



United Nations  
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# **World Heritage Patrimoine mondial**

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**UNITED NATIONS EDUCATIONAL,  
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**ORGANISATION DES NATIONS UNIES  
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE**

**CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE**

**CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE  
MONDIAL, CULTUREL ET NATUREL**

**WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL**

**Thirty-second session / Trente et deuxième session**

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2 – 10 July 2008 / 2 – 10 juillet 2008**

**Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the  
World Heritage List and/or on the List of World Heritage in Danger.**

**Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste  
du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril**

**MISSION REPORT / RAPPORT DE MISSION**

**Historic Areas of Istanbul (Turkey) (356)  
Zones historiques d'Istanbul (Turquie) (356)**

**From 8 to 13 May 2008 / Du 8 au 13 mai 2008**

This mission report should be read in conjunction with Document:

Ce rapport de mission doit être lu conjointement avec le document suivant:  
**WHC08/32.COM/7B Add.2**

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# REPORT ON THE JOINT WORLD HERITAGE CENTRE/ICOMOS MISSION TO THE HISTORIC AREAS OF ISTANBUL WORLD HERITAGE SITE FROM 8 TO 13 MAY 2008



Above: part of the extensive archaeological mitigation works at Yenikapı, which have so far uncovered remains of the Constantinian Sea Walls, the Eleutherios Harbout, a Byzantine church and cemetery, no less than 32 Byzantine ships and many other finds and artefacts. The excavations continue.

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## **EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS**

The Historic Areas of Istanbul World Heritage site is a large and complex property suffering significant problems of inner-city decay and neglect, many of which were not been seriously addressed from the time of inscription until the very recent past. Since the Joint UNESCO/ICOMOS reactive monitoring mission of 2006, significant improvements have been made in the management structure of the site, including the appointment of a World Heritage Site Manager, other institutional improvements and the continued involvement of the energetic Deputy Governor responsible for World Heritage issues. Since most of these changes were only put in place in late 2007, it was not possible for the mission to assess the extent to which they will be effective in solving problems of management and coordination. The mission is of the opinion that the lack of awareness in the municipalities of World Heritage values and standards

and a failure or unwillingness to fully collaborate with the national authorities and other stakeholders poses a significant obstacle in the way of developing a shared vision of how the property should be safeguarded and managed. There is, as yet, no management plan for the world heritage property and protective buffer zone, although these are in preparation and no tourism or traffic plan.

The State Party has developed a number of measures that have significantly increased the level of funding available for the conservation and regeneration of the site, although there is still a need to develop new tools for supporting the owners of private houses and other buildings to conserve their properties. Substantial additional funding has also been provided for Istanbul European Capital of Culture 2010, of which 20% will be spent on the World Heritage site.

The developments that previously potentially threatened the visual integrity of the site have mostly been removed. In the view of the mission, large-scale construction and development projects continue to be planned in isolation, without prior impact assessments or adequate consultation with stakeholders. The mission is particularly concerned with the implementation in practice of regeneration proposals prepared within the framework of Law 5366 for “the Sustainable Use of Downgraded Historical Real Estate through Protection by Renewal”, which removes areas designated by the Council of Ministers outside the conventional planning system. Most areas so designated lie within the Historic Peninsula and proposals appear to prioritise land development over conservation. The recommendation of the 2006 mission that they should be comprehensively revised to constitute Conservation Development Plans for the World Heritage core areas does not appear to have been implemented. In contrast to these projects, the successful implementation of the EU-funded Rehabilitation of Fener and Balat Districts Programme, on the point of completion, provides a model for urban regeneration through community participation.

Training has been provided on techniques for the conservation of the City Walls, but, since work was suspended on the recommendation of the World Heritage Committee in 2006, it is not yet possible to assess the improvements which should result in future work. Projects for the conservation of timber houses show considerable improvement, with the Metropolitan Municipality’s Conservation Implementation and Control Bureau (KUDEB) successfully obtaining sponsorship to augment and complement the conservation initiatives of private owners. However, the positive steps in conserving timber houses has been balanced by an equal number of demolitions by municipalities or their agencies, the majority illegally. Many of the restoration projects funded by the General Directorate of Pious Foundations (the *Vakıflar*) still fall far short of international standards.

Two development projects – the extension to the light rail and metro systems (Marmaray Rail Tube Tunnel, Gebze-Halkalı Surface Metro System and extension of the metro from Taksim to Yanıkapi) and the extension of the Four Seasons Hotel - involve extensive archaeological mitigation, which will result in impressive new archaeological finds becoming accessible to the public.

Through the Ministry of Culture and Tourism, Istanbul is setting new standards in risk preparedness, particularly in relation to earthquakes, represented by the cultural heritage components of the Istanbul Seismic Risk Mitigation and Emergency

Preparedness (ISMEP) Project, funded by the World Bank. The mission is concerned that municipal earthquake plans (such as that of Fatih Municipality) should adopt comparable standards when assessing historic buildings and monuments in relation to seismic risk.

There is a need for greatly enhanced awareness-building in relation to World Heritage values, standards and procedures, particularly at municipal level. Interpretation and public outreach is still weak and most new initiatives have been undertaken by NGOs and the private sector, rather than the national and local authorities.

**In the view of the mission, the safeguarding of the World Heritage property should be reviewed again prior to the 33rd session of the World Heritage Committee by a new reactive monitoring mission to determine whether the new measures adequately ensure the integrity of the site and its World Heritage values - including the existence of an integrated and comprehensive management plan for the World Heritage property - and specifically whether all requests have been addressed.**

**The mission's recommendations include:**

- A study on the environmental and visual impact of the new metro bridge across the Golden Horn in regard to the outstanding universal value and visual integrity of the site should be prepared and submitted to the World Heritage Centre and ICOMOS for evaluation by 1st February 2009 at the latest.
- The effectiveness of the new administrative arrangements for the World Heritage site should be carefully monitored by the Turkish authorities during the current year, with the particular aim of avoiding further illegal or unnecessary losses to the built heritage, of protecting the integrity and setting of the property and to ensure the awareness and commitment of the municipalities to appropriate conservation policies. The outcomes should be incorporated in a Progress Report to be submitted to the World Heritage Centre by 1<sup>st</sup> February 2009 at the latest.
- An integrated and comprehensive management plan for the World Heritage property should be developed to international standards and transmitted to the World Heritage Centre by 1st February 2009 at the latest, incorporating the boundaries to the First Degree protection zones amended to incorporate all core areas (and any new core area proposed), details of a buffer zone to protect the visual integrity and urban form of the property, details of the new management structure and arrangements for coordination between the institutional and other stakeholders, a single vision for the regeneration and management of the World Heritage property, a Tourism Management Plan, a Traffic Plan, a functional and decentralisation plan and a World Heritage awareness-raising programme.
- The professional staff of the municipalities, including the KUDEBs of the district municipalities, should be made aware of international standards for the conservation of the built heritage.

- Projects for the World Heritage core areas prepared within the framework of the Law 5366 for the “Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties” should be comprehensively revised to prioritise the in-situ conservation of existing historic structures rather than land development and new construction, and that the resulting Conservation Implementation Plans for the core areas should be submitted to the World Heritage Centre before 1st February 2009, within the framework of the overall management plan for the World Heritage property.
- Within the framework of the Fatih Earthquake Plan and any comparable proposals, structural engineers capable of calculating traditional masonry and timber structures should be included among the experts engaged in risk assessment for any historic structures in the World Heritage property, to avoid unnecessary demolition and inappropriate retrofitting.
- Major interventions in key monuments 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.
- A Technical Manual for the restoration of the City Walls should be prepared and a unitary Conservation Development Plan for the Land Walls core area, to be submitted to the Secretariat before 1<sup>st</sup> February 2009, within the framework of the overall management plan for the World Heritage property.
- Finding means to provide financial support to private owners to repair their houses should remain a priority.
- KIPTAŞ should be required to reconstruct the houses which the company illegally demolished on 18<sup>th</sup> November 2007 to the original design, using the original materials, and further demolitions should be avoided wherever possible, in favour of in situ repair.
- Fatih Municipality should establish a Facilitation Unit to help individuals willing to restore their own houses, to build on the accumulated know-how which has been gained through successful implementation of the Rehabilitation of Fener and Balat Districts Programme.
- New initiatives for site interpretation, including the “Archaeological Park, Tourism and Cultural Area”, the itineraries for Sultanahmet and *Walking thru Byzantium* ([www.byzantium1200.com](http://www.byzantium1200.com)) should, as far as possible, collaborate/be integrated to improve the overall understanding and interpretation of the site, within the framework of a wider awareness-building programme.
- The Istanbul European Capital of Culture 2010 programme should incorporate activities to promote the World Heritage values of the city.

## 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 its 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 the archaeological excavations and the Haliç bridge project related to this construction, 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 27<sup>th</sup>, 28<sup>th</sup>, 29<sup>th</sup>, 30<sup>th</sup> and 31<sup>st</sup> 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 27<sup>th</sup>, 28<sup>th</sup>, 29<sup>th</sup>, 30<sup>th</sup> and 31<sup>st</sup> 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). 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.

New legislation has increased the amount of funding available for conserving the World Heritage property. The regulation (*Procedure and Principles for the Utilization of the Fund Providing for the Restoration of Immovable Cultural Properties*), authorising the Ministry of Culture and Tourism to give grants for the design and implementation of projects for the conservation of cultural heritage, came in to effect on 15 June 2005, but the Progress Report submitted by the State Party indicates that the funds allocated are relatively small. The “Contribution Share for Conservation of Immovable Cultural Properties from the Collected Real Estate Taxes” enables Istanbul Special Provincial Administration to support municipalities in the design and implementation of conservation projects. Law 5225, “Encouraging Cultural Investments Act” and Law 5228 revised the Act of Taxation and these laws encourage the sponsorship of cultural heritage conservation through tax concessions. In 2008, the Turkish Grand National Assembly allocated USD 201,475,000 to Istanbul

European Capital of Culture 2010 (established by Law 5706), which will be used to fund projects, 20% of which will concern the World Heritage property.

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. 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.

On 10<sup>th</sup> October 2006 a UNESCO World Heritage Coordination Unit was re-established within the Ministry and a World Heritage focal point has now been designated. The Istanbul Cultural and Natural Sites Management Directorate was established by Law 2863. The Directorate incorporates an Advisory Board and a Co-ordination and Supervising Board. A World Heritage Site Manager has also now been appointed.

According to the State Party, as reported in the 2006 Progress Report, new legislation enacted in 2004 was 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." This legislation is now in operation and Conservation Implementation and Control Bureaux (KUDEB) have been established by Istanbul Metropolitan Municipality and the District Municipalities in 2006 in accordance with Article 10 of Conservation Law 5226 to give approval for minor repairs to historic buildings.

Law 5366 for the "Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties" enables local authorities to prepare regeneration proposals for degraded historic areas. The Istanbul Urban Renewal Areas Regional Conservation Board for Cultural and Natural Heritage has been created to approve projects presented by local authorities within the framework of the new law.

In 1982, Turkey became a State Party to the "*Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972*", in 1989 it became a signatory to the "*Convention for the Protection of the Architectural Heritage of Europe, 1985*", and in 1965 signed the "*Convention for the Protection of Cultural Property in the Event of Armed Conflict, 1954*".



