SUSTAINABILITY OF CULTURAL HERITAGE MANAGEMENT:
"KEKLIK STREET AND ITS SURROUNDING CONSERVATION AND
DEVELOPMENT PROJECT"

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ABSTRACT

SUSTAINABILITY OF CULTURAL HERITAGE MANAGEMENT: "KEKLIK STREET AND ITS SURROUNDING CONSERVATION AND DEVELOPMENT PROJECT"

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This thesis evaluates the Keklik Street and its Surrounding Conservation and Development Project with respect to sustainability principle of Cultural Heritage Management. The achievements and deficiencies of the Project will be discussed and a performance measurement of the physical, functional and organizational sustainability will be done. Finally, the thesis will emphasize the contribution of the sustainability principle of the management approach and its instruments to the heritage conservation process.

Keywords: Cultural Heritage Management, Sustainability, Monitoring and Review, Keklik Street

ÖZ

KÜLTÜREL MIRAS YÖNETIMI'NIN "SÜRDÜRÜLEBILIRLIK" PRENSIBI: "KEKLIK SOKAK VE ÇEVRESI KORUMA VE GELIŞTIRME PROJESI"

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Bu tez Keklik Sokak ve Çevresi Koruma ve Geliştirme projesini Kültürel Miras Yönetimi yaklaşımının "sürdürülebilirlik" prensibine gore değerlendirmiştir. Projenin başarılı yönleri ve eksiklikleri tartışılmış ve fiziksel, fonksiyonel ve organizasyonel yapısının sürdürülebilirliği konusunda performans ölçümü yapılmıştır. Sonuç olarak, yönetim yaklaşımının "sürdürülebilirlik" ilkesinin ve araçlarının kültürel mirasın korunmasındaki katkısı vurgulanmıştır.

Anahtar Kelimeler: Kültürel Miras Yönetimi, Sürdürülebilirlik, İzleme ve Değerlendirme, Keklik Sokak

To My Parents

ACKNOWLEDGMENTS

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CHAPTER 1

INTRODUCTION

Heritage is a comprehensive concept that includes various cultural, natural, historical, architectural, archaeological, and geological values. It reflects different ways of lives and habits. In other words, different cultures and periods of societies. It enables communities to learn about their cultural history truly and chronologically. However, there are many considerable social, environmental and economical repressions which threat the heritage. Heritage is an unrenewable source; therefore it should be conserved in an efficient way. The logic of conservation has existed from the beginning of the prehistoric times, but the definition of 'conservation' has changed. Also, various types of conservation approaches and principles have appeared through history. Previous research defines conservation only as a physical intervention to heritage; moreover, it does not discuss the national, social, cultural and economical aspects of the conservation process. However, the recent literature brings a more comprehensive and detailed definition, and takes into account wider aspects of conservation. The new approach is called "Cultural Heritage Management", which has been implemented since the 1970's with an emphasis on the "sustainability" principle. It aims to conserve, use and develop the heritage and to sustain it values and significance by giving the heritage a compatible use. It is worth of mentioning that, the most important innovation of the management approach involves the sustainability principle.

In my thesis, I will evaluate the "Keklik Street and its Surrounding Conservation and Development Project" with respect to sustainability principle of Cultural Heritage Management. I choose this Project because there were no management implementations in Turkey that were completed and had been evaluated. Therefore, it will be a good example for the deficiency of monitoring and review strategy of conservation plans, although they have a successful conservation and development

approach. This research will present the project with practical, legal, and theoretical issues. Practically and legally, I will assess if the Project, as part of "The Ulus Historical Centre Conservation and Improvement Plan" that brought a new conservation approach, how it is sustained and how the management approach of the project has contributed to the conservation process. Within this concept, the performance of the physical, functional and organizational sustainability of the project will be evaluated with respect to the sustainability principle of the management approach. Theoretically, I will discuss different cultural heritage management approaches, which emphasize the sustainability principle in a conservation of the cultural heritage and how this approach applies in the Turkish case. I will further seek ways to develop the theoretical framework for cultural heritage management based on the thesis' case study with respect to the legal, organizational and practical factors.

The Cultural Heritage Management has gained importance since the 1970's particularly in Europe. There were conservation and management charters and guidelines. Moreover, many researchers wrote about this approach ever since then. Furthermore, the sustainability issue started to be discussed with the cultural heritage management approach. The management studies started in the 1970's, but the term was used first by the ICAHM (The ICOMOS International Committee on Archaeological Heritage Management) formally ICOMOS-Charter for the Protection and Management of the Archaeological Heritage. Also, ICOMOS Charter for the Protection and Management of the Archaeological Heritage gave some global principles of the Archaeological Heritage Management. Therefore, the term started to be used by governmental institutions, organizations and professionals in this era. In 1992, the first guideline of ICOMOS, and the cultural division of UNESCO-Guidelines for the Management of World Cultural Heritage Sites was written than it was revised twice both in 1993 and in 1998. In the years of 2000, the approach was adopted internationally and had been implemented in various projects especially in Europe as well as in Turkey. In addition, in the same year the sustainability principle started to gain importance for heritage conservation. In 2001, the US/ ICOMOS made an international symposium under the theme "Managing Change: Sustainable Approaches to the Conservation of the Built Environment". This symposium

emphasized the importance of the sustainability principle for heritage conservation. According to the 4th Annual US/ICOMOS International Symposium (ICOMOS, 2001):

> *"Sustainability emphasizes the need for a long-term view. If conservation is to develop as a viable strategy, the economic dimension needs to be addressed, while at the local level community education and participation is central to sustaining conservation initiatives. Unless we understand how cultural heritage is being lost or affected and what factors are contributing to those processes, we will not be able to manage it, let alone pass it on. Effective heritage site management involves both knowing what is important and understanding how that importance is vulnerable to loss".*

The thesis is composed of four main sections. First, I will discuss different approaches and ideas about the definition; development process; main objectives and principles; and investigate different methodologies of the heritage management. Second, I will examine the heritage management plan, its preparation and different examples of heritage management plan implementations that accepted by internationally successful. I will present the global objectives, contributions and different implementation methods of Cultural Heritage Management by giving examples that are accepted as internationally and emphasizing the sustainability principle of the approach. Third, I will discuss the conservation development of Turkey with the existing legal and organizational structure. I also will discuss the impacts of the global cultural heritage management trends to our legislation and organizational structure. Then, I will make a general evaluation of the problems, opportunities and threats that effects the conservation and management implementation in Turkey. Finally, I will evaluate the "Keklik Street and its Surrounding Conservation and Development Project" with respect to sustainability principle of the management and I will make a physical, functional and organizational performance measurement of the project.

CHAPTER 2

CULTURAL HERITAGE MANAGEMENT IN THE WORLD

2.1. Introduction

This chapter focuses on cultural heritage management principles and plan implementations. Firstly, I will define the 'heritage' concept briefly and why we conserve it. Secondly, I will discuss the Cultural Heritage Management concept and summarize its historical development, objectives and principles. Thirdly, I will discuss different approaches and methods for the Cultural Heritage Management and Cultural Heritage Management Plan implementation with some sample implementations around the world. Finally, I will discuss the sustainability principle generally according to the Cultural Heritage Management Principles.

Different definitions of heritage have been developed throughout the history. The value that is given to the heritage concept and corresponding definitions have changed within centuries. I will define the heritage concept briefly according to two considerable international sources for the heritage conservation process. The first one is the Guidelines for World Cultural Heritage Sites (1998) and the second one is the UNESCO (United Nations Educational, Scientific and Cultural Organization). Finally, I will mention about World Heritage concept and its importance for the cultural heritage management.

The definition of heritage is important to conserve it effectively. The Management Guidelines for World Cultural Heritage Sites (1998) emphasizes that the definition of the heritage should be clear, so that the conservation process can be made in an efficient way. The Guideline adds (Feilden and Jokiletho, 1998):

"Restoration and conservation should be based on a clear definition of the heritage resource and its relationship to its setting. This definition is part of the critical process aimed at cultivating an appreciation of the heritage as an integral part of present-day society by developing a framework for assessing resource values, establishing management objectives, and preparing presentation and interpretation policies."

UNESCO is a well-recognized international institution that is active in heritage conservation. The organization arranged a convention called "Convention Concerning the Protection of the World Cultural and Natural Heritage" (World Heritage Convention) in 1972. The convention paid a significant attention to reaching a common definition about heritage and thus it came up with definitions for both cultural and natural heritage. It defines the cultural heritage as (UNESCO [no date]):

*"**monuments:** architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science; **groups of buildings:** groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science; **sites:** works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view."*

The **natural heritage** is defined as:

"natural features consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view; geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty."

After defining these terms, we should ask the same question which has been asked often especially in Europe since the 1970's 'why we conserve?' Conserving the heritage provides many advantages for social and national identity, economical and political power, educational aspect and urban context.

In the cultural heritage management approach, the World Heritage Concept gains importance, because it gives priority to the heritage to be managed. The Hague Convention which was held in 1954 can be considered as set of point of this concept where cultural property is stated as "belonging to any people" and "the cultural heritage of all mankind" (Caple, 2000: 188). In 1972, the UNESCO World Heritage Convention revealed the most important decision on establishing an intergovernmental committee to protect the natural and cultural heritage called "World Heritage Committee". The Committee determined the World Heritage List. According to the article 5 (a) of the Convention, every state that has signatory is responsible of conserving the World Heritage List that are appreciated by ICOMOS based on 'universal outstanding value'. The Operational Guidelines (2005) of the World Heritage Committee constitute the World Heritage list which conveys the universal outstanding value as (UNESCO [no date]):

> *"Outstanding universal value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List."*

The selection of the cultural heritage in order to manage is done according to the universal outstanding value of the heritage, so the cultural heritage listed in the World Heritage List conveys priority for management.

While undertaking management approach, there are some issues that should be specified about how I will examine the concept of management. There are some topics that have occurred to refer this issue as "Cultural Heritage Management", "Archaeological Heritage Management", "Cultural Resource Management (CRM)", "Asset Management", etc. The managers are mostly archaeologists and the areas which they manage mostly prehistoric or historical areas, so the "Archaeological Heritage Management" has been used mostly. However, we can say that all of these topics mostly refer the same approach which is "management". As McManamon and Hatton (2000) say, there is no exact termination for the topic that everyone accepts

for the management issue. Finally, they decided to use the term "Cultural Resource Management".

Therefore, in my research, I will use the term "Cultural Heritage Management". However, while I mention someone else's idea and approach, I prefer to use their own terms. In my opinion; this topic covers all the other topics of the management issue and adequate to refer the management of all types of resources as historic and prehistoric archaeological sites; historic buildings and sites and traditional cultural properties. While discussing the definition, development and different approaches of the cultural heritage management, I will emphasize the monitoring and review process of the cultural heritage management that provides the sustainability of the heritage conservation.

2.2. Global Definition of the "Cultural Heritage Management" Concept

The definition of the Cultural Heritage Management is necessary to understand the objectives, methodology and implementation process of the concept. I will mention some important definitions of different professionals and authors, and institutions. The emphasizing points of the concept are changing according to different definitions of the professionals, authors and institutions. The monitoring and review process of the management approach will be mostly emphasized in definitions.

Different definitions of professionals' and authors':

There are many people working for the cultural heritage management. Therefore, different types of definitions have occurred. They differ with respect to the degree of focus. Some of them are comprehensive and some of them specialized on archaeological heritage management, some on historical buildings and sites managing.

For example, according to Kerber (1994: 3) the cultural heritage management is:

> *"An umbrella term for activities affecting cultural resources; includes the preservation, use, protection, selective investigation of, or decision not to*

preserve, prehistoric and historic remains; specifically, includes the development of ways and means, including legislation and actions, to safeguard extant evidences or to preserve records of the past."

This definition can be accepted the most comprehensive definition of cultural heritage management. He adds the cultural resource management is a "research, activities or legislation that seeks to conserve, protect, and/or interpret historic and prehistoric archaeological resources." (Kerber, 1994: 7)

Besides Kerber, Lipe (1984) defines the cultural heritage management as (as cited in Akan, 1996: 18):

> *"Cultural resource management, which is concerned with what things will be retained from past and, with how they will be used in the present and future, thus represents the self conscious emergence of consideration for an ordinarily implicit process that must be as old as human culture."*

According to him, the philosophical basis for cultural heritage management is using the heritage in order to survive it at present or in the future. (as cited in Cleere, 1984)

Evans (1986) defines a cultural heritage management as an instrument for a good administration. Orbaşlı (2000: 162) defines the heritage management as "heritage management is the management of visitors in an historic place in the interest of the historic fabric and the enhancement of visitor appreciation and experience."

There are also some definitions at archaeological basis. Cleere (1989: 10) who has considerable studies for the cultural heritage management defines the archaeological heritage management as:

> *"Archaeological heritage management has an ideological basis in establishing cultural identity, linked with its educational function, it has an economic basis in tourism, and it has an academic function in safeguarding the database."*

Guba and Lincoln (1989) indicates the continuous process of evaluation as it includes regular self-evaluation during implementation; and planning and

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reformulation that take place at the meeting points with involved actors. I suggest that this can be adopted to the cultural heritage management process where the heritage can be monitored by management tools during the process, and action plans can evaluated and reformulated if necessary (Fig. 1).
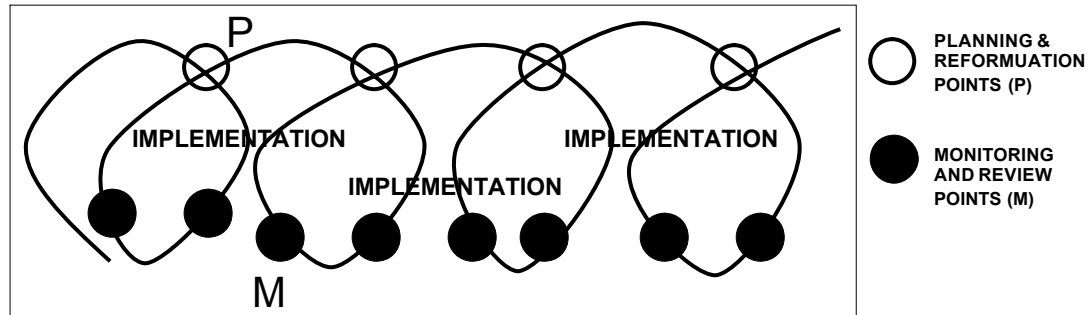
Figure 1: Cultural Heritage Management Continuity (Ataöv, 2006)

Institutional definitions:

Institutions also brought their own definitions for cultural heritage management. For instance, UNESCO defines the management process as "effective management of World Heritage sites involves a planned cycle of long-term and day-to-day actions to protect conserve and present the site for current and future generations. Any management approach should normally include a cycle of planning, implementation, monitoring and evaluation." This definition emphasizes the monitoring and review part of the management cycle. It says monitoring is an essential part of the effective management.

There are also some governmental institutional studies about management. The National Park Service in America, Queensland Government in Australia and Heritage Branch of the Government of British Colombia are the mostly known among them. According to The National Park Service cultural resource management includes research, planning and stewardship. Research means to identify, assessment, inventory of the heritage; planning is using this collecting data and information for the management process in order to set priorities and at last stewardship "under

which planning decisions are carried out and resources are preserved, protected, and interpreted to the public." (National Park Service, [2002]) The Department of Public Works of the Queensland Government defines the heritage asset management as a process that maintains the significances of the cultural heritage by managing the physical asset, such as: "a relic, an object, a monument, a landscape, park or place, but is more usually a building." (Queensland Government, [no date]) The heritage asset management pays attention to the maintenance of the assets "during their life-cycle including management-in-use, maintenance, and capital works expenditure or disposal." (Queensland Government, [no date]) According to the Heritage Branch of the Government of British Colombia, the management process is a cycle of planning, implementation and monitoring and review. It is not a linear process; it is a cyclical system that stages link to each other continuously.

As a result, after synthesising all different approaches and methodologies, the main stages of the management process and the components of the each stage can be summarized as:
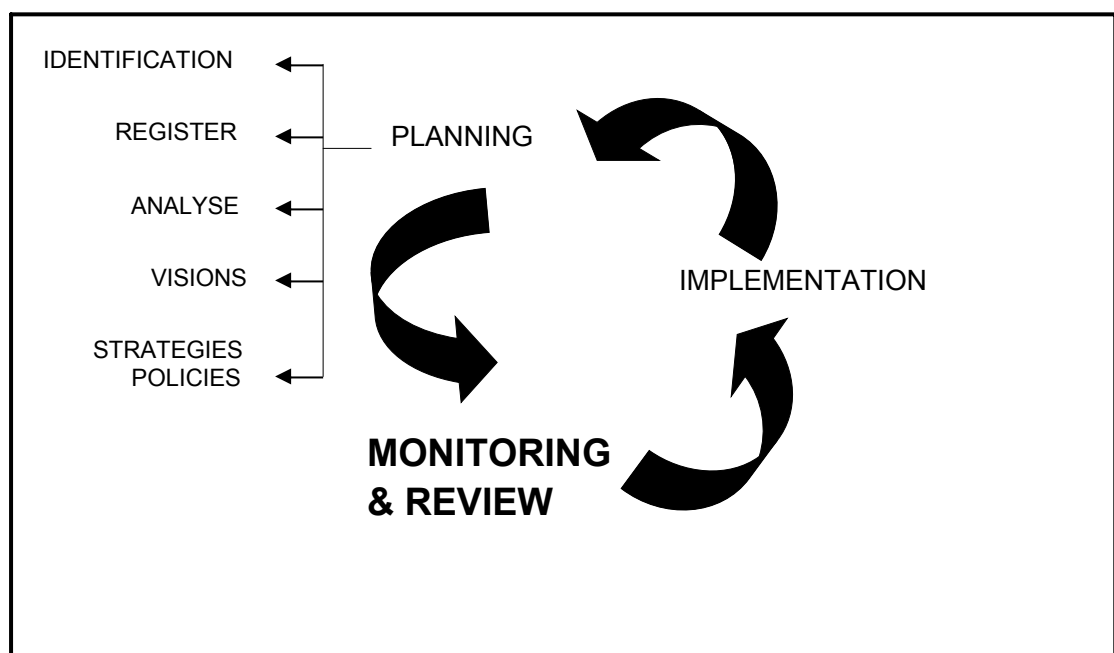
Figure 2: Circular Process of Cultural Heritage Management

As a result we can say that, the cultural heritage management is composed of three main stages as planning, implementation and monitoring and review (Fig. 2). The planning part includes as similar to structure planning; identification, registration and analysing the heritage; determining visions and strategies, policies as tools to reach the vision. Then, the implementation part comes which consists of projects and action plan, so heritage management plans that are prepared in order to determine the projects, responsibilities, financial sources and time frame. The last part is monitoring and review is the focus point of my thesis because it provides the most considerable contribution of the management that is sustainability. It consists the regular monitoring of the heritage situation and the proposed projects' implementation process, also if requires updating the projects and also visions.

Table 1: Development of Conservation and Management Process

CONSERVATION & MANAGEMENT DEVELOPMENT

Physical approach 1877-1964	**Social & Economical approach** 1964-1979	**Planning & Management** 1987-2005

Physical approach 1877-1964

1877 - Society for the Protection of Ancient Building's Manifesto
• "put protection in place of restoration"

1931 - Athens Charter
• **internationalization** of conservation concept
• **National legislation**
• Aesthetic enhancement

1933 - The International Congress on Modern Architecture, in Athens
• Contemporary architecture with historic neighbourhoods

1945
• UNESCO founded
1949
• Council of Europe founded

1954 – Council of Europe- La Haye and European Cultural Convention
• Awareness of Europe
• Great unity between European Members

1957 -The First International Congress of Architects and Specialists of Historic Buildings in Venice
• **integrate with town**
• **Co-operation** between architects, town planners, archaeologists

Social & Economical approach 1964-1979

1964 -Venice Charter
• '**urban**' concept with heritage
• Socially **useful function**
• ICOMOS founded

1972 (UNESCO-Convention Concerning the Protection of the World Cultural and Natural Heritage)
• Clear definition of heritage
• '**World Heritage**' concept
• Functioning for community
• **Legislation**
• Education programmes

1975 –Council of Europe- European Charter of the Architectural Heritage
• **integrated conservation** of '**architectural heritage**'

1985-Council of Europe- Convention for the Protection of the Architectural Heritage of Europe (Granada Convention)
• extensive definitions
• **Participation**

Planning & Management 1987-2005

1987- ICOMOS-Charter for the Conservation of Historic Towns and Urban Areas Washington Charter
• Planning and protection of historic urban areas • Participation

1990- ICOMOS-Charter for the Protection and Management of the Archaeological Heritage
• The ICOMOS International Committee on Archaeological Heritage Management (ICAHM) established.
• "**co-operation** of government authorities, academic researchers, private or public enterprise, general public"
• Conservation with **different disciplines**
• global **archaeological heritage management** principles

1991 European Convention on the Protection of the AHM

1992 –Council of Europe- Valetta Convention
• **integrated conservation**
▪ public awareness

1996 –Council of Europe-Granada Convention)
• protection and integrated conservation
• participation

1999 -ICOMOS-II. Burra Charter
• management of cultural heritage places
• participation

Guidelines for Heritage Management
• **1992** ICCROM-ICOMOS-UNESCO **1993** Guidelines for Education and **1998** Training in the Conservation of Monuments, Ensembles and Sites
• **2000** Council of Europe- Guidelines for the Protection of the Archaeological Heritage
• **2002** Guiding for Producing Site Management Plans

2001- US/ICOMOS International Symposium "Managing Change: Sustainable Approaches to the Conservation of the Built Environment"

2003 -ICOMOS Charter-Principles for the Analysis Conservation and Structural Restoration of Architectural Heritage

2.3. Development of the "Cultural Heritage Management" Approach

The development of the conservation process is important to understand the appearing of the cultural heritage management. I will start with conservation development history and then how the cultural heritage management approaches occurred. Table 1 gives almost all important dates for the conservation and management of cultural heritage. However, I will mention some of them briefly from the cultural heritage conservation principles of the European Union at present. While I discuss the development of the management, I will emphasize the changing emphasis of the physical, functional and organizational sustainability principle throughout the development history.

The conservation and management history contains various regulations, charters, congresses and guidelines. Also, some organizations, committees, institutions have been established. The development charter contains most important dates in conservation and management history. Some of them are worth of mentioning since they seem to be significant for this period. I will mention some of them which are important for understanding the general development of conservation and management approach. It starts with the physically based approach with the Athens Charter for the Restoration of Historic Monuments in 1931 and ends with the development of cultural heritage management approach. As in the chart, we can divide the conservation and management development history into three main periods. The first period is characterized mainly by a physical-based approach; the second period is a social and economical-based approach that the "sustainable development" concept occurred firstly and the last period is planning and management-based approach.

The first period starts with the *Athens Charter for the Restoration of Historic Monuments* which was a beginning of international and organizational studies for heritage conservation. It took place in Athens, in 1931. The charter is important because it was the first move for an internalization of a conservation process. The charter brought remarkable decisions. It discussed about the protection of

monuments, administrative and legislative measures, aesthetic enhancement, and restoration of monuments, deterioration, restorative techniques, and international co-operation. The charter did not include any detailed study for conservation and its techniques nor focused on the urban scale. It was limited to historical monuments. As a result of discussions on the charter, the necessity of national legislation was emerged which is required for heritage conservation. (ICOMOS [no date]) In 1945, UNESCO was founded that has considerable studies for heritage conservation.

After World War II, some considerable changes have occurred for heritage conservation approach of nations. Logically, we can say that cultural heritage management appeared first in the planning process at the end of the World War II. The destructive effect of the war has caused increase in archaeological studies mostly in Europe. After the war, the increase of nationalism that was in favour of heritage management. Because of the cultural discontinuity, there were some heritage conservation problems. As Cleere (1989) says the economical, social, political and technological changes accelerated the archaeological heritage management process since 1945.

In 1949, a common organization, the Council of Europe was founded. In 1954, the Council of Europe members signed the *La Haye and European Cultural Convention* in Paris. The major aim of the convention was to achieve the unity between its member states about heritage conservation and to redound the conservation awareness in Europe. Altered to the Athens Charter, the decisions of the convention included more general statements about heritage and covered an extensive area of issues. The convention emphasized the responsibilities of contracting parties and studied to achieve a unity about heritage conservation conception and methods between its member states. In 1959, ICCROM (International Centre for the Study of the Preservation and Restoration of Cultural Property) was established. This intergovernmental organization is the only one in the world that works for all types of heritage, both movable and immovable. (ICCROM [no date])

The economic boom on the late 1950's and 1960's "post-war reconstruction" began. (Cleere, 1989: 2) In the 1960's, the improvement process gained importance. Cleere (1989: 2, 3) declares this period as:

> *"In the developed countries major highways spread in all directions, historic town centres became the prey of property developers and speculators (not infrequently the civic authorities themselves), mineral extraction tore gaping holes in the landscape, the new 'agribusiness' converted areas of traditional countryside or wilderness into cereal prairies, and new towns were built to house expanding populations. With the growth of affluence tourism became a major industry."*

In 1964, the social and economical based period starts (Table 1). The heritage conservation process gained a social and economical approach beside the physical intervention. In 1964, *II. International Charter for the Conservation and Restoration of Monuments and Sites* was made in Venice. The Athens Charter's principles included basic principles of protection and conservation of heritage. This charter carried the conservation concept to another dimension. It discussed wider ranging then monument and its environment. It mentioned "urban" concept with historic monuments, conservation and restoration principles. Moreover, the charter discussed the use of the heritage for society and adds there should be a socially useful function for the heritage. The Venice Charter principles recommended to establish an organization called ICOMOS (The International Council on Monuments and Sites) which has an important place for the development of cultural heritage management and implementations.

In the 1970's, the "sustainable development" has begun to gain importance. Besides, there are some different developments in different regions. For instance; according to Kerber (1994), the cultural resource management activities mostly implemented by the archaeologist in England in the 1970s. As Cleere designated, "the concepts of 'cultural resource management', 'public archaeology' and 'conservation archaeology' were developed in a series of important studies published in the USA in the 1970s, all based almost exclusively on the US practice." (Cleere, 1989: 4, 5) In 1972, UNESCO organized the *Convention Concerning the Protection of the World Cultural and Natural Heritage* in Paris. This convention differs from others concerning its

definitions and principles. It made a clear definition of heritage; underlined the deterioration and destruction of the national and cultural heritage; and described the identification, protection, conservation, presentation and rehabilitation of national and cultural heritage principles in detail. This chart discussed conservation, protection and presentation principles that include to adopt the heritage into the community by giving a function to it, to establish services for the protection, conservation and presentation, to study with operating methods by developing scientific and technical studies, to take some "legal, scientific, technical, administrative and financial measures for the identification, protection, conservation, presentation and rehabilitation of this heritage, to establish national and regional centres." (UNESCO [no date]) Also, from this convention, the international community has adopted the "sustainable development". (UNESCO World Heritage Centre, 2005) It was realized that, giving a function to the heritage by conserving it provides the sustainability of it as management approach emphasizes. This Convention laid the foundation of the functional sustainability. One of the most important decisions of the convention was to establish an intergovernmental committee to protect the natural and cultural heritage called "World Heritage Committee". World Heritage Committee established a fund for protection of world heritage called "World Heritage Fund". (UNESCO [no date]) This Committee is an important organization for cultural heritage management implementations.

There are some different ideas for the starting point of the cultural heritage management. According to Kerber (1994) in 1972, the National Park Service (NPS) used 'cultural resource management' term firstly. He adds that "the term 'cultural resource management' came into common use following two seminal meetings in 1974: the Cultural Resource Management conference (Lipe and Lindsay 1974) and the Airlie House conference (McGimsey and Davis 1977)." (Kerber, 1994: 2) Different from Kerber, Saunders says, 'cultural resource management' term was registered firstly in 1975 at the Conference of the Society for American Archaeology at Dallas. (as cited in Cleere, 1989) However, Hermann (1981) says, the studies of archaeological heritage management started firstly in 1978, an initiative taken by archaeologists and heritage managers in the German Democratic Republic. As a

result, we can say that the cultural heritage management started to be discussed after 1970's.

In 1979, Australia ICOMOS made a charter called *Burra Charter*. The charter accepted the decisions and principles of the Venice Charter, they adapted it for Australia. (Australia ICOMOS [no date]) The most important addition to the charter was the mentioning of t h e "participation" concept first as: "Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place." (National Trust [no date])

From the 1 9 8 0 's, the cultural heritage management started to gain importance especially from the archaeological aspect. Kerber says for the development of the cultural heritage management in USA in 1980's and after (1994: 1):

> *"Cultural resource management has become the dominant force in American archaeology. CRM is responsible for employing the majority of archaeologists in the United States, and it serves as the principal funding source for most of the archaeological research currently being conduced in the country…..CRM in the United States, or archaeological heritage management, as it is known elsewhere across the world, is still undergoing changes as its numerous practitioners attempt to develop effective ways to protect and ultimately to interpret the material remains of our human past."*

After the 1980s, the relation between the cultural heritage management and archaeology decreased. In these years, the role and the authority of the state have begun to be distributed to the public agencies, associations and institutions. The last development of the second period and also one of the most important of them is *Convention for the Protection of the Architectural Heritage of Europe* that is called as Granada Convention, in 1985. As Gülersoy and Günay (2005) say, this Convention constitutes the basic cultural heritage principles of Europe by systematizing the principles of whole agreements. The most important decision among them is to provide a comprehensive share of culture between European countries.

The third period starts with the ICOMOS *International Charter for the Conservation of Historic Towns and Urban* in Washington (Washington Charter) in 1987. It integrated the conservation policy into the planning principle. This development can be said as a key point for a conservation policy and planning approach.

In 1990, ICOMOS made the *Charter for the Protection and Management of the Archaeological Heritage* (Appendix A). This charter is important for the management history and can be accepted as a legal starting point of the cultural heritage management approach. It determined the global management principles. The most considerable contribution of the charter is emphasizing the maintenance of the heritage and keeps it in its original context. However, this was mostly an emphasis for the physical sustainability; there were no policies to sustain the functional and organizational structure of the heritage. (ICOMOS, [no date]) Besides, the charter mentioned that the management approach needs different disciplines. The archaeological heritage management developed rapidly in 1990's. ICAHM (International Committee on Archaeological Heritage Management) was established by UNESCO. In the 1990's, also the monitoring programmes started to be developed. ICOMOS has been preparing its own "monitoring reports" for the World Heritage Committee since 1990's. In 1992, the 'Guidelines for the Management of World Cultural Heritage Sites' was prepared by the ICOMOS and the cultural division of UNESCO. This guideline was prepared to set the main principles of the heritage management and it was revised in 1993 and 1998. Also, it emphasises the reporting and review of the management plans to provide the sustainability of the management policies. It also proposes a regular maintenance programme to conserve the significances of the heritage.

