



Cultural Heritage Management: The Case of Historical Peninsula in İstanbul

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ABSTRACT

Despite its being defined according to different criteria at the national and international levels, involved countries follow guidebooks prepared by The World Heritage Committee. In this cooperation, management models in line with governance and local ownership principle are being developed. In Turkey, too, the legal regulations concerning the management of cultural heritage, dated 2004, are based on international preservation by laws/charters. Thus, this article evaluates this process through İstanbul Historical Sites, and derives clues as to how management can be developed for the purpose of cultural heritage sustainability not only for the world heritage but also the national level.

Keywords: *Cultural heritage (CH), Cultural heritage management (CHM), Heritage management plan (HMP), Site management plan (SMP), İstanbul.*

1. INTRODUCTION: THE CONCEPT OF CULTURAL HERITAGE (CH) AND ITS DEVELOPMENT

The concepts of preservation of monuments, increasing of aesthetic values, restoration techniques, preservation training and protection have, for the first time, been defined on an international scale through The Athens Charter for the Restoration of Historic Monuments, dated 1931, and it has been decided that legal regulations relating to these issues should be designed in every country. After this date, rising nationalism as of the Second World War and efforts to create a shared European culture were taken as turning points in claiming cultural heritage. As of the 1950s, particularly, large-scale destruction caused by wars and intense industrial developments made people realize that their living environments were part of their cultural identities [1]. In this period, authenticity was considered one of the fundamental concepts in renovating the bombed physical environment for the purpose of achieving cultural continuity [2].

With the discussion over humanity's shared heritage during the environmental movements of the early 1970s, the concept of cultural heritage was defined through The Convention Concerning the Protection of the World Cultural and Natural Heritage, accepted for the first time in Paris in 1972 and implemented in 1975, and the term "property" was replaced with "heritage." Through this new content, according to Article 1 of the contract, cultural heritage (CH) and cultural heritage area (CHA) have been categorized into "monuments," which are architectural masterpieces with exceptional universal value with respect to history, art or science, outstanding works in the fields of sculpture and painting, archeological nature, epitaphs, caves, housing and combination of similar constructs; "building compounds," which are detached or compound buildings of exceptional value with respect to either their architecture or location in the field; and "protected areas," which are areas that include masterpieces of humanity, nature, or of humanity and nature together with exceptional value not only in the field of archeology but also of history, esthetics, ethnology, and anthropology [3]. Despite the fact that this classification, realized by

the UNESCO, has remained unchanged, the terminology has been changed to replace “cultural heritage” with “cultural assets” and “natural heritage” with “natural asset” in the actions concerning the World Heritage List [4]. The World Heritage Committee (WHC), too, uses this terminology.

Lastly, the definition of cultural heritage, within an internationally accepted form, has been stated in the statute prepared by the end of the 16th General Assembly and International Scientific Symposium organized in Quebec, Canada in 2008 by The International Council on Monuments and Sites (ICOMOS) whereby CH is an “*area, natural scenery, architectural complex or location, usually protected legally due to its historical and cultural significance*” [5]. Nevertheless, in the definitions included in the related literature derived according to differing points of view and scales, it is emphasized that cultural heritage should not constitute only the physical and material world but also all of the elements of life (language, dance, music, folklore, and the like) [6, 1]. In the urban context, cultural heritage is regarded not as something that is transmitted from one generation to another for its power of continuity, but as something that is desired to be evaluated and experienced most extensively [7], or as modern uses of the past. These propositions signal the importance of management in effectively achieving the balance between preservation and utilization in cultural heritage [8].

2. CULTURAL HERITAGE MANAGEMENT (CHM)

For the purpose of reclaiming the advantages of or coping with the threats posed by globalization, countries revise their culture policies, and parallel to the democratization perspective which suggests local administration, they consider management and decentralization crucial in preserving-sustaining CH. To this end, the UNESCO, which, until 1985, determined its criteria according to working with central administrations, is also adapting to working with local administrations and non-governmental organizations which have become active in preserving CH throughout the world [9, 10, 11 and 12]. In this process, approaches concerning the management of world heritage archeological sites and natural heritage, and Operational Guidelines for the Implementation of the World Heritage Convention which puts forth these approaches are pioneers for Cultural Heritage Management. In the Operational Guide, dated 1983, management has been demanded for the first natural heritage candidate and planning for cultural assets has been encouraged [13].

