City Project, IMP
Mr Nevzat Ilhan	Architect-Advisor, ALFADELTA Building-Architectural Consulting Co., Ltd
T. Sermin Özduran	Head of the Department of Events and Congresses at the Ministry of Culture and Tourism
Mechtild Rossler	World Heritage Centre-UNESCO
Junaid Sorosh-Wali	World Heritage Centre-UNESCO
David Michelmor	ICOMOS, International World Committee
Astrid Debold-Kritter	ICOMOS, Technical University Berlin
Christoph Machat	ICOMOS, International Scientific Council

Meeting with Istanbul Governorship/Istanbul Metropolitan Municipality

07.04.2006 20.30

Venue: Sait Halim Paşa Yalı

Name	Title and Contact
Mr Kadir Topbaş	Lord Mayor of Istanbul
Cumhur Taşbaşı	Deputy Governor of Istanbul
Ahmet Bilgili	Director Culture and Tourism Office, Istanbul
Mustafa Demir	Mayor of Fatih
Mahir Katırcı	Deputy Mayor Eminönü Municipality
Ismail H.Gülal	Istanbul Municipality, Tourism Atelier
Elif Basım	Istanbul Municipality, Tourism Atelier
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Junaid Sorosh-Wali	World Heritage Centre-UNESCO
David Micheltmore	ICOMOS, International World Committee
Astrid Debold-Kritter	ICOMOS, Technical University Berlin
Christoph Machat	ICOMOS, International Scientific Council

Meeting with Protection Board No. 4

09.04.2006 14.30

Venue: Protection Board Office, Süleymaniye

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Astrid Debold-Kritter	ICOMOS, Technical University Berlin
Christoph Machat	ICOMOS, International Scientific Council

Meeting with ICOMOS Turkey and Istanbul universities

10.04.2006 09.30

Venue: Istanbul Technical University

Name	Title and Contact
Metin Ahunbay	Prof. Dr. (Architectural History)
Nevzat Ilhan	Assoc. Prof. Dr. (Architectural & Urban Cons.)
Doğan Kuban	Prof. Dr. (Architectural History-Restoration)
Lucienne Thys-Senocak	Dr. (Architectural History)
İsmet Okyay	Prof. Dr. (Architect/Urbanist)
Günhan Danışman	Assoc. Prof. Dr. (Dept. of History- Bogazici Un.)
Nur Akın	Prof. Dr. - President of ICOMOS Turkey (ITU Fac. of Arch. Dep. of Rest.)

Deniz Mazlum
Gülsün Tanyeli
Zeynep Ahunbay
Nuran Zeren Gülersoy
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Ahmet Ersen

Yıldız Salman

Z.Ayşe Akyıl

Nadide Seçkin
Yegan Kahya.
Afife Batur

Fadime Boztaş
T.Kerem Koramaz
Nilufer Baturayoglu Yöney
Gorun Arun
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Junaid Sorosh-Wali
David Michelmores
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Christoph Machat

Dr. (ITU Fac. of Arch. Dep. of Rest.)
Dr. (ITU Fac. of Arch. Dep. of Rest.)
Prof. Dr. (ITU Fac. of Arch. Dep. of Rest.)
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World Heritage Centre-UNESCO
ICOMOS, International World Committee
ICOMOS, Technical University Berlin
ICOMOS, International Scientific Council

Meeting with the Turkish Chamber of Architects (Istanbul)

10.04.2006 14.30

Venue: Yıldız Sarayı Dis Karakok Binası

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Meeting with the conservation planning sections of Istanbul Metropolitan Municipality and Fatih and Eminonu Municipalities

11.04.2006 09.30

Venue: Armada Hotel

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Endnotes:

1. *Istanbul progress report 2006*, p. 11.

2. This report was written by David Michelmor, Cristoph Machat and Astrid Debold-Kritter (ICOMOS) and Junaid Sorosh-Wali (UNESCO World Heritage Centre), with the co-ordination of Mechtild Rossler (UNESCO World Heritage Centre). Editor: David Michelmor.