In 1999, the Australia ICOMOS made the II. Burra Charter. This charter was a revision of the I. Burra Charter (1979). The Charter includes both the conservation and management of cultural heritage places. It emphasizes the importance of the maintenance issue for conserving the significance of the heritage. At the Burra Charter Process (Fig. 3), the sequence of the process was given as understanding the significance of the heritage, development policy and management. The management part ends with the monitoring and review part, as we emphasized in the definition of

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management that has an importance for the sustainability of the heritage and management policies. Therefore, physical, functional and organizational sustainability is recommended. (Australia ICOMOS [no date])
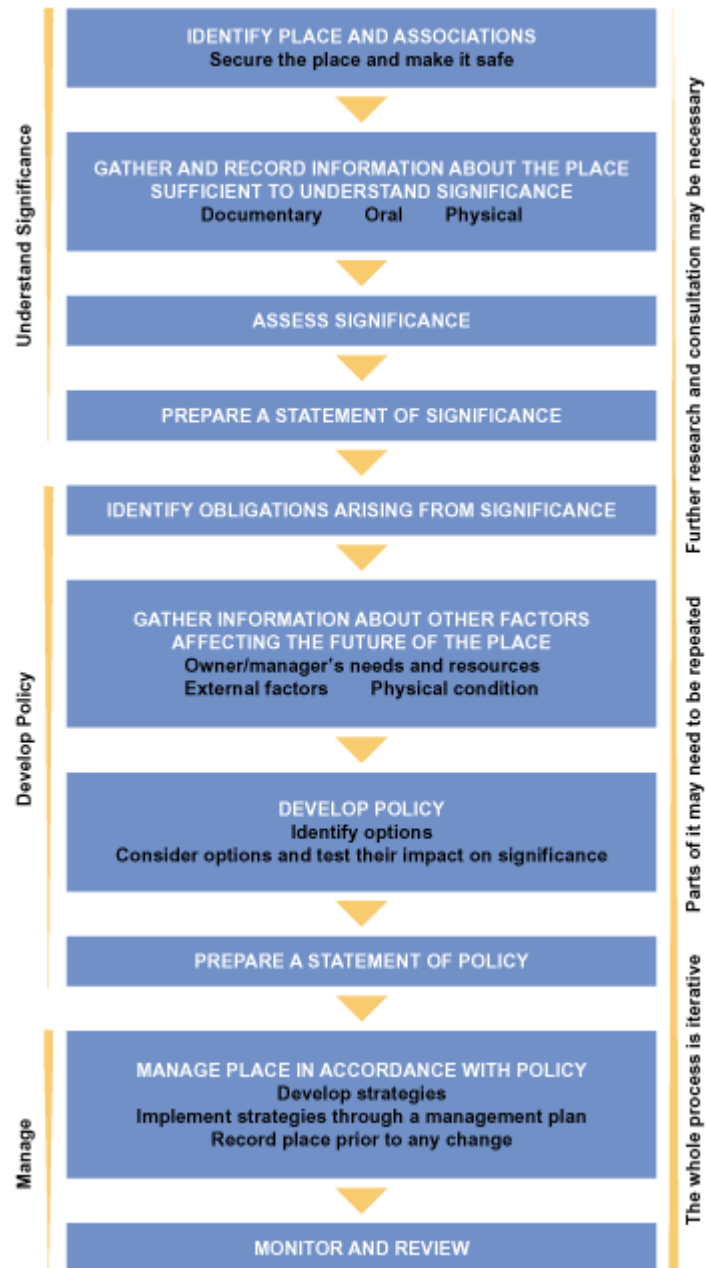
Figure 3: Burra Charter Process (Australia ICOMOS, [no date])

In the 2000's, the conservation of cultural and natural heritage has become the most attractive issue for the states and communities. Also, the Council of Europe, European Union and other organizations have focused on this issue. In addition, the sustainability concept started to be studied theoretically for the heritage conservation. As Fairclough (2001) designates, the sustainability concept was thought for "green" issue at first. It was thought that, the heritage is finite and it can not take into hand with sustainability concept. In 2001, the US/ ICOMOS made an international symposium under the theme "Managing Change: Sustainable Approaches to the Conservation of the Built Environment". This Symposium (2001) "…explores the issues of sustainability through conservation as a new model for stewardship as it relates to design, technology, economics, development, and social viability."

Finally, UNESCO periodically prepares *Operational Guidelines for the Implementation of the World Heritage Convention*. The first one is prepared in 2002 and it was revised in 2005. These guidelines are prepared in order to control and guide the implementation of the World Heritage Convention principles. These guidelines are mostly used for management implementations in the world. The necessity of the management plan was shown as one of the most important criteria to be listed in the Wold Heritage List as (UNESCO World Heritage Centre, 2005):

> *"Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means."*

This guideline mostly emphasizes the sustainable use of the heritage by conserving it with legal and organizational instruments, so it aims to provide the physical, functional and organizational sustainability. With respect to the sustainability issue, the guideline states that (UNESCO World Heritage Centre, 2005):

> *"World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable. The State Party and partners must ensure that such sustainable use does not adversely impact the outstanding universal value, integrity and/or authenticity of the property. Furthermore, any uses should be ecologically and culturally sustainable. For some properties, human use would not be appropriate."*

As a result, we can summarize the development of the management process with respect to; physical, functional and organizational sustainability principle (Fig. 4).
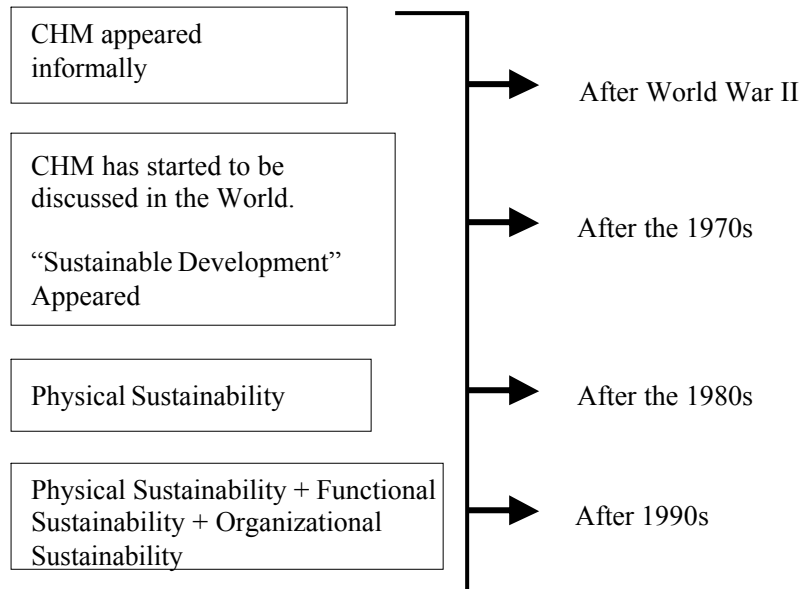
Figure 4: Development of Sustainability Principle

2.4. Review of Cultural Heritage Management Methodologies

There are various ideas and approaches have been developed for cultural heritage management process. In the following section, I will discuss different approaches of two guidelines, various professions and governmental institutions. Then, I will go into detail about the requirements of an effective management process.

Guidelines

There are a few guidelines have been prepared in order to direct the heritage management process. According to the Guidelines for the Management of World Cultural Heritage Sites (1992: 25) the planning, programming and budgeting are main elements of management. The guideline firstly emphasizes the meaning of the heritage significances and the type of treatment that should be applied to the heritage without demolishing it. Then, the guideline continues with providing data that management process is based on; inventory and documentation process;

administration; cost control and policy; legal instruments; programming and budgeting. Moreover, the assumptions that the management plan is based on should be determined certainly. This part mostly emphasizes the sustainability principle. It denotes, there should be short and long-term reporting and review of the plan. The short-term reporting and review has two types (1992: 37):

"a) regular monthly or quarterly assessments of the progress of each individual project, which will allow priorities and time allocation to be modified if necessary as early as possible;
b) an annual summary of the progress of individual projects (or groups of projects),together with associated financial and staff-time costs."

The Guideline (1992: 37) says for the long-term reporting that "the management plans should be based on a minimum period of 5 years, at the end of which a review is necessary. At that time the Annual Progress Reports for the preceding Management Plan should be summarized for incorporation into the new one."

The Guideline emphasizes the reporting, controlling, monitoring and review of the heritage significance and implementation process at different scales also. Fielden and Jokiletho (1993) categorize the management process for national, regional and local levels. According to them the process starts with the national level that includes an identification, documentation and classification of archaeological heritage and an inventory preparation; research co-ordination committee for the investigation of the sites; preparation of long term (5- 30 years) and medium term (<5 years), and annual plans for the protection, presentation and development of the sites; building up an information link with annual reviews and catalogues open to public, maintenance and control of the sites and continues with the regional level. It constitutes classification of archaeological sites, determination of prior sites to be studied and managed in detail, regional planning of archaeological sites for protection and development, and preparation of work plans, project controls that may affect the site. At the local level, management team organisation, budget control, archaeological research, management plan preparation, execution of projects, building up public awarenessand maintenance and control of the projects and site situation. This chart is

prepared by ICOMOS draft guideline called *Management of the Historic Environment* (2006).
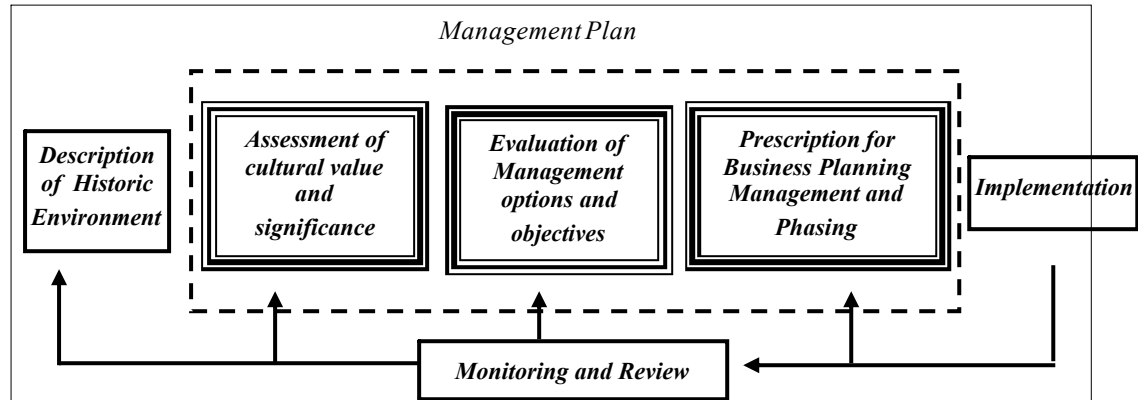
Figure 5: Management of Historic Environment (ICOMOS, 2006)

The figure 5 shows that, monitoring and review part is the main connector of the process of description, assessment, evaluation, prescription of management process and implementation.

Different Professions

Adjacent to the guidelines, there are some considerable professional studies which focus on the cultural heritage management. I will mention some of their different approaches about the management method and the place of sustainability principle in them.

The McManamon and Hatton (2000) highlight that the cultural resource management requires a national legislation and policies; new approaches, methods and techniques. In addition, it should consider the local situations and public education that provides the awareness of the community. McManamon et al. (2000) add that, the protection, preservation and interpretation of the cultural heritage at national level are important for management process. The nations should provide sources to achieve these. However, according to Cleere (1989), the first important factor for the heritage

management is an effective research, in other words identification and recording it. The second factor is an integration of the management process with the land-use planning.

Andrews and Thomas (1994) describe the heritage management process by two charts. We can understand the basic archaeological management cycle of Andrews and Thomas (Fig. 6) for archaeological heritage management. The steps of the cycle are defined as:
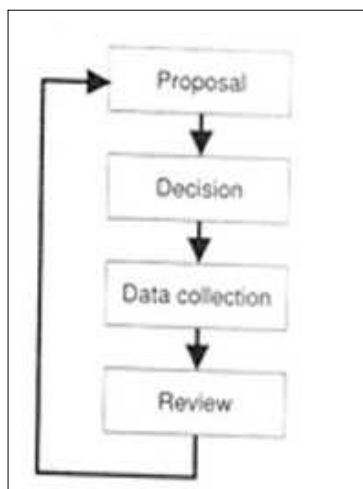
- **_Proposal:_** _a project is made, setting out the objectives of the project and the means of achieving them._
- **_Decision:_** _a decision is taken to proceed (or not) with the project._
- **_Data-collection_**_: the project is carried out data are gathered and appropriately documented._
- **_Review:_** _the results of the work are reviewed, and consideration given to the next steps._

Figure 6: Archaeological project management: the basic cycle (Andrews and Thomas, 1994: 197)

This basic cycle is a little different from other management cycles. It starts with the proposal of the projects and its objectives. Then, it continues with decision of proceeding the project or not and ends with reviewing the result of the project as other cycles. Andrew et al. (1994) emphasize the importance of the monitoring of the plan and reviewing the outcomes of the planning and implementation process. There is also a more comprehensive chart of Andrews et al. (1994) (Fig. 9). This chart mostly emphasizes the assessment and review of the plan and if require updating it for the project design.

There is another management cycle of Baker and Shepherd integrated by the conservation process. According to them, the process starts with identifying and

surveying the heritage and continuous recording the data and managing it. However, the management process does not finish there. It continuous with the new and/or threatened data and conservation. According to new and/or threatened data, the management process is evaluated again. The Baker et al. (1993: 101) explain the chart as "Historical conservation is a continuous, multi-staged process, involving a variety of organizations, and serving a range of social interests. It can be presented in model form as a continuous cycle of broad conservation containing within it a narrow cycle of management" (Fig. 7).
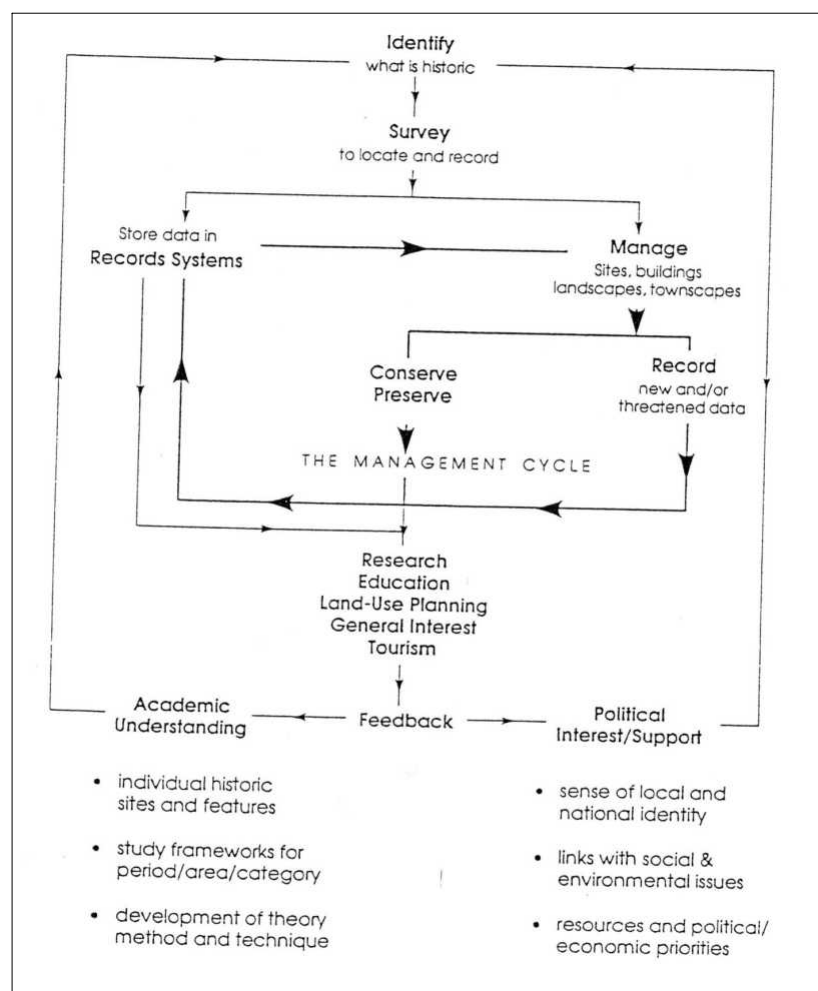
Figure 7: The Conservation and Management Cycle (Baker and Shepherd, 1993: 101)

Different from others, Orbaşlı approaches to management methodology by focusing on tourism sector because she studies on "managing tourism in historic towns". She (2000, Introduction) says "Urban management is connected to strategic planning which is connected to a good understanding of urban morphology, spatial and social relations and which can often be based on sensitive and opportunist urban design solutions. There is a role for tourism not only in the preservation of urban heritage but also in the continuation of urban culture and in promoting cross-cultural understanding." According to her, heritage management is the management of the visitors of the historic fabric and assets.

Governmental Institutions

There are some important governmental institutions study for the cultural heritage conservation and management. For instance; the Department of Public Works of the Queensland Government is one of them. It defines the heritage management stages as: "identify heritage assets, register heritage assets, develop strategic plan and disposing of heritage assets". (Queensland Government [no date]) It says that, after identifying and registering the heritage, the strategic plan should be carried out and the management plan should be implemented. After implementation process it emphasizes the monitoring of the outcome of the plan considering with new information, so if requires reviewing it (Fig. 8). (Queensland Government [no date]) This is an important stage for sustain the heritage and management plan outcomes.
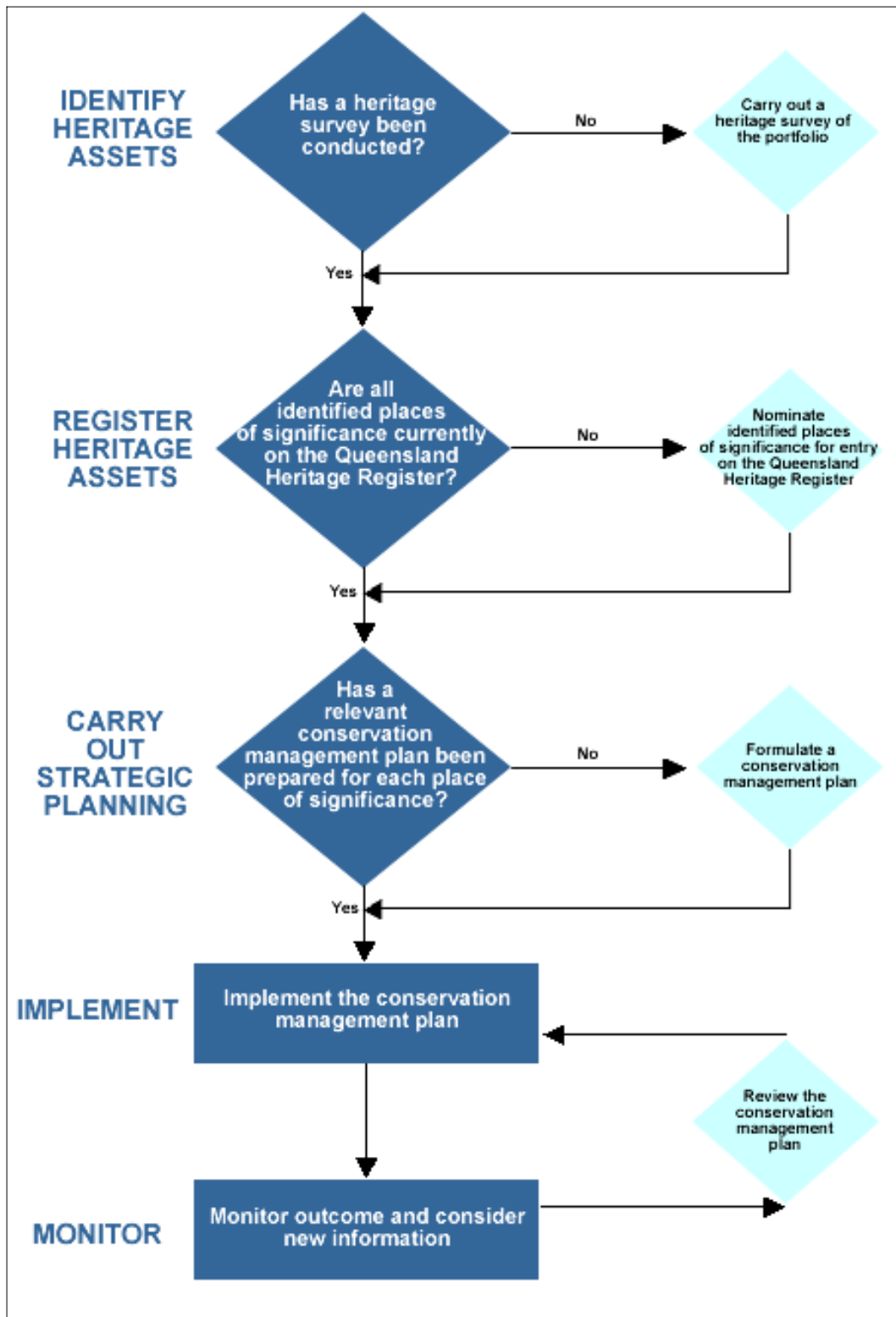
Figure 8: Heritage Asset Management (Queensland Government [no date])
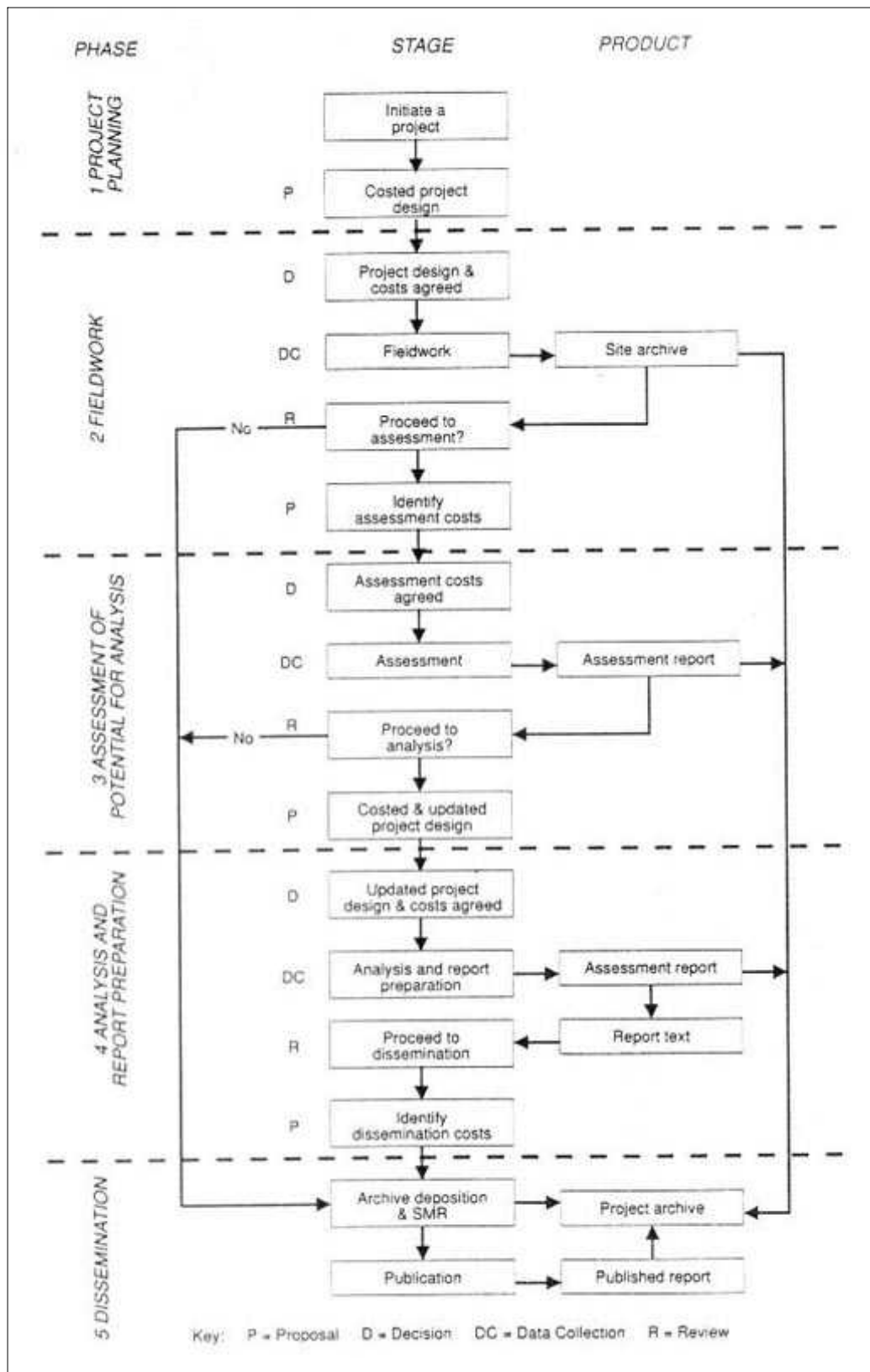
Figure 9: A model for the management of archaeological projects (Andrews and Thomas, 1994: 198)

2.4.1. Requirements of Management Approach and Sustainability

There are some requirements of the management approach in order to make it more efficient. These are identification, inventory, selection of the heritage; interpretation; visitor management; education of the society; administrative and organizational structure; legislation; financial management; and lastly monitoring and reviewing. The education of the society; administrative and organizational structure; legislation; financial management; and lastly monitoring and reviewing parts are effective stages for my problem statement that is sustainability and will be discussed under the sustainability heading. The monitoring and reviewing stage will be emphasized because it can be said one of the most effective way of sustainability.

Identification, inventory and selection:

This part can be said as the first part of the management process. As I said before, an identification of the heritage and create the inventory are the most important factors for management process. It provides the data for the selection of the heritage to be conserved. The Guidelines for the Management of World Cultural Heritage Sites (1992: 26) emphasizes this part of management process as "one of the principal actions to be taken is to guarantee that the resource is systematically recorded and documented before, during and after any intervention. Once the intervention has taken place, what was removed or altered is lost; for ever if not properly documented. Recording and documentation is an on-going activity throughout a conservation process." The guideline (1992: 27) says that, there should be "a clear heritage information management policy". It is necessary to "standardizing procedures, making the form of information compatible with other sources and thus exchangeable". Therefore, the minimum intervention can be determined by the help of good recording and documentation. According to Cleere (1989), the identification and recording of the heritage are the basic factors of the heritage management. He (1989: 11) emphasizes the importance of the data about heritage selection as "If the selection is to be valid in academic and cultural terms, then it must be representative, and a representative sample can only be decided on the basis of a knowledge of something approaching the total stock, which can then be evaluated according to

carefully formulated objective criteria for selection fundamental to this process is systematic and comprehensive field surveying and recording". Kerber (1994: 18) adds for this issue that the data collection methods are important to "site types, settlement locations or adaptive strategies utilized within a particular location."

After good identification and inventory process, the selection of the heritage in order to manage occurs. Moratto and Kelly (1981: 5) mention about this issue as "Which one to choose? This is a problem that resource managers constantly face when evaluating the significance of individual sites or when confronting time and budgetary constraints. The issue becomes less problematic when site evaluations are based on knowledge available through regional archaeological approaches." They add, the historical, research and public significance are the most important factors for this selection.

It is impossible to conserve and manage the entire cultural heritage. At this point, collecting data, stock taking and so selection becomes important. Cleere (1984: 127) emphasizes that "It would be Utopian to consider that all cultural resources must be conserved in perpetuity-nor, indeed, would it be in the best interests of contemporary and future societies. Selection of the best and the representative is imperative, but this can he brought about only by adequate survey and inventoriation."

Interpretation:

An interpretation process and use this for an educational purpose is an important also. The Guidelines for the Management of World Cultural Heritage Sites (1992) says "the objectives of the interpretation of the heritage site should be clearly established before work starts, and reviewed on a regular basis in the lignite of experience and changing thinking."

Visitor Management:

Visitor management process has an importance mostly in the prehistoric and historic sites. According to the Guidelines for the Management of World Cultural Heritage Sites (1992):

"Good visitor management will reduce the need for expenditure upon promoting and advertising the heritage site: its attractiveness will become known and disseminated by the media. In many cases, there is a conflict of policy between heritage site managers who want visitor numbers restricted so that sites are not damaged, and tourist boards or commercial interests who want to use the sites to attract visitors to the area."

It includes many factors as Orbaşlı (2 000) says "orientation, information and interpretation; planning and managing urban use, traffic management and pedestrianization; activities; services; special groups (handicapped, children, olds)." According to Orbaşlı "Another layer or dimension of an existing management strategy for an urban town centre or heritage, or for visitor management, constitutes a wider set of urban design, planning and management solutions, including presentation and interpretation." (2000: 162) There are various methods for this process. The visitors' expectations have increased more in time. The visitors are more intellectual and cultured people.

2.4.1.1. Sustainability

In order to conserve and manage the heritage effectively and sustaining it need some instruments as education and awareness of the society; administrative and organizational structure; legislation; financial management; and lastly monitoring and reviewing. All of them are required to provide the sustainability of the heritage significance and implementation process. However, if the conservation and management strategies are supported by political, ideological social and economical factors, the sustainability principle can be achieved. In my thesis, I will emphasize mostly the "monitoring and reviewing" part of the management process. T he sustainability term is used for explaining the sustainability of the heritage significances and the vision and strategies of the implementation process. Through this approach, I will discuss the physical, functional and organizational sustainability of the "Keklik Street and its Surrounding Conservation and Development Project".

It is worth of mentioning here that the development of sustainability principle and its alteration according to different types of the heritage. As Matero (2001) says, the sustainability has developed since 1970s. The United Nations Conference on

Environment and Development (UNCED) in 1992 developed new ideas of sustainability and global politics in 1992. The UNCED formalized principles of sustainable development with respect to environmental quality and economic growth. Matero (2001: preface) mentions about the meaning of the sustainability issue for cultural heritage as:

> *"In the building industry, sustainability has become synonymous with "green architecture," or buildings designed with healthy work environments, energy conserving systems, and environmentally sensitive materials. For historic tangible resources—whether cultural landscape, town, building, or work of art—the aim is notably different, as the physical resource is finite and cannot be easily regenerated. Instead, sustainability in this context means ensuring the continuing contribution of heritage to the present through the thoughtful management of change responsive to the historic environment and to the social and cultural processes that created it."*

The Word Commission on Environment and Development Report (WCED) (1983) defines the sustainability as "sustainable development is development that meets the energy, and, because of their large populations, their impacts on the ecosystem will be more dramatic." (Keene, 2001)

In the following section, the factors that have an effect on the sustainability principle as education of the society; administrative and organizational structure; legislation; financial management; and lastly monitoring and reviewing will be discussed. Also, the political, ideological, social and economical factors will be mentioned. The monitoring and reviewing part will be discussed in detail as my focus point.