In the Operational Guide of 1988, the necessity for regulations that would provide legally adequate protection, management mechanism and public access for cultural assets or protected areas has been emphasized [14]. However, the term CHM was used, for the first time, in ICOMOS- Charter for the Protection and Management of the Archaeological Heritage [15], dated 1990, and by ICOMOS - The International Scientific Committee on Archaeological Heritage Management [16]. In 1992, the basic principles concerning heritage management of the culture department of UNESCO and ICOMOS were published in the Guidelines for the Management of World Heritage Sites (GMWHS). In the GMWHS of 1994, while

it was demanded that involved countries should demonstrate assurance for the implementation of the law(s) concerning heritage management, conventional protection and management mechanisms were also approved and management plans were expected to reflect the characteristics of the site [13]. GMWHS also includes the Operational Guide prepared by Feilden and Jokilehto in 1993 and revised and published by International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) in 1998 [17, 27]. The data base and inventory work, documentation, management structure, cost policy, legal tools, programming and financing stages of this Operational Guide point to site management.

In this development, CHM may be analyzed as a process and/or guide that would ensure the cooperation and supervision necessary for the preservation-utilization balance among all involved parties and local administrations for the purpose of effective and reasonable management through transnational and/or national laws and sustainable policies. In CHM, in Article 110 of the Operational Guide, the clause stating that “the management system should effectively provide the protection of world heritage values and an active management system is subject to the type, characteristics and cultural-natural conditions of the asset” explains the variables that cause differences in management. In the related literature, too, CHM is defined through different concepts which change according to disciplines with different interest areas and meanings attributed to cultural heritage (heritage management, cultural resource management, archeological heritage management, and the like), and furthermore, heritage management and cultural or archeological resource management is frequently used in place of one another [2]. Yet when it is considered that the terms “*resource*” (the economic value of the asset) and “*heritage*” (a cultural value that possesses a worth beyond its monetary value) are contradictory [18], this is not true. Cultural resource management appears as the research, activity and regulations aiming at the preservation and interpretation of historical and archeological resources [19], or the methodology of what should be protected of the past and how they should be used today and in the future. Within this framework, it has also been defined as the management of visitors for the purpose of strengthening the admiration and experience of the visitors [20].

2.1. The Process and Its Stages

In Article 111 of the Operational Guide of 2008, management was anticipated to be active, and the management stages have been designated as “planning, implementation, supervision, evaluation, feedback”. In Article 112, the Management Process has been stated as the cycle of plans including the long-term and day-to-day activities and the implementation, control and assessment of these plans in the protection of world heritage sites for future generations [21].

In CHM, the stages of “identifying and defining the characteristics of the site, determining the factors affecting management and forming the management, implementation and surveillance” are the basic constituents of “planning, programming, and financing.” In its operation, on the other hand, there are three stages.

The national stage constitutes definition, documentation, classification, research, preparation of short- (less than 5 years) and long-term (5-30 years) reports of the annual plans and providing development. The regional stage includes informing the public by means of annual reports and the sustenance and control of protection. The local stage is that, at the lower-level, which constitutes the basics of management, which include composing the management team, controlling the budget, preparing and applying the management plan and providing public awareness [22, 11].

2.2. Heritage Management Plan (HMP)

In the years of 2000, in the regular report meetings of The World Heritage Committee, management plans were expected of world heritage list candidates, and management plan relating to cultural assets was mentioned, for the first time, in the 108th paragraph of GMWHS of 2005, and as such, management plans were required in CHM [23]. This requirement is based on the fact that CHM is sustained according to a management plan and that it is a dynamic process with its control mechanism constantly working. Thus the management plan, as a process that determines the importance of the site and the goals necessary for its management, that oversees the status of the resources and visitor satisfaction, and that continuously develops and transforms for management and use, may be defined as a written and published, certified agreement among the partners [24] and as a flexible-compatible guide that puts forth the characteristics of the site and management goals [25, 26, 27].