### 3. IDENTIFICATION AND ASSESSMENT OF ISSUES SINCE THE REACTIVE MONITORING MISSION OF 2006

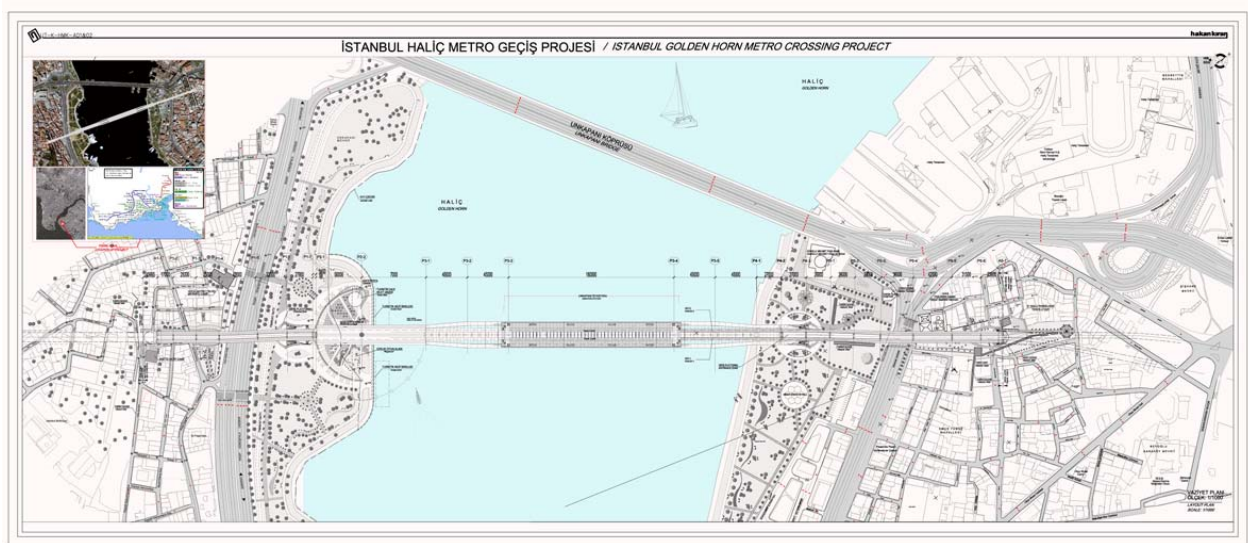
The 2006 mission highlighted a number of concerns and provided the following specific recommendations as benchmarks to be addressed. These recommendations were endorsed by the World Heritage Committee at its 30th and 31st sessions (the 2006 mission recommendations are shown below in **bold** and *italic*) :

***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”;*** (Recommendation from 2006 mission report)

The 2006 mission reviewed a number of development proposals which it believed could severely compromise the authenticity of the setting of the World Heritage property. The 2008 mission believes that the main proposals for high-rise developments (**Dubai Towers**, **Hydarpaşa high-rise proposal** and the **Bosphorus Tower**) have been abandoned, the **Galataport** project has been suspended, but that a potential threat still exists in respect to the current design for the **new metro bridge across the Golden Horn**:

1. **Hydarpaşa**: the Central Railway Administration submitted a proposal for development to Protection Board V. The High Court annulled the article of the law giving planning authority for this area to the Central Railway Administration and the Protection Board declared the area an ‘Urban and Historical Site’ on 26<sup>th</sup> April 2006 and the Supreme Protection Board in Ankara have specified that no developments can be carried out that harms the topography, natural character, silhouette and importance of the site and the proposal prepared by the Central Railway Administration was refused. The Protection Board required that a development plan should be prepared and a protocol was signed between the Central Railways Administration and Istanbul Metropolitan Municipality to give responsibility to the Metropolitan Municipality for preparing a plan, which will require the approval of Protection Board V. **The potential threat previously posed by high-rise development in Hydarpaşa has therefore been removed.**
2. The **Galataport** area contains historic buildings, which were registered and approved by Protection Board I on 10<sup>th</sup> January 2001. A 1/5000 plan was prepared in relation to its development as a tourism area, but on 7 December 2005 the High Court annulled the plan because it would involve the sale of public property. The privatisation authority then prepared a 1/5000 plan and an implementation plan of 1/1000, incorporating the protection of historic properties and respecting existing heights, but Protection Board II, which now has authority for the Beyoğlu area, decided on 27<sup>th</sup> November 2006 that the plan was inappropriate. The Council of Ministers has not made any new decision on development and no new plan is in preparation. In consequence, there is no current development threat.

3. The mission has been provided with Environmental and Urban Design Reports (in Turkish) for each side of the **metro bridge across the Golden Horn**. The concept design for a cable-stay bridge with two 65-metre pylons was approved by Protection Board I on 6<sup>th</sup> July 2005. No implementation plans have yet been submitted. The mission considers that any design with pylons will adversely affect the setting and visual integrity of the Süleymaniye Mosque, the single most important Ottoman-period monument in the city, and of the Historic Peninsula in general, and that the design of a slender, flat, bridge should be prepared as an alternative project. The mission commends the alteration of the design of the approach to the bridge from the Beyoğlu side in order to preserve the Genoese city wall of the medieval Galata suburb, but does not consider that the matter of visual impact of the bridge on the values of the World Heritage site has been adequately addressed. The mission recommends that an **Environmental Impact Assessment of any bridge project on the value of the World Heritage property should be prepared and transmitted to the World Heritage Centre before 1<sup>st</sup> February 2009.**



Plan and 3D visualisation of the proposed metro bridge across the Golden Horn

**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”.**

(Recommendation from 2006 mission report)

There is a **new management structure for the World Heritage Site**. At national level, the UNESCO World Heritage Coordination Unit of the Ministry of Culture and Tourism was re-established on 10<sup>th</sup> October 2006 and a focal point for World Heritage issues has been designated. Within the property itself, the Istanbul Cultural and Natural Sites Management Directorate has been established under Law 2863, which incorporates an Advisory Board which includes institutional and civil society stakeholders, which has met twice, and a Co-ordination and Supervising Board, which has met five times since its first meeting on 25<sup>th</sup> October 2007. A World Heritage Site Manager has been appointed to head the directorate and a Heritage House was established in the Süleymaniye core area on 1<sup>st</sup> September 2007, to provide information on the conservation of historic buildings to the inhabitants.

The mission commends the State Party on establishing a new management structure for the World Heritage property, but understands that the World Heritage Site Manager was appointed only three months before the mission was fielded and the mission was therefore unable to assess the effectiveness of the new administrative arrangements for safeguarding World Heritage. **The mission specifically doubts whether clear arrangements for administration and for liaison between the Ministry, Istanbul Metropolitan Municipality and Fatih and Eminönü District Municipalities and civil-society stakeholders are yet in place**, especially with regard to arrangements for monitoring. In the mission’s view, coordination still presents a problem and that this is illustrated by the illegal demolition of nine historic houses in Süleymaniye on 18<sup>th</sup> November 2007 by a company (KIPTAŞ) which belongs to Istanbul Metropolitan Municipality, the demolition of four historic houses in Zeyrek by Fatih Municipality and by the gentrification project of Fatih Municipality in Sulukule (in the Theodosian Land Walls core area), which involves the displacement of the long-established Roma minority, who provide traditional musical services.

Historically, there has been a problem in the excessive time required to obtain approval for repairs to historic buildings. Before the 2006 mission, this was partly addressed by the creation of Protection Board IV, with specific responsibility for the Historic Peninsula. Since the last mission, the **Istanbul Urban Renewal Areas Regional Conservation Board for Cultural and Natural Heritage has been created to accelerate projects** and ease the process of expropriation and bureaucratic issues, with a function restricted to the slum and other areas defined for regeneration by the Council of Ministers between October 2005 and February 2007 under Law 5366 for “The Sustainable Use of Downgraded Historical Real Estate through Protection by

Renewal.” The Board for Renewals has seven members, five reporters and a similar administrative structure to the other Protection Boards. The municipality prepares projects for the area and then applies on behalf of owners. Since it started to function on 12<sup>th</sup> July 2007, the Board has accelerated the process of protecting cultural property in the defined regeneration areas, approving 250 project proposals within the space of 4 months.

A **Conservation Implementation and Control Bureau (KUDEB)** was established by Istanbul Metropolitan Municipality in 2006 in accordance with Article 10 of Conservation Law 5226, and is now fully operational and is **issuing rapid approvals for minimal repairs to historic buildings**, further addressing the previous problem in delays in approval for conservation projects. KUDEB has a building materials laboratory and joinery training workshop at its headquarters, which are located in the historic timber mansion in the Süleymaniye core area formerly occupied by the Protection Boards. The Progress Report submitted by the State Party in 2008 reports that the establishment of 77 staff, includes 21 architects, 6 archaeologists, 4 urban planners, 2 restorers, 3 civil engineers, 5 art historians, 1 electrical engineer, 1 mapping and cadastral engineer, 7 officers and 27 other workers. The Progress Report submitted by the State Party records that KUDEBs have also been established in Fatih and Eminönü Municipalities, although they did not participate in the activities of the mission.

The mission recommends that the effectiveness of the new administrative arrangements should be carefully monitored by the Turkish authorities during the current year, to avoid further illegal or unnecessary losses to the built heritage, to protect the integrity and setting of the property and to ensure the awareness and commitment of the municipalities to appropriate conservation policies, especially with regard to regeneration areas designated under Law 5366 for “The Sustainable Use of Downgraded Historical Real Estate through Protection by Renewal.” The management plan for the World Heritage property to be submitted before 1st February 2009, should demonstrate that a **viable management structure is in place**, including the availability of **adequate trained professional staff with specific duties for monitoring**.

The mission also recommends that the State Party should consider mechanisms whereby **ICOMOS Turkey could be given an institutional role in monitoring the overall state of conservation** of the property.

The mission would especially like to commend the **commitment to safeguarding World Heritage of the concerned Deputy Governor**, Mr Cumhuri Güven Taşbaşı, and considers that the improvements noticed since the last mission owe much to his energy and enthusiasm.

**3. “An integrated and comprehensive World Heritage Management Plan should be prepared before 1 February 2008 at the latest, utilising 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 should be developed to international standards in compliance with the Operational Guidelines and the Vienna Memorandum (2005)***". (Recommendation from 2006 mission report)

The mission was informed that a **management plan for the World Heritage property** is in preparation. The Administrative Court has suspended the 1:5,000 Conservation for Development Plan for the Historic Peninsula, which should be an integral part of the World Heritage site Management Plan.

***"The Management Plan 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;***" (Recommendation from 2006 mission report)

The boundaries of the First Degree conservation zones have not yet been amended to incorporate all the World Heritage core areas. The mission was informed that this could be included in the revision of the 1:5,000 Conservation for Development Plan, which may be necessary as a result of the court decision.

- ***"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;"***

Proposals for a buffer zone are under consideration. The mission reiterates the recommendation of the 2006 mission that this should include the Eyüp conservation area, the historic core of Galata-Beyoğlu, the protected Front Perspective Area of the Bosphorus and the Princes Islands in the Sea of Marmara. **Proposals for the new buffer zone should be submitted to the World Heritage Centre before 1st February 2009.**

The mission welcomes the information that the **Grand Bazaar, adjacent hans (caravanserais) and the historic district down to the Egyptian (Spice) Bazaar and Yeni Camii are under consideration as a new core area**, as envisaged in the nomination dossier.

- ***"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;"***

The new management structure for the World Heritage site is described in Section 2 above. The mission was not presented with any details of strengthened capacity for conservation in the district municipalities and considers that lack of awareness and professional capacity within the municipalities, in addition with failure or an unwillingness to coordinate their activities with other institutional stakeholders,

presents a major weakness in the management of the World Heritage property. This is illustrated in practice by the demolition in 2007 of four historic houses in Zeyrek by Fatih Municipality. The mission recommends that **awareness-building in the municipalities of the requirements and standards for safeguarding World Heritage** should be a priority of the Istanbul Cultural and Natural Sites Management Directorate and its Co-ordination and Supervising Board.

• ***“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;”***

The 1:5000 Urban Conservation Plan has been suspended by the Administrative Court. In the view of the mission, it is clear that there is, as yet, no single vision for the regeneration and management of the World Heritage area, and recommends that **development of a holistic vision for the World Heritage site should be a priority** of the Istanbul Cultural and Natural Sites Management Directorate and its Co-ordination and Supervising Board through thorough and in-depth consultation with all institutional, civil-society and communal stakeholders.