Education and awareness of the society

Education of the society and providing the conservation awareness are one of the most basic principles of the sustainability and management approach. Education of children, the general public and staff studying for this purpose is a requisite for effective heritage conservation. Kerber (1994: 4) thinks that the cultural resources should be used for public and scholarly purposes. Good conservation policy provides a tool in order to know about our history and culture by using sources and an

awareness of the society by educating the children in advance. Cleere (1984: 128) emphasizes this issue as "today's schoolchildren are the voters and administrators of the future. If their awareness of the past is founded on the major and spectacular monuments and they are not inculcated with a deeper appreciation of the totality of the material remains of the past, they are unlikely to adopt a conservationist stance towards the past as a whole, and the threat to the overall cultural resource, with its fragile non-renewable nature, will consequently be in no way abated."

If the conservation awareness of the society can not be achieved successfully, an effective conservation and management policy can not be sustained even all the process is arranged successfully.

Administration and organizational structure

The administration and organization are important parts of the management process. The responsibilities of the governments, local governments and communities, public agencies, individuals and volunteers, and lastly cultural heritage managers should be determined systematically. Although the administration and organizational structures are not determined well, there occur some troubles at the management procedure. The Guidelines for the Management of World Cultural Heritage Sites says that "the role of the administration and management team is to conserve the heritage resource and to serve the public interest provided this is not detrimental to the site. Responsibilities should be decentralized and individual staff members should be allowed to make their own immediate decisions within the context of the management plan and their pre-defined responsibilities; this should lead to increase efficiency and job satisfaction." (1992: 30)

According to the McManamon et al. (2000: 10) the national government should work in collaboration with other stakeholders to achieve a good management policy. There are various types of heritage in every country. They add "if the public policy calls for the protection and preservation of cultural resources at all of these levels, the national government will have to work cooperatively with these other levels of government arid private owners to accomplish this." In many western countries, governments

have programmes at different level to work with local communities and individual owners.

By the late of 19th century, the decentralization of the authority resulted in gaining importance of local governments. These local bodies have an important role for the management process. McManamon et al. (2000) emphasizes the increase of the local officials and communities significance. They says that "This has for many years been the case in less developed parts of the world where national governments, lacking statutory authority or the means of enforcing existing laws, were unable to impose policies, regulations and guidelines upon communities distant from the centre national power. In the current political and social climate in many developed countries, where the mantras of 'less central government' and 'greater local control of public decision making' have taken hold, the power of local communities has increased." (McManamon et al., 2000: 10)

The local communities have an important role for the heritage management. They are the real owners of the heritage. McManamon et al. (2000) emphasizes this issue as; the communities that are located close to the cultural heritage resources have considerable effects on the conservation of this heritage. If the community adopts the cultural resources, they can conserve it more effectively. The public agencies also have a considerable place at the heritage management process. McManamon et al. mentioned about this issue as "public agencies are discovering that by providing opportunities for public interpretation, and even for public involvement in cultural resource management projects, they also can generate local public interest in, and support for, their cultural resource programmes." (2000: 12)

The individual effort and volunteers are important factors for the heritage management. According to McManamon et al. (2000: 14) "individuals can serves as the eyes and cars of national and other public officials who are responsible for cultural resource preservation." At this point, the volunteer issue occurs. They are so important for the management process. According to Millar (1994), the heritage gives an inspiration for being a volunteer. Millar emphasizes the importance of the volunteers as "volunteer initiative, volunteer enthusiasm, volunteer expertise,

volunteer skill, volunteer time and volunteer fund-raising abilities play an important role in successful heritage management. They provide valuable human and financial resources." (1994: 273)

Cultural Heritage Managers

The cultural heritage managers are important for the effectiveness and achievement of the process. They can be professional or amateur, group of people or individuals and volunteers, public or private. English Heritage is a good example about working staff as cultural heritage managers. There is a "team of administrators, architects, architect-planners, archaeologists, and architectural and garden historians (Inspectors), archaeological scientists and conservators, quantity surveyors, civil engineers, artists and craftsmen of many kinds". (Saunders, 1989: 157) As we see, there should be a multidisciplinary team for this process.

According to Cleere (1989: 16, 17) the archaeological heritage managers;

> *"must have an extensive knowledge and understanding of the archaeological record and its interpretation, which bespeaks a primary training to university or equivalent level in the academic discipline of archaeology…archaeological heritage managers must acquire basic general management skills such as financial control and budgeting, personnel management, communication, project planning, human relations, etc. It is important that they also receive training in the legislative framework of heritage protection, land-use planning, health and silety, etc., and understand the workings of government at all levels, and of commerce and industry. Conservation must also be an integral element of training for heritage managers, and ICCROM has made a valuable contribution in this field at the international"*

There are some factors that heritage manager should consider. Harrison (1994) says that the following key points should in the manager's mind: management strategy with a professional assessment of the architectural and historic interest of the place and recognizing that any change of use; employing professional advisers experienced in understanding and conserving historic structure.

Also, there are inspectors as the head of managers who should have some additional

qualifications. Being expert is not enough, "for inspectors the basic academic requirement is a good first degree. History and archaeology are, understandably, the most common subjects, but any subject is sufficient". (Saunders, 1989: 159, 160) The inspectors are generally archaeologists. However, they should know about historical timelines as medieval and later. The inspector should use the sources effectively, take hard decisions and should understand from the staff management.

Legislation

As well the administration and organization, the cultural heritage management should have a strong legislation structure. In most countries the management process is done by the state authority, federal laws and regulations. However, the majority of these regulations are protective not developer. These should be improved in order to serve the management process. According to the Guidelines for the Management of World Cultural Heritage Sites; "the legal instruments and regulations that respect the social and employment regulations of the State Party should be drafted. These includes; an act to establish the site as World Cultural Heritage and setting up a Site Commission; statutes for the Site Commission and rules governing financial procedures; staff regulations and conditions of employment; empowerment of the Commission to undertake and award contracts for activities within its sphere of competence." (Feilden, Jokiletho, 1992: 31)

Financial Management

Financial management is an important part of the management process. It is essential for the violability and effectiveness of all organizations. The Guidelines for the Management of World Cultural Heritage Sites mentions about this phase as "cost control and policy." The Guideline says "this is a critical process for cultural heritage management. The destruction of the heritage mostly caused by the wrong expenditure of the financial sources. It says "much time and money is wasted, and damage caused cultural buildings, due to lack of agreed upon concepts of conservation policy and firm control in execution." (Feilden, Jokiletho, 1992)

The Cultural Heritage Committee of European Council determined some principles for using financial sources for heritage conservation effectively. It says: cultural heritage has an economical value and it should be placed in the market economy; credits and tax policies should be adopted for the balance between new production and conservation; financial policies should be determined according to the type of intervention and also the effectiveness should be achieved by choosing true source of finance; tourism should be used as a tool of conservation; and central and local governments should be encourage and support the investments. According to Madran and Özgönül (2005) to achieve these principles, there should be some issues. Firstly, the financial sources should be varied and consolidated governmental budget should be minimized. Secondly, financial support for the property ownerships should be varied and aligned according to the level of restoration and type of function. Lastly, it should be taken pain over to use the sources by organizations not individuals.

Monitoring and Reviewing

This is the most emphasizing point of the Cultural Heritage Management approach and also focuses point of my thesis. It includes the monitoring the physical, social, functional, legal and organizational structure of the heritage. As well, it consists monitoring, controlling, review and updating the projects, strategies and even the vision. This part serves as a controller mechanism of the implementation process of the projects and after. Therefore, it provides the sustainability criterion of the cultural heritage management to be achieved. It should be discussed at this point that the monitoring and review policies changing according to different types of heritage. Day (2002: 75) emphasizes this issue as:

> *"There is also a mistaken belief that "one size fits all" in terms of monitoring. Periodic reporting and listing World Heritage Areas, i.e. the approach for monitoring, reporting or listing a small or single criteria World Heritage Area may differ markedly from a multi-criteria or mixed category World Heritage Area or one encompassing many ecosystem components. Similarly the monitoring approaches for natural sites are likely to differ from those used for cultural sites, and there are difficulties applying techniques developed for terrestrial areas to marine areas."*

The monitoring programmes started to be developed and the ICOMOS, IUCN and World Heritage Centre have preparing monitoring reports to the World Heritage Committee since 1990s. In 1993, UNESCO World Heritage Centre and the Advisory Bodies in co-operation with the World Conservation Monitoring Centre (WCMC) in U.K. organized a meeting to discuss the monitoring. After the meeting some important conclusions were obtained which are still effective for monitoring approach. These results can be followed from the Appendix B.

In 2005, the UNESCO Operational Guidelines for the Implementation of the World Heritage Convention emphasizes the "periodic reports" that the World Heritage Committee invites the States Parties to submit the reports every six years (UNESCO, 2005). According to the Guideline (2005) "these reports provides an overall assessment of the maintenance of the outstanding universal value of the property, this item analyses in more detail the conditions of the property on the basis of key indicators for measuring its state of conservation." In addition, the Guideline determines the "reactive monitoring" system as a requirement to the State Parties and defines it as "Reactive Monitoring is the reporting by the Secretariat, other sectors of UNESCO and the Advisory Bodies to the Committee on the state of conservation of specific World Heritage properties that are under threat." This reporting and monitoring system controls the World Heritage Sites' situation that is placed in World Heritage List and List of World Heritage in Danger. There is also an "everyday monitoring" which "involves drawing on the efforts of national committees, international scientific committees and individual members familiar with the properties in question. The aim of everyday monitoring is to check, complete and comment on information provided in most cases by individuals and associations, communicated by the World Heritage Centre". (Durighello, 2002) The Hockings (2002) emphasizes the importance of the monitoring and reviewing system in the management cycle. He says that the management cycle ends with the reviewing part. These review part for only management outcomes. However, the evaluation is at the centre of the management cycle (Fig. 10)
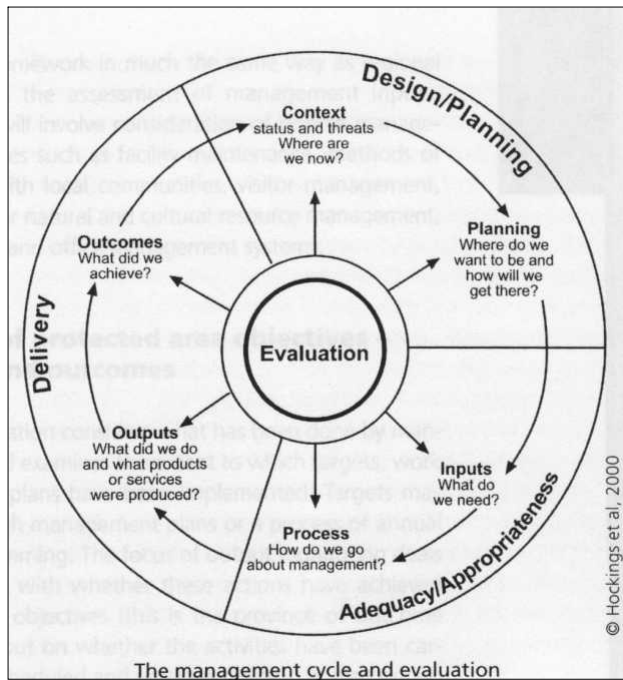
Figure 10: The Importance of Evaluation Process (Hockins, 2002: 26)

There is also another approach of Schiffer (2002) called as a "participatory approach". He (2002: 111) emphasizes the importance of the participation as:

> *"If monitoring cultural heritage is assigned exclusively to public offices, the entire civil society becomes an 'excluded group.' Accordingly, participatory monitoring could be the answer to empowering not only the directly affected population, but also all other members of the society, such as industry representatives, NGOs, heritage experts, and universities, among others. This would build a stronger and more extensive commitment to the preservation of their historical sites, and also broaden the participant's knowledge of his own past history."*

The Guidelines for the Management of World Cultural Heritage Sites mostly emphasizes the importance of reporting, monitoring programme and review of the heritage and management plan outcomes. It propose short-term, medium-term, long-term reporting and annual plans; and reviews and catalogues open to public, maintenance and control of the sites and the plan. It will be mentioned at the Heritage Management Plan part in detail. The Burra Charter (1999) emphasize that the sustainability of the heritage and projects should be provided by regular review and revision. Lastly, Comer (2002) emphasizes the sustainability principle at the Site

Management Guideline which is prepared for the Ministry of Culture. To summarize, he says that management plans are *iterative devices* that should be monitored according to new conditions of the site and if requires should be changed. The ICOMOS draft guideline called "The Management of the Historic Environment" (2006) emphasizes the monitoring and review as:

> *"Management policies should never be considered as definitive. Regular monitoring and review of the strategy is essential. The strategy itself should define the methods that will be used to monitor its effectiveness, and they should, as far as possible, be related to the primary objectives of the plan. The strategy or plan should, therefore, be produced in a format that can be modified to adjust practice to contemporary and changing demands. Regular revision will ensure that it continues to meet current needs."*

As a result, the monitoring and review part can be said as one of the most powerful element of the management approach that provides the sustainability of the heritage and physical, functional and organizational outcomes of the management plan.

2.5. Heritage Management Plan

Heritage management plan is the primary tool for the management of the heritage. In the following section, heritage management plan definition, contents of the plan, preparing the plan and sample implementations will be mentioned.

2.5.1. What is a Heritage Management Plan?

Comer (2002) identifies the heritage management plan as management, use and development process to provide appropriate resource conditions and visitor satisfaction which are determined by:

- The significance of the site in question,
- The objectives established for the management of the site.

The Department of the Environment and Heritage of the Australian Government defines the management plan as a document that indicates the significance of the heritage, and the strategies and policies of the management. Generally, the management plan identifies the values of the heritage; the practice constraints and

opportunities; the policies and strategies in order to reach to successful results. (Australian Government [2004])

2.5.2. What is contained in the Plan?

There are some issues that the management plan should comprise to be effective and adequate. The guidelines are important documents for understanding the management plans. According to the Guidelines for the Management of World Cultural Heritage Sites the management plan should include (Feilden, Jokiletho, 1992: 29):

- Statement of significance
- Minimum appropriate level of maintenance which will respect the significance of the cultural resources of the site
- Planning regulations
- Other plans and legislations
- Required personnel
- Proposals for the development of facilities

Comer (2002) says, the management plans indicates the management, use and development. Management part includes organization process that contains operational programs and functions; position descriptions and operating procedures. The use part includes policy, regulation and site presentation and interpretation. At last, the development part is composed of management facilities, visitor amenities and stabilization and restoration. He (2002) adds:

> *"The most essential section of any site management plan is that which deals with management part. This includes the programs and functions that must be undertaken to accomplish management objectives, and means by which these will be carried out. The second, use, is often addressed elsewhere at least in part, in national policy and regulation, preferably. Site presentation and interpretation can be regarded as falling under the category of use, however, and these matters are particular to each site. The third, development, should be addressed largely in strategic terms in the site management plan, with reference to specific developments only as they are necessary to strategic goals."*

2.5.3. Preparing Heritage Management Plan

The preparation of management plan requires a multidisciplinary team first as I said before. In addition, there should be a consultation with others expect from the management team and making a research to obtain information. The management plan also requires a plan for itself also. Its stages should be determined. For this issue, there are different ideas and techniques. According to the Guidelines for the Management of World Cultural Heritage Sites, the procedure of the preparation of the management plan is given as (1992: 35):

1. Initial survey of the site
2. Site description and boundary definition
3. Identification of resources
4. Evaluation of resources
5. Formulation of objectives and consideration of constraints
6. Definition of projects
7. Work programme and annual plans
8. Execution of works
9. Recording, reporting and review of results
10. Storage of information and data
11. Revision of site description and re-evaluation
12. Formulation of revised objectives and reconsideration of constraints
13. Definition of further projects
14. Revised work programme and next annual plan

As we see from the stages the management plan does not end. It continues with recording, reporting and review of the outcomes and the site with the new data and conditions of the area. Therefore, the guideline emphasizes the sustainability of the heritage. This procedure can be followed from the Appendix B.

The Comer (2002) determines the preparation stages of the management plan. While he prepares this list, he mentions that "it is important to bear in mind throughout the process site significance and site values drive the structure, the programs, and all

other aspects of archaeological site management. Site significance and site values determine formally stated management objectives. In sum, management objectives determine the management structure and program, site use, and appropriate development." He listed the 12 steps as (2000):

1. Assemble the Team
2. Public Involvement
3. Formulating Statements of Significance and Values
4. Site Analysis
5. Establish Management Zones
6. Identify Needed Management Resources
7. Formulate an Organization Chart
8. Determine Means
9. -
10. Position Site Management
11. Define Appropriate Use
12. Address Development Strategically

The 5th stage as establishing management zones is important stage for sustainability of the site. It contains the monitoring part and says there should be monitoring systems for each management zone. The system has three components as: *indicators, instruments*, and *standards*. Comer (2002) explains these as:

> **Indicators** *are the key resources or experiences within those zones.* **Instruments** *must be devised to measure the condition of those indicators. Some instruments, as just noted, have to do with measuring the physical condition of an archaeological or historic site. In this case, the instruments would measure change to the physical condition of the site, or, more likely, to some key aspect of the physical condition of the site.* **Standards** *must be established for each indicator. Standards are the tolerable degree of variation from the baseline condition or experience.*

Besides, at the 10th stage as position site management, Comer (2002) mentions that monitoring reports are important to know whether the management process goes on successfully or not. According to him, there are some requirements that make the management plan more effective as: stakeholder involvement; focus on essential site

qualities; elegance; setting the groundwork for proactive interpretation; iteration. The iteration part is mostly important for my focus point sustainability. He says, the management plans are *iterative devices* and they can alter with respect to changing economical and social conditions of the site. The iterations are:

> *a) Based upon carrying capacities that are established for zones within the site, which are determined by the distribution of resources and the opportunities these provide for visitor experiences.*

> *b) Dependant upon realistic and practical monitoring of resource conditions and social factors.*

Darwill, who is an important professional for the heritage management, determined stages of the management plan. According to him the Management Plan is composed of seven stages as (as cited in Akan, 1996):

- The Plan in Outline
- Survey
- Assessment
- Discussion and Debate
- Getting Going
- Implementation and Review
- Long-term Future

It starts with deciding stage that what form the plan should take, the second stage is the survey of the area, then the third stage that assessment determining the objectives of the plan, fourth stage is discussion and debate, and then undertaking any necessary capital works to make the proposals in the plan work efficiently is the fifth stage, day-to-day management is the sixth stage which is implementation and review, and the last stage is the long-term future as he called. This review and long-term future part is important to provide the permanence and sustainability of the plan.

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┌─────────────────────────────────────────────────────────────────────────┐
│  ┌─────────────────────────┐                                             │
│  │ ICCROM, ICOMOS, UNESCO  │          ┌──────────────────────────┐       │
│  │ MANAGEMENT GUIDELINES   │          │ COMER (2002) GUIDELINE   │       │
│  │ (1998)                  │          └──────────────────────────┘       │
│  └─────────────────────────┘                                             │
│                         ↘             ↙                                  │
│                          ┌──────────────────────────────────────┐        │
│  ┌─────────────────────┐ │  ANALYSE                              │        │
│  │ DARWILL (1987)      │→│  ASSESMENT OF DATA                    │        │
│  └─────────────────────┘ │  SHORT-MEDIUM-LONG TERM               │        │
│                          │  VISIONS                              │        │
│                          │  POLICIES & STRATEGIES                │        │
│                          │  PROJECTS & ACTION PLAN               │        │
│                          │  EVALUATION                           │        │
│                          │  (MONITORING & REVIEW)                │        │
│                          └──────────────────────────────────────┘        │
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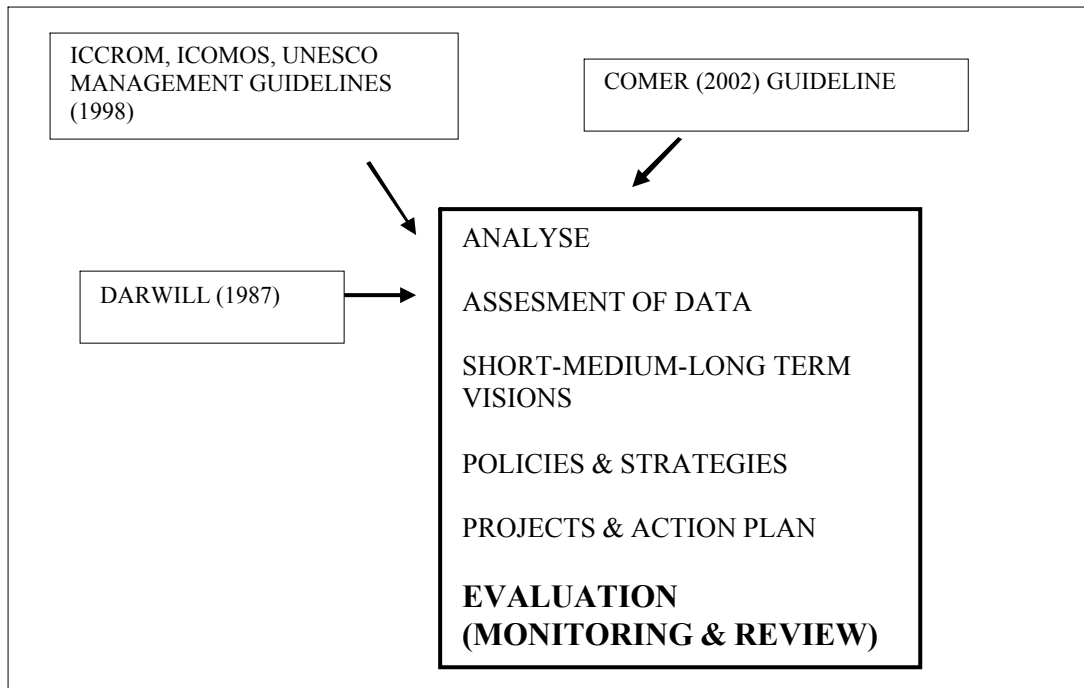
Figure 11: Evaluation of Different Management Plan Approaches

When we evaluate different management plan approaches, we can say that the management plan starts with the comprehensive analyse of the geographical, historical, economical, legal and organizational, functional and social properties of the site. Following, the strengthens, weakness, opportunities and threats of the site are determined. (SWOT Analyse) Afterwards, the short term, long term visions and the conservation; finance; administration; interpretation and presentation; visitor management strategies and policies are determined. According to these strategies policies, the action plan is prepared (Table 2). However, the process does not finish there. It is a continuous process with its monitoring and reviewing part (Fig. 11).

At this point, we came to the key issue of the cultural heritage management, "monitoring and reviewing". This part supports the sustainability principle of the management process. The heritage conservation awareness of society, participation and coordination of different stakeholders are important instruments for providing sustainability of the heritage conservation (Fig. 12). On the other hand, monitoring and reviewing part provides monitoring the heritage significances and the implementation process, and finally reviewing them with new data and updating the

visions and strategies of the project. As well, this part supports the participation and coordination of stakeholders and awareness of the society by its several meetings and discussion parts.
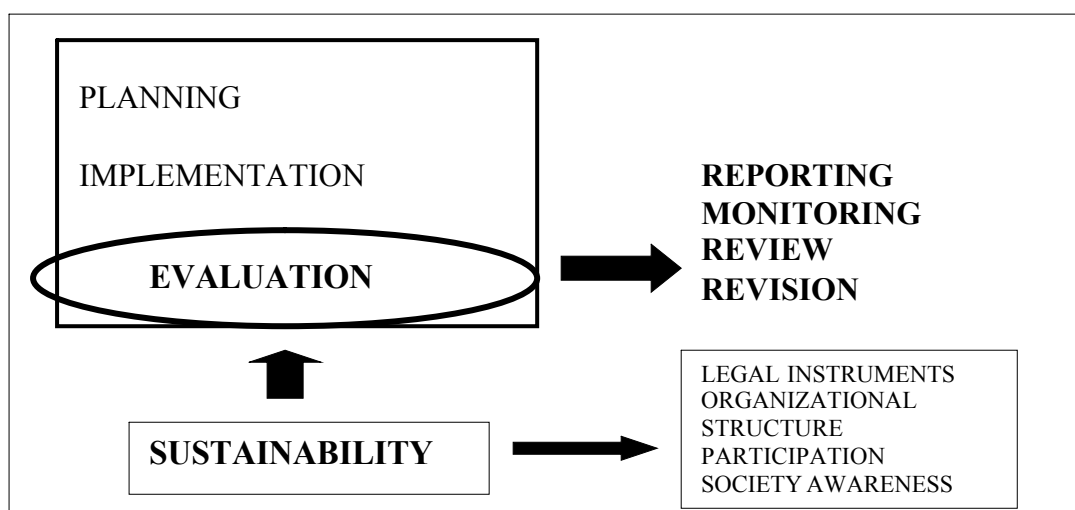
Figure 12: The Sources of the Sustainability Principle in Management Approach

Table 2: Action Plan Time Table example

Subjects	Project	Responsible	Financial	Sources	Dead Line

2.5.4. Examples of Cultural Heritage Management Plan Implementations in the World

The 1980's can be assumed as a starting point of the management plan implementations in the World. After the Management Plan is shown as one of the significant criterions to be listed in a World Heritage List of UNESCO, the studies accelerated by the ICOMOS Charter for the *Protection and Management of the Archaeological Heritage* in 1990.

There have been many management plans prepared. The Old and New Towns of Edinburgh, City of Bath, Avebury, Stonehenge, Brugges, Gastown, Maritime Greenwich, and Tower of London World Heritage Site Management Plans are

mostly known of them. In the following section, I will examine the Old and New Towns of Edinburgh World Heritage Site Management Plan and City of Bath World Heritage Site Management Plan since both of them emphasizes the sustainability principle of the management approach and uses its monitoring and review instruments.

2.5.4.1. Old and New Towns of Edinburgh Management Plan

The Old and New Towns of Edinburgh registered to the World Heritage List in 1995. As the Plan identifies, the town has a unique landscape, contrasting architectural characters of the medieval Old Town and Georgian New Town, and the history and heritage of Scotland's ancient capital.

After ten years from the inscription, the first Management Plan was prepared by Edinburgh World Heritage to conserve, develop and enhance the site. The City of Edinburgh Council, Historic Scotland and other parts of the Scottish Executive, the Edinburgh City Centre Management Company and Scottish Enterprise Edinburgh and Lothian served as consultations of the Plan. (Edinburgh World Heritage, 2005)

The aims of the Plan are given in the Plan document as (Edinburgh World Heritage, 2005):

• Conserve the Site by promoting sustainable management as part of a dynamic, living and working city.
• Facilitate the co-ordination of all the actions of all the parties involved in the protection, enhancement and fostering of the appreciation of the Site.
• Improve access and interpretation, thereby encouraging all people to enjoy and understand the Site.
• Improve public awareness of, and interest and involvement in, the heritage of Edinburgh by achieving a broad-based ownership of the Management Plan.

The Old and New Towns of Edinburgh Management Plan is chosen because it is a successful implementation and emphasizes the sustainability principle by using monitoring and review instruments.

The Old and New Towns of Edinburgh Management Plan

The Old and New Towns of Edinburgh Management Plan is prepared compatible with international management guidelines. It includes six sections as: Description and History of the Site; Significance of the Site; Management Strategy and Policy; Challenges and Opportunities; Promotion and Appreciation; and Implementation. (Edinburgh World Heritage, 2005)

The Description and History of the Site analyses topographical, archaeological properties and architectural history of the site. In addition, the Old Town and the New Town, streetscape, park and gardens, conservation and recent developments of the site are examined at this part. The Significance of the Site section analyses the justification for inscription; assessment of values and statement of the outstanding value parts. The site has a value with respect to its landscape setting and urban form. This section is important to choose the management strategy for the site. After this section, the management strategy and policy is determined. At this part, the legal framework as conventions, conservation charters and guidelines are taken into hand to embody the management strategies and policies. Then the challenges and opportunities for landscape setting; urban form and architecture; history and heritage are discussed. After that, a risk and policy charts were prepared for each other. The Promotion and Appreciation part includes the obligations of the World Heritage Site Convention and Key Agencies for the site. This part aims to discuss the opportunities to promote everyone to appreciate the site, learning about it, providing enjoyment and participation. (Edinburgh World Heritage, 2005)

Then the last section, Implementation starts with determining the implementation strategies as (Edinburgh World Heritage, 2005):

- Review of the Management Plan every five years;
- The World Heritage Site Action Plan, which translates the principles and policies of the Management Plan into practical actions;
- Co-ordination of projects, initiatives and funding;
- Annual review of the Action Plan;

• Annual and periodic monitoring of the state of conservation of the Site.

As I indicated that, the monitoring and review part is necessary to achieve the sustainability. The plan emphasizes the review and monitoring of the management to sustain the significances of the site and the vision, strategies and policies of the plan. It proposes a regular review of the Management Plan as: annual review of the Action Plan and periodic monitoring programme for an effective conservation. To achieve this some mechanisms as A World Heritage Site Partnership Group, A World Heritage Site Steering Group, Working Groups, A World Heritage Site Co-ordinator were established (Fig. 13).

The Implementation section also emphasizes the requirements of being in the UNESCO World Heritage List. It consists periodic monitoring according to UNESCO's time table, regular monitoring of key indicators; and more frequent monitoring as systematic monitoring. There are periodic reports prepared at every six years in order to measure the performance of the State Party for the Convention obligations. Besides, an annual monitoring as systematic monitoring is needed to control the property. The Edinburgh World Heritage publishes a report every year. This annual reports aims (Edinburgh World Heritage, 2005):

• Identify how, if at all, the Site is changing by using a series of indicators;
• Assess the effectiveness of management and planning measures in protecting the significant qualities of the Site such as the setting, townscape and historic fabric of the Site;
• Measure the progress of initiatives to enhance the Site.

As a result, we can say that, the Old and New Towns of Edinburgh Management Plan gives importance to sustain the outstanding values of the site; and the vision, strategies and principles of the Plan. It establishes some mechanisms as organizational structure and monitoring and review programmes to achieve this.