The management plan is the body of documents and actions concerning what are important in the site and determining the appropriate policies in the protection of the site in order to exert the use of the site in the future [28, 29]. Hence the management plan includes the goals and policies involved of protection.

The World Heritage Committee does not have a management plan format or organization style for the management plan. Nonetheless, in order for the management plan to be effective and adequate, the minimum conditions are “the preparation of a report that defines the protection level relating to the significance of the site and its CH and their sustenance, the definition of the other plans relating to the rules of protection planning and the legal framework, and the designation of propositions concerning the required personnel for forming and executing a plan and developing the opportunities [21].

Management plans (such as the 2005 Edinburgh Management Plan [30], 2003 Liverpool Management Plan [31], 2005 Syracuse Management Plan [32] examples) usually consist of three stages in between which feedback is made use of.

- The Management Stage; includes the value and analysis of the site, sub-management areas, work team, program, action and function organizations,

administrative structure and opportunities, and set up of site management.

- The Utilization (implementation of the plan) Stage; includes protection-utilization policies, organization of the site, its submission to use, participation of the partners and training programs.
- The Development Stage; constitutes supplying management opportunities, visitor satisfaction, restoration work, sustenance, and developing appropriate methods and strategies in achieving these goals. The revision and renewal of the plan through the feed-back system also takes place at this stage [33, 27].

The preparation of the management plan necessitates a multidisciplinary team along with an advisory board and a separate team that carries out research in the field and reaches information. GMWHS prepared by The World Heritage Committee is suggested as the stages and the process of preparing management plans. In these propositions, the common point is that plan preparation should be a continuous process, that the plans should be re-interpreted with the addition of new data (according to social, economic variables), and that many stages are constantly revised and partner participation is provided.

3. THE MANAGEMENT OF CULTURAL HERITAGE SITES IN TURKEY

In Turkey, it is required that protection of CH be based on the understanding of on-site management and sustenance due to reasons such as contradictions in the legal and organizational structure and the plurality of partners. In the years of 2000, getting incorporated into globalization or strengthening of policies of opening up to the outside, realization of many legal arrangements for the ideal of joining the European Union, and local administrations adopting reclaiming preservation after the establishment of the Union of Historical Cities were determinative in this development. In the same period, with the discovery by capital and governments of the opportunities that cultural heritage provides populist tourism and urban unearned income caused an increase in the worries about the sustenance of cultural heritage. As such, with the arrangements made in the preservation legislation since 2004, the management of protection sites has been initiated, for the first time, by the government through the definition of “site management.” Hence the literature of preservation was introduced to the terms “*management area*,” “*site management*,” and “*management plan*.” [27].

From a legal standpoint, site management is anticipated only for archeological and natural heritage (protected area) sites. However, the fact that the legislation includes a multi-dimensional (legal, administrative, financial) and multi-party preservation approach signals CHM. Moreover the term “protected area” within the definition of management area conceptually and legally covers CHA.

3.1. Management Area

In heritage management, the area that should be protected with priority and be managed for this purpose is legally

defined. In line with Site Management, dated 27.11.2005, and with Article 4 of the Regulations concerning the Principles and Essentials relating to the Determining of Management Areas within the Foundation and Responsibilities of the Monumental Masterpieces Council, the management area is defined as “*areas designated, by the Ministry following the receipt of opinions from involved institutions, for the purposes of protecting, in natural entirety, protected areas, historical areas, and areas of interaction, of putting them to use, improving them through a specific vision and theme, and responding to cultural and educational demands, of establishing cooperation among central and local administrations authoritative in planning and preservation and non-governmental organizations.*” In Article 6 of the same Regulations, the process through which the management area is determined (Figure 1) is also explained.