• ***“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;”***

No tourism management plan has yet been prepared and the number of cultural tourists in Istanbul and the length of their stays remains low in comparison to historic cities of comparable importance. The mission commends the preparation of conservation projects for such major monuments as the Zeyrek Cistern and Ayvansaray (sub-structure of the Blachernae Palace), which will in due course become open to the public, as well as the new archaeological park in Sultanahmet, where the excavated remains of the Roman and Byzantine Great Palace will be displayed, and urges the concerned authorities to make other closed monuments accessible to visitors, such as the Sphendone (southern end of the Roman hippodrome). The mission also commends proposals for improved interpretation, such as the development of itineraries in the Sultanahmet Archaeological Park core area, which will link major monuments, allowing the opening of new sites to visitors. This initiative of the Associazione Palatina-Istanbul (a Turkish-Italian NGO) is supported by the Italian Ministry of Culture. **A Tourism Management Plan should be prepared as a component of the overall World Heritage Management Plan and submitted to the Secretariat before 1<sup>st</sup> February 2009.**

• ***“a Traffic Plan incorporating clear proposals of how impacts on the World Heritage site can be reduced;”***

The lack of a single vision for the World Heritage property is reflected in the absence of any integrated Traffic Plan. Implementation of the Marmaray Rail Tube Tunnel and Gebze-Halkah Surface Metro System Project and the extension of the metro from Taksim to Yenikapı will provide essential improvements to the mass transit system, but another proposal for a tunnel for motor vehicles connecting the Historic Peninsula with

the Asian shore could result in a disastrous increase traffic pressure on the World Heritage site. The mission recommends that a **Traffic/Transport Plan is prepared as a component of the overall World Heritage Management Plan and submitted to the World Heritage Centre by 1<sup>st</sup> February 2009.**

- ***“a revised functional and decentralisation plan, based on the study already prepared by Istanbul Metropolitan Municipality;”***

The Progress Report submitted by the State Party records that Istanbul Metropolitan Planning Bureau has completed the Master Plan Study for Istanbul, which envisages new central business districts in the eastern (Silivri) and western (Kartal-Gebze) parts of the city, to receive manufacturing and business activities which create pressures on Historical Peninsula and Beyoğlu District. **Proposals for moving industrial and commercial activities out of the World Heritage property, without compromising the authenticity of the historic commercial districts, should be included in the overall World Heritage Management Plan and transmitted to the World Heritage Centre before 1st February 2009.**

- ***“measures for promoting enhanced public awareness, education and outreach;”***

The high level of press coverage of the 2008 mission amply demonstrates the high level of public interest in the importance of safeguarding and conserving the Historic Areas of Istanbul World Heritage site as the premier cultural asset of Turkey, to be European Capital of Culture in 2010. In contrast, a number of proposals, especially those developed within the framework of Law 5366 for the “Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties”, suggest that some municipal authorities see heritage as providing an opportunity for land development. There is a clear need to **develop a comprehensive plan for awareness-raising and outreach**, to institutional stakeholders, civil society, the inhabitants and visitors. **The mission recommends that proposals for a World Heritage awareness-raising programme should be incorporated in the World Heritage Management Plan and transmitted to the World Heritage Centre by 1<sup>st</sup> February 2009** (see also Section 14 below).

***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); (Recommendation from 2006 mission report)***

The mission recommends that **awareness-building in the municipalities of the requirements and standards for safeguarding World Heritage** should be a priority (see also Section 3 above). The Progress Report submitted by the State Party states that KUDEBs have been established in Fatih and Eminönü municipalities, in addition to the well-staffed and active KUDEB of Istanbul Metropolitan Municipality. It will be

essential to ensure that the professional staff of the district municipality KUDEBs are made aware of international standards for the conservation of the built heritage, for which the Rehabilitation of Fener and Balat Districts Programme provides an exemplar.

**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.”** (Recommendation from 2006 mission report)

The mission doubts whether the Süleymaniye Conservation Implementation Plan, Cankurtaran and Sultanahmet Implementation for Conservation Plan (Eminönü Municipality), the Zeyrek Area Study, the Ayvansaray Turkish Quarter Urban Renewal Area Studies (Fatih Municipality) have been comprehensively revised to prioritise the conservation of surviving historic buildings rather than focus on new construction. Indeed, the illegal demolition of nine protected historic houses in Süleymaniye by KIPTAŞ, the municipal-owned company jointly responsible with Eminönü Municipality for implementing the first phase of the Süleymaniye Renewal Area Project, strongly argues the opposite. The Progress Report submitted by the State Party contains a comprehensive list of gazetted urban renewal areas, most of which lie within the Historic Peninsula.

The “Suleymaniye Urban Renewal Area” was designated by a decision of the Council of Ministers on 24<sup>th</sup> May 2006 within the framework of Law 5366 for the “Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties”. There are three institutions involved in implementing the **Süleymaniye Renewal Area Project** - Istanbul Metropolitan Municipality, Eminönü Municipality and Istanbul Housing Development Plan Tourism Transportation Industry and Commerce Corporation (KIPTAŞ), a company established by the Metropolitan Municipality in 1995. In respect to safeguarding the authenticity and integrity of the core area, the concern is the emphasis on land development and new construction in empty lots rather than the conservation of existing historic houses. The phasing of the



plan is described in detail in the Progress Report submitted by the State Party, with no indication that it has been revised. The mission was informed that currently 71 buildings had been approved for restoration and reconstruction, approval has been given for reconstruction on 14 plots and that projects were prepared for a further 15 plots.

The **Zeyrek Area Study** has been approved by the Municipal Board, but the area has not yet been designated as an urban renewal area by the Council of Ministers. Work there is currently confined to the restoration of individual historic houses in collaboration with KUDEB, with funding provided by Istanbul Special Provincial Administration (see section 10 below).

**Two urban renewal projects have been developed for the Theodosian Land Walls core area** by Fatih Municipality, both of which were inspected by the mission:

1. The **Atik Mustafa Quarter Ayvansaray Region Urban Renewal Area**, immediately adjacent to the Comnenan land walls and the site of the Blachernae Palace, contains 14 registered historic buildings and 2 more buildings proposed for registration. A project for conserving the existing buildings and for new construction in empty lots has been submitted to the Board for Renewals and approval is awaited. **The mission welcomes the proposal to conserve this attractive and peaceful quarter, but urges that the traditional urban tissue of streets, building plots and gardens should be retained** in preference to the creation of a modern-style park setting shown in the presentation by the Deputy Mayor of Fatih.
2. The **Sulukule Urban Renewal Area** was designated by the Council of Ministers in 2005 and lies immediately adjacent to the Theodosian Land Walls. Implementation is within the framework of an agreement between Fatih Municipality, Istanbul Metropolitan Municipality and TOKI – the Mass Housing Authority of the State. The project involves gentrification of the area and displacement of the long-established Roma population, the traditional musicians of the city, far to the west in Taşoluk. The single-storey Romany courtyard houses are to be replaced with taller buildings, including a new hotel and underground car parking, which will radically alter the existing urban tissue of the area. This is a very sensitive issue which has been brought to the attention of the European Parliament and the cabinet of the Prime Minister of Turkey. The scheme was approved by the Board for Renewals on 2<sup>nd</sup> November 2007 and the number of registered buildings has been increased from 22 to 44, including historic monuments. This project has met considerable debate and **the mission recommends that a balance must be found between conservation, social needs and identity of local communities.**

The **Cankurtaran and Sultanahmet urban renewal area** has not yet been designated by the Council of Ministers. Approval for a project for pilot areas, prepared by Eminönü Municipality, is expected shortly from Protection Board IV.

The mission considers that **urban renewal projects with a focus on land development are inappropriate for the core areas of the World Heritage property** and reiterates the recommendation of the 2006 mission that all such projects should be comprehensive revised to realise the in-situ conservation of existing historic structures rather than rebuilding and new construction, and that the resulting

**Sultanahmet, Süleymaniye, Zeyrek, and Theodosian Land Walls Conservation Implementation Plans should be submitted to the World Heritage Centre before 1<sup>st</sup> February 2009**, within the framework of the overall World Heritage Management Plan.

Beyoğlu Municipality has also prepared an **urban renewal plan for the historic Tarlabası district**, which is under consideration for inclusion in the proposed World Heritage buffer zone.

**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.”** (Recommendation from 2006 mission report)

The Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP), funded by the World Bank following the 1999 earthquakes, include two components directly relevant to the World Heritage site. (1) The *Inventorization and Multi-Hazard and Earthquake Performance Evaluation of the Cultural Heritage Buildings in Istanbul under the Responsibility of the Ministry of Culture and Tourism* is an innovative project for inventorying earthquake risk to 172 structures in 28 monumental complexes in a database which will be accessible through the internet. (2) The *Earthquake Performance Assessment and Preparation of Structural Seismic Strengthening Designs for Cultural Heritage Buildings under the Responsibility of the Ministry of Culture and Tourism* component will prepare proposals for retrofitting St Irene, Istanbul Archaeological Museum and the Mecidiye Kiosk in Topkapı Palace. The overall budget is USD 2.6 million. The components are being implemented through a protocol signed between the Ministry of Culture and Tourism and Istanbul Special Provincial Administration (IPCU) and task management is provided by the ministry's Istanbul Directorate of Surveying and Monuments.

The first component, which is being implemented by a joint venture consisting of ARS Progetti sri (Italy), SPC sri (Italy) and the Consultancy for Conservation and Development (UK), under the terms of a contract signed on 30th April 2007, will be completed in July 2008. The second component is being implemented by a joint venture consisting of SPC sri (Italy), Studio Croci (Italy) and OSM Engineering Architecture Consult (Turkey), under the terms of a contract signed 23<sup>rd</sup> January 2008, for completion on 23<sup>rd</sup> June 2009. Both components are being implemented by appropriately qualified international expert consultancies, as recommended by the Committee, and are designed as pilot projects for replication more widely in Turkey. **The mission commends the State Party for this innovative and comprehensive initiative in risk mitigation**, which will provide a model for emulation in other large and complex World Heritage properties exposed to earthquake risk.

The Fatih Earthquake Plan is preparing drawings and analyses for all registered buildings in Fatih Municipality. 85% of the work has been completed, after which earthquake risk to these structures will be assessed. Earthquake analysis is being

undertaken for all buildings in Fatih, not just historic structures, and the number of buildings at risk is very high. The mission was assured that there is no proposal for urban transformation, such as that illustrated in a presentation by IMP (Istanbul Greater Municipality Metropolitan Planning and Urban Design Centre) on the portion of the plan relating to the Tekfur Saray and Kariye Camii area, which showed the historic street pattern being replaced by apartment blocks. **The mission commends the extension of earthquake risk mitigation to the municipal level, but recommends that structural engineers capable of calculating traditional masonry and timber structures should be included among the experts engaged in risk assessment, to avoid unnecessary demolition and inappropriate retrofitting of historic buildings.**

***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.”*** (Recommendation from 2006 mission report)

Some **projects on major monuments still do not appear to involve the appropriate level of conservation expertise.** For example, the Zeyrek Cistern is being restored by Fatih Municipality without involving the expertise of Istanbul Technical University, which has studied this major 12<sup>th</sup>-century monument under the guidance of Prof. Dr. Zeynep Ahunbay, Past President of ICOMOS Turkey.

**Restoration projects funded by the General Directorate for Pious Foundations are still characterised by crude workmanship and excessive replacement of original fabric.**

The mission inspected proposals for the conversion of Tekfur Saray, a 12<sup>th</sup>-century Byzantine palace, into a concert hall. This proposal is discussed in relation to the Land Walls (see Section 8 below).

The mission therefore renews the recommendation of the 2006 mission that **all conservation projects for monuments within the World Heritage site should meet international standards** and that one of the major roles of the Istanbul Cultural and Natural Sites Management Directorate will be to disseminate information and provide training to the concerned personnel of the institutional stakeholders, all of which are represented on the Historic Areas of Istanbul Steering Committee.