World Heritage Site Partnership Group
- Chief Executives
- Chairpersons

- support, enable and implement at the highest
Level
- meet annually

World Heritage Site Steering Group

- relevant senior staff
- co-ordinating and delivering the activities necessary to
implement the plan
- meet quarterly

Working Groups

- individuals or representatives of
  organisations
- facilitate implementation of specific themes or
projects within the Action Plan

A World Heritage Site Co-ordinator

- employed by Edinburgh World Heritage

- implementing the Management and Action Plans and
either actioning or coordinating initiatives contained in
them
- compiling and updating annual action programmes
drawn from the Action Plan

Figure 13: An Organizational Chart for the Old and New Towns of Edinburgh
Management Plan

2.5.4.2. City of Bath World Heritage Site Management Plan

The City of Bath was registered to the World Heritage List in 1987. The site has an outstanding value with respect to its architectural properties, town-planning, landscape, archaeological values and its importance for the social history. (Bath North East Somerset, 2006)

The preparation process of the Plan was controlled by the City of Bath World Heritage Site Steering Group, a committee of partnerships and representatives of different sectors (Fig. 14). The Steering Group includes Project Co-ordinator and consults. Moreover, generally stakeholders and general public join. Stakeholder group is composed of local organizations and individuals. After consultations in 2000 and 2002 with stakeholders, the plan was prepared. The Plan aims as it says in the plan document (Bath North East Somerset, 2006):

- Promote sustainable management of the World Heritage Site;
- Ensure that the unique qualities and outstanding universal values of the World Heritage Site are understood and are sustained in the future;
- Sustain the outstanding universal values of the World Heritage Site whilst maintaining and promoting Bath as a living and working city which benefits from the status of the World Heritage Site;
- Improve physical access and interpretation, encouraging all people to enjoy and understand the World Heritage Site;
- Improve public awareness of and interest and involvement in the heritage of Bath, achieving a common local, national and international ownership of World Heritage Site management.

The aims show that the sustainability of the site values and management process is one of the main aims of the Plan. This is the primary reason that the Plan is chosen as an example.
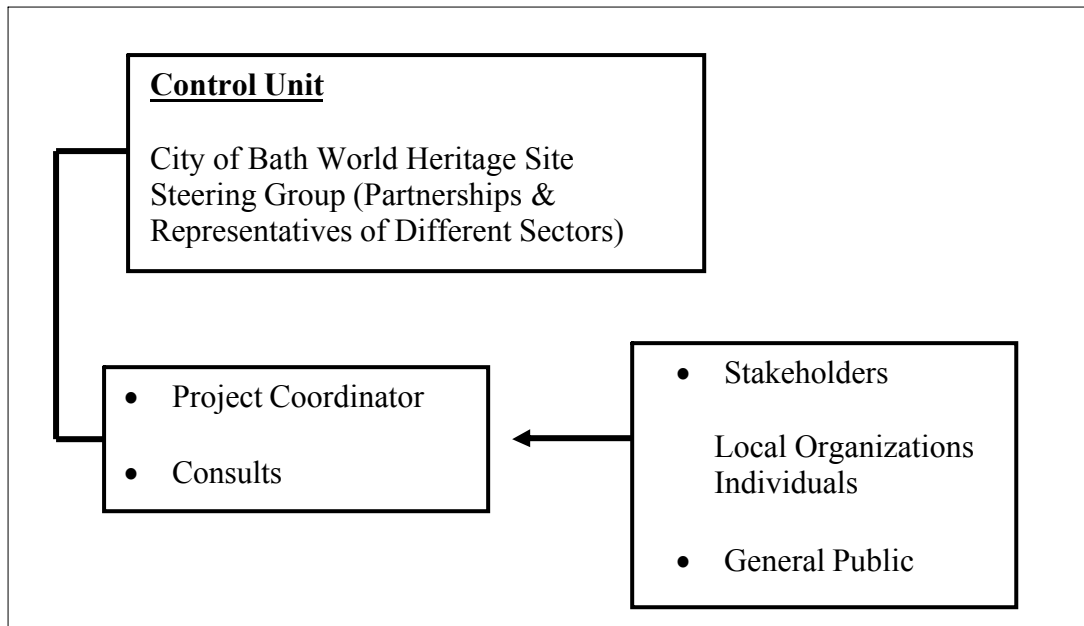
Figure 14: An Organizational Chart for City of Bath Management Plan

City of Bath World Heritage Site Management Plan

The City of Bath World Heritage Site Management Plan is prepared according to international guidelines of management approach. It composed of three main sections as: Description and Significance of the World Heritage Site; Managing Issues and Objectives and Programme for Action. (Bath North East Somerset, 2006)

The first section, Description and Significance of the World Heritage Site analyses the location details, boundary, description, significance, ownership and management of the world heritage site. The second section Managing Issues and Objectives includes managing change issues; conservation issues; interpretation, education and research issues; physical access issues and visitor management. The managing change issues determine administration, funding, risk management, information management, monitoring, knowledge, development control etc. The monitoring part is determined as one of the main management issues. It emphasizes the requirement of the monitoring as "Monitoring of both the World Heritage Site and the implementation of the Management Plan are essential to ensure the proper management and continued survival of the Site…Regular monitoring of the

implementation of the Management Plan will allow the Plan to react to any necessary short-term alterations." (Bath North East Somerset, 2006) Besides monitoring, the Plan determines some criterions for each issue. After, the managing objectives are determined. Then the conservation issues are determined for ownership pattern, funding, historic environment, buildings, landscape, archaeology and public realm and conservation objectives are prepared. This section goes with other parts and determining objectives for each of them. (Bath North East Somerset, 2006)

The last section Programme for Action includes implementation, managing change, conservation, interpretation, education and research, physical access and visitor management parts. The implementation part includes administration and responsibilities; funding and resources; reviewing the management plan; monitoring the management plan and programme of action. The reviewing part emphasizes that every management plan has six year lifespan and this can be change according to achievement of the process. The Plan declares "in order to keep the Management Plan as relevant as possible, there will be a formal review of the description of the site, statement of significance, issues and objectives every six years. Once the review is complete, an updated Management Plan will be produced with issues, objectives and a programme of action relevant to the next six to ten years." (Bath North East Somerset, 2006) Moreover, an annual review is proposed to control the adaptation of the Plan to the altering circumstances and requirements of the site. Therefore, the short-term objectives can be reviewed. The monitoring programme of the Plan proposes six-yearly periodic reports which are determined as a requirement by UNESCO. These reports provide an "assessment of the current condition of all World Heritage Sites and the arrangements for their management both at a local and national level. All individual World Heritage Sites will need to contribute information to the reporting process and the review and monitoring processes set down in the Management Plan will play an important role in providing baseline data." In order to monitor effectively, there should be some indicators that must be determined according to type of the site. There are some indicators designated for City of Bath.

The managing change part of the last section includes administration and funding,

risk management, information management, monitoring and recording, and local community. This part serves as an action plan of the City of Bath World Heritage Site Management Plan and it determines the actions, partners and time frame for each issue of the managing change part. On the other hand, the projects for each issue, the decision makers, implementers and stakeholders are determined. This action plan process is repeated for the remained parts of this section.

CHAPTER 3

CULTURAL HERITAGE MANAGEMENT IN TURKEY

3.1. Development of Legal and Organizational Structure of Conservation and Management in Turkey

During the history, Anatolia has become a witness of various cultures and civilizations. This variety makes Turkey a good example in the world and burdens important responsibility for Turkey. However, we can not discuss the concept of conservation in Turkey as in the Europe. The methods developed by European countries can not be implemented directly to the traditional structure of Turkey. There are some considerable differences with respect to periods that Europe has encountered. Tunçer emphasized this difference as the European cities have changed because of the industrialization period. The conservation physiognomy of Europe that we admire is come from 19th century. There are some structures from the medieval time. However, the Paris, Londra and Amsterdam are the industrial cities and they experienced imperialisms period. In other words, the western also protect the Industrial Age structures. However, as Kuban (2000) says, we study for conserving historical pattern before Industrialization. The countries that started to industrialization period late, especially in Muslim countries, there is a contradicting attitude to the past. Therefore, this make difficult to conserve the past.

After the World War II, following the global trends, Turkey has also experienced some important changes as liberalization process, opening to world bazaars, Marshall Plan and rapid growing urbanization with rapid growing population. In 1944, the *Department of the Ancient Monuments and Museums* was established. In 1951, by the law called 5805, the central organization *High Council of Ancient Monuments* was established to maintain of historic monuments and sites. This organization was formed for deciding the principles of conservation, statistical survey, restoration,

restitution projects. Madran says (2005) until the *Reconstruction Law* that legislated in 1956, the Council had taken decisions about buildings. By this law, the Council started to focus on sites, especially on architectural sites.

Until the 1960's, the conservation was for monumental buildings without thinking their environments. The approach of discussing the monuments with their environments appeared this year. The Venice Charter affected Turkey and the Ministry of Culture started to make fixing and documentation studies in 1964. At this period, some changes occurred in the world in economical and political era and these changes affected Turkey, too. Acceleration of urbanization and industrialization process in the historical city patterns resulted in a rent problem, so there has became a big damage and deconstruction of the historical pattern. Especially the *Law of Flat Ownership* caused a considerable damage at historical city patterns.

The first conservation law numbered 1710 *The Law of Ancient Monuments* was enacted in 1973. This law took into consideration the conservation and preservation of the notable monuments and their environment, and sites (monument, historical site, archaeological site, natural site) only. The state determined to consider the heritage important and *High Council of Ancient Monuments* and *The Ministry of Education* were charged to assign the balance between conservation and usage. The conservation of cultural heritage with cultural development was embraced by the state in this period. However, the integration of cultural development with economical and social improvement could not be succeeded exactly. The priority was given to infrastructure implementations and industrialization. The inventory studies were prepared with a limited financial sources and insufficient organizational structures. As a result, only important monuments could be restorated.

After the 1980's, neo-liberalism became a dominant and effective ideology. The local authorities have gained importance. However, the 1980 was the most destructive period of the historical pattern. After 1980's, the historical pattern has turned into houses of poorness by the immigrants and low income groups. In this period, the conservation of cultural and natural heritage was included in our

constitution first. The State brings into safety the conservation concept by the constitution. In the constitution of 1982, 63rd article of law points that:

> *"The state provides the conservation of historical, cultural and natural heritage. Supporting and encouraging precautions, the regulations about private ownership properties, helps to the ownership and assigning the rights that are given to the private ownership are regulated by a law."*

In 1983, the law called 2863; *Preservation of Natural and Historical Monuments Law* was legislated.

During to the last decades of 1990's, the numbers of the civic organizations in conservation area, the sensitivity of the local administrations and community have grown. It is understood that, education of the society is the most effective policy. In 2000's, the European Community concept and its regulations have gain importance for countries. Critiques coming from 1990's and European Community integration studies made the new legal regulations essential. In 1994, there occurred Management Plan concept firstly with new regulations. However, these regulations did not include detailed information. The most important one of the legal developments is the law called 2863 ordered as 5226 was in 14th July, 2004. (Kültür ve Turizm Bakanlığı, 2004) By this law, the management concept appeared firstly. In addition, there are some other laws that are effective for heritage conservation as the law called 2634 *Tourism Incentive Law,* 5225 *Incentive Law of Cultural Investments and Enterprise,* 2872 *Environment law,* 1580 *Municipality Law,* and 2873 *National Parks Law.*

The Ministry of Culture and Tourism is responsible to get an effective conservation of the immovable heritage to the public associations and intuitions, municipalities or governorships in an existing legal structure according to new law called 2863 ordered as 5226. Also, the Ministry of Culture and Tourism, Directorate of Foundations, the Ministry of Public Works and Settlements, the Ministry of the Interior, the Ministry of Environment and Forest, Governorships, Municipalities and the property ownerships of the historical and cultural heritage are responsible for conserving the heritage. The Grand National Assembly entitled for conservation of

the cultural and natural heritage which belong to itself. If the necessity for conservation exists, the Assembly cooperates with the Ministry of Culture and Tourism. The responsibility of the heritage under the control of the Ministry of National Defence is belonging to the Ministry of National Defence also. The conservation of these areas is provided according to the protocol basis between the Ministry of National Defence and the Ministry of Culture and Tourism. The conservation of the immovable heritage that belongs to other associations and intuitions is made by them.

According to the law, the financial support for maintenance and restoration is provided by the Ministry of Culture and Tourism and other institutions that allocates from their budget. Also, the law proposed a fund for maintenance and rehabilitation of the cultural heritage. The responsibility of local administrations has gain importance by this law. It gives some considerable rights to the municipalities and governorships for capitalizing them in a conservation process. Metropolitan Municipalities can establish offices (KUDEB) to execute conservation and implementation processes at their bodies. The Governorships have to work for the culture and tourism also. They can establish offices to implement the building survey, restitution, restoration projects, also they can establish conservation, implementation and control offices. They are not directly interrelated with conservation, but they can make projects with other public associations and intuitions. Besides, the law called 3360 *Special Provincial Administration Law* provides financial source to the governorships. Monitoring all the heritage from the centre is not effective way of conservation. Therefore, the decentralization of the authority resulted in fast and more effective services.

We can summarize the situation of Turkey by the help of the final evaluation Madran and Özgönül (2005) for the conservation development period in Turkey. They separate this period into two parts. The first part is between 1920 and 1950 and the second part is after the 1950's. The first time period that is called as fixing; the conservationist "a top level subject" that the local administrations and society does not adopted and there were no enough programme to provide this. As well, giving the conservation authority to the various institutions with some legislation resulted in

troubles. After 1950, which is the second part can be evaluated as; the conservation could not be adopted by the society unfortunately and could not be accepted as a development instrument. The coordination between different authorities could not been provided actually, so there have become some difficulties. Governmental investments have been insufficient and the profit was a priority for the private sector at the conservation investments. Although, there has been an increase at the budget opportunities of the public institutions after 1970's, this development has not reflected to the conservation policies actually.

3.2. Urban Conservation Plans

At this part, I will mention generally the conservation plan concept in Turkey and how does it put into practice? After, I will discuss about the relationship between the city plans and conservation plans.

The historical patterns are in danger. Especially in Turkey, the conservation awareness has not been adopted by the state and also community in fact. Therefore, there should be some strict legislation regulations and plans in order to protect the heritage. Madran et al. (2005) discuss the necessity of preparing a plan for historical patterns to integrate the historical pattern and the new development; to increase an economical level of the households; to provide the support of the society and so participation; to provide the balance between preservation and use; to determine new functions and make an attractive the area; to prevent and guide the sectors that are dangerous for the area; to take into consideration the financial, legal, organizational, social and economical aspects and develop management models according to these. In recent years, the conservation studies have gain importance especially by the effect of European Union principles. Turkey joined this period late according to the European countries. "In 1970, detailed conservation reports were prepared for Istanbul and İzmir Nazım Plan Offices by Doğan Kuban. Starting from Antalya Marina (1974), Gaziantep (1975), Safranbolu (1978) and Antalya Castle (1984) Conservation Plans, there have been many conservation plans approved and implemented." (Akın, Kuban, 2006) The number of conservation plans has increased. The law numbered 2863 defines the Conservation Plan as:

"They are the plans at the scale of Nazım and Implementation Plans for conserving sites and their interaction-transition fields through sustainability principle with take into account the studies that include archaeological, historical, natural, architectural, demographic, cultural, socio-economic, priority and structural data; present maps that include aims, tools, strategies and planning decisions, attitudes, plan notes and explanation report for household and employee socio-economic structures; strategies that create employment and value added; conservation principles, usage provisions and building limits; rehabilitation, revision projects; implementation steps and programmes; open space strategies; transformation system of pedestrian and vehicle; design principles for infrastructure establishments; designs for density and parcels; local ownership; management models with participation."

As Madran et al. (2005) says by the law numbered 1710, the conservation process started to take into account the 'site' concept. Since 1970's, the heritage conservation has been adopted as a planning problem. Therefore, in 1983, the 'Conservation Plan' concept took place in the law numbered 2863. The law includes the statue of preparing a Conservation Plan and gives the methodology to prepare it. This process can be summarised as: analysing the properties and existing situation of the heritage; conservation strategies and policies; and preparing projects. The conservation process in practice can be summarized as:
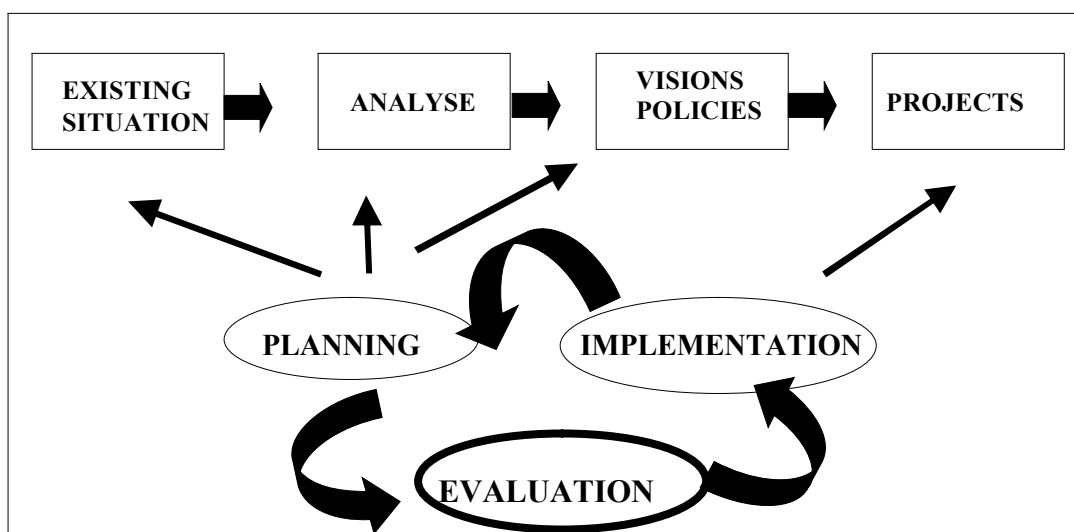
Figure 15: Heritage Conservation Process in Turkey

As we seen from the chart, the analysing the heritage and determining the vision, strategies and projects, in other words the planning and implementation stages can be performed mostly, in Turkey. However, following the implementation, the conservation process finishes. Therefore, this process has a linear structure, not a circular as management approach proposes. The monitoring and reviewing part is not taken into consideration (Fig. 15). Therefore, at these circumstances, we can not mention about the sustainability concept. The cultural heritage management approach gains importance at this situation with its instruments as monitoring and review to provide the physical, functional and organizational sustainability of the heritage.

As a result, we can say that, conservation process has become efficient by the conservation plan approach. However, there is a deficiency of the legal, organizational and financial strategies of heritage conservation in Turkey. They can be summarized as (Gülersoy et al., 2005);

- Deficiency of the coordination between central and local governments.
- The lack of financial sources of central and local governments for conserving the heritage.
- The awarenesness of the society for heritage conservation.
- The lack of connection between the conservation policies and the regional and urban plan decisions.
- Conservation plan implementations can not differentiate from the construction and development plan approach. Therefore, they can not provide an effective conservation and management of the heritage.
- Conservation plans are took into consideration separate from the city plans, so there occurs unrelated decisions between the city plans and conservation plans. On the contrary, the city plans and conservation plans should be prepared in an integrated way.

As a result, there should be new regulations developed to provide sustainable heritage conservation.

3.3. New Regulations for Cultural Heritage Management and Management Approach in Practice

Turkey has affected by the global developments of the cultural heritage management in 1970's. Because the European Union congruity policies and removing threat from the World Heritage List appeared, the development of the management approach has been accelerated by the authorities. There have been some cultural projects started. As a result, there occurred some legal, organizational and financial developments.

The law called 2863 ordered as 5226 has additional articles for making the conservation process more effective and applicable by the help of management approach. These articles discuss management area, management plan, and connection point. In addition, they determine the selection of the areas to be managed as sites, *örenyeri* and interactive areas. The law defines these concepts, adds extra articles and directs the authorities about implementation process. Besides, it gives weight to the local authorities and proposes some extra financial sources for them in order to conserve the heritage with. One of the sources is *Taşınmaz Kültür Varlıklarının Korunması Katkı Payı.* This is provided from the 10% of the property tax. This source is used by municipalities for maintenance of the heritage under the control of governorships. Moreover, there is a source of Ministry budget which is allocated for conservation purposes and 10% of the credits provided by the law called 2985; *Public Housing Law* is allocated for maintenance, repair and restoration of the heritage. There is a law called 5225; Intensive Law of *Cultural Investments and Enterprise* 2634; *Tourism Intensive Law* gives opportunity to use the heritage with a compatible function and also manage it.

However, in my opinion, the management articles that the Law includes are not sufficient to understand the process. They have taken from the foreign guidelines directly, and also the differences of the legal and ownership system were not taken into consideration. The political, ideological, social and economical structures are different from European countries, so there should be some extra solutions to provide an effective management as: awareness and education programmes of the community; administrational unit and working groups; extra regulations and economical sources.

To solve this complexity, to adopt the law to the conditions of Turkey, the regulation called *"Alan Yönetimi ile Anıt Eser Kurulunun Kuruluş ve Görevleri ile Yönetim Alanlarının Belirlenmesine İlişkin Usul ve Esaslar Hakkında Yönetmelik"* (Area Management Regulation) was legislated in 27th November 2005. The General Directorate of Cultural Heritage and Museums of the Ministry of Culture and Tourism constituted a team for preparing this regulation. I took place at this team also. This regulation aims to overcome the deficiency of the management approach definition and implementation. It prepared putting them into an organizational structure and providing the sustainability principle. It identifies the aim and requirements of the management plan and it also submits preparing and methods of the management plan in the limits of the law and bring some new definitions as *Area Chairman, Committee of Consultants, Committee of Coordination and Supervision* and *Control Unit.*

In the beginning, the general objectives of the area management are determined as: fixing the geographical, historical, social and natural values of the area; providing the balance between the conservation and sustainable development; improving strategies, methods and instruments in order to increase the national and international value of the area; improving of cultural tourism; creating implementation plans; providing the coordination among the governmental institutions, civil society organizations, property ownerships and volunteers; using the areas throughout the international conservation principles and providing high standards for this process. Then, determining the management area takes place. The Ministry of Culture and Tourism determines the management area. Initially, the Ministry makes a detailed survey about the area and determines the proposed management area boundary by discussions with related public institutions, civil society organizations, chambers, universities and property ownerships. After that, the proposal management area boundary is presented to the related public institutions and they deliver opinions in 30 days and the coordination meeting is done between all the participants.

As a result, the final management area boundary is determined. After determining the management area boundary, the regulation mentions the preparation of the management plan. The management plan is prepared by a multidisciplinary team

headed by the area chairman. The coordination must be provided among the related public institutions, civil society organizations, chambers, universities and property ownerships by the authority before and during the preparation of the plan. The draft management plans of; architectural sites are prepared by related municipality, archaeological, natural and historical sites are prepared by the Ministry of Culture and Tourism, architectural sites that have no related municipality are prepared by the Ministry of Culture and Tourism, mixed sites are prepared by the related Municipality, architectural sites, that are within the boundary of the Municipalities, are prepared by the coordination of the Municipalities, within the boundary of the Greater Municipality prepared by the Greater Municipality, if not by the coordination of related Municipalities headed by the Ministry of Culture and Tourism.

The Regulation also has some articles to define the Management Plan. It explains "what the management plan should include?" According to the 9th article, the management plan should include:

- detailed analyze of the existing situation,
- detailed survey of the area,
- main policies and vision of the area,
- projects and action plan,
- monitoring, evaluation and education process

The structure of the management process in the Regulation can be summarized as seen at the Fig. 16:
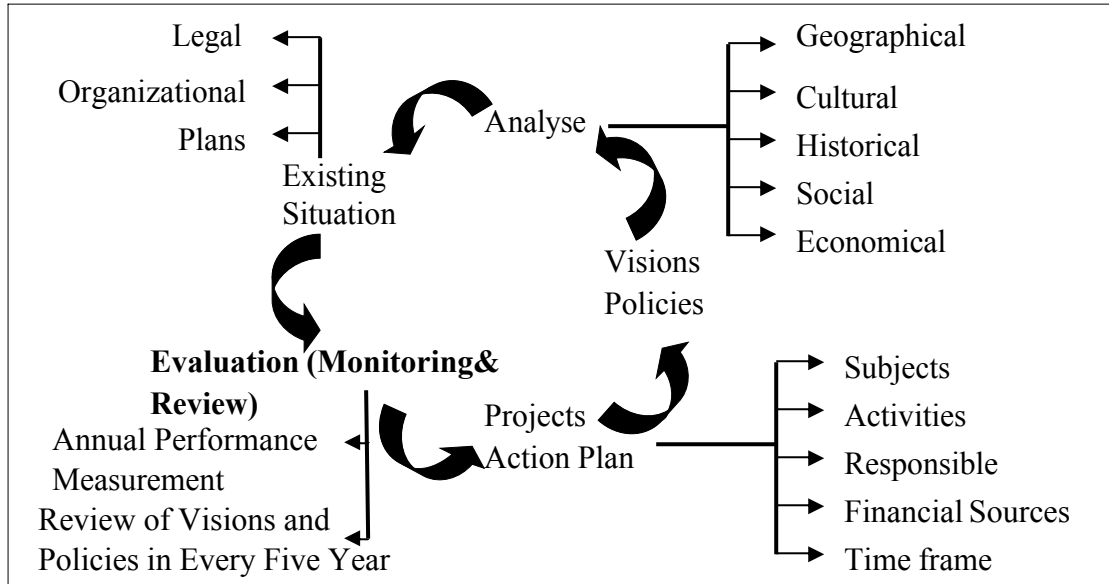
Figure 16: Management Plan Process in the Regulation

After, the management plan preparation team is defined for each type of sites. For the architectural and historical sites there should be architect, city planner, art historian, public administrator, manager and economist; for the archaeological sites there should be archaeology, architect, city planner, art historian, public administrator, manager and economist; for the natural sites there should be city planner, public administrator, manager, environment engineer and according the properties of the site forest engineer, geologist, agricultural engineer, landscape architecture, biologist and zoologist should take place at minimum.

There is a council to provide the sustainability of the management process under the control of the central government (Fig. 17). The plan is evaluated by the *Committee of Consultants* headed by the area chairman. According to the opinions of the Council, the plan is revised and presented to the *Committee of Coordination and Supervision* serves as an authority of approving the plan. Then, the implementation

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and monitoring and reviewing part comes. The regulation emphasizes the regular monitoring and reviewing of the plan to provide the sustainability and stipulates a performance measurement of the plan annually. Besides, the *Control Unit* should make monitoring and reviewing of the vision, objectives and policies of the plan by five-year period. At last part, the Regulation includes the establishment and responsibilities of the area management units.

THE MINISTERY OF CULTURE AND TOURISM

THE GENERAL DIRECTORATE OF CULTURAL HERITAGE AND MUSEUMS

LOCAL AUTHORITIES
- Municipalities, KUDEB
- Governorships, Offices
- Provincial Directorate of Culture and Tourism

Project Unit
- City Planners
- Architects
- Restorators
- Archaeologists
- Art historians
- Public administrators
- Managers
- Economists

SITE MANAGEMENT UNIT

Chairman

Committee of Consultants

- Property ownerships
- Chambers of professions
- Non-governmental Organizations
- Representatives from the universities

Committee of Coordination and Supervision

- Head of the Site (Head of the Committee)
- Representatives from the related authorities
- Two members of Committee of Consultants

Control Unit

- Experts and control staff from the related association
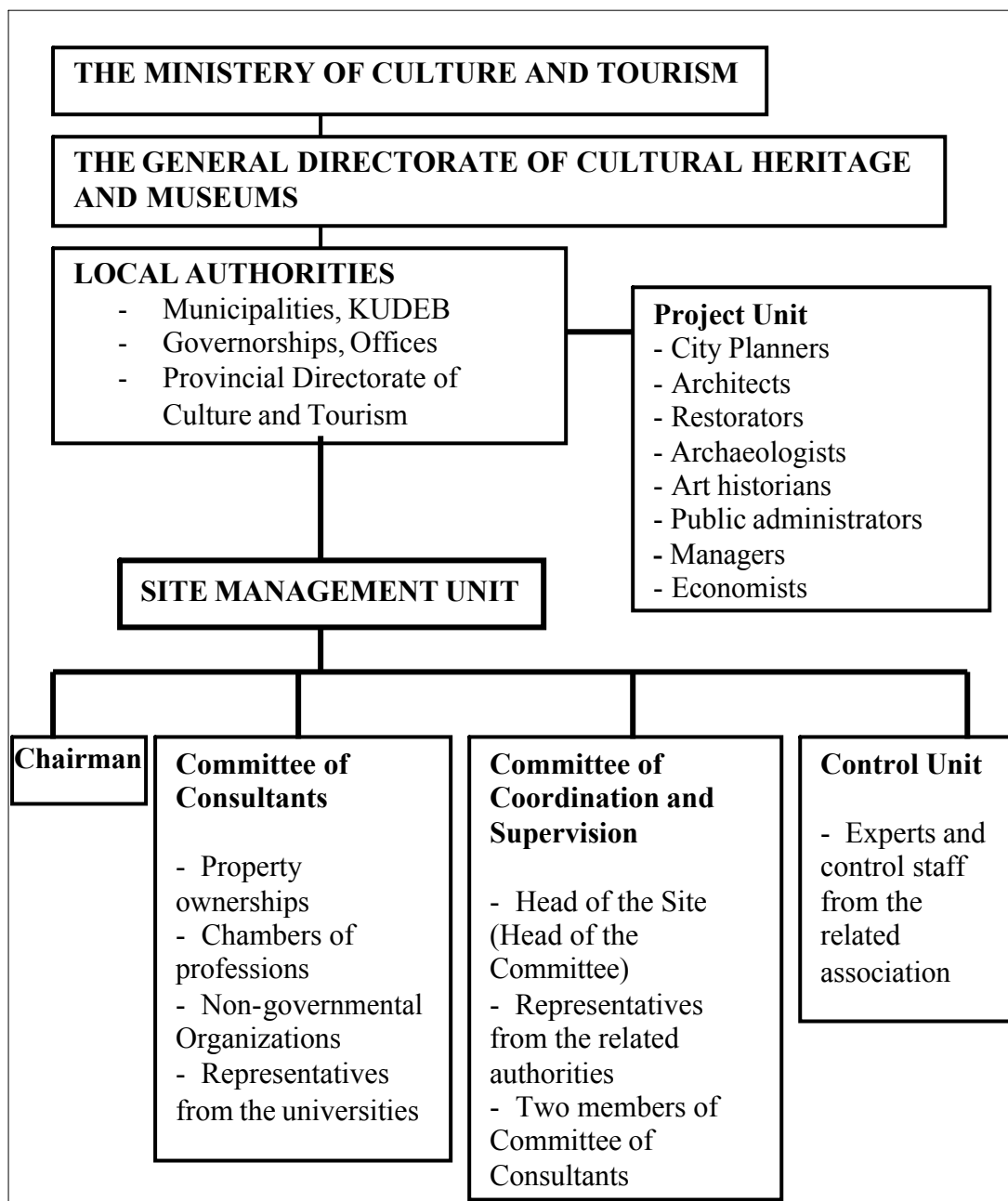
Figure 17: An Organizational Structure for Site Management in Turkey

As a result, it can be said that the monitoring and reviewing part of the management approach is now wide spreading and they are shown as an important requirement for an effective management. For that reason, integration to these developments has gain importance. Although the law called 2863 ordered as 5226, *Preservation of Natural and Historical Monuments Law* is inadequate for defining the cultural heritage management and guiding the authorities. However, the Regulation is more successful with its comprehensive articles. It tries to clarify the management area determination; the responsibilities of the authorities and other stakeholders; the preparation of the management plan; implementation process; and monitoring and reviewing the process. And also, it aims and emphasizes mostly the sustainability of these plans by it monitoring and reviewing stage.