3.2. Site Management

In Article 1 of the Law numbered 5226, incorporated in 2004 into the Law numbered 2863, it was decreed that, in CHA, “management area be defined, in a way that it includes the junction points of the interaction area of the site, for the purpose of establishing cooperation among authoritative central and local administrations and non-governmental organizations specialized in this field, of rendering the services effective, and of providing the protection of these areas compatibly with national and international institutions,” and with the Additional Article 2, it was decided that “*site management be founded in*

management areas.” The Ministry of Culture and Tourism has, in coordination with involved institutions (Figure 1), initiated site management in many CHA, primarily in sites listed in or nominated for World Heritage and Temporary List, by means of designating the management area. In addition, the Ministry is forming “museum management” for historical areas, and “monumental masterpieces council” for monuments.

In Site Management Regulations (Article 5), the goals of site management have also been designated;

- Accurately determining the management site and its junction points with the interaction area, protecting-sustaining the management site in line with international preservation principles and contracts, and designating utilization and improvement principles;
- Developing strategies, methods, tools and financial resources in order to increase the worth of the site and to reach international status; supporting culture tourism;
- Establishing cooperation among partners;
- Utilizing high standards in site management, conservation, design and implementation, expertise and equipment.

The formation of this new organization (*Site Head, Advisory Board, Coordination and Supervision Board, Supervision Unit*), created through Site Management, and the interoperability of the system are provided by the concerned Municipality (under the tutelage of the concerned Ministry) (Figure 1).

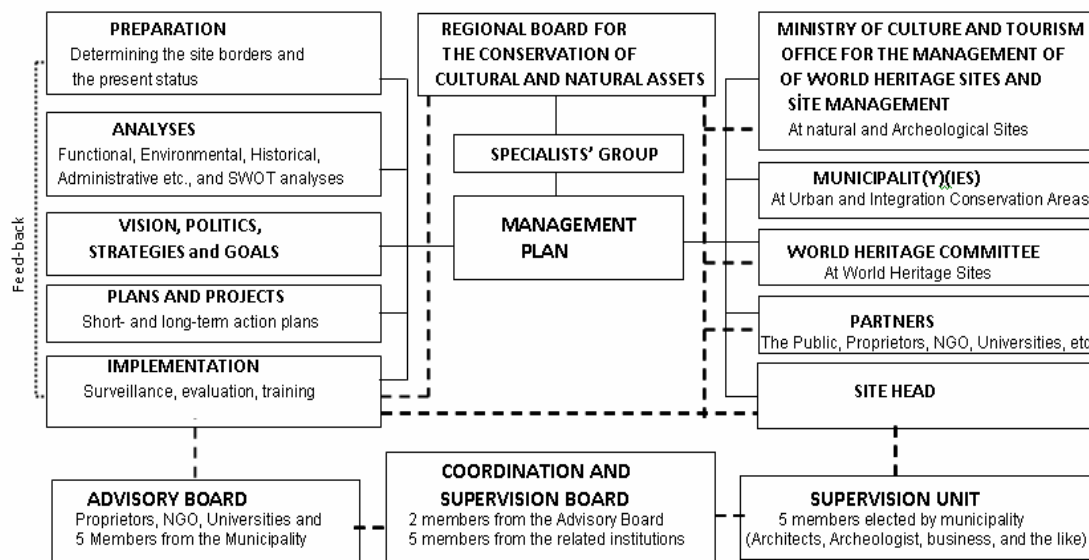


Figure 1. The process of site management.

3.3. (Site) Management Plan (SMP)

SMP is the tool in actualizing CHM. The basic attribute of this plan is that it is a mechanism that is prudential with a cause-and-effect form, problem-solving in relation to threats and opportunities and conciliatory among partners, and a process that does not deny value judgments, is systematic, holistic and sustainable [24,

34], and flexible and easily updateable at regular intervals [35]. SMP is a plan of collective effort of the units that affect and guide the site [33] by using legal, administrative, financial and technical tools and methods, thereby planning the governance and fund transfer in line with participatory principles and defining the management and strategies [26]. The success of the Management Plans relies mostly on their effective

connection with various plans or documents (such as operational, corporate, business, zoning, sectoral, development, site management, conservation, master plans) derived from or supported by these plans [24, 34, 36].