***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.*** (Recommendation from 2006 mission report)

Work on the **city walls** (including the adjacent “Anemas Dungeon” [Blachernae Palace] and Tekfur Saray) was suspended, as recommended by the 2006 mission, but unfortunately with a delay that permitted further work after the departure of the mission which involved excessive replacement of original fabric, thereby further damaging the authenticity of the monument. Istanbul Metropolitan Municipality organised a training seminar and training workshop on the conservation of the city walls in 2007, but a training manual has not yet been prepared. With regard to appropriate conservation techniques, the mission emphasises that, in the case of such ruined monuments:

- **There is no need to reconstruct new false ends to broken walls – it is sufficient to consolidate the corework;**
- **There is no need to create new or false flat tops to walls – it is sufficient to reset the corework so that the wall top sheds water;**
- **Where areas of facing stones or bricks are missing, it is possible to consolidate the corework without refacing, although each case needs to be examined on an individual basis.**



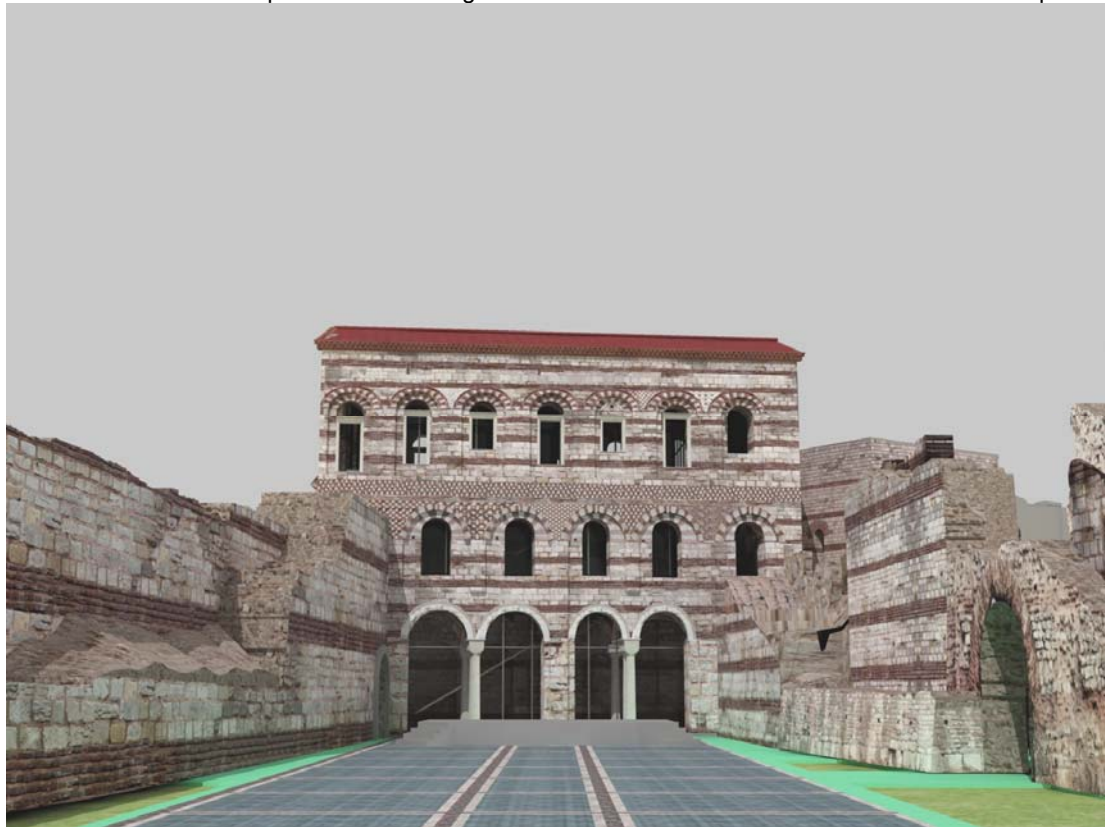
Above: junction of the Theodosian Land Walls and Tekfur Saray. Work carried out since the 2006 mission has falsified the evidence of the structure by creating a new, false, wall end to a collapsed section of the wall, in which the brick banding is carried in the form of brick stretchers completely across the stone core.



The mission was informed that a project to consolidate the historic structures of the **Anemas Dungeon** (sub-structure of the Blachernae Palace) has been approved by Protection Board IV and that work will start soon. The impressive and little-visited Byzantine palace structures are built against the Comnenan land walls, adjacent to the Golden Horn.



Above: Tekfur Saray, a Byzantine palace building. Work carried out to the adjacent walls since the 2006 mission involved excessive replacement of facing stones and bricks and the creation of new flat wall tops.



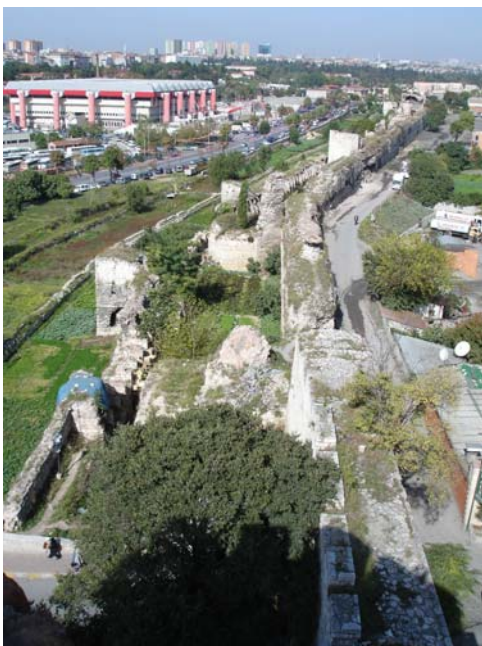
Above: proposal to reroof Tekfur Saray for use as a concert hall. It is of interest that the visualisation shows the adjacent city walls before the recent restoration works, which involved the excessive replacement of original fabric.

A **project proposal for Tekfur Saray** has been prepared, but Protection Board IV has called for an archaeological excavation. The mission was shown a scheme which involves re-roofing the palace building and its conversion into a concert hall and was informed that there is concern about the building's seismic performance as it stands at present. Re-roofing is a possible solution in the case of such a structure, which is complete apart from its roof and floors, but the proposal did not show the structure of the proposed new floors (but was informed they would incorporate glulam beams – a modern material) or details of any seismic retrofitting. The mission recommends that, before preparation of the final design and implementation, the **Tekfur palace building is subject to scientific seismic risk analysis by the FaMIVE procedure**, as Dr Dina D'Ayala (University of Bath, UK), the author of the procedure, is already working in Istanbul on the ISMEP project of the Ministry of Culture and Tourism. The procedure is specifically designed to quantify seismic risk to structures such as this palace building. The coach park adjacent to the palace and the Comnenan walls has not yet been moved as recommended by the 2006 mission.

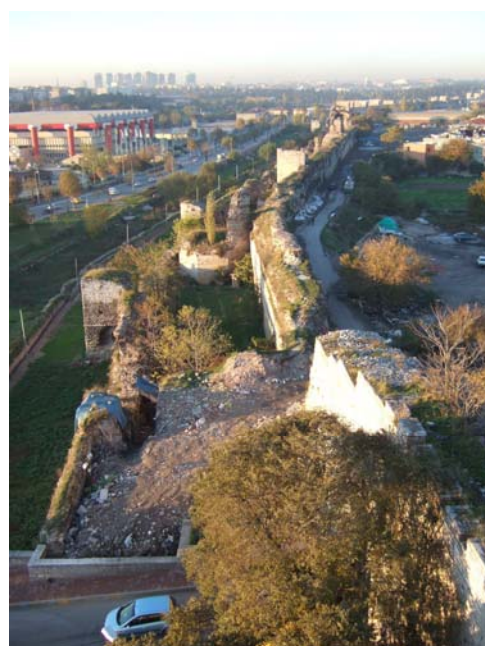
The mission was provided with both project proposals and is of the opinion that the **specialist conservation expertise for these new projects needs to be increased**.

Fatih and Zeytinburnu municipalities are currently developing green areas on both sides of the Land Walls, which includes clearance of a number of Romany houses which lie close to the walls in Sulukule as part of the Sulukule Urban Renewal Area project. The Atik Mustafa Quarter Ayvansaray Region Urban Renewal Area project of Fatih Municipality lies adjacent to the Comnenan land walls, to the north of Ayvansaray (see Section 5 above).

The mission inspected the tower to the north of the Yedikule Kapısı (known as the "Little Golden Gate" in the Byzantine period), where it had been claimed that an opening had been bulldozed through the walls in 2007.



*Above left:* tower to the north of Yenikapı Kapısı, 2007, before bulldozing, showing the core and rubble from the collapsed interval tower



*Above right:* tower after rubble has been bulldozed over part of the collapsed structure of the tower, to create parking between the inner and outer walls, 2007

Site inspection suggested that the gap in the city walls was caused long ago by the collapse of an interval tower (*above left*), but that some of the collapse material has been bulldozed to make a level surface for parking vehicles (*above right*). An adjacent area is being used as a temporary dump for building materials by Fatih Municipality. In view of such lack of regard for the importance of historic fabric, the poor quality of restoration to the city walls since 1994 and the development of at least two urban regeneration proposals in the Land Walls core area, the mission recommends that an overall **Conservation Development Plan for the Land Walls Core Area should be prepared, consolidating all current restoration, landscaping and regeneration proposals**, and be submitted to the World Heritage Centre before 1<sup>st</sup> February 2009.

The mission welcomes the information contained in the Progress Report submitted by the State Party that **conservation proposals will be prepared for the Sea Walls** facing the Sea of Marmara (in the area of Topkapı Palace) under the expert direction of Prof. Dr. Zeynep Ahunbay, Then-President of ICOMOS Turkey. Conservation proposals for the Bucoleon Palace, which also forms part of the Marmara Sea Walls, is subject to an agreement between the Ministry of Culture and Tourism and the Italian Ministry of Culture (under a protocol with the Associazione Palatina-Istanbul).

**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.”** (Recommendation from 2006 mission report)

The regulation (*Procedure and Principles for the Utilization of the Fund Providing for the Restoration of Immovable Cultural Properties*) **authorising the Ministry of Culture and Tourism to give grants** for the design and implementation of projects for the conservation of cultural heritage came in to effect on 15 June 2005. The Progress Report submitted by the State Party records that in 2006 USD 20,151 in grants was allocated for the preparation of projects for five historic buildings and USD 126,050 was allocated for the restoration of three historic buildings, and that in 2007 USD 42,350 was allocated for the preparation of nine project proposals and USD 164,642 for the restoration of six buildings. It therefore appears that grants from the Ministry will not be sufficient to make a significant impact in funding conservation needs, especially with regard to supporting private owners. Nevertheless other mechanisms now exist for supporting conservation projects (see also section 10 below).

The **Contribution Share for Conservation of Immovable Cultural Properties from the Collected Real Estate Taxes** enables Istanbul Special Provincial Administration to support municipalities in the design and implementation of conservation projects. The Progress Report submitted by the State Party records that in 2005 USD 131,900 was allocated for projects in the World Heritage property, in 2006 USD 1,032,000 and in 2007 USD 1,741,870. These funds are playing an important role in the development of regeneration proposals for decayed urban areas by the municipalities.

The municipalities also directly fund restoration projects. The **Historic Environment Protection Directorate of Istanbul Metropolitan Municipality presented 29 restoration projects proposed for 2008**, which have budgets of USD 1,652,380 for project preparation and USD 30,246,825 for implementation. The Progress Report presented by the State Party contains a comprehensive list of such conservation projects.