3.4. Examples of Heritage Management Plan Implementations in Turkey

The Management Plan approach occurred firstly in 1994. This development can be described as a requirement for the sites that placed at the Tentative List. Legally, in 2004 by the law called 2863 *"Preservation of Natural and Historical Monuments"* ordered as 5226 in Turkey. Then, the regulation called *"Alan Yönetimi ile Anıt Eser Kurulunun Kuruluş ve Görevleri ile Yönetim Alanlarının Belirlenmesine İlişkin Usul ve Esaslar Hakkında Yönetmelik"* was legislated in 27th November 2005. After the regulation was ordered, the management plans studies for cultural heritage has accelerated.

There have been Pamukkale, Çatalhöyük, Hattuşa, Patara and İstanbul Historical Peninsula Management Plan studies occurred in Turkey until today. The Pamukkale Site Management Plan was prepared in 2002 by the Ministry of Culture and World Bank; the Çatalhöyük Management Plan was prepared in 2004 by the financial assistance of European Community under the Euromed Heritage Programme II, Hattuşa was prepared in 2002, Patara was prepared in 1997 and İstanbul Historical Peninsula Management Plan studies started in 2004.

At this piece, İstanbul Historical Peninsula Management Plan will be mentioned in detail because a new developed threat called "Müze Kent" occurred for İstanbul. In

2004, World Heritage Committee decided that İstanbul needs a management plan in two years, if not; İstanbul will be removed from the World Heritage List and joined to the List in Danger. Consequently, The Ministry of Culture and Tourism, The Greater Municipality of İstanbul, related local governments, non-governmental organizations, academicians and consultants that were invited from abroad made a lecture as "*Tarihi İstanbul'un Yönetimi*". They studied for two days. Firstly, the team determined the movements that affected historical İstanbul. Secondly, the visions and objectives were designated and different management models were prepared for different administrational units. (İstanbul Ticaret Odası, 2004) Also, a *Committee of Consultants,* a part of the Site Management Unit, was established. While the studies for management plan studies have continued, a new development appeared for İstanbul as *"Müze Kent"*. Kuban (2006) emphasizes, this project which comprises a 1400 hectare area is not compatible with the international principles of the statutes. As well, Çeçener (2005) explains the aim of the project as destruction of the existing historical pattern expects from monumental structures and reconstruction them by imitating the original ones. After reconstruction, selling the area for new type of residents which is named as "gentle". There should be a rehabilitation and restoration policies instead of gentrification strategy. According to the additional publication called "Müze Kent" of the Yapı Magazine, these international regulations of ICOMOS adopted by Turkey also as; Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter, 1987), International Committee on Archaeological Heritage Management (1990), Charter for a Traditional Architectural Heritage (1990).

These studies were accelerated because the Site Management Plan is shown as one of the important criterions to be placed at the World Heritage List of UNESCO. For instance, The Ministry of Culture and Tourism wanted to prepare a management plan for Mardin with the participation of the local community. However, the Ministry could not find a financial source; so, the preparation for Mardin to be placed at the List remained insufficient. Similarly, the Management Plan that was prepared for Efes was considered as insufficient to be placed in the List. (Türkiye Gazetesi, 2006)

In the following section, I will mention about management plan implementations in general, and then I will discuss the Çatalhöyük Management Plan and Pamukkale Site Management Plan by emphasizing the sustainability principle and its instruments as monitoring and review of the management approach.

3.4.1. Çatalhöyük Site Management Plan

Çatalhöyük was firstly discovered in 1950s and excavated by James Mellaart between 1961 and 1965. In 1993, Ian Hodder with an international team started to a new excavation. The excavations revealed the significances of the Çatalhöyük. The Mound is one of the first early agricultural sites outside the Near East; is a large settlement with respect to other sites in Anatolia. Also, it includes considerable evidences of arts, craft traditions. Therefore, a management plan should be prepared for Çatalhöyük in order to conserve this significance and outstanding value (Çatalhöyük Management Plan, 2004).

Çatalhöyük Management Plan was prepared as one of the different parts of the Temper (Training Education, Management and Prehistory in the Mediterranean) Project in 2004. The European Community that is under the Euromed Heritage II Programme was a financial source of the Plan (Çatalhöyük Management Plan, 2004).

The main objectives of the Plan are listed in the plan document as (Çatalhöyük Management Plan, 2004):

- Integrate archaeology with the natural, social and built environment
- Identify sustainable management practices for the site and its environs
- Propose practices that are appropriate and relevant to the region and can also form an example for other sites.

The Çatalhöyük Management Plan is specified as an example because it emphasizes the sustainability principle of the management approach as its main principle.

Preparing the Plan

The Plan is mostly prepared according to the international management principles and methods. The planning, implementation and monitoring and reviewing parts mostly achieved. It includes generally site analysis; site evaluation; shot-medium-long term visions; and monitoring and reviewing parts. Plan actually includes 3 sections (Çatalhöyük Management Plan, 2004);

- Setting the Scene
- Appraisal
- Implementation

The Setting the Scene section includes the History and Description; Çatalhöyük Today; and Key Players and Interest Groups parts. The History and Description part analyzes geographical location and geological properties; archaeological context; excavation in the site. The Çatalhöyük Today part includes the current management, organization structure and condition of the site; buildings and visitor facilities; tourism and interpretation. Finally, the Key Players and Interest Groups part analyzes the people identified the management process as local community, people working on the site, decision makers, archaeological researchers, supporting groups, sponsors, academic funding bodies, visitors and international bodies. To determine the key players and interest groups is important to organizational sustainability of the process (Çatalhöyük Management Plan, 2004).

The Appraisal section includes the significance of the site, management assessment, objectives and policies. The significance part analyses the outstanding value of the site. At the assessment part, a swot analysis is prepared for determining the threats, constraints and opportunities. Then, the objectives of the management are expressed. (Çatalhöyük Management Plan, 2004) This part is important to understand the aim and basic principles of the management plan. As it is said before, the sustainability is one of the main principles of the management plan. Similarly, the basic principles of the Çatalhöyük Management Plan are determined as (Çatalhöyük Management Plan, 2004);

- Sustainability
- Accessibility

After determining the basic principles of the Plan, the objectives and the team that is required to achieve these objectives were designated for short term and long term objectives independently. Then the policies of the Plan for each proposed context detailed. These are, landscape and setting; land use and planning; archaeology; protection and conservation; interpretation; visitor management; local, regional and national context; training and education research; tourism and lastly monitoring and reviewing. The last one confirms focus point of my thesis and the Plan emphasizes it to achieve its basic principle sustainability. The review part says that "the management plan should be updated on a regular basis and changes discussed with key stakeholders". There should be an annual reviews and besides, 5 years period workshops with stakeholders in order to evaluate the process of the plan (Çatalhöyük Management Plan, 2004).

The last section Implementation includes the action plan and forward look; and projects parts. An action plan is prepared in order to determine the action, key players and time frame. The lead partners, objectives, time and other references are determined for each policy. Then the forward look part determine the short (5 years), medium (10 years) and long (25 years) term objectives for the site as it mentioned in the *World Heritage Convention Operational Guidelines* (2005). Then the proposed projects for the site are determined to be implemented in a five-year period. It is specified that these projects are not certain and they can be change according to new developments (Çatalhöyük Management Plan, 2004).

As a result, it can be said that, Çatalhöyük Management Plan is compatible with international guidelines of cultural heritage management and it is conducted successfully. It follows the requirements of the management besides the conserving the site. Moreover, it emphasizes the sustainability principle as its main principle and uses monitoring and reviewing instruments to achieve this principle.

3.4.2. Pamukkale Site Management Plan

The Pamukkale/ Hierapolis determined as a World Heritage Site in 1988. ICOMOS World Heritage Committee determined the significance of the site as (1987):

- An exceptional example of a Greco-Roman thermal installation established on an extraordinary natural site,

- An outstanding example of an Early Christian architectural group, with a cathedral, baptistery, and churches.

There are also some thematic and period significance determined for the site. In addition, the site has scientific, cultural, natural, aesthetic, economic, social and educational values. The studies developed for Pamukkale with Master Plan in a conjunction with Cultural Heritage Project of Turkey as a joint of the Turkish government and World Bank, in 1992. Then, the plan was revaluated and prepared as a Site Management Plan to achieve the sustainable development of Pamukkale/Hierapolis site, in 1992. Also, the government realised the importance role of the stakeholders for the success of the Plan (Akan Mimarlık, 2002).

The Plan was prepared by AKAN Architecture with the support of the foreign consultants, the Ministry of Culture and World Bank Community Development and Cultural Heritage Project. The Akan Project Team includes individuals and Companies (Fig. 16) (Akan Mimarlık, 2002).

The Pamukkale Site Management Plan is chosen as an example since it emphasizes the sustainability principle by determining the monitoring and reviewing as its management approach in order to improve the plan continuously. As well, it aims to decentralization to control the site and the Plan effectively by using some mechanisms as (Akan Mimarlık, 2002);

- Review and approval of a yearly work plan.
- Review and approval of a yearly budget.
- A monitoring system that provides accurate and concise reporting.

Preparing the Plan

The Pamukkale Site Management Plan divided mainly as: Site Management Plan and Site Presentation and Interpretation Plan. The Site Management Plan includes Site Evaluation, Site Analysis, Comparative study, Policy Establishment, Legal Framework, Short-term Foreseen Items Related to Site Management and the Interpretation Plan and Time Scale and Budgeting parts (Akan Mimarlık, 2002).

The Site Evaluation Part includes regional description; location properties of the site, key points that effect the site; policy framework for management; existing legal status; management framework; financial sources; management assessment and potential problems; and difficulties of the site. The Site Analysis part discusses historical, archaeological and natural properties of the site; assessment of significances of the site; SWOT Analyse; and carrying capacity study for Hierapolis. Comparative Study discusses different approaches to the cultural heritage management. Policy Establishment part includes the framework of the conservation plan and management strategies developed for the site. The Legal Framework part includes the organizational structure requires for an effective management system (Fig. 18). This part defines the responsibilities and qualifications of all stakeholders during the management process. Short-term Foreseen Items Related to Site Management and the Interpretation Plan part discusses design guidelines for proposed projects. This last part of this section is Time Scale and Budgeting regulate the budgeted system for proposed projects designed for an achievement of objectives in the short to medium term and defines the developed studies and plans for an implementation of the Plan. This part is thought as an action plan and to be updated regularly. Moreover, it emphasizes two mechanisms to achieve the objectives of the plan which are important for the sustainability of the process mainly as establishment of a monitoring unit and it's funding (Akan Mimarlık, 2002).

These mechanisms are defined in the Plan as (Akan Mimarlık, 2002):

- The establishment and continued existence of a Pamukkale/ Hierapolis World Heritage Site Management Unit to oversee the implementation of the Plan and monitor its success.

- The provision to the Pamukkale/ Hierapolis World Heritage Site Management Unit of adequate resources, funded by site income, central and local government bodies, and international agencies and institutions.

The second section, Site Presentation and Interpretation Plan includes Interpretation Framework; Summary of Key Tourism Market Trends in Turkey; General Research on Current Technologies of Multimedia Presentations; Possible Presentation Techniques for Pamukkale and Interpretation Plan parts. This section aims to present the site as an attraction point for visitors for development of tourism and also to use the site as an educational, enjoyable and economical source. (Akan Mimarlık, 2002)

As a result, it can be said that the Pamukkale Site Management Plan is prepared according to international guidelines of management plan. It emphasizes the monitoring of the success of the plan by forming some instruments for it and so, sustains the objectives of the Plan.
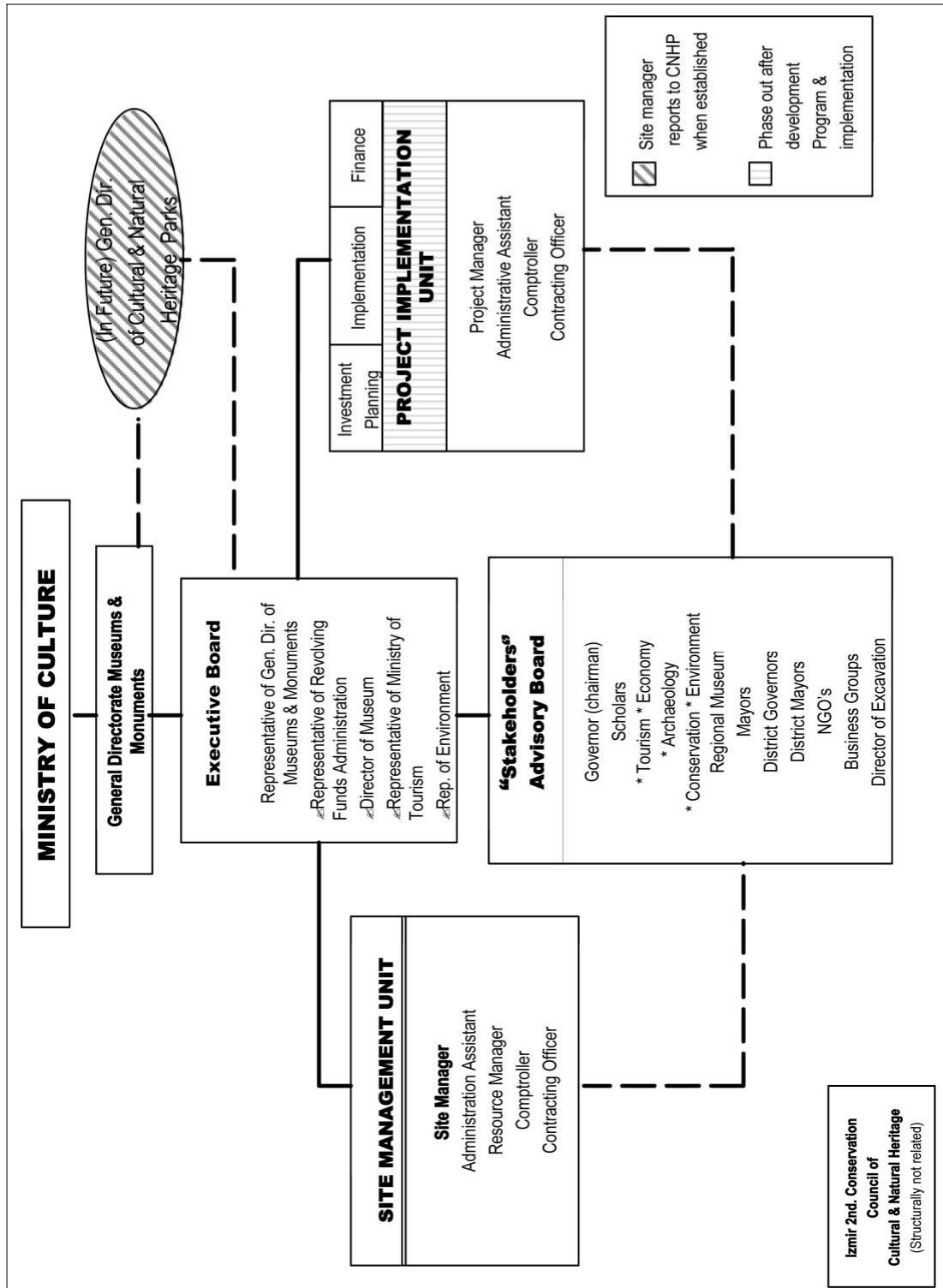
Figure 18: An Organizational Structure for the Management of Pamukkale Site
(Akan Mimarlık, 2002)

3.5. Comparative Study of Cultural Management Approach in the World and Turkey

The management approach changes according to different cultures, histories, traditions, understanding and information of the communities. Therefore, it should be adapted according to the properties of the countries. In the following section, the legal and theoretical; organizational; and financial differences that formed in the World and Turkey will be discussed.

The legal and theoretical structural development in Turkey is younger than other countries in the World. Therefore, Turkey could not adapt actually to this new approach yet. The concept was placed in our legal system in 2004 by the law called 2863 ordered as 5226, and some studies started after this date. However, the achievement of the implementations should be discussed. There is a few people have studied in order to develop this concept; but, the number of professionals has increased in time. On the other hand, the management approach developed in 1970's in Europe and the European countries have gain expert knowledge and consolidate different management methods practically for the management approach. The legal and theoretical knowledge about the approach has enhanced by the charters, conventions and guidelines. Some of them are obligatory and some of them are guiding and recommender. There are some international regulations that Turkey has adopted as: European Cultural Convention (Strasburg, 1954); Cultural and Natural Heritage Conservation Agreement (Paris, 1972); European Architectural Heritage Conservation Agreement (Granada, 1985); and Archaeological Heritage Conservation European Agreement (Malta, 1992).

The management conducted mostly by the central government in Turkey. However, the local governments are more effective with non-governmental organizations in Europe. The localization studies for the management implementations started by the law called 2863 ordered as 5226. If we compare the organizational structures in Turkey and in Europe, the difference becomes more visible. I will give the proposed organization chart in the *Area Management Regulation* for the cultural heritage management in Turkey and two different examples as The Old and New Towns of

Edinburgh Management Plan and an organizational structure prepared by the National Trust for Scotland Management Plan.

Council and Executive Committee	World Heritage Site Organization
Director	World Heritage Site Partnership Group
Central Policy Director / Property Management Services	World Heritage Site Steering Group
Marketing Services	Working Groups
Administrative Services	World Heritage Site Co-ordinator
Financial Services	

National Trust for Scotland Management Plan (Harrison, 1994)

England (Edinburgh World Heritage, 2005)

The Ministry of Culture and Tourism

The General Directorate of the Cultural Heritage and Museums

Local Governments   Project Unit

Area Management Unit
- Chairman
- Committee of Consultants
- Committee of Coordination and Supervision
- Control Unit

Proposed organization chart for cultural heritage management in Turkey (2004)
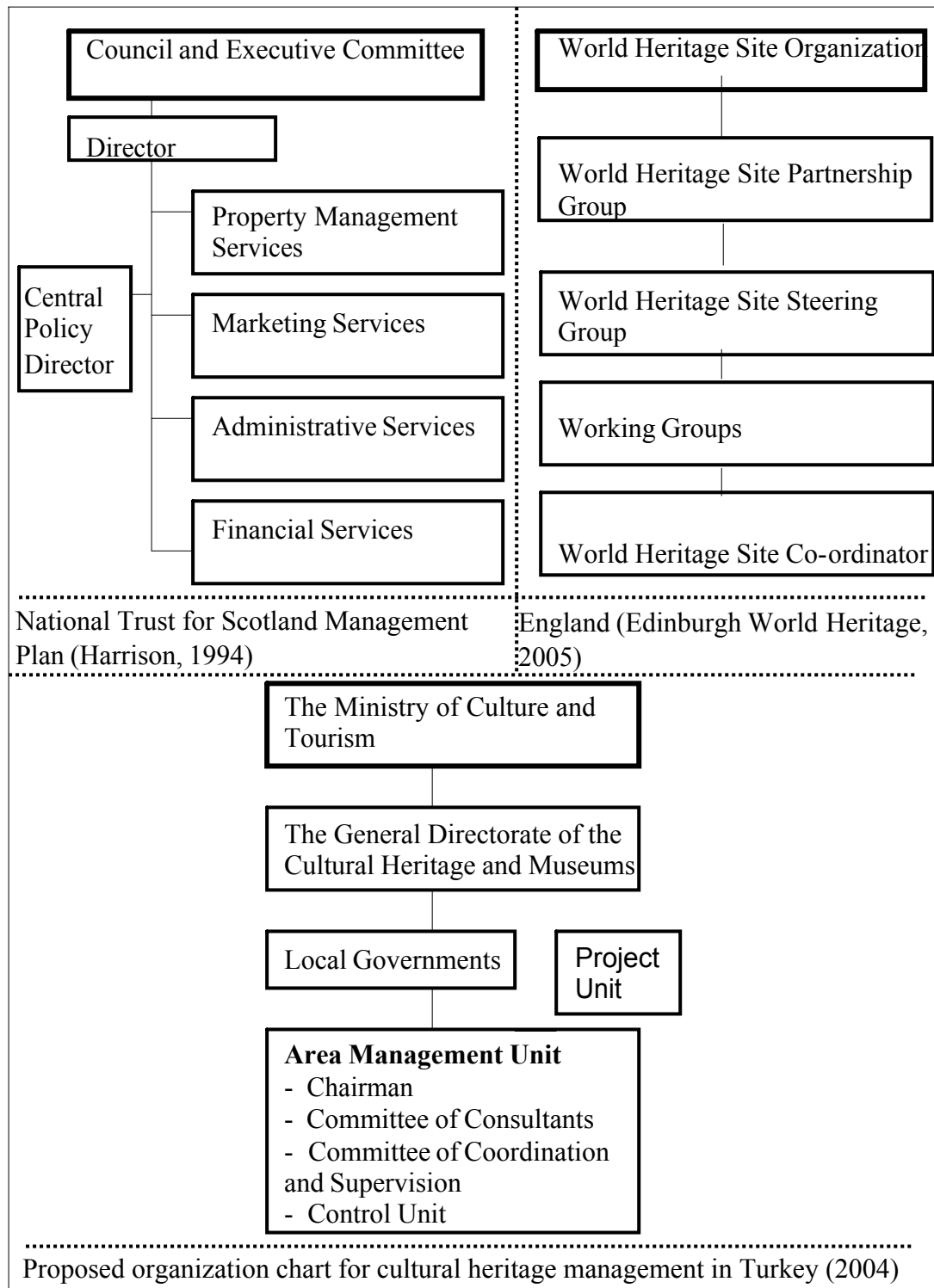
Figure 19: Comparative Study of Organizational Structures

The figure 19 shows that, the role of central government is more dominant in Turkey than other examples. However, the management implementations in the world mostly applied by local governments and non-governmental organizations. In a financial aspect, the situation similarly the same. In Turkey, there is no an encouragement of local governments, organizations and private investors for conserving and managing the heritage. Mainly, the central government tries to develop some projects with its lacking sources or sponsors. By the new law called 2863 ordered as 5226, there are new sources for local administrations started to be created. In the world, however, the financial sources are varied to make an effective conservation process. There are many non-governmental organizations and associations which provide sources for conservation and management projects.

As a result, it can be said that, although the legal, organizational and financial developments, an effective conservation and management approach for cultural heritage has not come into being yet, in Turkey.

CHAPTER 4

METHODOLOGICAL ISSUES

4.1. Introduction

In order to understand the planning and implementation process of the Keklik Street and its Surrounding Conservation and Development Project and also the present situation of the project area, I pursued an exploratory research approach. I made onsite observations and conducted in-depth open-ended interviews with property ownerships and tenants, who work as small shopkeepers in the area. I systematically gathered through observation the change in the physical and functional conditions of the structures. Moreover, through in-depth interviews with property ownerships and tenants, I gathered descriptive data. In data analysis, I applied content analysis to retrieve meaningful conceptual structures of that descriptive data.

The area is composed of six blocks entitled A, B, C, D, E, and F. One hundred twenty five shops are located in these blocks. I interviewed 23 small shopkeepers in all blocks except C. After the site visit, I observed that many old shopkeepers have already left their shops to the news ones. Also, in the block C, a construction of the revised project started demanding of the Sabuncu- Ulaşan A.Ş. Therefore, there exists any structure in the block.

In the section below, I will present the configuration of the respondents and how I selected the sample for my research. I will also discuss how I collected data and which method I used to analyze the data.

4.2. Respondents

The location of the shops and the sequence of the interview are given at the sheet below. I intended to interview with the shopkeepers systematically by entering every

other third shop. However, this process requires a volunteerism; I could only make an interview with shopkeepers who want. As a result, there is no a regular sequence of the shops (Fig. 20).

Figure 20: The shops where interviews are conducted

4.3. Data Collection

I intended to collect data about what is planned in the area and what happened then generally. Firstly, I examined the Ulus Historical City Centre Conservation and Improvement Plan and Keklik Street and Its Surrounding Conservation and Development Project reports in order to obtain information about the physical, functional and organizational decisions of the projects and what the plan proposes for each of them. Secondly, I made some observations to understand the existing situation of the physical properties of the heritage as: buildings' situation and the environmental quality; functional changing; development of organizational structure during and after the project implementation process and why is discussed. Lastly, I asked some open-ended questions to shopkeepers to understand what was planned for the area and what happened. Also, how the shopkeepers participated and

contributed to the planning and implementation process and what are their future plans for their shops.

I explored by these questions that;

- How the physical properties of the heritage have changed in time and why?
- How the traditional functions can sustain? If not, what happened to them and why? What is the recent functional structure of the area?
- How the organizational structure of the area has changed and affected the process?

I asked each of them 13 open-ended questions to collect data for my research question. The questions are generally about the Keklik Street and its Surrounding Conservation and Development Project; the pleasure, problems, obstacles, role and responsibilities of the property ownerships and tenants in the project and their plans for future. These are;

Implementation status:
1. What was planned?
2. What was implemented?

Shopkeepers' overall evaluation of the intervention:
3. Are you satisfied?

Conditions which hindered/enhanced the process:
4. What are the problems?
5. Which mechanisms hindered the process?
6. Which factors enhanced the process?
7. Which mechanisms enhanced the process?

Shopkeepers' involvement:
8. What did you undertake in the process?
9. What did you do?
10. What did other people do?

Shopkeepers' expectations for the future and their commitment for further involvement:

11. What are the future plans?

12. What is your plan for future?

13. With whom do you want to do?

I asked these questions in order to obtain descriptive data for the past, present and future physical, functional and organizational situation of the area.

4.4. Data Analysis

To analyse the data, firstly, I examined the physical, functional and organizational development plan decisions for the project area to measure the achievements and deficiencies of the implementation process and after. Secondly, in order to measure this, I analyzed the new data which is obtained from the observations and in-depth interviews to understand the existing situation and changes of the physical, functional and organizational structure of the area. I used a content analysis method to evaluate the data that I obtained from the existing plans, project reports; observations; and in-depth interviews. "Content analysis has been defined as a systematic, replicable technique for compressing many words of text into fewer content categories based on explicit rules of coding (Berelson, 1952; GAO, 1996; Krippendorff, 1980; and Weber, 1990). Holsti (1969) offers a broad definition of content analysis as, "any technique for making inferences by objectively and systematically identifying specified characteristics of messages." (Stemler, 2001) This method is used to obtain systematic and objective inferences from the texts. The texts can be defined as books, articles, essays, historical documents, theatre, advertising, speeches, interviews, informal conservations etc.

I prepared charts for each block separately to list the answers of the questions according to the frequencies and to show the data systematically (Appendix E). By the help of this method, I gained some statistical results about my research question. As a result, I evaluate the Keklik Street and its Surrounding Conservation and Development Project according to these data.

CHAPTER 5

RESEARCH RESULTS: EVALUATION OF "KEKLİK STREET AND ITS SURROUNDING CONSERVATION AND DEVELOPMENT PROJECT" IMPLEMENTATION AND MANAGEMENT

In the following section, I will present the Ulus Historical Centre Planning Competition and Ulus Historical City Centre Conservation and Improvement Plan. Then, Keklik Street and Its Surrounding Conservation and Development Project will be analysed in detail with respect to sustainability principle of cultural heritage management approach.

5.1. "Keklik Street and Its Surrounding Conservation and Development Project" as part Ulus Historical City Centre Conservation and Improvement Plan

Ulus has a special significance in a historical development of Ankara. It was affected directly or indirectly by the plans that developed for the city of Ankara. However, there were no plan or project made especially for Ulus Historical City Centre. Therefore, the area has turned into "depression" areas. (Competition, 1986) In the Jansen Plan (1932), the percolation plan was implemented to Ulus and also the Yücel-Uybadin Plan (1957) prepared the parcellation plan on the previous plan. This created an obstacle to implement the construction plans. It can be thought as a chance for Ulus not to be exposed to wrong construction interventions. (Kıral, 2006) However, because of the unplanned areas and lack of concern, the area changed according to the physical, social, economical and cultural aspects. Ulus historical city pattern was designated as a Second Degree of Urban Site by the decision of High Council of Ancient Monuments in 1980. Until this period, the authority was the Municipality in order to prepare conservation plan, but there has been no application to protect and also develop the historical pattern for years.

In 1970's, the conservation process has gained importance in the Europe, especially. The World started to understand the attractiveness and value of the historical and traditional patterns.

The Motherland Party which is the political authority in Turkey arranged a competition for Ulus, in 1986. "By this time, the financial power of the local authorities increased and they turned into "project-developing municipalities" instead of "status-quo municipality". (Bademli, 1999) Firstly, the Municipality made a wide research to collect all the necessary data about the area, and then accomplished the problem definition process. Secondly, the project boundary was determined. By the help of the detailed research and collected data, a book called "Project Competition on Ulus Historical Centre". The aim of the competition is explained in this book as "to make the conservation, rehabilitation and renewal problems in the case of Ankara". As a result, the Metu Team lead by Raci Bademli gave the first award prize of Ulus Historical Centre Planning Competition". (Jury Report, 1986) The Municipality asked to the Team a classical conservation plan, but the team prepared the plan in a different way. They developed comprehensive definitions for works and services in the plan and defined 15-16 various works and services such as: architectural, planning, conservative planning, industrial design and engineering consultant services. However, the Municipality could not adapt to this new planning method firstly. As Bademli (1997) said, the Municipality tried to adopt the new planning method then reduced the content of the project identification; only then was the commissioning process accomplished. (as cited in Şiranlı, 27)

Following this, an "Ulus Historical Centre Conservation and Improvement Plan: Building Codes, Public Project Areas, Urban Design" plans were prepared by METU Planning Group. Between 1986- 1987, after several meetings, Greater Municipality of Ankara and Metu Planning Group signed a protocol. (Bademli, 1997, 1999) The Ankara Conservation Board for Natural and Cultural Properties approved the plan in 10th November, 1989 and the Greater Municipality of Ankara approved in 15th January, 1990.

5.1.1. Ulus Historical City Centre Conservation and Improvement Plan

To understand the Ulus Historical City Centre Conservation and Improvement Plan, we should analyze the significance; the involved stakeholders; the macro planning approach; the questions, problematic and difficulties that the planning group determined and cope with; implementation process and the new process today should be evaluated.