SMP in Turkey, in parallel with this definition and these attributes, is defined, in Article 3 of Site Management Regulations, as “plans, revised every 5 years and

indicating the annual and 5-year implementation stages and budget of the protection and development project, that take into consideration administration projects, digging plan and environmental organization or construction plan of preservation, all of which aim at the protection, sustenance, and evaluation of the management area.” According to Article 5 of the same Regulations, SMP is composed of five stages (Figure 2).

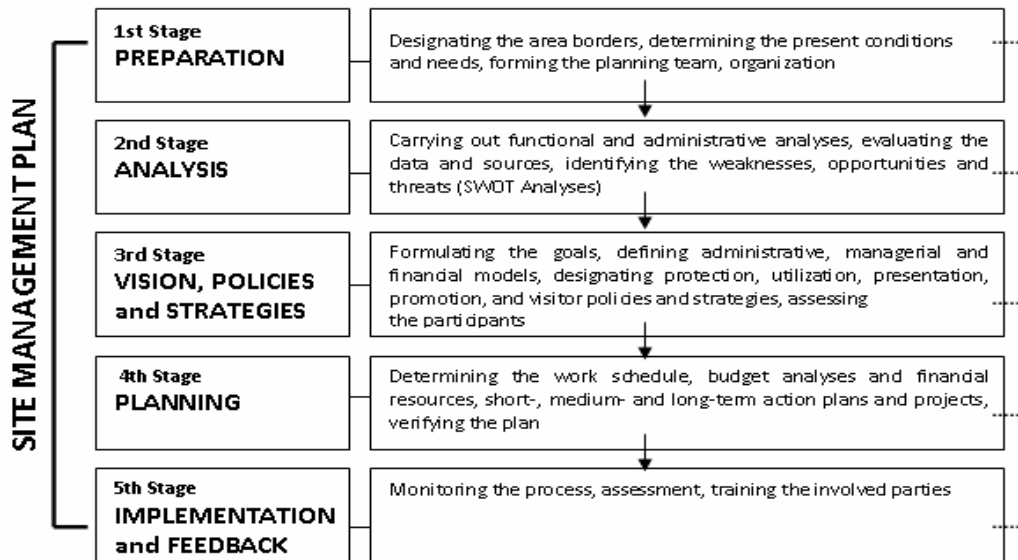


Figure 2. Stages of the (site) management plan

4. (SITE) MANAGEMENT PLAN IN İSTANBUL’S HISTORIC AREAS

In 1983, Turkey made a promise to protect the world heritage that it possesses, and for its protection, made arrangements in the preservation legislation in 2004, prior to 2005 when GMWHS deemed management plan compulsory (See 2.2). Nevertheless there exists no SMPs yet implemented. The SMP to be prepared for the Historic Areas of İstanbul (Historic Peninsula) are composed of four main areas: The Archaeological Park (Figure 3), Süleymaniye Mosque and its associated Conservation Area, Zeyrek Mosque and its associated Conservation Area, Land Walls of İstanbul (Figure 4), listed as World Heritage in 1985.

Strategically located on the Historic Peninsula between the Balkans and Anatolia, the Black Sea and the Mediterranean, İstanbul has been associated with the major political, religious and artistic events for more 2000 years. İstanbul and/or Historic peninsula was the capital of three great empires: The East Roman, The Byzantine and The Ottoman. During these periods’ emperors and sultans, drawing upon the wealth of their realms, embellished the city with places, temples, churches and mosques, other public buildings and structures [37], so it was registered at the national level as an Archaeological, Urban Archaeological, Historical and

Urban Site in 1995. Thereby, the process towards achieving SMP in line with the projections of WHC-ICOMOS, which has been overseeing the protected state of the Historic Peninsula since 2000, will be directive in CHA management of the national/international level in Turkey.