On 6<sup>th</sup> June 2008, Istanbul Governorship informed the Secretariat that the Turkish Grand National Assembly had **allocated USD 201,475,000 to Istanbul European Capital of Culture 2010, of which USD 40,300,000 will be allocated to the conservation of the World Heritage Site**, with the approval of the Ministry of Culture and Tourism.

The mission commends the Turkish authorities for devising new means for providing much-needed funds for the conservation of the World Heritage areas and recommends that **developing mechanisms for supporting the owners of private houses** should remain a priority.

**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 :”**  
(Recommendation from 2006 mission report)

Positive as well as negative actions have characterised the conservation or continued destruction of timber houses in the core areas in 2007. Timber houses are now being repaired in situ to international standards, but at the same time the rate of demolitions has increased.





Above: Süleymaniye, Ayrancı Sok. – a pair of timber houses, which provide a model for the in-situ conservation. The houses are part of a group of three conserved by private owners.

In **Süleymaniye** (Ayrancı Sok.), KUDEB (Conservation Implementation and Control Bureau of Istanbul Metropolitan Municipality, established in 2006), has augmented private conservation initiatives to timber houses by obtaining sponsorship to conserve adjacent private houses to maximise the impact and initially conserve a whole street. Such sponsorship is now possible to obtain because of the enactment of the “Encouraging Cultural Investments Act” Law 5225 and Law 5228 which encourage sponsorship and revise the Act of Taxation. The regulations for implementing these laws have also been enacted.



Above: KUDEB has obtained sponsorship to conserve the exteriors of adjacent houses for owners who cannot afford to carry out the repairs themselves.



In addition, KUDEB has restored the Kayserli Ahmet Paşa Konağı, an impressive timber mansion with internal wall paintings which now serves as its headquarters, as well as adjacent timber houses. KUDEB has therefore been responsible for the conservation of two separate groups of timber buildings in Süleymaniye in 2007.



Above: two of the nine historic listed houses illegally demolished by KIPTAŞ on 18<sup>th</sup> November 2007.

In contrast, on 18<sup>th</sup> November 2007, 9 historic houses in Süleymaniye were illegally demolished by KIPTAŞ (a company belonging to Istanbul Metropolitan Municipality). The mission was informed that the perpetrators are being prosecuted. A tenth house has been burnt. The mission recommends that **the company should be required to reconstruct these illegally demolished buildings to the original design using the original materials**, a requirement which has successfully ended such illegal demolitions in other countries (e.g. the U.K.).



Left: timber house in Zeyrek being conserved by KUDEB; the elderly lady owner expressed her enthusiasm to the mission.



The 2006 mission reported on the success of the Turkish Timber Association in launching the UNESCO-endorsed “Save Our Roofs” campaign to restore threatened historic houses, starting in **Zeyrek**. Unfortunately the authorities have been unable to resolve problems in transferring promised funds for the Association to conserve a further ten houses.

However, work on conserving timber buildings in Zeyrek has been continued by KUDEB, which is currently conserving five timber houses in situ, with funding provided by the Istanbul Special Provincial Administration, available because of partnership with Fatih Municipality through a new funding mechanism described above (see Section 9). Minimal repairs are being made to houses which the owners cannot afford to repair themselves.

*Above* : poorly detailed replacement building in Zeyrek with unhistoric narrow facing boards, which has been erected in place of one of the four houses demolished in 2007 by Fatih Municipality.

In 2007, Fatih Municipality demolished four timber houses, one of which had received approval for conservation with minimal repairs by the Turkish Timber Association. The mission was informed that Protection Board IV had given approval for demolition and restoration in timber. One of the houses has been rebuilt, but with poor detailing that does not reflect the original. **The mission recommends that further demolitions should be avoided wherever possible, in favour of in situ repair**, as demonstrated by the exemplar restoration of a house in Zeyrek by ICOMOS Turkey (with Technical Cooperation assistance from the World Heritage Fund) and two further conservation projects implemented by the Turkish Timber Association. The mission urges the authorities to make use of the expertise of the Turkish Timber Association in institutionalising international standards for the conservation of timber buildings for forthcoming projects, for example the Atik Mustafa Quarter Ayvansaray Region Urban Renewal Area project of Fatih Municipality.

In addition, a poorly designed concrete building has been erected on a plot in front of a Byzantine cistern in the First Degree protection zone adjacent to the Pantokrator church (Zeyrek Camii), a major Byzantine monument. The mission was informed that Protection Board IV had given approval for this structure, although the mission also understands that reinforced concrete structures are not now normally permitted in First Degree protection zones in the World Heritage core areas.

The Progress Report transmitted to the World Heritage Centre in 2006 by the Lord Mayor and Governor of Istanbul stated “the Governorship of Istanbul will publish a technical manual on the repair of timber structures, with the input of the ICOMOS International Wood Committee.” This manual has not yet been prepared, but Istanbul Metropolitan Municipality has reprinted a manual on timber joinery originally written in the Ottoman period.<sup>1</sup>

**The mission was informed that two thirds of the timber houses in the core areas have been demolished or destroyed by fire since inscription (some 600 houses).** The design of replacement structures will be an important issue in restoring the urban form of the core areas. Istanbul Metropolitan Municipality’s Historic Environmental Protection Directorate has prepared Urban Design Guidelines for the Historic Peninsula to guide the design of new structures.

**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.”** (Recommendation from 2006 mission report)

The Rehabilitation of Fener and Balat Districts Programme grew out of the UN Habitat II Conference, held in 1996 in Istanbul, following which a grant of € 7 million was obtained with the facilitation of UNESCO and through a financial agreement signed between the European Commission, Fatih Municipality and the Secretariat of the Treasury of the Turkish Republic. The Programme was launched on 6<sup>th</sup> January 2003 and will end by July 2008. It consists of four main components; the restoration of the historic buildings, the establishment and management of two Social Centres, rehabilitation of the historic Balat Market and the establishment of a waste management strategy.

A total of 121 historic buildings have been restored. Between December 2004 and October 2005, basic repairs were carried out to 26 houses. Between December 2006 and December 2007, a further 37 houses received basic or extensive repairs and 28 shops received basic repairs and 5 shops extensive repairs. Two social-centre buildings were also restored, one of them the house of Dimitri Kantemir, Prince of Moldavia and a noted historian and musician in the 17<sup>th</sup>/18<sup>th</sup> centuries. Between December 2007 and June 2008, 21 houses received basic repairs and a further 14 houses extensive repairs.

<sup>1</sup> Ali Tal’at, *Sanâyi’i inşâiye ve mi’mâriyeden doğramacılık, marangoz v silicilik i’ mâlâtına âid mebâhis*, 1927, reprinted 2008 by İstanbul Şehri Kültür Tarihi Araştırmaları Merkezi (Istanbul).

The Human Resource Development Foundation has acted as the operating organisation of the social centres, starting its activities in 2006 in temporary accommodation prior to the restoration of the permanent buildings. There are three target groups of the Social Centre. (1) children, (2) teenagers and (3) women. Approximately 350 people use the social centres on a regular basis.

Waste collection boxes were distributed to 2,500 households in 2005 to collect the recyclable solid waste and an education campaign was organized in order to a general awareness among local people about solid waste management and particularly to explain what kind of solid waste they had to collect.

In addition to the restoration of individual shops, activities carried out for the rehabilitation of Balat Market included improvements in the infrastructure, improvement of integration of the site to the city centre and emphasising the entrance of the market.

The mission commends the State Party and Fatih Municipality on the successful conclusion of the Programme, which can serve as an exemplar for urban renewal projects which is hoped will be followed by other similar initiatives by local authorities, particularly with regard to its participatory methodology rather than the “top-down” approach which is still the norm for other urban rehabilitation projects. **The mission specifically recommends that the accumulated know-how which has been gained through implementation of the project should not be lost and urges the municipality to establish a Facilitation Unit to help individuals willing to restore their own houses.**

***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-Halkalı 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.”*** (Recommendation from 2006 mission report)

The **Marmaray Rail Tube Tunnel and Gebze-Halkalı Surface Metro System** has involved archaeological mitigation activities in the areas of the proposed Yenikapı, Sirkeci and Üsküdar stations, which are detailed in the Progress Report submitted by the State Party. The Japan Bank for International Cooperation (JBIC) provided a soft loan for the railway. The extensive excavations at Yenikapı, which also include the area of the metro interchange station, has now revealed the archaeological remains of no less than 32 Byzantine ships (dating from the 7<sup>th</sup> – 11<sup>th</sup> centuries), excavated by Istanbul University and Texas A&M University under the supervision of Istanbul Archaeological Museums. Completing the excavation may still take a further 2-3



years. Proposals are being prepared for the permanent display of the finds, but meanwhile an exhibition *Gün Işığında: İstanbul'un 8000 yılı, Marmaray, Metro, Sultanahmet kazıları* ("In the Light of Day: 8,000 Years of Istanbul: through the Marmaray, Metro, Sultanahmet Excavations") has been mounted in Istanbul Archaeological Museums, opening on 25 June 2007, with an impressive 328-page catalogue funded by the Vehbi Koç Foundation.

The need for an impact assessment in relation to the construction of the new metro bridge across the Golden Horn is reviewed in Section 1 above.

**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;"** (Recommendation from 2006 mission report)



Above: the extensive archaeological excavations in the plot that also includes the extension to the Four Seasons Hotel (right, in a former Ottoman-period prison) will be made permanently accessible to the public as an "Archaeological Park, Tourism and Cultural Area."

The **Four Seasons hotel extension** commenced after the 2006 mission and will be completed in 2008. The structures form an extension to the historic Sultanahmet prison building (1916-1918), converted into the Four Seasons Hotel in 1991-6. The parcel is the property of the National Treasury and in 1991 was consigned to Sultanahmet Tourism Company, to be used in accordance with the build-operate-transfer model for 49 years. Excavations started in 1997 under the direction of Istanbul Archaeological Museums and oversight of a Scientific Board for the Archaeological Park and Architectural Remains Protection. The scheme involves

extensive archaeological mitigation works<sup>2</sup> which will be permanently displayed through the creation of a new “Archaeological Park, Tourism and Cultural Area”, open to the public. The archaeological finds consist of the western end of the Roman and Byzantine Great Palace, probably the administrative departments of the palace,<sup>3</sup> but importantly in addition the Chalke Gate, the main entrance to the palace.<sup>4</sup>



Visualisations of the new extensions now in course of construction. The third extension to be built is not shown in either of the above and next page images.

Above: the structure nearest the present hotel cannot be seen, while the second is scarcely visible as the red-roofed structure immediately to the left of the foot of the brick minaret of Ayasofya.

<sup>2</sup> Described in Asuman Denker, Gülçay Yağcı and Ayşe Başak Akay, ‘Büyük Saray kazısı’, *Gün Işığında: İstanbul’un 8000 yılı, Marmaray, Metro, Sultanahmet kazıları* (“In the Light of Day: 8,000 Years of Istanbul: through the Marmaray, Metro, Sultanahmet Excavations”), pp. 126-41.

<sup>3</sup> Interpreted in Eugenia Bolognesi Recchi Franceschini, ‘The Scholae of the Master of the Offices as the Palace Praetorium’, *Anatolia Antiqua*, 16 (2008), pp. 230-57.

<sup>4</sup> Published by Çiğdem Girgin, ‘La porte monumentale trouvée dans la fouilles près de l’ancienne prison de Sultanahmet’, *Anatolia Antiqua*, 16 (2008), pp. 259-90.