The significance of the Plan

The Ulus Historical City Centre Conservation and Improvement Plan has some considerable significances and it brings innovations for conserving the heritage. As Bademli (1992) indicates, this plan is a construction plan that is implemented as the first. However, it is not a construction plan. In the construction plans, the physical decisions and interventions mostly important. These plans do not take into account the planning process mostly. However, as Bademli (1992: 21) emphasizes "the plan itself is not the base, the base is planning process. The documents legalize this philosophy. The social, economical, physical and difficulty structure is investigated." He also explained the main property of the plan as to approach the urban design aimed conservation and planning studies by emphasizing the "process management". In addition, this plan has a "pro-active process". This means, the plan attends to create its opportunities and instruments by itself.

New concepts are defined in the plan as "intermediate plan", "plan area", "programme area", "project packages" and lay the groundwork for "pro-active" planning approach. Beside this, as Kıral (1993: 136) said, new terms as "building to be conserved", "saturated buildings" and "new buildings" are defined.

Involved stakeholders

In the implementation process, the most important issue was determining the actors who will participate to whole process. The Greater Municipality was the decision maker of the project and Bademli was the head of the Development and Construction

Department. The Municipality's responsibility was guiding, coordination and controlling of the project packages and organizing the financial sources. Bademli organized a new structure in the Municipality. There were some units as Ankara Historical Places Conservation Unit (ATAK), IKOME, GETAP were established to conduct the implementation process easily. These units served as a decision makers of the project with Greater Municipality. (Erkal, Kıral and Günay, 2006) As Kıral (2006) says, especially, the ATAK had an important responsibility in the project because it was responsible for monitoring the implementation of the plan.

The METU Planning Group that was composed of one main project group and two sub-project groups prepared the project. The group included different disciplines as planners, architects and restorations.

The planning approach at macro scale

At the beginning, the planning team discussed the urban macroform and metropolitan area of Ankara in 1/100000, 1/50000 and 1/5000 scales (Fig. 21, 22, 23). These studies mostly to determine the structuring and central business development pressures on the Ulus Historical Centre. (Erkal, Kıral and Günay, 2006) The most important one as Bademli emphasized (1993) was to propose t h e "Kazıkiçi Bostanları" a s a new Central Business District, so to decrease the pressure on the historical pattern of Ulus. Kıral (2006) says, Kazıkiçi Bostanları, International Commercial Centre (UTM) and AnkaMall are attractive commercial points that can decrease the pressure on the Ulus Historical Centre.
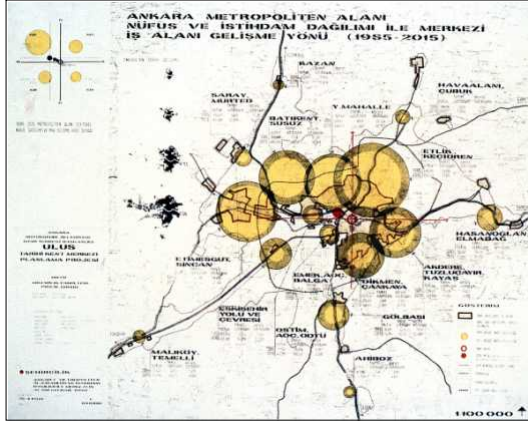
Figure 21: Macro Decisions about Population and Employment of Ulus Historical Centre Planning Competition Area (1/100000) (Günay Personal Archive, 2006)
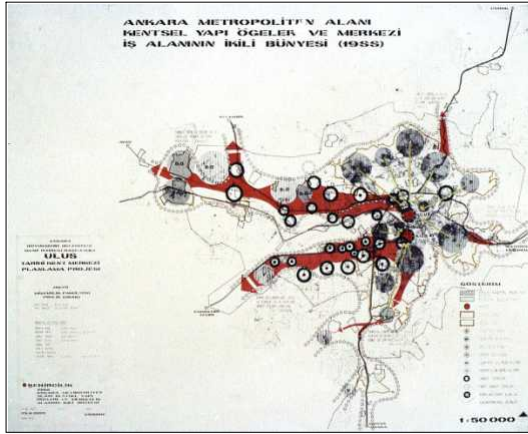
Figure 22: Macro Decisions about the binary structure of Central Business Area of Ulus Historical Centre Planning Competition Area (1/50000) (Günay Personal Archive, 2006)

Figure 23: Macro Decisions about Ulus Historical Centre Planning Competition Area (1/5000) (Günay Personal Archive, 2006)

Determining the Questions, Problematic and Difficulties

Before starting the projects, the group asked some questions about Ulus historical city centre in order to find efficient solutions to the problems. Bademli emphasized that these questions help them to create their perspective. These are:

- Where will be the new business areas located?
- Should we protect Ulus from the centralization process?

- Is the area homogenous? (Bademli, 1992: 21)
- What is the destiny of Ulus in the context of Ankara? Which urban regeneration (transformation) process occurred in the area?
- Why Ulus must be planned?
- Which values should be protected? (Bademli, 1993: 130)

The planning team determined some problematic as a consequence of these questions. The most important problem that Bademli (1992) mentioned was providing the balance between the metropolitan area development and the conservation process. The second issue that was determined understood the structure of the area. Besides, Bademli emphasized the main problem as the legal and financial problems.

Implementation Process

Until the Ulus Plan was approved, a "structuring intermediate plan" was prepared, the analyses continued and the "project packages" was determined according to property ownerships. (Bademli, 1993) Also, detailed analyses were made at each project package. The implementation process at these packages was conducted by the Metu planning team and the Altındağ Municipality in a coordinated way.

The planning team defined "programme areas" according to the properties of the areas. These are "Conservation Programme Areas", "Rehabilitation Programme Areas" and "Development Program Areas". The planning team determined conservation, usage, rehabilitation and structuring criteria for each programme area. (Erkal, Kıral and Günay, 2006)

The planning team prepared finally three plans as "Public Project Areas" (Fig. 24), "Building Codes" (Fig. 25), and "Urban Design". (Bademli, 1993: 132) These plans were prepared after detailed analyses at 1/500 scale. The Building Codes includes urban design principles. The Urban Design defines the Ulus historical centre as project packages; private and public project packages. The Metu Planning Group

made a project classification according to the objectives, sizes, goals, financial resources, organizational structures and implementation difficulties as (Bademli, 1992: 22):

- Projects that are sufficient by itself
- Projects that need financial sources
- Projects that produce money

The third plan is Public Project Areas. The implementation plans made for each area at 1/1000 and 1/500 scales. There are 19 project area were determined, such as: Hacıbayram, Keklik Street, Suluhan, Çıkrıkçılar Hill, Museum of Anatolia Civilizations, Karyağdı Tomb, Hasırcılar-Osmanlı Crossroad Connections and Old Turkish Bath, Bend Stream Shared Taxi Stops, Akköprü and their surroundings. As determined at the plan notes, the team determined planning principles and criteria for each program area. I will discuss the Keklik Street and its Surrounding Conservation and Development Project as a case study of my thesis.

All these three plans were prepared between the year 1986 and 1987. The METU Planning group represented the plan to the Greater Municipality of Ankara. However, for two years there were no legal operations on these plans by the Municipality. It can be said also, in this two years time period, there was no owner of the project either in the political or bureaucratic level. (Bademli, 1997)

Evaluation of the Process

As a result, between 1990 and 1994, Hacıbayram Square Project, Karyağdı Tomb Square, Eynebey Bath Environment Project, Keklik Street Project, Saraçlar Project and Hayek Square were implemented. However, after these implementations, the political authority of the Greater Municipality has changed and the new authority has not carried on the Ulus Historical City Centre Conservation and Improvement Plan for twelve years. Beside this, the authority conflict has occurred between two municipalities, the Greater Municipality of Ankara and the Altındağ District

Municipality, in relation to approving the projects. Besides, the Greater Municipality abolished the ATAK that serves as a monitoring instrument of the Plan. Therefore, the area has remained ownerless for years. So that, these cause difficulties and interruptions during the implementation process and after. On 14th January, 2005, the Greater Municipality of Ankara called of the Plan in 2005 and proposed a project as "Ulus Historical and Cultural Urban Regeneration and Development Project Area". Therefore, the Municipality ignored the Ulus Plan by this decision. However, because regeneration plans can not repeal the conservation and improvement plans, there is a necessity to revise the previous plan.

There have occurred many objections to the abrogation decision from the Chamber of City Planners, the Chamber of Architects, Ankara Platform, Ulus Enterprise, Metu, General Directorate of Cultural Heritage and Museums. However, any of them was accepted. The case between the Greater Municipality and the Chamber of City Planners has been continuing since 14th March, 2005. (Erkal, Kıral and Günay, 2006)

At this point it should be discussed that whether the Greater Municipality has the right of cancelling the Plan and if it has, are there rightful reasons for this decision? Firstly, it should be said that, this abrogation decision is not legal and the cancellation reason has not been based on scientific reasons as Ankara Platform says. The Greater Municipality of Ankara cancelled the Plan without the approval of Ankara Conservation Committee and Altındağ District Municipality. Besides, according to the law of 2863, it is not legal to cancel any plan without the new one developed. This new proposed plan called "Ulus Historical and Cultural Urban Regeneration and Development Project Area" has not been prepared yet, only the project area boundary was determined. Therefore, there is no an alternative plan for Ulus at present. However, the Greater Municipality started to give out by contracts the conservation plan.

The Greater Municipality shows some practical and legal reasons for this cancellation. According to them, the plan could not achieve considerable changes and regeneration in the Ulus since 1980. However, it should be remained that, this plan was prepared with coordination of different actors as METU Planning Team, the

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Greater Municipality of Ankara, Altındağ District Municipality, property owners and tenants of the area. Therefore, implementation requires this coordination also. Every actor as decision makers, implementers and community has some responsibilities in the Plan. If one of them does not fulfil its responsibility, a trouble becomes inevitable. Although the Greater Municipality has not performed its simple services that the Municipality should do, it claims that the project has not proceeded. It seems mostly as a cover. As a result, this reason that the Greater Municipality shows has no accuracy. Also, there are some legal reasons behind the cancellation decision that the Greater Municipality puts forward as Kıral (2006) says. The law called 5366 *"Yıpranan Tarihi Ve Kültürel Taşınmaz Varlıkların Yenilenerek Korunması Ve Yaşatılarak Kullanılması Hakkında Kanun"* and the laws called 1580 "The Municipality Law" are shown as legal bases of this cancellation. However, none of them has a valid reason for this decision.

As a result, it is thought that, there are some other reasons that are invisible. The objective is understood as mostly economical profit and the attractiveness of rent, not conserving the Ulus Historical Centre. At contrast, the aim is understood as to destruct the historical pattern and regenerate the Ulus to the central business district with its skyscrapers.

Subsequently, The Ulus Historical City Centre Conservation and Improvement Plan is the first in Turkey by its new planning approach. Therefore, the Plan is an achievement for a heritage conservation and improvement. Also, the plan is important for a governance and participation process. The governance and participation concepts that have been teached as a theory in the universities are implemented practically at this plan. However, there are some strengths, weaknesses, opportunities and threats. The SWOT Analyse is prepared in order to understand the process of the Ulus Historical City Centre Conservation and Improvement Plan with respect to plan strategies, legal, organizational and economical aspects (Table 3).

As a result, although the plan has many legal and organizational achievements and advantages, the implemented projects could not be maintained after. For instance, the Hacıbayram Square was a parking area at the past and the new square design applied

to the area. However, as Günay said the area now a parking area too. There are many reasons of this trouble. At first, it should be said that this is an own problem. The decision makers, implementers and the community could not own the projects after the planning process actually and the community has no heritage conservation awareness. Secondly, the implemented projects were not evaluated according the new developments at the area. There should be monitoring programmes to monitor the physical, functional and organizational changes and requirements of the area and reviewing the project decisions according to this new data. If the project can not meet the requirements of the society effectively, it should be undertaken again and updated. The lack of monitoring process and reviewing part aggravate the deterioration. This problem is also occurred at the "Keklik Street and its Surrounding Conservation and Development Project" after implementation. In my thesis I will evaluate the Project with respect to sustainability principle of cultural heritage.

Table 3: SWOT Analysis of Ulus Historical City Centre Conservation and Improvement Plan

|	PLAN STRATEGIES	LEGAL	ORGANIZATIONAL	ECONOMICAL
STRENGTHS	. Beside the conservation plan, it is an improvement plan; . "Process Management" Approach; . "Pro-active" Process; . Macro Scale Decisions; . New Terms are defined	. Ulus Historical City Centre Conservation and Improvement Plan; . The law called 2863- "Preservation of Natural and Historical Monuments Law"	. Coordination of governmental authorities, Metu Planning team and community; . Participation of the community plan preparing and implementation process; . Raci Bademli - head of the Development and Construction Department; . ATAK; . Community own the project	
WEAKNESSES	. The lack of the monitoring and review strategies	. Insufficient contexts of the legal regulations	. Changing of the governmental authorities; . Conflict between the Greater Municipality and implementers; . ATAK was removed	. Insufficient governmental financial sources; . 1994 economic crises
OPPORTUNITIES	. Long-Term visions; . New approach of conservation planning	. The law called 2863 ordered as 5226 and "area management" approach; . The "Area Management Regulation"	. The new proposed organizational structure by "area management"; . KUDEB-the Municipalities	. New financial sources by the new law called 5226; . The right of immovable transfer; . Private enterprise; . Construction of Kazıkiçi Bostanları, UTM and Anka Mall
THREATHS		. The cancellation decision of the Greater Municipality of Ankara; . 1580, 5366	. The new political authority; . Authorization conflicts; . Lack of coordination between decision makers and implementers	. The profit-based objectives on the Ulus historical centre; . Rent Anxiety
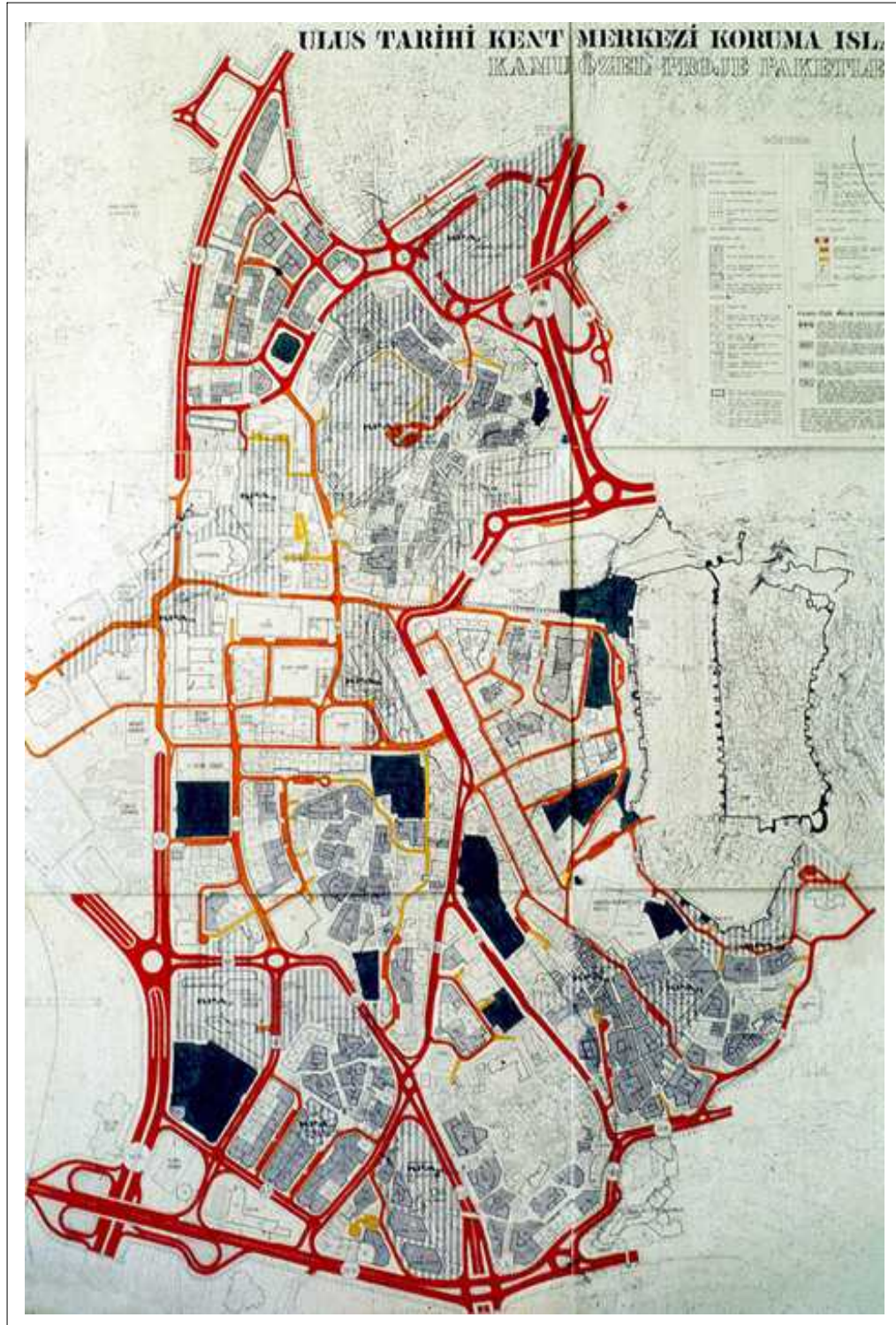
Figure 24: Ulus Historical Centre Conservation and Improvement Plan: "Public Project Areas"
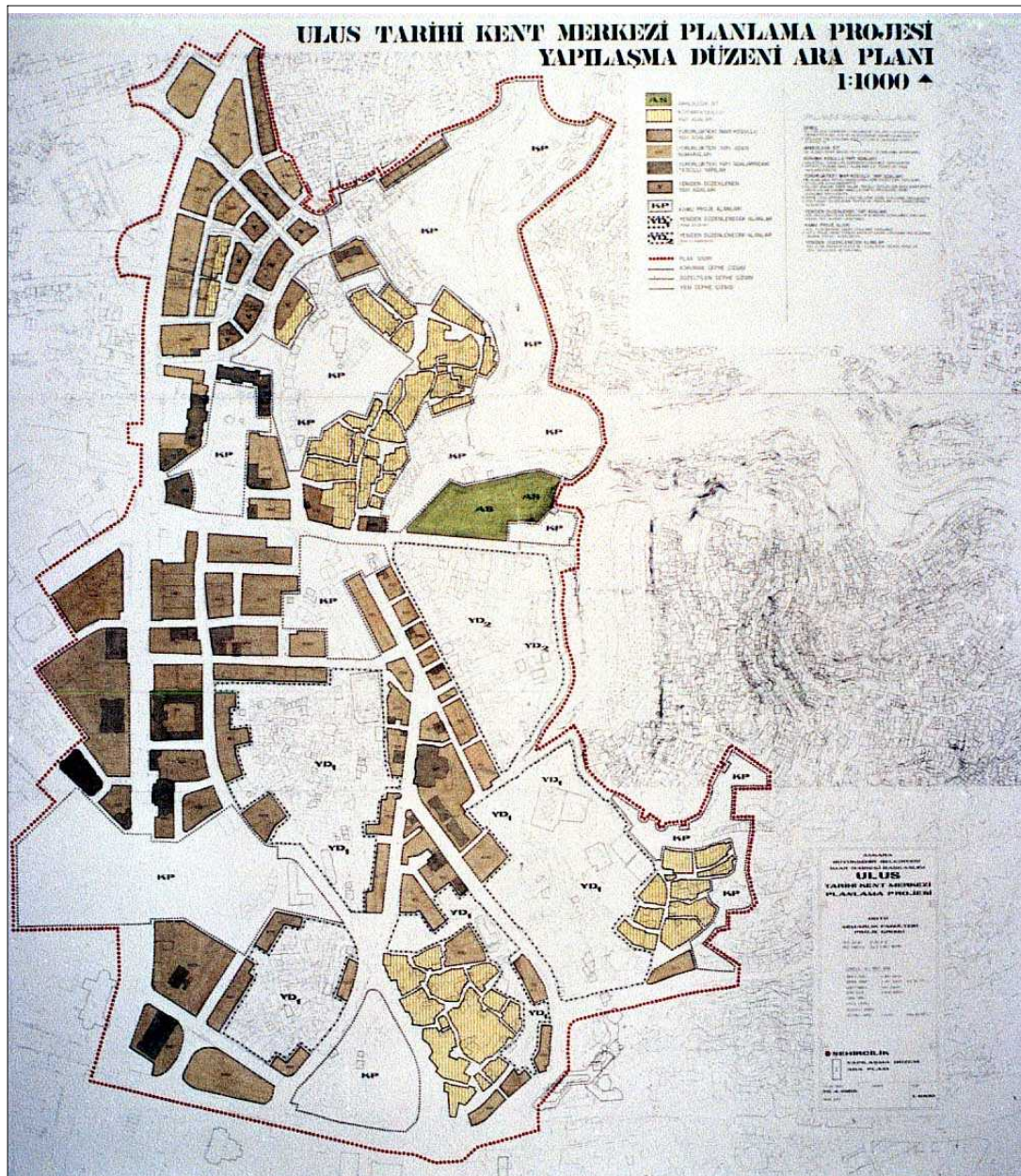
Figure 25: Ulus Historical Centre Conservation and Improvement Plan: "Building Codes"

5.1.2. Keklik Street and its Surrounding Conservation and Development Project

Keklik Street and its Surrounding Conservation and Development Project was one of the important public project areas of the Ulus Historical City Centre Conservation and Improvement Plan. Also, the Project brought a new conservation approach. There are many reasons for choosing this Project. Firstly, the site has an important place for the Ulus Historical City Centre Conservation and Improvement Plan with its location and significances. Secondly, the Plan is a successful implementation of heritage conservation with development and brought a new approach to conservation planning. Thirdly, the Plan mostly achieved the participation and coordination. Lastly, the objectives of the plan mostly achieved and the project area is compatible to discuss the sustainability principle because of its present situation. In this section,

This section consists two main parts. The first part is composed of the selection of this project; stakeholders; the aim of the project; analyse of the project area and the implementation process. In the second part, I will discuss why the Project is sustained and also, I will evaluate the Project's implementation process and after with respect to sustainability principle of cultural management approach.

5.1.2.1. Selection of the Project

The Greater Municipality of Ankara started implementing the Hacıbayram Veli Mosque Environmental Renewal Project in 1989. At this period, the Altındağ District Municipality wanted a "pilot case" in order to make a simple implementation and provide the continuity in the site. The Keklik Street and its surrounding has some properties that make the area strategic, so the Altındağ District Municipality wanted to study this area. The reasons can be specified as:

- important commercial district as Saraçlar starts in this area,
- it is located at the intersection of Anafartalar Street and Ulucanlar Street,
- it is related with the tourism activities of Hanlar district,
- it plays the supplementary role between the commercial districts as Samanpazarı, Ulucanlar Street, Anafartalar Street and the Ankara Castle. (Altındağ Belediyesi, 1991)

Therefore, the Altındağ District Municipality chose the area as a "pilot case". The area was divided into A, B, C, D and E blocks in order to implement by stages. The Municipality started to implementation at A block.

5.1.2.2. The Aim of the Project

The main aim of the project is to response the needs and to solve the problems that the area has met. The area is composed of conservation-gathering blocks. The conservation, restoration; rehabilitation and renovation processes are the main objectives for these conservation-gathering blocks. (Altındağ Belediyesi, 1991) According to Akçura (1992), the main aim of the project is to conserve the historical and architectural values; to solve the structural and functional problems; to provide healthy improvement of the historical commercial centre.

There is also an important aim to keep the current activities at their existing place and also to improve the environmental quality. (Güçhan, 2006) Therefore, the area would not loose its traditional functions and physical properties beside the modern city parts. Akçura (1992) emphasizes that, the existing functions of the shops, the building areas, and the rate between the ownership and tenancy were determined by the social and physical studies. These studies were done to provide the main principle of the project that is to protect the existing functions, distributions, shop owners and managers at their existing place. At the environmental scale, the rehabilitation of the infrastructure, transportation system and providing the pedestrian circulation was aimed.

Consequently, it can be said that the Project aims to maintain the site with its existing architectural and historical values; and functional structure. On the other hand, it aims the sustainability of the physical and functional properties of the site.

Figure 26: The location of the project area and boundaries (schematic representation) (Altındağ Belediyesi, 1991)

5.1.2.3. Analysis and Implementation Process

According to the preliminary report prepared by METU and Altındağ District Municipality in 1991, the implementation process is composed of two main stages;

- Preliminary decision composed of analyse, evaluation, decisions and design proposals.
- The project implementation project including fixing and documentation studies. The following part will present the analysis of the project area and the implementation process.

The Analysis of the Project Area
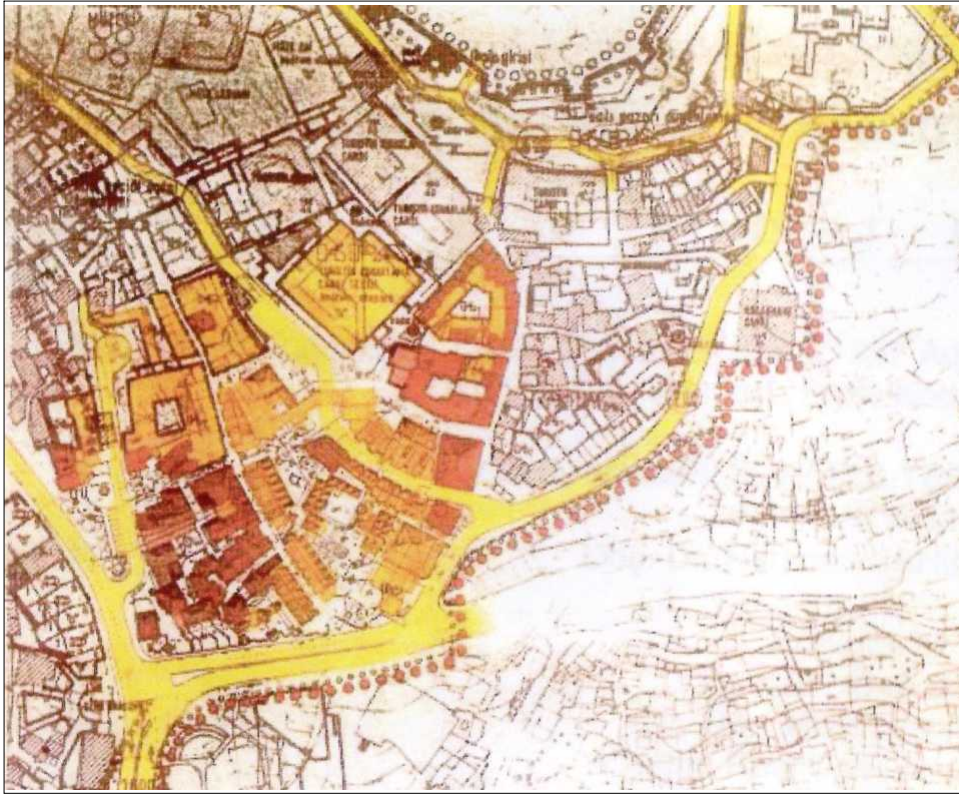
Figure 27: The Situation of the Project Area (Metu, 2005)

In the analyse stage: the location and boundaries; historical and architectural properties; usages and functions; ownership pattern; and potential problems of the area before the implementation of the Keklik Street and its Surrounding Conservation and Development Project and other indirect interventions in the area will be examined. Then, I will undertake the implementation process; and monitoring and review part with brief analysis of the area.

The location and the boundaries of the area can be seen in the figure 26, 27. The area is located at the intersection point of the Anafartalar Street and Koyun Pazarı Streets. Koyun Pazarı is an important connection to the Ankara Castle and defined the east boundary of the area. At the west, there is Aydınlık Street, the parallel street to the Anafartalar Street. The area is important for the Ulus Historical Commercial Centre in accordance to two aspects. The pedestrian axes that provide the connection to the

Historical Hanlar District and Inner Castle pass over from the area, so that the area can be accepted as the east entrance of the historical commercial centre. (Altındağ Belediyesi, 1991) The area is composed of five building blocks as A, B, C, D and E that have different properties. Besides these five blocks, there are F and G blocks that do not form a structure block. The name of the streets and blocks is given below (Fig. 28).

If we mentioned about the structural properties of the each block roughly, we can say that the historical structures mostly located at the Keklik, Saraçlar and Aydınlık Streets. These structures shape the existing type of the A and B blocks (Fig. 28). The structures at the south-west of the area, the Saraçlar Street mostly renovated (Fig. 28). The Aydınlık Street mostly could protect its traditional properties after the renovations. The other blocks that called C, D, and E are simple blocks on the historical and architectural side (Fig. 28). (Altındağ Belediyesi, 1991)

Figure 28: Structure Blocks and Streets of Keklik Street and its Surrounding Conservation and Development Project (Samanpazarı Keklik-Salman Street Conservation and Renewal Project, First Draft Report, 2005)

According to report of Altındağ Belediyesi (1991) there are 128 building units and 199 shops in the project area. Some buildings are constructed at the beginnings of the 19th and 20th centuries and have an architectural and historical significance. There are historical residences on the Keklik and Aydınlık Streets and traditional shops on the Saraçlar Street (Fig. 28). However, as I observed, the number of shops has changed from the destruction of C block and new constructions in the D, E and F blocks. At present, there are approximately 130 shops and there is no residence.

The buildings mostly on the Keklik Street and Aydınlık Street are important for the historical and architectural value. They traditionally represent old Ankara houses from the 19th century. Some parts of the area as Salman Street and then north of the Saraçlar Street was generally reconstructed as barracks (Fig. 28). The most important structural feature of the area appears at this point. There are three types of building exist as mentioned in the Ulus Historical City Centre Conservation and Improvement Plan. These are new buildings, registered buildings and buildings to be conserved. Saraçlar and Salman Streets are important commercial areas (Fig. 28). These shops are important for the architectural diversity. The buildings on the Koyun Pazarı Street and Pirinç Street mostly were restructured (Fig. 28). There are also some considerable monumental structures as Kurşunlu Mosque, Ahi Elvan Mosques and Celal Kattani Mosque.

Usages and functions

The most common usages are confection, fabric and shoe, furniture and glassware selling. These are mostly located at the Saraçlar, Keklik Street and Aydınlık Streets (Fig. 28). The second common functions are copper selling and tiner. The coppersmiths and antiquarians are mostly located in the Salman Street and Pirinçhan Street (Fig. 28). (Altındağ Belediyesi, 1991) The sundries, cotton selling, puff and cushion production are decreasing functions and located at the traditional patterns. The number of traditional activities such as garnish, spices and rope selling has been decreasing day by day, but they survive to sustain.