As of 2003, what rendered the Historic Peninsula unsuccessful from the view of WHC (Decision 7COM 7B.79) is the lack of SMP and a conservation plan which is SMP’s application tool [38]. Especially WHC’s Thirtieth Session Mission Report (and Decision 30COM) of 2006 emphasized that, as a tool for monitoring the protection of the unity, that would encompass the affected area of the world heritage site, and the new building initiatives, “a holistic and inclusive management plan” is required. Besides, the fact that high-rise building projects are ongoing in the area, that the Monument of Hagia Sophia of the Archeological Park is opened to construction (such as the Four Seasons Hotel), and that renovation is of priority in the rehabilitation of the fabric in Zeyrek and Süleymaniye districts direct attention to Law 5366 (such as Süleymaniye, Sulukule, Tarlabası being regeneration areas) for the Preservation by Renovation and Utilization by Revitalizing of Deteriorated Immovable Historical and Cultural Property, dated 2005, which argues for the protection of CM through “renovation rather than renovation through

protection” [34], being in effect. In order to prevent these negativities, it is suggested in the report that, in accordance with the World Heritage Management Plan Administration Regulations and the final proceeding of the International Conference on World Heritage and Contemporary Architecture, organized in 2005 (is referred to as the “Vienna Memorandum”) and international standards, the participation of all partners and the coordination of all planning organs, the establishment of a World Heritage Site Coordination Department, and the receipt of government support (legal, technical, financial, educational, and the like) can be achieved [39]. It is also expected that, for SMP, the borders of Sultanahmet, Süleymaniye, Zeyrek and Theodosius Walls will be changed in order for them to intersect with the borders of the World Heritage Core Protection Areas [40]. These expectations indicate that, in the management of the site, the preparation stage, the amount of participation, and the conservation/ restoration standards are not at an adequate and appropriate level.

The WHC Thirty-second Session, Mission Report (and Decision: 32 COM 7B.110), of 2008, in summary,

regards developments in the fields of management and coordination, conservation standards, impact assessments for new developments, urban renewal and regeneration projects, archaeological mitigations and disaster mitigation in the Historic Peninsula worrying. This report includes critical remarks on issues such as studies for a buffer zone not being completed, work on a management plan, despite having been initiated and the 1/5.000 Urban Conservation Plan (Figure 3), which should be an integral part of the management plan, being suspended by the Administrative Court and the adjustment of first degree protection zones (the Süleymaniye Renewal Project, the Zeyrek Area Study, the Ayvansaray Turkish Quarter Urban Renewal Area and the Cankurtaran and Sultanahmet Studies) being incomplete, a tourism management plan and an overall plan for traffic management not existing, new high-rise construction in the Historic Peninsula and areas of its buffer zone not being prevented (Dubai Towers, Bosphorus Tower, the new bridge across the Golden Horn), and the Marmaray Project in the Archeological Park being continued [41].