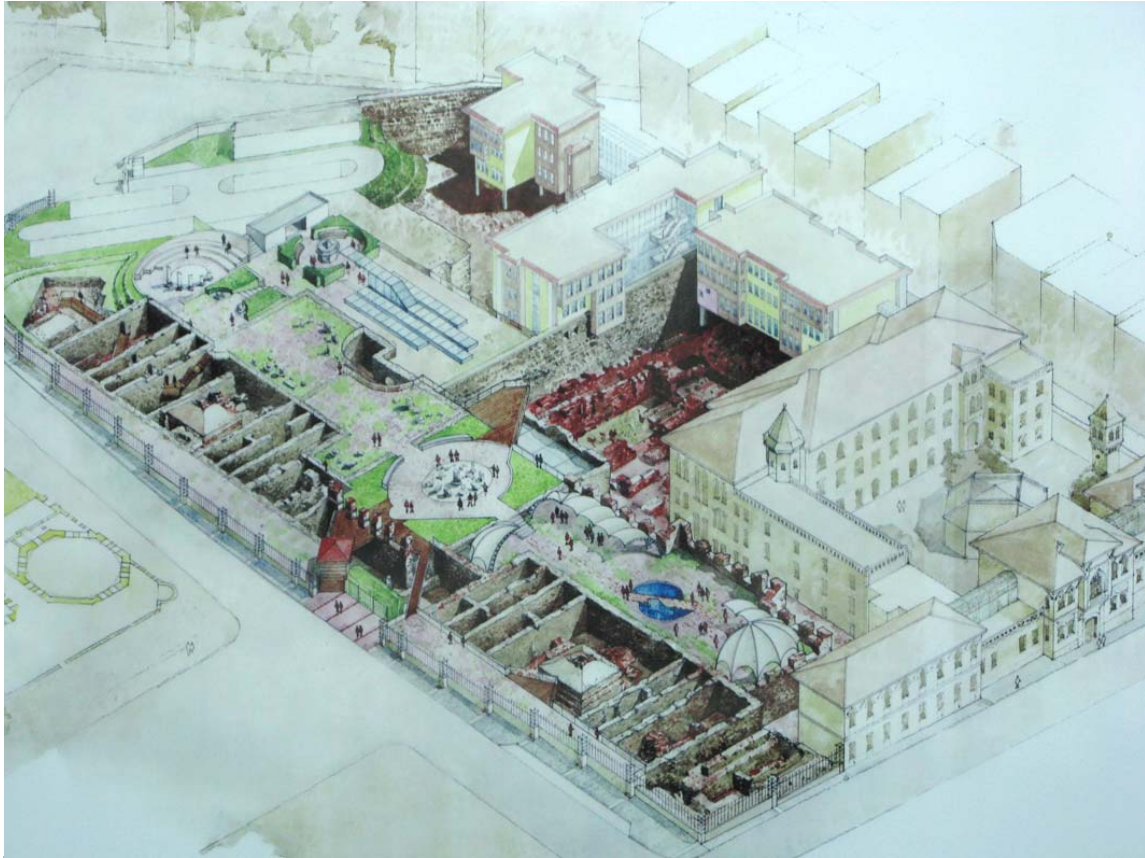


Above: the extensions currently under construction in front of the present hotel, the former Sultanahmet prison (the yellow-painted building in the centre). In the background is the Blue Mosque, in the foreground the Ahmet III Fountain and the walls of Topkapı Palace.

The extension consists of three steel-framed structures, each supported on four pylons in order to have the minimum impact on the archaeology beneath, which they oversail. There will be no access from the new hotel structures to the “Archaeological Park”, which will have a separate public entrance adjacent to Ayasofya. The area of each pylon has been the subject of archaeological excavation down to the level of the natural soil. In the north-western part of the site, the palace structures are overlain by the foundations of the massive Darülfünun Building, designed by the Fossati Brothers in 1845, which variously served as Istanbul University and the Palace of Justice until destroyed by fire in 1933. After the fire, the area became neglected, but nevertheless it was known that it contained archaeological remains of the Great Palace. The basic concept of building a hotel extension over the site must therefore be questioned, but the mitigation has resulted in impressive archaeological remains becoming accessible, including the vaulted sub-structures of palace buildings, and the pylons on which the hotel extension is supported have little archaeological impact.

The Ministry of Culture and Tourism appointed a Scientific Committee to prepare an Impact Assessment, which has been completed but which has not yet been submitted to UNESCO. In the light of the few images provided from the Impact Assessment and site visit, the mission is of the opinion that the visual impact from the Sea of Marmara of the first two structures is negligible, although the third, on which construction has yet to start, may be more visible. The mission however deeply regrets that construction works started in mid-2006 and that the requested impact assessment was not carried out and submitted to the World Heritage Centre at an earlier date, in accordance with Paragraph 172 of the *Operational Guidelines* and the previous World Heritage Committee and mission recommendations.





Visualisation of the proposed “Archaeological Park, Tourism and Cultural Area”, open to the public, with the proposed extension of three structures shown in the middle-top of the picture.



Above: the first structure of the three proposed extensions currently under construction in front of the present hotel, the former Sultanahmet prison (the yellow-painted building in the right).

**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.”** (Recommendation from 2006 mission report)

The level of public interest in the maintenance of the World Heritage status of Istanbul was demonstrated by the extensive media coverage afforded to the 2008 mission. However, in the opinion of the mission, the **development of public awareness** is currently promoted by the public and civil society rather than by the authorities. A new resource for interpreting Byzantine monuments is now available through the visualisations prepared by the *Byzantium 1200 Project*.<sup>5</sup> **The mission recommends that the World Heritage Management Plan should incorporate a World Heritage Awareness-Raising Programme** (see also Section 3 above), but that initiatives such as Istanbul European Capital of Culture 2010 should emphasise the World Heritage status of Istanbul and its cultural values.

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<sup>5</sup> Available on the internet, [www.byzantium1200.com](http://www.byzantium1200.com), with part of the material available in the recently published *Walking thru Byzantium: Great Palace region*, Grafbas A.Ş. and 3D Maket Ltd. Şti. (Istanbul, 2007).

## 4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

**The mission did not recommend inscription on the List of World Heritage in Danger in 2008 in particular to allow time to judge whether the new administrative structure which has been put in place can effectively protect the integrity of the site and ensure effective coordination between the institutional stakeholders, and whether new urban regeneration schemes will conserve historic districts or result in a loss of authenticity. However, the mission is very concerned and deeply regrets that a number of the benchmarks established by the 2006 mission were not met within the agreed timeframe and that Decision 31 COM 7B.89 has not yet been fully implemented.**

The Historic Areas of Istanbul World Heritage Site contains many world-class monuments, such as Ayasofya, Kuçuk Ayasofya (SS Sergius and Bacchus), Kariye Camii (St Saviour in Chora), Topkapı Palace, the Süleymaniye Mosque, to name but a few. These monuments are, on the whole, well cared-for and not under any threat. The Theodosian Land Walls constitute the most important example of late-Antique military fortifications in existence. The walls still require an integrated conservation programme; recent restoration programmes that damaged their integrity through the excessive replacement of original fabric have been halted. The city also contains many hundreds of lesser monuments, some in urban settings which were reconstructed in the 20<sup>th</sup> century following fires, others in urban settings dating to the Ottoman period. The historic districts are mostly in poor condition, occupied by poor families from Anatolia who cannot afford to repair the houses in which they live. In the case of timber houses in particular, there have been significant losses to the built fabric since inscription. Nevertheless the property still retains the overall values for which it was inscribed.

The skyline of the city, dominated by the domes of Ayasofya and the great imperial mosques and their accompanying minarets, is one of the principal features of the site. The authorities have been successful in preserving the skyline and the overall setting of the site should be protected by a buffer zone, which the mission recommends should include protected areas on the Golden Horn, the historic Beyoğlu district, the protected shores and skylines of the Bosphorus and the Princes Islands, as the confluence of land and sea, resulting from a rise in sea-level c. 5,600 B.C., is one of the unique features of the city.

There are a number of new financial, legal and administrative measures which have the potential to reverse the problem of inner-city decay and neglect. Many of the benchmarks agreed during the 2006 mission and endorsed by the Committee at its 30<sup>th</sup> Session were not met within the specified timeframe or have yet to be completed. The mission recommends that success in meeting all such benchmarks should be reviewed in 2009 and should be reported to the Committee in a Progress Report to be submitted by the State Party before 1<sup>st</sup> February 2009. Of the new financial and legal provisions recently put in place, the mission is particularly concerned that projects designed and implemented within the framework of Law 5366 for the “Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties” could result in a serious loss in authenticity, although they have the potential of ensuring conservation at an

urban scale. It will be necessary to review in 2009 whether such projects have retained an emphasis on land development rather than on conservation and therefore whether they have led to the destruction of historic fabric and urban tissue rather than assisting in preserving the integrity of the site.

#### **4.1. STATEMENT OF OUTSTANDING UNIVERSAL VALUE**

The mission also discussed the statement of outstanding universal value based on two drafts, one prepared by ICOMOS Turkey and another one by the Ministry of Culture and Tourism. A final draft is under preparation. **The mission welcomes the preparation of a draft Statement of outstanding universal value including the conditions of integrity and authenticity and encourages the authorities to present it to the World Heritage Centre as soon as possible, for examination by the World Heritage Committee at its 33rd session in 2009**

## 5 CONCLUSIONS AND RECOMMENDATIONS

The mission concluded that substantial progress in the conservation of the World Heritage property had been achieved since the UNESCO/ICOMOS Joint Review Mission of 2006. However, the mission highlighted a number of concerns under the section “Issues to be addressed” and provided the following specific recommendations:

1. Any design incorporating pylons for the new metro bridge across the Golden Horn will have a negative impact on the World Heritage property and the design should be the subject of an environmental impact study based on a topographical analyses, recognizing the need to protect the visual integrity of the World Heritage property and of the setting of the Süleymaniye Mosque in particular. Impact assessments should be prepared in advance for any other large-scale development and infrastructure projects planned for the future and the State Party should inform the Committee of such proposals, through the World Heritage Centre, in accordance with Paragraph 172 of the *Operational Guidelines*.
2. The mission commends the State Party on establishing a new management structure for the World Heritage site, but recommends that new administrative arrangements should be carefully monitored by the Turkish authorities during the current year, to avoid further illegal or unnecessary losses to the built heritage, to protecting the integrity and setting of the property and to ensure the awareness and commitment of the municipalities to appropriate conservation policies. The results should be incorporated in a Progress Report, to be submitted to the World Heritage Centre by 1st February 2009 at the latest. The World Heritage Management Plan, to be submitted before 1st February 2009, should demonstrate that an effectiveness and viable management structure is in place, including the availability of adequate trained professional staff with specific duties for monitoring. The mission foresees that ICOMOS Turkey could be provided with a key role in monitoring the overall state of conservation of the property.
3. The mission recommends that an integrated and comprehensive management plan for the World Heritage property should be developed to international standards in compliance with the *Operational Guidelines* and the *Vienna Memorandum* (2005) and transmitted to the Secretariat by 1<sup>st</sup> February 2009 at the latest. The plan should incorporate:
  - a) boundaries to the First Degree protection zones amended to incorporate all the existing core areas and any new core area proposed (e.g. the Grand Bazaar);
  - b) details of a buffer zone to protect the visual integrity and urban form of the property (the mission recommends that the buffer zone should include the Eyüp conservation area, the historic core of Galata-Beyoğlu, the protected Front Perspective Area of the Bosphorus and the Princes Islands);
  - c) details of the new management structure and arrangements for coordination between the institutional and other stakeholders;
  - d) a single vision for the regeneration and management of the World Heritage property;

- e) a Tourism Management Plan;
  - f) a Traffic Plan;
  - g) a functional and decentralisation plan;
  - h) a World Heritage awareness-raising programme.
4. The mission recommends that a programme of awareness-building of the requirements and standards for safeguarding World Heritage for the municipalities should be developed and implemented by the Istanbul Cultural and Natural Sites Management Directorate and its civil-society partners. In particular, the KUDEBs of the district municipalities should be fully aware of international standards for the conservation of the built heritage.
  5. The mission commends the State Party on providing substantial new funding for the conservation of historic districts through partnership between Istanbul Special Provincial Administration and the municipalities, but is concerned that in practice the implementation of Law 5366 for the “Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Properties” results in urban renewal projects with a focus on land development which are inappropriate for the World Heritage core areas. The mission therefore reiterates the recommendation of the 2006 mission that all such projects should be comprehensively revised to realise the in-situ conservation of existing historic structures rather than rebuilding and new construction, and that the resulting Sultanahmet, Süleymaniye, Zeyrek, and Theodosian Land Walls Conservation Implementation Plans should be submitted to the Secretariat before 1<sup>st</sup> February 2009, within the framework of the overall World Heritage Management Plan.
  6. The mission commends the State Party for the innovative initiative in earthquake risk mitigation presented by the cultural heritage components of the ISMEP project, funded by the World Bank, and for the assessment of earthquake risk at municipal level, represented by the Fatih Earthquake Plan, but recommends that structural engineers capable of calculating traditional masonry and timber structures should be included among the experts engaged in risk assessment for any historic structures in the World Heritage property, to avoid unnecessary demolition and inappropriate retrofitting.
  7. The mission reiterates the recommendation of the 2006 mission that major interventions in key monuments 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. In addition, the mission recommends that the Istanbul Cultural and Natural Sites Management Directorate, advised by the Historic Areas of Istanbul Steering Committee, should ensure that all institutional stakeholders and their professional staff responsible for designing and implementing conservation projects should be made fully aware of the standards required.