Ownership pattern

The ownership pattern of the area is composed from 32% of the Altındağ Distirct Municipality and 68% of private ownership before the implementation process. The implementations in the areas take place in the ownership of the Altındağ District Municipality will be easier. Also, the Municipality made detailed ownership investigations to prevent the ownership pattern problems in advance. The report of Altındağ Municipality (1991) says, there are 54, 25 % tenants and 45, 75 % property ownerships in the area.
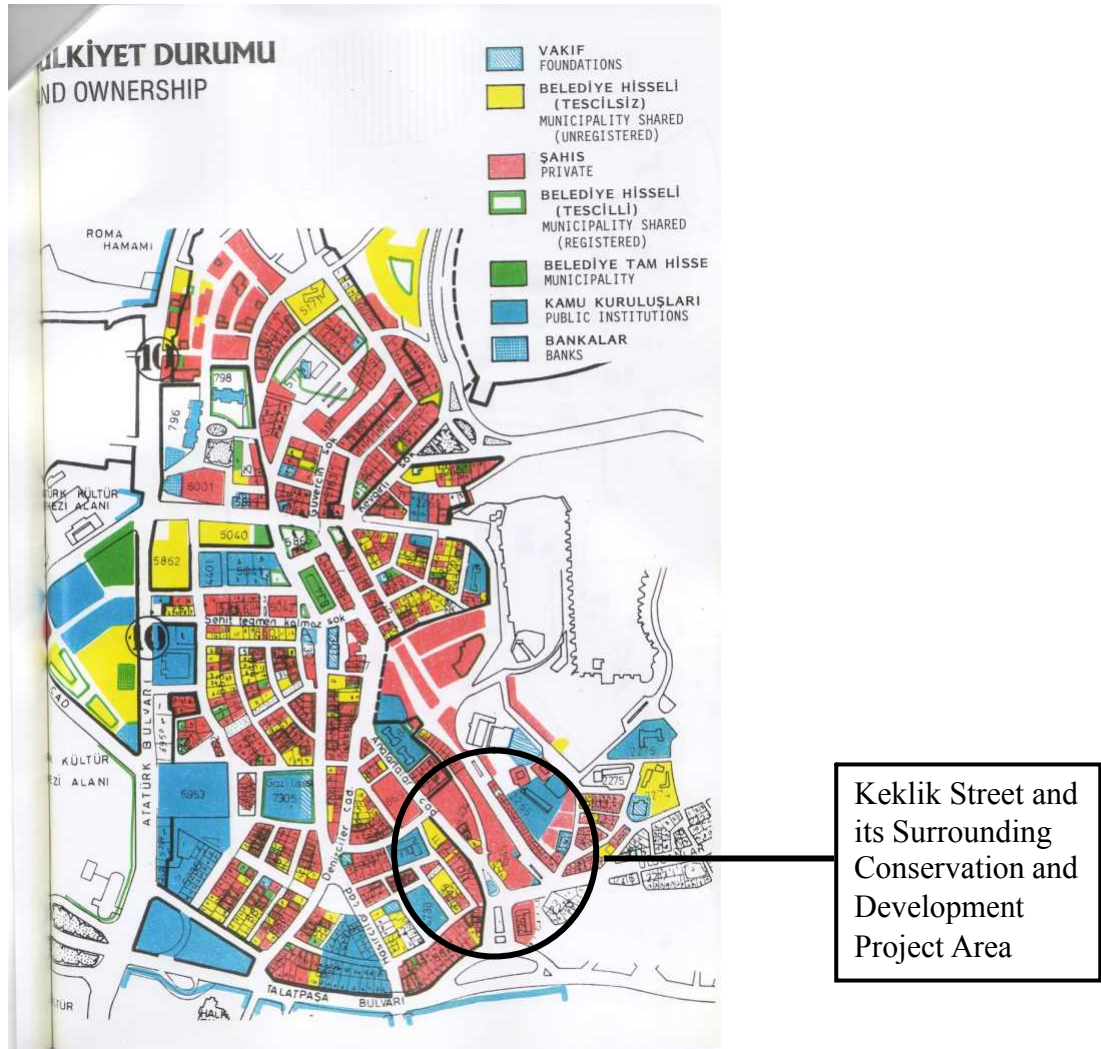

Figure 29: The Ownership Pattern (Project Competition on Ulus-Historical Centre (1986)

Potential Problems

There are some potential problems existed in the area. The Altındağ District Municipality Preliminary Report (1991) classifies the problems as: architectural, conservation situation, transportation and functional problems. At the architectural aspect, the most important problem is the threat of the wrong restoration and renovation methods for the traditional structures. The qualities of the structures have changed in a time period. Some of them were regenerated by new construction materials and techniques and some construction materials were leaved in the one stored slipshod store houses in the area. For instance, the buildings at the D and F blocks were mostly reconstructed with concrete material. The commercial functions are a considerable threat for the traditional and historical pattern of the area. For example, the historical structures in the C block were destructed for commercial anxieties. Also, the structures that are not destructed could not be conserved. In addition, the pedestrian ways and open spaces are so undefined areas and need to be organized with the vehicle transportation. At the functional aspect, the existing functions of the area decreasing and treated by the new developments.

Implementation Process

Four implementation processes appear significant in the Keklik Street and its Surrounding Conservation and Development Project. These include A (block as Keklik Street), D (block as Saraçlar Street), C (block as Sabuncu-Ulaşan A.Ş.) and Koç-Çengelhen, Çukurhan, Square and Clock Tower process. As well, there are other processes that related to this process indirectly. The F block was planned by the Altındağ District Municipality before and as my interview with the Municipality officials indicate that the Municipality started studies for B block. In the following part, I will present the implementation process for each block in detail. The location of the blocks can be followed from figure 28.
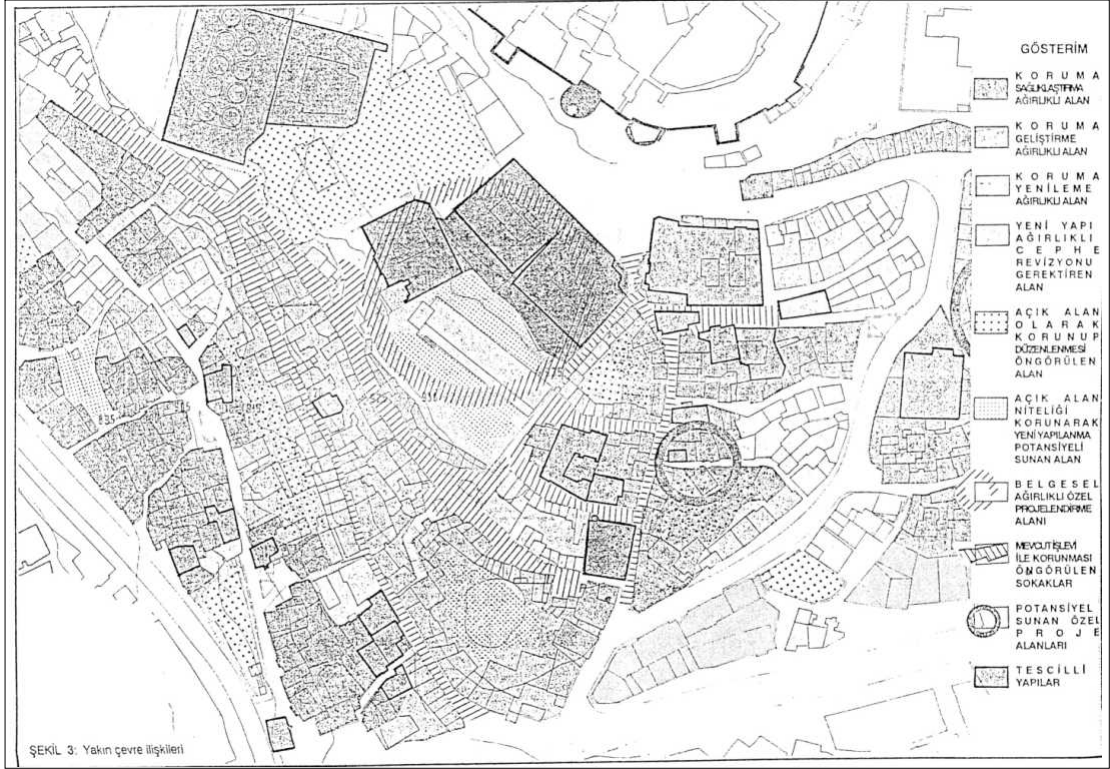
Figure 30: Programme Areas

Implementation process of the A block (Keklik Street)

Metu Planning Group and the Altındağ District Municipality signed a protocol on June 1st, 1991. The studies for A block started after a month of signing this protocol, on July 1st, 1991. During this period, the Municipality acquired necessary information about the area as land use and ownership pattern situation. These studies should include diversity since the buildings in the area differentiated in accordance to their values, properties, situations and problems. Therefore, the conservation, rehabilitation and renovation studies should vary in order to improve the existing situation by considering the cultural values and problems. For an effective and rapid planning process, the Municipality established a committee called "Keklik Street Decision Committee". This committee made meetings with the property owners and tenants-craftsmen in order to present the produced projects and to produce solutions about the new shares of property owners.

The Altındağ District Municipality and METU Planning Group made the land use analysis for the block by working together. Firstly, the ownership pattern should be determined. The cadastre plan was prepared according to the original plan of the area. At first, the block was divided into shared deeds. The development plan was prepared, and the floor easement was established. As a result, every parcel has turned into an independent part and became equal in size. Therefore, some parcels remained larger; some of them remained smaller from the previous situation. To solve this problem, the Municipality and property ownership made meetings several times and the Municipality gave money for the lack of land to the ownerships and the others that had an excess land gave money to the Municipality. The possible problems that can appear during the design process tried to be solved before and during the implementation. The property owners and tenants participated to the planning and implementation process by meetings and they commented on the project. The cost of the restoration and repair were met by the property owners. When the implementation start, the property owners would be in charge about constructions due to the protocol and the Municipality would be responsible for the control of the constructions. Therefore, it provided participation of the property owners to the project. As Güçhan (2006) says, in the A block which the implementation process started in, the ownership pattern was mostly private. The Municipality owns only a few building. Therefore, the implementation can be seen as a successful example at the area that has a private ownership mostly.

The METU Planning Group prepared completely the project with architectural and infrastructure projects to the Municipality of Altındağ on December 31st, 1990. Then, at first the 1/500 scaled site plan, 1/200 function and types of intervention decisions (conservation, rehabilitation, renovation) and silhouettes were represented to the Ankara Conservation Board for Cultural and Natural Assets and approved by the Board on January 7th, 1991. After then, the Altındağ Municipal Standing Committee approved the 1/1000 scaled land adjustment plan on February 5th, 1992 and issued 652. The Ankara Conservation Board for Cultural and Natural Properties approved the 1/50 scaled projects in order to implement on one block called A in 31st March, 1992 and issued 2299. At last, the Ankara Municipal Assembly approved 1/1000 scaled implementation plan revision in 29th June 1995 and issued

485, then the Ankara Conservation Board for Cultural and Natural Properties in 6th November 1995 and issued 4280.

According to Akçura (1992), the project has two stages. The first one is to take in hand the five blocks as a whole that remain between the Anafartalar, Koyun Pazarı, Pirinç and Saksı Streets and to prepare 1/2000 scaled conservation, rehabilitation and development aimed preliminary project for the area. In the second stage restoration, rehabilitation and renovation implementation projects were prepared at 1/50 scaled for two blocks thought as having priority of implementation. The construction process was completed in a one-year period in 1993. During this process, the tenants that have commercial activities in the area had moved to their second shops. After the rough constructions completed, they came back to their previous shops and went on to their existing activities.

This part of the Project was implemented effectively by providing participation of the property owners and tenants. The Altındağ Municipality made meetings several times with property owners during the planning and implementation process.

Implementation process of the C block (Sabuncu-Ulaşan)

This block is one of the blocks and it developed independent from the Keklik Street and its Surrounding Conservation and Development Project. The block was sold to the Sabuncu-Ulaşan A.Ş. on September 15th, 2004. The Municipality was the owner of the area before the Sabuncu-Ulaşan A.Ş. The small shopkeepers tell the reason of disposal as; the owners of an open-air cinema had some economic anxieties, they bring a suit as "izale-i şuyu". As a result, the whole block was sold to the Sabuncu-Ulaşan A.Ş. However, the property owners at the C block informed on disposal when the destruction decisions sent to them. The Sabuncu-Ulaşan A.Ş. as a new owner of the block, applied to Council of Ancient Monuments in order to revise the Ulus Historical Centre Conservation and Improvement Plan. The Council accepted the revision by the opinion of Baykan Günay and Sabuncu-Ulaşan A.Ş. asked METU to revise the project. Lastly, the project was revised by a team with the directorate of Neriman Şahin Güçhan and Abdi Güzer, Alper Alkan and Necva Akçura. The

revised project called as "Samanpazarı Keklik-Salman Street Conservation and Renewal Project". The First Draft Project Report determined about the revision requirements and principles; the space and function distribution. The project mostly conserves the traditional functions and integrates them with the modern functions. The Council of Ancient Monuments approved the project approximately three months ago by applying some changes. The construction studies started in 2006 by Sabuncu-Ulaşan A.Ş. As the shopkeepers said, the 95% of the area owned by the Sabuncu-Ulaşan, the remained 5% will be rented to the small shopkeepers. The property ownerships that had shops in the C blocks generally moved to their second shops from the near blocks.

Implementation process of the D block (Saraçlar)

The D block was exposed to a fire in 13th June 1992, and the Saraçlar Street side of the block was destructed. Although the area was within the Keklik Street and its Surrounding Conservation and Development Project boundary, the major of that period and the Department of Planning and Development of the Municipality arranged a competition. My in-depth interviews with shopkeepers shows that, during the project selection process, the property owners, Metu planning team, the Altındağ District Municipality and the Greater Municipality made meetings for the project. Also, they chose together the project which is prepared by the Metu team includes Architect Ali Osman Öztürk, Hüseyin Bütüner and Hilmi Güner. As a result, the Ulus Historical Centre Conservation and Improvement Plan were revised according to this plan and the project construction finished in 1993.

Implementation process of Çengelhan, Çukurhan, Square and the Clock Tower (Koç Holding)

Koç Holding took the right of exploitation of the Çengelhan and Çukurhan. The restoration studies started for Çengelhan in 2003. The studies continued fourteen years and finished in 2004. It was opened as a Rahmi Koç Museum. The Çukurhan Project can not be conducted because of the ownership problems. It has a multi-shareholder, so this causes an obstacle to implementation. The case has continued

with the Directorate of the Foundation. (Güçhan, 2006) According to Koç says, they undertake the restoration of Clock Tower at Castle and want to rehabilitee the Hisar Square and open it for tourism.

Figure 31: Çengelhan and the Clock Tower

Implementation Process of B, E and F Blocks

Beside these processes, there are also some projects implemented and some other studies started in E and F blocks. The E block was exposed to a fire in 1985 and the wooden structures were destroyed. In 1986, the property owners built their new barracks in a one night. After they built the new barracks, they asked to the Altındağ District Municipality in order to prepare the project of the block. The project was prepared and approved by the Council of Ancient Monuments with some little changes.

In the F block, the Architect Necdet Beşbaş, the Directorate of the Department of Planning and Development of the Altındağ District Municipality prepared a project by the demand of property ownerships in 2001. The construction finished in 2004. The Altındağ District Municipality as an owner of the block rented the shops by a flat received from contractor for landownership and some shops were sold.

In B block, as I learned from the Altındağ District Municipality, the parcellation plans prepared and the Municipality wants to implement the Keklik Street and its Surrounding Conservation and Development Project at this block. However, the area entered into an obligation of the Greater Municipality of Ankara in 2005, so the Municipality must receive approval of the Greater Municipality to implement.

Table 4: Keklik Street and its Surrounding Conservation and Development Project Process Time Table

	T1 1991	T2 1992	T3 1993	T4 2001	T5 2003	T6 2004	T7 2005	T8 2006	T9 2006
Political	A.M.-SHP			A.M. SHP ↻ AKP	A.M.-AKP			G.M.-AKP	
Legal	. The law called 2863 *Preservation of Natural and Historical Monuments Law* . Ulus Historical Centre Conservation and Improvement Plan			Ulus Historical Centre Conservation and Improvement Plan		. 2863 ordered as 5226 (Area Management) . Ulus Historical Centre Conservation and Improvement Plan	. 2863 ordered as 5226 (Area Management) . 5366 . 1580 . *Ulus Historical and Cultural Urban Regeneration and Development Project of G.M.*		
Organizational	The A.M, Metu Planning Team, property owners and tenants	(1) Metu Planning Team- A.M., ATAK.-Property owners and tenants (2) Department of Planning and Development of the Altındağ District Municipality (3) Ali Osman Öztürk, Hüseyin Bütüner and Hilmi Güner	(1) Metu Planning Team- A.M, ATAK.-Property owners and tenants (2) Department of Planning and Development of the Altındağ District Municipality	Some property owners	(1) Koç Holding (2) The A.M.	(1) Sabuncu-Ulaban A.P. (2) METU (Abdi Güzer, Alper Alkan and Necva Akpura) (3) Council of Ancient Monuments (4) Koç Holding	G.M.	Sabuncu-Ulaban A.P., Council of Ancient Monuments	(1) Department of Planning and Development of the A.M. (2) Koç Holding (3) Council of Ancient Monuments (4) Sabuncu-Ulaban A.P.
Process	The Project planning and implementation for A block started.	(1) The implementation continued on A block. (2) D block was exposed to a fire-destructed. Competition was arranged for D block (3) Chosen as a first project.	(1) The Construction finished at A block. (2) The reconstruction of the D block (Saraçlar side) finished.	The property ownerships demanded to the A.M to prepare a new project for the F block.	(1) The restoration studies started for Çengelhan (2) The construction of the F block finished.	(1) Brought the C block to implement and applied for revision of the plan. (2) Revised the project for C block. (3) Approval of C block revization. (4) The restoration of Çengelhan was finished and opened as a museum.	. The "Ulus Historical City Centre Conservation and Improvement Plan" was cancelled. . The studies for the area delayed.	The revised project of C block represented to Council of Ancient Monuments and the Council discussed the revised project.	(1) The parcellation and property ownership revization for the B block was made. (2) The case has continued for Çukurhan. (3) The revised project of C block approved. (4) The construction started on C block.

As we seen from the Process Time Table, there are many different processes related directly or indirectly with each other. Some of them implemented as proposed in the Project and sustain political, organizational and financial structure, some of them not. This table shows the political, legal, organizational and implementation processes which are important to understand the achievements and failures of the Project. As well, it provides background information for an evaluation of the Project according to the physical, functional and organizational sustainability.

Evaluation of the Process

If the whole process is discussed generally; although there are some deficiencies and troubles, the Keklik Street and its Surrounding Conservation and Development Project is an important project with respect to process design, participation of the community and coordination of different authorities. Also, the project can be said as one of the important examples of an implementation of conservation and development project for an historical pattern with both public and mostly private ownership. There are some strengths that enhance the Project that come from project strategies; participation of the community and coordination of different stakeholders especially for A block. The whole project was not completed at first. The planning team preferred to prepare the projects step by step. While one of the projects was implementing, the other one was designed. This provided earlier solutions to the potential problems and a consensus between the property owners, tenants, planning team and the governmental authority also. The A block implementation process was also lucky in a political aspect as it seemed at the Process Time Table political part. Firstly, the authority had not changed during the process. Secondly, the political authorities at that time owned the project; they supported and accelerated the implementation process. However, it can not be said for other processes of B, C, D, E and F blocks.

Besides the achievements, there are some problems that emanate from the political, ideological, economical and social issues. As it is discussed before, these issues can directly affect the sustainability of the heritage situation and management process. Especially, the political and ideological powers have an effective role for the Keklik

Street and its Surrounding Conservation and Development Project. After, the Hacıbayram Square Project, Karyağdı Tomb Square, Eynebey Bath Environment Project, Keklik Street Project, Saraçlar Project and Hayek Square were implemented between 1990 and 1994; there has been no intervention of the Greater Municipality for the Project area. Although the Greater Municipality has not performed its simple municipal services, it claims that the project has not proceeded and the area has turned into a depression area. Beside the Municipality, the community has not owned the project area and there has no conservation awareness of the society exist. Therefore, the achievement of the physical, functional and organizational sustainability becomes impossible with only effective management instruments as monitoring and review. As a result of political conflicts, lack of conservation awareness of the society and economical deficiencies, the area has been exposed to loose its physical significances, functional properties and organizational structure.

I prepare a SWOT analyse for the Keklik Street and its Surrounding Conservation and Development Project to summarize with respect to plan strategies; legal, organizational and economical achievements, obstacles, opportunities and threats of the project (Table 5). This analysis is prepared by the documents of the Project, my observations and in-depth interviews with the shopkeepers.

Table 5 SWOT Analysis of the Keklik Street and its Surrounding Conservation and Development Project

	PROJECT STRATEGIES	LEGAL	ORGANIZATIONAL	ECONOMICAL
STRENGTHS	. The area has an important point for Ulus Historical City Centre Conservation and Improvement Plan . Selection as a "pilot case" . "Process Management" Approach . "Pro-active" Process	"Ulus Historical City Centre Conservation and Improvement Plan" . "Keklik Street and its Surrounding Conservation and Development Project" . The law called 2863-"Preservation of Natural and Historical Monuments Law"	. The Altındağ District Municipality owned the project . Coordination of governmental authorities, Metu Planning team, property owners and tenants . Participation of the community at planning and implementation process . Community owned the project	. The contributions of property owners for the construction process. . Private enterprise
WEAKNESSES	. The lack of the evaluation (monitoring and review) strategies to provide the **sustainability** of the plan	. Insufficient contexts of the legal regulations . Ownership problems at multi-share areas . Some implementations independent from the Project	. The Greater Municipality and the community have not owned the project actually. . Conflict between the Greater Municipality, Altındağ District Municipality and Metu Planning Team	. Insufficient financial sources of the Altındağ District Municipality
OPPORTUNITIES	. New approach of conservation planning . Long-Term visions . Determining stages to implement	. The law called 2863 ordered as 5226 and "area management" approach . The "Area Management Regulation" of 5226	. The new proposed organizational structure by "area management" . KUDEB-the Municipalities	. New financial source by the new law called 5226 . The right of immovable transfer . Private enterprise
THREATHS	. Non-existence of monitoring and review programmes . The unenforceability of the remained part of the project.	. The cancellation decision of the Greater Municipality of Ankara . 1580, 5366	. The area is under the control of the Greater Municipality today . Conflicts between the Greater Municipality, Metu Planning team and Altındağ District Municipality . Lack of coordination between decision makers and implementers	. Rent Anxiety . Insufficient financial sources of the Altındağ District Municipality . Private enterprise

This SWOT analysis presents that the Project strategies aims mostly a physical, functional and organizational sustainability. However, it is understood that there are some physical deteriorations, legal deficiencies, organizational conflicts, functional changing and economical problems. These issues will be discussed in the following section in detail with respect to sustainability principle of heritage management.

5.2. Evaluation of the Keklik Street and its Surrounding Conservation and Development Project with respect to sustainability principle of Cultural Heritage Management.

To evaluate the Project, I examined the Ulus Historical City Centre Conservation and Improvement Plan and Keklik Street and Its Surrounding Conservation and Development Project reports. After that, I made some observations to understand the existing situation of the area. Then, I asked some open-ended questions to shopkeepers to understand what is planned for the area and what happened.

Firstly, I will present the evaluation of each block in the study area with respect to physical, functional and organizational sustainability with the help of my questionnaire tables (Appendix C). In order to make this evaluation the "indicators" that are used as "key resources or experiences" should be determined. (Comer, 2002) While I examining the physical sustainability, I will take into consideration the existing situation of the historical buildings that are restored, reconstructed or rehabilitated by the decision of the Project. In addition, are there any new construction or additional structures on the historical buildings and how the traditional property changed after the processes discussed. For the functional sustainability, I will consider the decreasing and increasing functions at the area. As well, how the traditional functions have sustained and changed after the implementation process and what are the new functions of the area are discussed. At the organizational aspect, I will investigate what did all the stakeholders do for the Project and after the implementation process what happened to them? Also, how the property owners and tenants have participated and contributed to the process and what are their plans for the future?

Secondly, I will reflect on the research findings with respect to existing theoretical and methodological discussions. As a result, I will discuss the factors which both hindered and enhanced the implementation of the project and its sustainability in terms of decisions and heritage conservation management.

A Block (Keklik Street)

The Altındağ District Municipality chose the A Block as a "pilot case" in the implementation phase of the project. The block was determined as a Rehabilitation and Renovation Programme Area (Fig. 30). The implementation process completed in 1993. I investigated what happened in the project area after 13 years and which factors hindered and enhanced the process.

Figure 32: Different Views from A Block's Present Situation (by Author, 2006)

Table 6: Evaluation of Sustainability for A Block

	What was before?	What was planned?	What happened?	Why?
Physical	The block has important structures for architectural and historical value, but they were destructed generally.	The area was determined as a Rehabilitation and Renovation Programme Area.	The project was implemented but the historical structures properties could not be maintained, as a results they were destroyed.	There is no owner of the area and no regular control for maintenance of the physical structure.
Functional	General functions were confection, fabric and shoe, furniture and glassware selling.	To keep the existing functions at their existing places.	The functions has continued at their existing place same as planned. A few of them could not sustain.	There is no owner of the area and no regular control for functional performance.
Organizational	The Altındağ Municipality was the authority.	To establish a committee for this project, and provide a coordination of stakeholders and participate the community to the project.	The political authority changed in 2005 and became the Greater Municipality.	The new political authority and community have not owned the area and there is no an effective organization for the area to sustain it.

As shown in Table 6, after the implementation, the buildings mostly lost their properties. The historical structures rehabilitated and reconstructed according to traditional methods have become old in tim. In addition, they have been visually blocked by signboards, advertisements, canopies and benches of shops (Fig. 32). Therefore, it is hard to say that the project area achieved the physical sustainability. At a functional aspect, it can be said that the existing functions have been sustained mostly as plan proposed. However, there are a few buildings that can not sustain its proposed function and according to small shopkeepers, there has been a decrease of trade at the shops that remain behind. Also, the small square that planned as Daracık Square is used as taxi stand at present. As a result, it should be said that the area generally achieved the functional sustainability.

The interviews show that the property owners and tenants participated to the Altındağ District Municipality and Metu Planning Team meetings. They discussed the objectives of the plan during the planning and implementation process. Besides,

they took some responsibilities in an organization scheme. As a result, stakeholders owned the project and did what they should have done. In other words, the organizational sustainability could be achieved during the implementation process. However, a unity between the shopkeepers and the Municipality could not be sustained after. Actually, the small shopkeepers at this block are mostly hopeful from the developments and want to do their possible. However, there have occurred some political changes and a conflict between two different governmental authorities as; the Altındağ Municipality and the Greater Municipality. This conflict has continued during 13 years. An organization that is established by shopkeepers as Saraçlar Committee could not provide an effective control and development for the area because it has no adequate financial sources and organizational structure. Therefore, the area has remained ownerless for a long time.

B Block

The B block is an important part of the project because it consists of historically valuable buildings. The area has been determined as a Rehabilitation Programme Area (Fig. 30). However, since the project has been approved, no decision has been implemented. After the A block implementation completed, there occurred some political, organizational and economical problems that prevented the implementation of remained parts of the project.
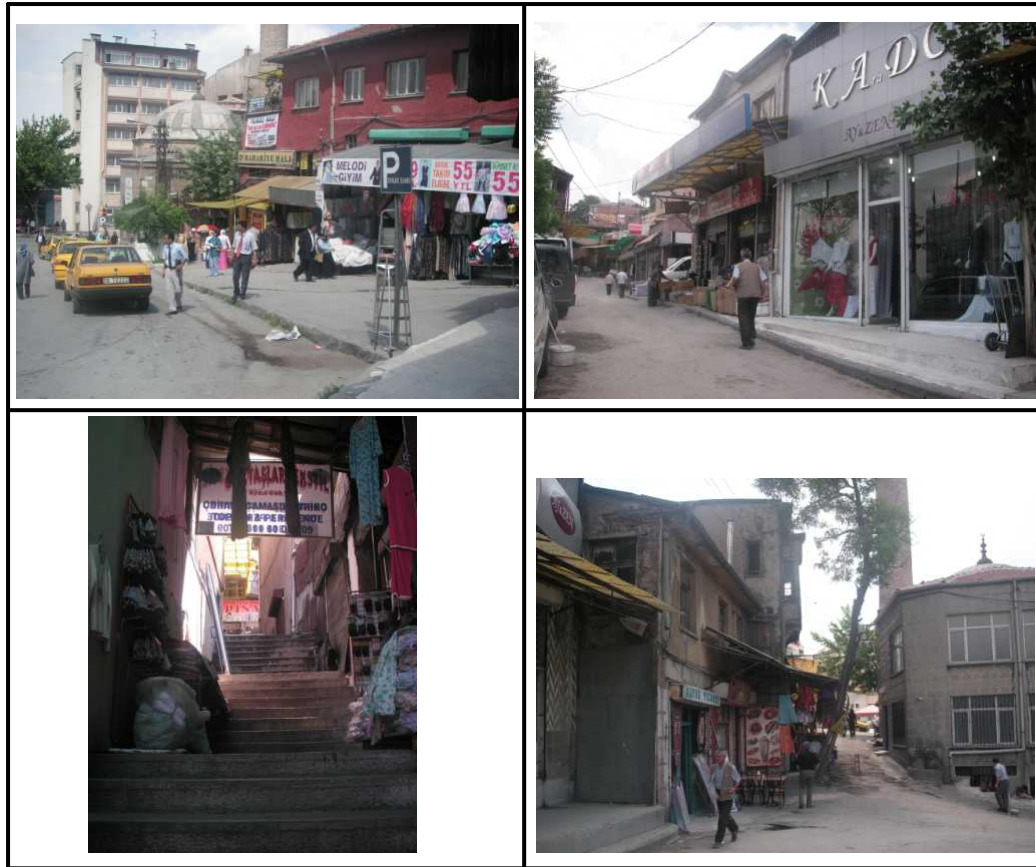
Figure 33: Different Views from B Block's Present Situation (by Author, 2006)

Table 7: Evaluation of Sustainability for B Block

	What was before?	What was planned?	What happened?	Why?
Physical	The block has important structures for architectural and historical value, but they were destructed mostly.	The area was determined as a Rehabilitation Programme Area.	The project could not be implemented, so historical structures could not be maintained and also they destructed by new constructions.	The decisions of the project could not be implemented because of the political conflicts.
Functional	General functions were confection, fabric and shoe, furniture and glassware selling.	To keep the existing functions at their existing places.	The functions has continuing at their existing place, but they have mostly economical problems.	The decisions of the project could not be implemented.
Organizational	The Altındağ Municipality was the authority.	Provide a coordination of stakeholders and participate the community to the project.	The political authority changed in 2005 and became the Greater Municipality. There is no unity between the shopkeepers.	There has been a political conflict between two authorities.