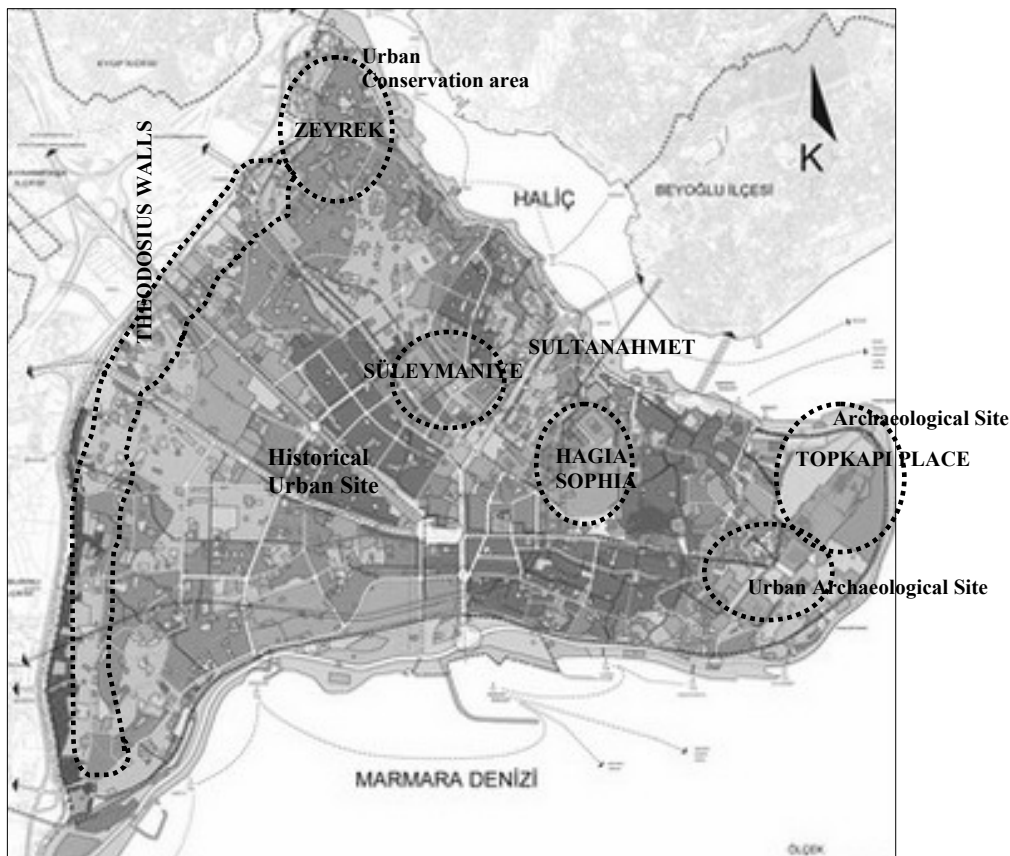


Figure 3. Historical Peninsula Urban Conservation Plan (Source:[42], with author's modification)

As is obvious, the criticized issues in the report relate to applications which threaten the area without vision, protection policies, strategies and goals, and short-, medium- and long-term action plans and projects being determined, which deny the SMP and its stages.

In the WHC Thirty-third Session, Mission Report (and Decision 33COM 7B.124), of 2009, the propositions and

criticisms of the 2006 and 2008 missions are repeated, and it is criticized that, in relation to the management of the area, a holistic and extensive management plan, planning of tourism and traffic, and even an earthquake master plan, are lacking, and it is expected that by 2010 (in the 2011 session of 2010) these should be completed [43]. Work towards SMP, the most significant guide in “site management” (with reference to the protection

legislation in Turkey, site management is used in place of CHM especially at this point) and its implementation, prepared in accordance with the WHC decisions and within a holistic and sustainable protection approach, in the Historic Peninsula from 2006 to 2009 was regarded as promising yet inadequate.

When the process and efforts are evaluated from a critical perspective, the management area and buffer zone borders of the Historic Peninsula, according to the legally designated definition and goals of site management, are still debatable. Coordination between central and local administrations (Ministry of Culture and Tourism, and Protection and Renovation Area Councils (such as İstanbul Metropolitan Municipality, Fatih Municipality, General Directorate of State Airports Authority, Privatization Administration, Directorate of Trusts as the like) concerned with and authoritative in site management, and between them and international institutions (such as the WHC and ICOMOS) has not been established.

In 2006, a UNESCO World Heritage Coordination Unit has been re-established to achieve a new management structure within the Ministry of Culture and Tourism. However, this unit has been rendered ineffective due to the power conflict caused by the existence of many different institutions and laws in the protection areas and the fact that Municipalities are also legally authoritative in urban protection areas. Moreover, at the local level, the establishment of protection units within İstanbul and Fatih Municipalities and a Site Management Coordination and Advisory Board, and the appointment of a Site Head are positive developments.

The Management Plan that is essential in the operation of site management is being prepared with the support of İstanbul 2010 European Culture Capital. The developments according to the process and stages involved in the achievement of this plan are evaluated as follows.