8. The mission endorses the recommendation of the 2006 mission that a technical manual for the restoration of the city walls should be prepared. This will help to institutionalise the training provided in 2007 and raise overall standards. It should contain technical information on the consolidation of corework, obviating the need for extensive refacing of vertical wall surfaces, building false wall ends and false flat tops to ruined walls. The mission further recommends that all current proposals for restoring sections of the walls, for landscaping and for urban regeneration within the Theodosian Land Walls core area should be consolidated into a unitary Conservation Development Plan for the Land Walls core area, to be submitted to the Secretariat before 1<sup>st</sup> February 2009, within the framework of the overall World Heritage Management Plan.
9. The mission commends the State Party on the development of new mechanisms for providing funds for conservation projects within the World Heritage Site and recommends that finding means to support the owners of private houses should remain a priority.
10. The mission regrets that it has not been possible to provide promised funds to the Turkish Timber Association to continue the UNESCO-endorsed “Save Our Roofs” Campaign for the restoration of historic timber houses in the World Heritage core areas, but commends KUDEB in its programme of conserving timber houses in Süleymaniye and Zeyrek. The mission regrets the accelerated demolition of historic houses and recommends (1) KIPTAŞ should be required to reconstruct the houses it illegally demolished on 18<sup>th</sup> November 2007 to the original design, using the original materials, and (2) that further demolitions should be avoided wherever possible, in favour of in situ repair.
11. The mission recommends that the accumulated know-how which has been gained through successful implementation of the Rehabilitation of Fener and Balat Districts Programme should not be lost and urges Fatih Municipality to establish a Facilitation Unit to help individuals willing to restore their own houses.
12. The mission congratulates the State Party on the extent of the impressive archaeological mitigation activities for the Marmaray Rail Tube Tunnel, Gebze-Halkalı Surface Metro System and the new metro interchange at Yenikapı, which provide a model for archaeological mitigation for future developments. The mission also commends Istanbul Archaeological Museums and the Vehbi Koç Foundation for the impressive exhibition and comprehensive exhibition catalogue, which has made results of the excavations accessible to the public within a short timeframe.
13. The mission regrets that the impact assessment for the Four Seasons hotel extension over the archaeological remains of the Roman and Byzantine Great Palace was not carried out in advance and submitted to the Secretariat in accordance with Paragraph 172 of the *Operational Guidelines*, but was prepared only after construction had started. Nevertheless the extensive and impressive archaeological mitigation activities will result in the excavated remains being displayed and made accessible to visitors as an “Archaeological Park, Tourism and Cultural Area”. The mission recommends that the Sultanahmet Tourism Company, which leases the site from the National Treasury, should collaborate



with the Associazione Palatina-Istanbul to include the area in the proposed archaeological itineraries for the Sultanahmet core area, to provide an overall interpretation of the Great Palace, from this site to the Bucoleon Palace on the Sea Walls facing the Sea of Marmara.

14. The mission recommends that Istanbul European Capital of Culture 2010 and any other comparable special initiatives should emphasise the outstanding universal value of the site, both in terms of its built and its intangible cultural heritage, as part of broad and comprehensive awareness-building programme (see also recommendation 3(h) above).



## 6 ANNEXES

### 6.1. TERMS OF REFERENCE

#### **UNESCO – ICOMOS joint mission to the World Heritage Property of the Historic Areas of Istanbul**

**8 to 13 May 2008**

Based on the World Heritage Committee decisions (30COM 7B.73, 31COM 7B.89) 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:

- Assess the state of conservation of the property and progress made in the finalisation of the World Heritage Site Management Plan and the implementation of the corrective measures addressing the desired state of conservation, as requested by the Committee in 2006 and 2007 and the joint mission recommendations in 2006.
- 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, and 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 undertaken toward an integrated Management Plan, incorporating the definition of a new management structure, including the designation of a specific World Heritage Site Coordinator, the rejuvenation of the World Heritage Co-ordination Unit of the Ministry of Culture and Tourism and clear arrangements for liaison between the Ministry of Culture and Tourism, Istanbul Metropolitan Municipality and Fatih and Eminönü Municipalities, especially with regard to arrangements for monitoring.
- Review the changes to adjust the proposed “Süleymaniye Renewal Project”, the “Zeyrek Area Study”, the “Ayvansaray Turkish Quarter Urban Renewal Area Studies” and the “Cankurtaran and Sultanahmet Implementation for Conservation” plans to the conservation requirements set out by the World Heritage Centre under the World Heritage Convention
- Review specifically any recent and ongoing demolitions of historic houses in the Zeyrek and Süleymaniye core areas of the World Heritage Site, as well as new initiatives to conserve surviving historic timber houses;
- Review the “Anemas Dungeon Restoration”, the “Tekfur Palace Restoration” and work since the last mission to adjacent areas of the Theodosian and Comnenan City Walls;

- 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 Yenikapi, Yedikule Sirkeci and Uskudar;
- Review the impacts of building and development projects on the World Heritage values of the site, namely the following projects within the property, or in its vicinity and any Impact Studies incorporating Visual Impact Assessments that may have been carried out.
  - Süleymaniye renewal project and the loss of traditional urban fabric
  - Four Seasons Hotel extension over the remains of the Byzantine Grand Palace
  - Marmaray rail project
  - The new Golden Horn bridge project for a metro connection (impact on the setting of the Süleymaniye Mosque);

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

- Galataport project
- The privatisation of Üsküdar-Kadiköy area, including the Lord Mayor's proposal for development in Hydarpaşa, 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);
- “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, including adjustments to provide Grade I protection to the World Heritage core areas;
- Monitor the progress of the seismic master plan for the safeguarding of the cultural heritage 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 towards a coordinated management system.
- 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 report by 19 May 2008 at the latest, including a set of recommendation taking into account, the provisions in the *Operational Guidelines* in Chapter IV concerning reactive monitoring (paragraphs 169-176), Danger Listing (paragraphs 177-191), as well as the Vienna Memorandum, in electronic form (not exceeding 2 pages), to be reviewed by the World Heritage Committee at its 32nd session in Quebec, Canada in July 2008
- Provide to the WHC a consolidated detailed mission report by 26 May 2008 at the latest, with recommendations and executive summary in electronic form (not exceeding 10 pages; according to the enclosed format).

## 6.2. MISSION PROGRAMME

### 1<sup>st</sup> Day (Thursday, 8 May)

Time	Topic	Institutions	Venue
14.25	Arrival of the mission to Istanbul, welcoming at the airport, transfer to the hotel	Officials from the Governorate and IMM	Hyatt Regency (Taksim)
16.30	Meeting and preliminary discussions	Officials from the Governorate and IMM Representatives of ICOMOS Turkey	Hyatt Regency (Taksim)
19.30	Dinner	Mr. Muammer GÜLER Governor of Istanbul Mr. Kadir TOPBAŞ Mayor of Istanbul District Mayors	Feriye Restaurant(Ortaköy )

### 2<sup>nd</sup> Day (Friday, 9 May)– BRIEFING MEETINGS

9.30 10.30	1- By IMM Project studies within the scope of Implementation Plan for Süleymaniye-Zeyrek Heritage Core Areas and Historic Peninsula and within the scope of Article No. 5366. <b>(CEM ERİŞ-İBB. Director of Historic Environment Conservation, Prof. Dr. CENGİZ ERUZUN, IMP)</b>	Ministry Governate of Istanbul IMM District Municipalities Head of Historic Site Foundations IMP ICOMOS Turkey Turkish Chamber of Architects (Istanbul Chapter)	IMM KUDEB building
10.30 10.50	2-Preventive conservation methods and examples of application in stone and timber houses (Kudeb lab.- timber workshop) <b>(PROF.AHMET ERSEN-Advisor).</b>	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations Turkish Timber Association	IMM KUDEB building
10.50 12.45	3-Site visits to current and recently completed restoration projects for timber buildings, KUDEB and adjacent buildings and to simple repairs in Ayrancı Sok. <b>(ŞİMŞEK DENİZ- Director of KUDEB, Arch. ALI KURALTAY, Arch. ERSAT DEMIREL)</b>		ON-SITE Süleymaniye

13.00 14.00	Lunch	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations	Darüzzıyafe Restaurant (Süleymaniye)
14.30 16.30	4-Realized projects and examples of application in Cankurtaran-Ayvansaray-Fener- Balat - update on the Ayvansaray Turkish Quarter Urban Renewal Area Studies and the Cankurtaran and Sultanahmet Implementation for Conservation plans <b>(EMİNÖNÜ-FATİH DISTRICT MUNICIPALITIES-PRESENTATIONS, LUIS MEZZANO, Fener-Balat District Rehabilitation Programme)</b> Haliç Bridge and Yenikapı related issues <b>(YALÇIN EYİĞÜN-IMM DIRECTOR OF RAIL SYSTEMS)</b>	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations ICOMOS Turkey Turkish Chamber of Architects (Istanbul Chapter)	IMM KUDEB building
17.00 17.30	Break		
17.30 19.00	Istanbul 2010 Agency	Representatives of Istanbul 2010	2010 Atlas Cinema
20.00	Dinner	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations	Hamdi Restaurant(Eminön ü)
22.30	Advising in the preparation of Statement of OUV	Mr Gurkan (Ministry of Culture) and two representatives of ICOMOS Turkey	Hyatt Regency Hotel

### 3<sup>rd</sup> Day (Saturday, 10 May) - SITE VISITS

9.30 11.30	Site visit to Tekfur Palace, Anemas Dungeons, Ayvansaray Area and review of the positive impact of the City Walls conservation training workshops	Ministry Governorate IMM District	ON-SITE
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	<p><b>(PROF.DOĞAN KUBAN, PROF.ZEYNEP AHUNBAY, PROF. METIN AHUNBAY, PROF.AHMET ERSEN, ARCHITECT ŞİRİN AKINCI, HEAD OF HISTORIC SITE İHSAN SARI İBB-CONSTRUCTION WORKS,KUDEB,DIRECTORATE OF HISTORIC ENVIRONMENT CONSERVATION and FATİH MUNICIPALITY</b></p> <p>Site visit to the location of Sulukule Renewal Project</p> <p>Yedikule</p>	<p>Municipalities (including representatives of Fatih, Eyup, and Zeythıburnu Municipalities) Head of Historic Site Foundations ICOMOS Turkey Sulukule Platform Chamber of Architects</p>	
12.00 13.00	Lunch	<p>Ministry Governorate IMM District Municipalities Head of Historic Site Foundations</p>	IMM Balat Social Facilities
13.30 15.00	<p>Visit to simple repairs under the permission and control of IMM-KUDEB on timber houses Fener-Balat, Zeyrek <b>(KUDEB, Turkish Timber Association)</b></p>	<p>Ministry Governorate IMM District Municipalities Head of Historic Site Foundations Turkish Timber Association ICOMOS Turkey Chamber of Architects</p>	ON-SITE
15.30 18.30	<p>Haliç pass-Yenikapı, including the Genoese city walls (Beyoğlu) and an update on archaeological mitigation measures at Yenikapı, including the excavation of the Byzantine ships <b>(YALÇIN.EYİĞÜN, PROF.SAİT BAŞARAN İSMAİL KARAMUT)</b></p> <p>4-Sultanahmet FourSeasons, including an update on the Impact Assessment <b>(MEHMET GÜRKAN-AUTHOR, Ms ASUMAN DENKER – IstanbulArchaeologicalMuseums)</b></p>	<p>Ministry Governate IMM District Municipalities Head of Historic Site Foundations Istanbul Archaeological Museums JIBC representatives ICOMOS Turkey Chamber of Architects</p>	ON-SITE VISIT (With documentation for Haliç Bridge)