- The inadequacies at the preparation stage (the present status of the protection sites, the inability, in planning, to determine the financial and technical opportunities of the building and protection zones of priority – such as Hagia Sophia, St. Sergius, St. Saviour in Chora, the Topkapı Palace, Süleymaniye Mosque, Teodosios Walls) are ongoing. The fact that there is no accurate inventory on historical and cultural values and that subterranean inventory is not completed, in addition to losses and demolition, prevent success. The industrial and commercial institutions that harm the area are unidentified.
- The fact that analyses, especially cultural landscaping and silhouette (visual effect) analyses, function and decentralization plan, earthquake master plan, and data and source evaluation cannot be carried out affects the achievement of the management plan and/or the whole process negatively. At this stage, work on tourism and traffic planning and Environmental Effect Evaluation concerning the effect and threat posed by the construction projects in the area and its environs (such as the bridges planned for Golden Horn –Haliç- and the Bosphorus) are still not realized.
- “Search meetings,” attended by all the parties involved, for the purpose of creating a “common

mind” and determining a holistic and single vision relating to the protection and development affecting the whole process in achieving a SMP are being held since July 2010. A holistic protection construction plan (what was confirmed in 2005 was suspended in 2008 by the Administrative Court), one of the most effective tools in applying SMP, has not yet been achieved, either. Despite this, many institutions, which have been given authority over the area as a result of various laws, continue to produce and implement independent projects (such as the Süleymaniye Regeneration Project).

- As such, since participation, supervision and coordination cannot be supplied due to the lack of SMP, unplanned applications are being monitored by the WHC. Hence, in line with the mission reports of the WHC, the new construction negatively affecting the area (Haydarpaşa, Dubai Towers, Bosphorus Tower) has been prevented, Galataport project has been suspended, and archeological rescue work within the scope of the Marmaray Railway Bosphorus Tunnel Pass has been done. As the necessary feedback and/or data and/or problems (Golden Horn Bridge, the Law numbered 5366, restoration of the city walls, tunnel project, the inability to protect the wooden buildings, more importantly, the lack of tourism, traffic and earthquake plans to be defined through the management plan and awareness-building and training programs, the inadequacy in coordination and/or sharing at the national and international level) towards achieving a SMP are defined at this stage, it will be guiding in preparing SMP. Thus it is realized that, at the Historic Peninsula, site management system has not yet been activated and that SMP that would shape the application has still not been achieved.

5. FOR A CONCLUSION: A CRITICAL EVALUATION

At UNESCO-WHC’s 34th annual meeting in Brazil, it was collectively objected that the Historic Peninsula be declared in the Endangered World Heritage List (which was demanded in the WHC-10/34 COM 7B report, dated 1 June 2010). However, this will be re-assessed at the 35th meeting in Bahrain in 2011, according to WHC’s 3rd 34 COM 7B.102 decision, dated August 2010, by independent specialists, in the Environmental Effect Evaluation Report, and in conjunction, according to the developments towards preparing a new SMP which would include the revision of the plans of the Golden Horn Subway Bridge [44].

As is comprehended, there does not exist a Management Plan in Turkey implemented for a World Heritage Site, primarily for the Historic Peninsula. Yet cultural heritage management, as a global concept, and the achievement of SMP, through successful examples in this field (such as SMPs belonging to Liverpool) are still relatively recent paradigms and are still being developed in accordance with local characteristics, as is the case with every new model.

It can be argued that, in this process in Turkey, it is realized, through the Historic Peninsula experience, that

the aim of SMP, unlike familiar planning practices, is not to realize planning work of specific scales in the management area, and that it is a strategic plan of a guiding nature in instructing how upper-scale plans relating to CHA can be used in the management of the site, based on the vision and decisions of all the partners and national and international institutions with authority and constituting the common mind directed at the preservation, utilization and improvement of the area. In other words, it is a prioritized requirement that protection, planning, management and participation activities to be oriented through SMP for the sustenance of CHA should be evaluated collectively. In accordance with this development and these definitions, it is promising for the future of cities, as much as it is for the development of preservation, that the concepts of on-site management, partner participation and common mind, historical city landscaping, buffer zone and visual effect analysis, and industrial heritage are adopted.

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