	Bucoleon Palace study and restoration proposals ( <b>Ms AYŞE MORTAŞ, Associazione Palatina-Istanbul</b> )	Assosiazione Palatina-Istanbul	
20.00	Dinner	Ministry Governate IMM District Municipalities Head of Historic Site Foundations	Sur Balık Restorant Sultanahmet

#### 4<sup>th</sup> Day (Sunday, 11 May)

11:00-14:00	Galataport, Haydarpaşa <b>(MEHMET GÜRKAN and Directors of Conservation Council, MINISTRY OF CULTURE)</b>	Ministry Governate of Istanbul IMM District Municipalities Head of Historic Site Foundations ICOMOS Turkey Turkish Chamber of Architects (Istanbul Chapter)	KUDEB
16.30-18.00	Arrival of DIR/WHC and meeting with Vice-Governor of Istanbul	Governate of Istanbul IMM	Istanbul Airport
19:00-19:30	Bilateral meeting between WHC delegation and representatives of JIBC	JIBC representative from Tokyo	Hyatt Regency Hotel- Lobby (Taksim)
20:00	Dinner	UNESCO MISSION- Governorate M. Gürkan Head of Historic Site IMM District Municipalities and other NGOs	Bosphorus tour



**5<sup>th</sup> Day (Monday, 12 May) – PRESENTATION OF HISTORIC SITES**

09.00-10.30	Meeting and breakfast with the Mayor of Istanbul Metropolitan Municipality	Ministry Governate IMM District Municipalities Head of Historic Site Foundations Istanbul 2010	Topkapi Palace
10.30-13.00	PRESENTATION OF HISTORIC SITES (İ.SARİ)	Ministry Governate IMM District Municipalities Head of Historic Site Foundations ICOMOS Turkey Chamber of Architects	CHAIRMANSHIP OF HISTORIC SITES (KUDEB)
13.00-14.15	Press conference	DIR/WHC and Vice-Governor	KUDEB
14.30-18.30	NGO-universities Sulukule Platform	UNESCO MISSION Prof. Dr. Nur Akin (President) Prof. Dr. Zeynep Ahunbay (Past President), Mr Cevat Erder (Member), <b>ICOMOS Turkey</b> Representative of concerned universities, e.g. <b>Istanbul Technical University, Yıldız Technical University, Mimar Sinan University</b> Representative of the <b>Turkish Chamber of Architects (Istanbul Chapter)</b> <b>ECOC Initiative</b> Ms Emine Erdoğan, <b>Turkish Timber Association</b> Representative of	2010- Atlas Cinema

		<b>the Istanbul Foundation for Culture and Arts</b> Mr Mehmet Tansuğ (Chair), <b>Eminönü Platform</b> Mr Faruk Pekin (Chair), <b>Cultural Awareness Foundation</b> Ms Ayşe Mortaş, <b>Associazione Palatina-Istanbul Sulukule Platform</b> <b>Haydarpasa: Platform</b> , Railway Heritage & Marmaray project	
20.00	Dinner	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations	Hyatt Regency

#### 6<sup>th</sup> Day (Tuesday, 13 May) – WORLD HERITAGE BOUNDARIES AND ISMEP PROJECT

09.30 11.15	1-site visit to review the new buffer zone for the World Heritage Site	Ministry Governorate IMM District Municipalities Head of Historic Site Foundations ICOMOS Turkey Chamber of Architects	SITE VISIT
11.30 13.00	2-update on the seismic master plan for the safeguarding of the cultural heritage of the site - implementation of the cultural heritage components of the ISMEP project funded by the World Bank <b>(Ms SEVINÇ ÖZEK, Directorate of Monuments and Surveying, Ministry of Culture and Tourism)</b>	Ministry Governorship of Istanbul IMM District Municipalities Head of Historic Sites Foundations	Darphane Buildings, 1 <sup>st</sup> courtyard, Topkapı Palace
13.30 14.30	Lunch and Departure of the Mission	Ministry Governorship of Istanbul IMM District Municipalities Head of Historic Sites Foundations	(Lunch by Ministry of Culture)

### **6.3. COMPOSITION OF MISSION TEAM**

#### **World Heritage Centre:**

1. Mr. Francesco Bandarin (Director, UNESCO World Heritage Centre) from 11May 5pm to 12 May.
2. Ms Mechtild Rössler (Chief of Europe & North America Unit, UNESCO World Heritage Centre), from 8 to 10 May.
3. Mr. Ahmad Junaid Sorosh-Wali (Assistant programme Specialist, in charge of Turkey, Europe & North America Unit, UNESCO World Heritage Centre) from 8 to 13 May.

#### **ICOMOS:**

4. Mr David Michelmore, honorary president of the International Scientific Committee on Wood

#### 6.4. LIST OF THE PERSONS MET:

Mission preparatory meeting: Hyatt Hotel: 08/05/08  
16:30 -19:15

Mr Junaid Sorosh-Wali	UNESCO/ WHC
Ms Rössler	UNESCO/ WHC
David Michelmores	ICOMOS
Mehmet Gürkan	Ministry of Culture and Tourism
Cumhur Tasbasi	Governorship of Istanbul
Deniz Incedayi	Chamber of Architects, Istanbul
Cevat Erder	ICOMOS Turkey
Nur Akin	ICOMOS Turkey
Muzaffer Sahin	IMM
Salih Mutlu Şen	Ministry of Foreign Affairs
Cem Eriş	IMM Director of Historical Site Protection

Meeting: **Istanbul 2010 Agency**

Place: Atlas Cinema / Beyoğlu

Date: 09/05/2008  
17:30-19:15

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Eyüp Özgüç

2010

[eyupozguc@istanbul2010.org](mailto:eyupozguc@istanbul2010.org)Meeting: **KUDEB**

Place: KUDEB

Date: 09.05.2008

09:30 – 13:00

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**Meeting on Galataport, Haydarpasa and other new projects**

KUDEB Building: 11/05/08

11:00 14:00

Mr Junaid Sorosh-Wali	UNESCO/ WHC
David Michelmores	ICOMOS
Ihsan Sari	Alan Bsk.ligs
Zeyuys .....	HU
Zerrih Turkelli	Yenilene Korume Bolge Kunlu
Vibbon Sarioolu	
Muzaffer Sahin	
Cem Eriş	
Şimşek Deniz	DIR. IBD, KUDEB
Mehmet Gürkan	Ministry of Culture and Tourism

Meeting: **Presentation of Historic site and the Site Management Directorate**

Place: KUDEB

Date: 12.05.08  
10:30 – 14:15

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Meeting: **Meeting with NGOs and Universities**

Place: Atlas Cinema

Date: 12.05.2008  
14.30 – 18: 30

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### Meeting: World Heritage Boundaries and ISMEP project

Place: Darphane Building, Topkapı Palace

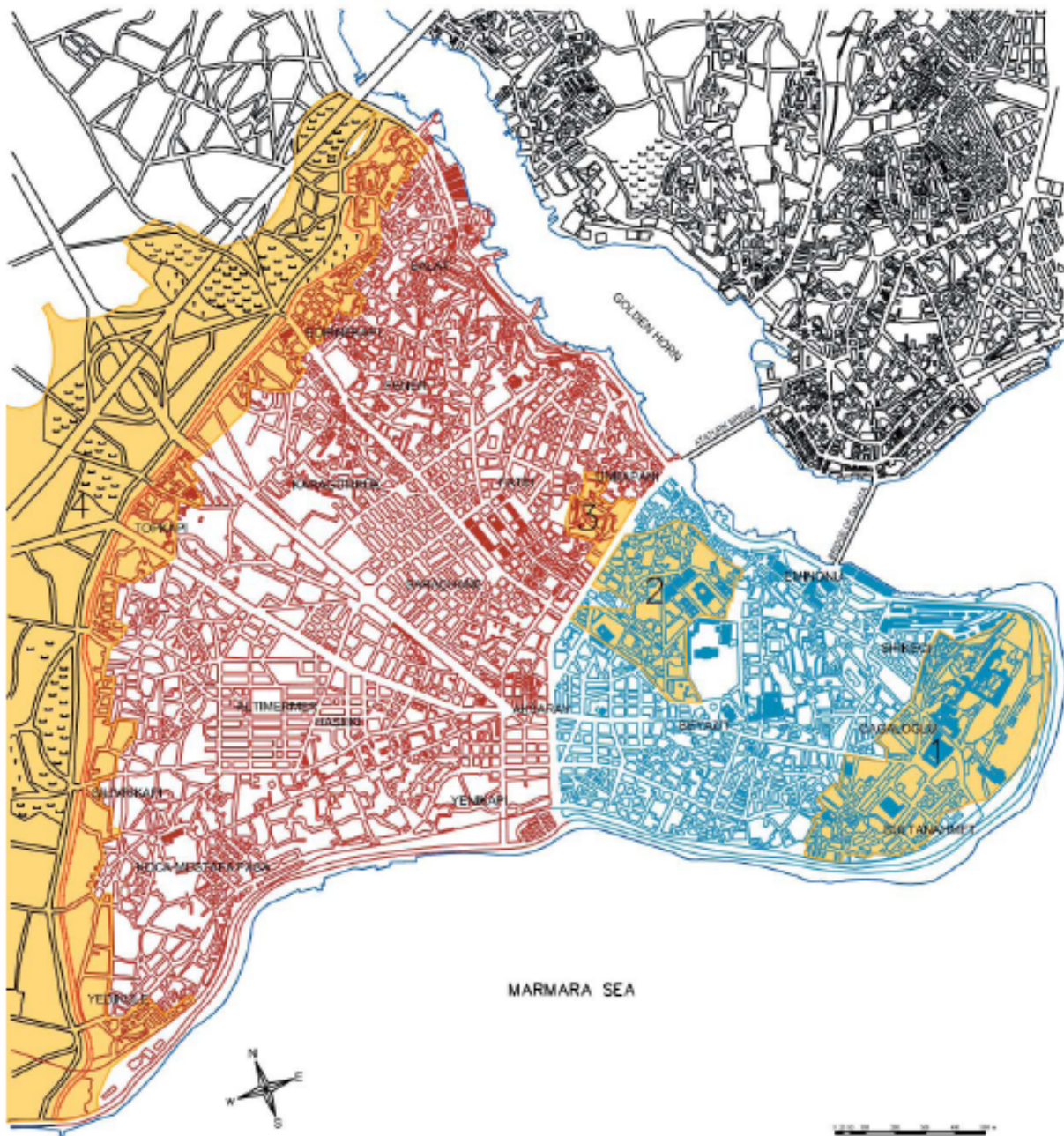
Date: 13.05.2008  
09:30 -13:30

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Mehmet Gürkan	Min. of Cult. and Tourism	

## 6.5. MAPS



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.