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Table 7 shows that there has been no implementation since 13 years and the historical pattern started to lose its significances and become old (Fig. 33). The shopkeepers tried to find solutions for their problems individually with jerry-built canopies, lightning and signboards. The Project has not been owned by the Altındağ Municipality for a long time. As well, the implementation of the project became unachievable after the project area pass into the control of the Greater Municipality in 2005 and the Ulus Historical City Centre Conservation and Improvement Plan was cancelled. It can be said that, the area could not sustain its physical and organizational sustainability. However, most of the shopkeepers are hopeful for the new construction of Sabuncu-Ulaşan and they want to be permanent at the area.

C Block (Sabuncu-Ulaşan A.S.)

The C block was determined as Development Programme Area (Fig. 30). As I said before, the area was bought by Sabuncu-Ulaşan A.Ş. in 2004 and the project revised by Metu Planning team and approved by some changes. The construction of the block started in 2006 (Fig. 34).

Figure 34: Construction of C Block (by Author, 2006)

Table 8: Evaluation of Sustainability for C Block

	What was before?	What was planned?	What happened?	Why?
Physical	The block has simple structures for architectural and historical properties.	The area was determined as a Development Programme Area.	The all block was destroyed to implement the revised project and the construction started in 2004.	There were economical anxiety of some shopkeepers and the area was sold to Sabuncu-Ulaþan A.Þ.
Functional		To keep the existing functions at their existing places.	The whole shops were destroyed, there will be some traditional functions located beside the new ones.	The area revised as an attraction point with restaurants, cafes and new stores beside the traditional ones.
Organizational	The Altındağ Municipality was the authority.		The political authority changed in 2005 and became the Greater Municipality.	

The proposed project for C block has changed after the block was sold to the Sabuncu-Ulaşan A.Ş. It was revised by Metu Planning Team as Samanpazarı Keklik-Salman Street Urban Conservation-Renovation Project. The construction started in 2006. It is not easy to say that, the area could achieve its physical sustainability. The physical structure changed with the new project. The existing functions are mostly kept by integrating them into the new ones. Therefore, the project aims to provide a functional sustainability of the area generally.

D Block (Saraçlar Street)

The D block was determined as Development Programme Area in the Project (Fig. 30). However, the Saraçlar side of the D block was exposed to a fire in 1992 and reconstructed in 1993 according to the project selected in a competition by the Altındağ Municipality. This selection process was done through a series of meetings with the participation of the Greater Municipality, the METU Team and

representatives from shopkeepers. Each shopkeeper contracted with a contractor individually and reconstructed their own shops. Therefore, the other side of the block remained same. The property owners and tenants mostly hopeful for the Greater Municipality Project. Most of the shopkeepers think that this project will provide economical advantages to the area by its proposed projects.

Figure 35: Different Views from D Block's Present Situation (by Author, 2006)

Table 9: Evaluation of Sustainability for D Block

	What was before?	**What was planned?**	**What happened?**	**Why?**
Physical	The block has simple structures for architectural and historical properties.	The area was determined as a Development Programme Area.	The Saraçlar side was reconstructed independently from the Project. Other side of the block mostly destructed.	The property owners demanded new shops at their existing place. There have been no intervention at the other side.
Functional	General functions were confection, fabric and shoe, furniture and glassware selling.	To keep the existing functions at their existing places.	The functions has continuing at their existing place.	
Organizational	The Altındağ Municipality was the authority.	Provide a coordination of stakeholders and participate the community to the project.	The political authority changed in 2005 and became the Greater Municipality, there is no unity between the shopkeepers.	There has been a political conflict between two authorities.

Therefore, it can be said that the area started to lose its physical properties and significances (Fig. 35). The historical structure of the blocks was ruined by the effect of these new structures. In addition, there has become disintegration between two sides of the block. The traditional shops have been dilapidated in time. In other words, this block can not achieve the physical sustainability. With respect to the functional aspect, the traditional shops have continued to maintain their functions in the area. The shopkeepers at the Saraçlar side are mostly satisfied and hopeful for the future and they are willing to do something for the area. However, the shopkeepers at the other side of the block are mostly desperate because of the physical situation of the shops and lack of environmental quality. They mostly economically struggle and want to leave their shops.

E Block

The E block was determined as Renovation Programme Area (Fig. 30). However, there has been no implementation since the Project was approved.

Figure 36: Different Views from E Block's Present Situation (by Author, 2006)

Table 10: Evaluation of Sustainability for E Block

	What was before?	**What was planned?**	**What happened?**	**Why?**
Physical	The block has mostly reconstructed simple structures as barracks.	The area was determined as a Renovation Programme Area.	Historical structures could not be maintained and became old mostly.	The decisions of the project could not be implemented because of the political conflicts.
Functional	General functions were coppersmiths and antiquarians.	To keep the existing functions at their existing places.	The functions has continuing at their existing place.	
Organizational	The Altındağ Municipality was the authority.	Provide a coordination of stakeholders and participate the community to the project.	The political authority became the Greater Municipality, there is no unity between the shopkeepers.	There has been a political conflict between two authorities.

As Table 10 shows that the decisions of the project could not be implemented, so the historical structures could not be maintained and mostly destructed. After the A block implementation process, the project has not been owned by the Altındağ Municipality. Also, the area passed into the control of the Greater Municipality in 2005 and the implementations were mostly interrupted. The existing functions have continued, but they have turned to depression areas because of the lack of maintenance (Fig. 36). In addition, the shopkeepers have economically struggle and they are mostly discouraging because of the dilapidated situation of the shops and environmental quality. Most of them want to leave their shops.

F Block

The F Block was determined as a Development Area (Fig. 30). However, the block has a different development process from the Project. In 2001, the shopkeepers demanded a new shopping unit from the Municipality and the construction of the structure finished in 2004 (Fig. 37). The Municipality did not take into consideration the Keklik Street and its Surrounding Conservation and Development Project.

Figure 37: Different Views from F Block's Present Situation (by Author, 2006)

Table 11: Evaluation of Sustainability for F Block

	What was before?	**What was planned?**	**What happened?**	**Why?**
Physical	The block had simple structures for architectural and historical properties.	The area was determined as a Development Programme Area.	A shopping unit was constructed by the Municipality.	The Altındağ Municipality did not take into consideration the Project.
Functional	General functions were coppersmiths and antiquarians	To keep the existing functions at their existing places.	There are tourist shops located in the new shopping unit.	The Altındağ Municipality did not take into consideration the Project.
Organizational	The Altındağ Municipality was the authority.	Provide a coordination of stakeholders and participate the community to the project.	The political authority became the Greater Municipality	

A new shopping unit was constructed different from the decisions of the Keklik Street and its Surrounding Conservation and Development Project. The traditional structures of the area have been destroyed and the functions have changed mostly.

5.3. Discussion

The examination of the project demonstrated that the Keklik Street and its Surrounding Conservation and Development Project contain both strengths and

limitations in terms of cultural heritage management principles. In this section, I will reflect on these strengths and limitations and I will propose what cultural heritage management model could take for the Keklik Street Project.

Strengths and Limitations of the Project

As a result, when the achievements, difficulties and insufficiencies of the Project are examined, the present situation of the Project can be summarized as it is successful in accordance to its innovative conservation method, participation and coordination of various stakeholders. The project was defined as a part of process design. It provided the community awareness for heritage conservation by several meetings and joining them to the planning and implementation process (Fig. 38).

However, there have been some obstacles experienced during the implementation process and afterwards. Since some developments occurred independently from the project decisions, the sustainability of the Project can not be discussed easily. If the whole process is discussed, it can be easily seen that there happened some breakdowns, obstacles and difficulties during the implementation process. Some implementations were done in the D, E and F blocks pursued by the A and C blocks. However, the elapsed time and lack of strategies for post-planning caused to lose of significances of the physical structures. The area has lost its traditional properties and functions due to the economical problems and wrong implementations. The number of copper working and tinner shops has been decreased and the remained ones mostly met by economical difficulties. In addition, the owners did not give proper maintenance and care to the area for a long time. There occurred a conflict between the Altındağ Municipality and the Greater Municipality. Also, the Saraçlar Committee has no an effective role in decision-making. The interviews show that, the Committee comes together occasionally and the shopkeepers share their troubles and difficulties. However, the Committee has no an adequate financial sources and organizational structure to find a solutions except from small difficulties. Moreover, approximately 75% property owners and tenants do not know about the Ulus Historical City Centre Conservation and Improvement Plan and the future plans of the Greater Municipality. The remained part as 25% knows about a little for the

Greater Municipality's plan and they mostly hopeful from this new development. Approximately, %30 of small shopkeepers wants to close their shops and go because of the economic problems. Others who want to be permanent in the area want to do some simple rehabilitation implementations with other shopkeepers, Saraçlar Association and Altındağ Municipality for an effective use of the area. They are mostly hopeful from the Sabuncu Ulaşan A.Ş. construction and think that this will provide environmental quality and economical opportunities. Supported by the interviews, it can be concluded that the community does not have a sufficient awareness for conservation nor for future plans of the Greater Municipality, which in fact constitute a serious threat over the historical and architectural assets of the area. With respect to the sustainability issue, it might be fair to state that the project could not sustain itself in certain ways, because the monitoring and reviewing part did not take place after planning and development part of the process. There are some physical, functional and organizational results of this consequence. First, with respect to the physical aspect, as Güçhan asserts (2006), the historical pattern started to lose its values, destructed and became old. This is caused by the lack of maintenance programme for heritage significances. Regarding the functional aspect, the proposed functions mostly provided and the sustainability of the traditional shopkeepers and artisans in the area as copper working, tinners and endemic product sellers mostly sustained. However, my interviews show that most shopkeepers are economically struggle. There is a considerable decrease of sales. Moreover, the property owners and tenants do not seem to be satisfied. This, in turn, negatively affects the functional sustainability. The organizational part of the Project also contains some problems. For example, after the implementation of the A block, the Project has not been owned by the Altındağ Municipality and the property ownerships and tenants mostly. Therefore, the project area mostly remained ownerless. After the cancellation of the Ulus Historical City Centre Conservation and Improvement Plan, the authority became the Greater Municipality of Ankara and there occurred an authority conflict with the Altındağ Municipality. Besides, the disagreement occurred between the METU Planning Team and the Greater Municipality for the future of the project. This political conflict affected the follow-up of decision implementation, and thus, the sustainability of conversation policies for the area. The chart below summarizes the consequences of the process in terms of the project sustainability

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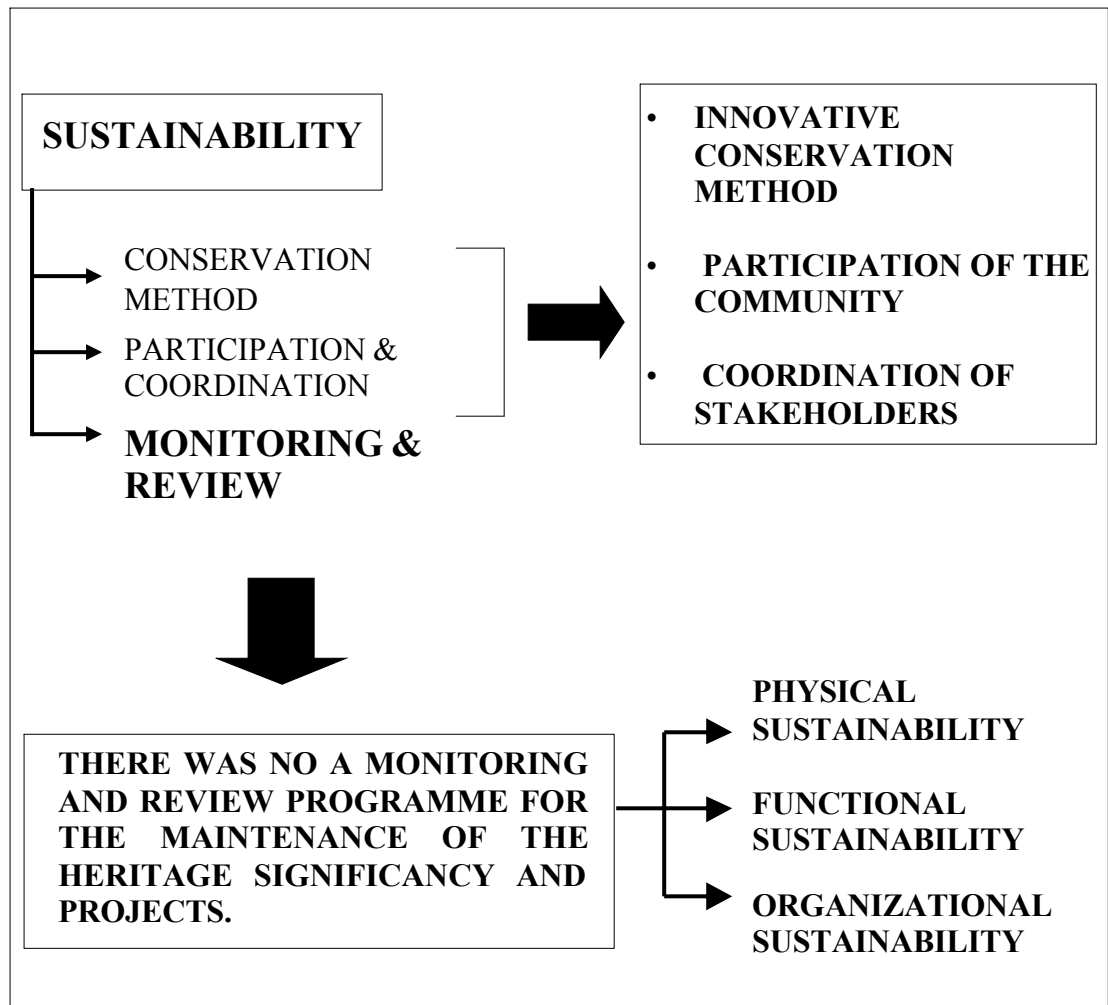
Figure 38: Achievements and troubles of the Project

5.4. Keklik Street and its Surrounding Conservation and Development Project with Management Approach

With reference to these empirical consequences of the Keklik case, I would like to elaborate on what would take to sustain the Keklik Street and its Surrounding Conservation and Development Project. If the Project had taken into hand with a management approach, a few conditions might have needed to be achieved for planning, implementation and monitoring and reviewing stages. These include:

Establishment a site management unit in order to conduct and control the management process with project unit, central and local governmental authorities, non-governmental organizations, consultants, experts and community. T h e organizational chart can be formed as (Fig. 39):
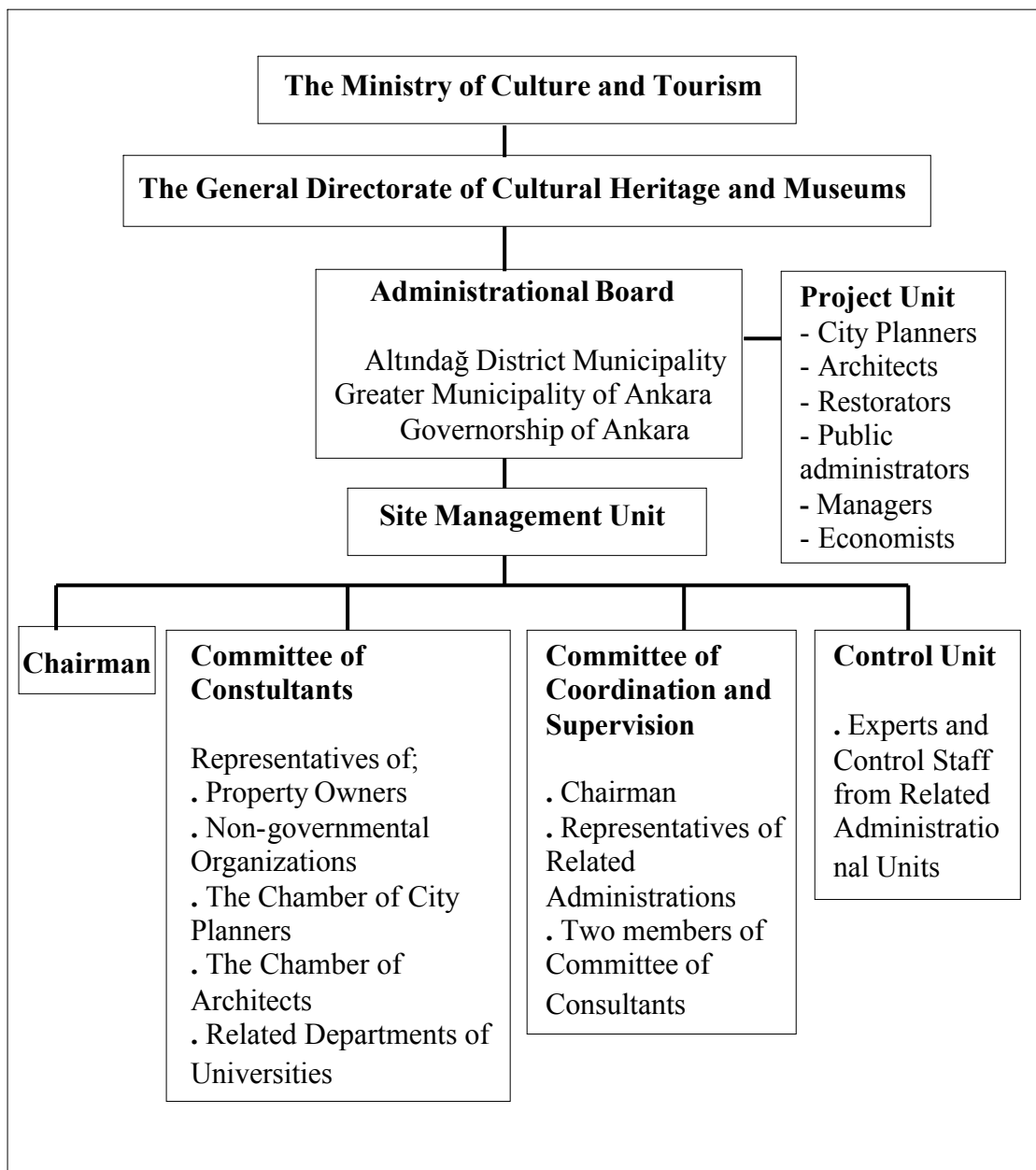
Figure 39: Proposed Organizational Structure

Financial Management

- The new financial source provided by the law called 5226 should be used effectively by the Administrational Board as;

- The allocated source for conservation purposes of the Ministry budget should be used effectively.
- The *Taşınmaz Kültür Varlıklarının Korunması Katkı Payı* provided from the 10% of the property tax should be used effectively. This source is used by municipalities for maintenance of the heritage under the control of governorships.
- The 10% of the credits provided by the law called 2985; *Toplu Konut Kanunu* should be used for the maintenance, repair and restoration of the heritage.

- An action plan should include financial decisions for each period of the process.
- Financial sources should be supported with the property ownerships and aligned according to the type of intervention.
- It should be taken pain over to use the sources by an organization not individuals.

Monitoring & Review

- A regular monitoring programme for the conditions of the structures that have a historical and architectural value and environmental quality.

- Short-term (monthly/ quarterly, annual) reporting and review for the heritage conditions and implementation process; and long-term (5 years) reporting and review for the vision and strategies of the project.

- Annual performance measurements of the whole process.

- A regular monitoring programme to evaluate the changing conditions and necessities of the project area.

CHAPTER 6

CONCLUSION

In this study, I first reviewed the literature of heritage conservation management. Then, I evaluated the Keklik Street and its Surrounding Conservation and Development Project with respect to the sustainability principle of Cultural Management approach. Consequently, I found that the cultural heritage management brings important contributions to the heritage conservation by emphasizing the sustainability of the heritage significance; and the visions and strategies of the projects. In order to achieve this, it uses some instruments as monitoring programme and review policy. I evaluate the Keklik Street and its Surrounding Conservation and Development Project with respect to these arguments, and try to adopt the project to the requirements of the sustainability that management approach propose.

First, the project process is analysed within the context of the whole Ulus Historical City Centre Conservation and Improvement Plan process. The achievements and troubles of the process are discussed. They were improved by in-depth interviews with shopkeepers of the area. Respondents answered the questions concerning the factors which enhanced and/or hindered the sustainability of the Keklik Street and its Surrounding Conservation and Development Project. They also presented the situation after the implementation process.

Secondly, how different management approaches achieve the sustainability principle and the contribution of the monitoring and review instruments are discussed. Then, the performance measurement of the present situation of the Keklik Street and its Surrounding Conservation and Development Project is prepared. In the project, I attempted to assess changing physical, functional and organizational structure of the site after the implementation process; and the achievements and troubles of the Project with respect to sustainability principle. Then, I further investigated how the

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process has been sustained in terms of the physical, functional and organizational structure of the site as well as the vision and strategies. Finally, I intended to seek insight specifically for the question "how the sustainability of the process could be achieved? Supplementing this question, I also intended answer the questions including "what should be done to achieve the sustainability of the site and project's vision?", "how the sustainability principle and its instruments of the management approach could be contributed to this process?"

Based on my research findings, I conclude that there are various factors such as society awareness, education, and participation which affect the sustainability of cultural heritage management. However, this approach considers the evaluation of the whole process ranging from planning and implementation to the phase after the implementation (Fig.40). It suggests the monitoring and review system as a powerful tool for achieving the sustainability. Monitoring includes regular reporting and maintenance programme. The review provides the evaluation of the project according to new conditions and necessities of the area.
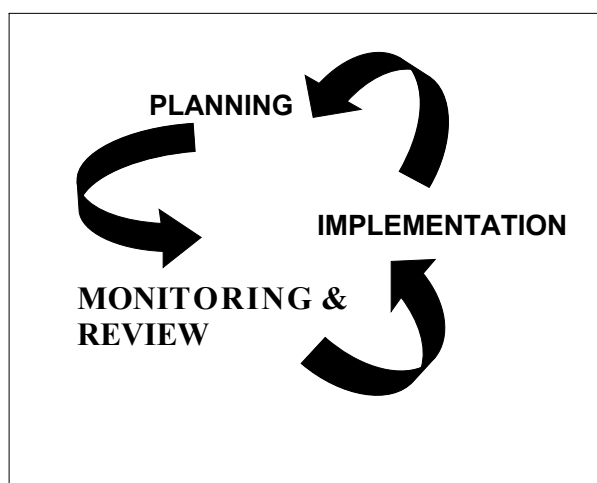

Figure 40: Importance of Monitoring and Reviewing Process and its Instruments

As a result, it is easily seen that the conservation process has not an effective policy to provide a sustainable development of the cultural heritage in Turkey. After the planning and implementation applied, the process is finished. The monitoring and

review of the situation of the heritage, outcome of the projects and changing circumstances and necessities of the project area is not applied.

This situation can be experimented for the Keklik Street and its Surrounding Conservation and Development Project. Although the Project has some achievements as an effective conservation approach, participation of the community and coordination between stakeholders; there is a considerable failure in providing the sustainability of physical properties of the heritage, proposed functions and organizational structure. The lack of monitoring and review process is one of the most important reasons of this failure. Therefore, if the monitoring and review process is applied to the process, the situation of the heritage and the achievements of the proposed projects will be monitored with regular reports and reviewed with respect to new circumstances and necessities of the area. Also, if requires the project vision and strategies will be updated. This is an effective way of providing sustainability of the cultural heritage that cultural heritage management approach proposed.

As a result, its worth of stating that the monitoring and review part of the Cultural Heritage Management approach is one of the primary requirements of the sustainability of the heritage significance and proposed projects' vision and strategies. Hocking (2002) asserts that:

> *"The management cycle is completed when the manager reviews progress and uses this review information to adjust or correct their planning and management. This review function is often visualised and presented as only being linked to management outcomes. However, evaluation can look at all aspects of the management cycle, including the context within which management takes place. The results of evaluating each aspect can be fed back into the management cycle."*

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**ICOMOS CHARTER FOR THE PROTECTION AND MANAGEMENT OF
THE ARCHAEOLOGICAL HERITAGE (1990)**

INTRODUCTION

It is widely recognized that a knowledge and understanding of the origins and development of human societies is of fundamental importance to humanity in identifying its cultural and social roots.

The archaeological heritage constitutes the basic record of past human activities. Its protection and proper management is therefore essential to enable archaeologists and other scholars to study and interpret it on behalf of and for the benefit of present and future generations.

The protection of this heritage cannot be based upon the application of archaeological techniques alone. It requires a wider basis of professional and scientific knowledge and skills. Some elements of the archaeological heritage are components of architectural structures and in such cases must be protected in accordance with the criteria for the protection of such structures laid down in the 1966 Venice Charter on the Conservation and Restoration of Monuments and Sites. Other elements of the archaeological heritage constitute part of the living traditions of indigenous peoples, and for such sites and monuments the participation of local cultural groups is essential for their protection and preservation.

For these and other reasons the protection of the archaeological heritage must be based upon effective collaboration between professionals from many disciplines. It also requires the cooperation of government authorities, academic researchers, private or public enterprise, and the general public. This charter therefore lays down principles relating to the different aspects of archaeological heritage management. These include the responsibilities of public authorities and legislators, principles relating to the professional performance of the processes of inventorization, survey, excavation, documentation, research, maintenance, conservation, preservation, reconstruction, information, presentation, public access and use of the heritage, and the qualification of professionals involved in the protection of the archaeological heritage.

The charter has been inspired by the success of the Venice Charter as guidelines and source of ideas for policies and practice of governments as well as scholars and professionals.

The charter has to reflect very basic principles and guidelines with global validity. For this reason it cannot take into account the specific problems and possibilities of regions or countries. The charter should therefore be supplemented at regional and national levels by further principles and guidelines for these needs.

ARTICLE 1. DEFINITION AND INTRODUCTION

The "archaeological heritage" is that part of the material heritage in respect of which archaeological methods provide primary information. It comprises all vestiges of human existence and consists of places relating to all manifestations of human activity, abandoned structures, and remains of all kinds (including subterranean and underwater sites), together with all the portable cultural material associated with them.

ARTICLE 2. INTEGRATED PROTECTION POLICIES

The archaeological heritage is a fragile and non-renewable cultural resource. Land use must therefore be controlled and developed in order to minimize the destruction of the archaeological heritage.

Policies for the protection of the archaeological heritage should constitute an integral component of policies relating to land use, development, and planning as well as of cultural, environmental and educational policies. The policies for the protection of the archaeological heritage should be kept under continual review, so that they stay up to date. The creation of archaeological reserves should form part of such policies.

The protection of the archaeological heritage should be integrated into planning policies at international, national, regional and local levels.

Active participation by the general public must form part of policies for the protection of the archaeological heritage. This is essential where the heritage of indigenous peoples is involved. Participation must be based upon access to the knowledge necessary for decision-making. The provision of information to the general public is therefore an important element in integrated protection.

ARTICLE 3. LEGISLATION AND ECONOMY

The protection of the archaeological heritage should be considered as a moral obligation upon all human beings; it is also a collective public responsibility. This obligation must be acknowledged through relevant legislation and the provision of adequate funds for the supporting programmes necessary for effective heritage management.

The archaeological heritage is common to all human society and it should therefore be the duty of every country to ensure that adequate funds are available for its protection.

Legislation should afford protection to the archaeological heritage that is appropriate to the needs, history, and traditions of each country and region, providing for in situ protection and research needs.

Legislation should be based on the concept of the archaeological heritage as the heritage of all humanity and of groups of peoples, and not restricted to any individual person or nation.

Legislation should forbid the destruction, degradation or alteration through changes of any archaeological site or monument or to their surroundings without the consent of the relevant archaeological authority.

Legislation should in principle require full archaeological investigation and documentation in cases where the destruction of the archaeological heritage is authorized.

Legislation should require, and make provision for, the proper maintenance, management and conservation of the archaeological heritage. Adequate legal sanctions should be prescribed in respect of violations of archaeological heritage legislation.

If legislation affords protection only to those elements of the archaeological heritage which are registered in a selective statutory inventory, provision should be made for the temporary protection of unprotected or newly discovered sites and monuments until an archaeological evaluation can be carried out.

Development projects constitute one of the greatest physical threats to the archaeological heritage. A duty for developers to ensure that archaeological heritage impact studies are carried out before development schemes are implemented, should therefore be embodied in appropriate legislation, with a stipulation that the costs of such studies are to be included in project costs. The principle should also be established in legislation that development schemes should be designed in such a way as to minimize their impact upon the archaeological heritage.

ARTICLE 4. SURVEY

The protection of the archaeological heritage must be based upon the fullest possible knowledge of its extent and nature. General survey of archaeological resources is therefore an essential working tool in developing strategies for the protection of the archaeological heritage. Consequently archaeological survey should be a basic obligation in the protection and management of the archaeological heritage.

At the same time, inventories constitute primary resource databases for scientific study and research. The compilation of inventories should therefore be regarded as a continuous, dynamic process. It follows that inventories should comprise information at various levels of significance and reliability, since even superficial knowledge can form the starting point for protectional measures.

ARTICLE 5. INVESTIGATION

Archaeological knowledge is based principally on the scientific investigation of the archaeological heritage. Such investigation embraces the whole range of methods from non-destructive techniques through sampling to total excavation.

It must be an overriding principle that the gathering of information about the archaeological heritage should not destroy any more archaeological evidence than is necessary for the protectional or scientific objectives of the investigation. Non-

destructive techniques, aerial and ground survey, and sampling should therefore be encouraged wherever possible, in preference to total excavation.

As excavation always implies the necessity of making a selection of evidence to be documented and preserved at the cost of losing other information and possibly even the total destruction of the monument, a decision to excavate should only be taken after thorough consideration.

Excavation should be carried out on sites and monuments threatened by development, land-use change, looting, or natural deterioration.

In exceptional cases, unthreatened sites may be excavated to elucidate research problems or to interpret them more effectively for the purpose of presenting them to the public. In such cases excavation must be preceded by thorough scientific evaluation of the significance of the site. Excavation should be partial, leaving a portion undisturbed for future research.

A report conforming to an agreed standard should be made available to the scientific community and should be incorporated in the relevant inventory within a reasonable period after the conclusion of the excavation.

Excavations should be conducted in accordance with the principles embodied in the 1956 UNESCO Recommendations on International Principles Applicable to Archaeological Excavations and with agreed international and national professional standards.

ARTICLE 6. MAINTENANCE AND CONSERVATION

The overall objective of archaeological heritage management should be the preservation of monuments and sites in situ, including proper long-term conservation and duration of all related records and collections etc. Any transfer of elements of the heritage to new locations represents a violation of the principle of preserving the heritage in its original context. This principle stresses the need for proper maintenance, conservation and management. It also asserts the principle that the archaeological heritage should not be exposed by excavation or left exposed after excavation if provision for its proper maintenance and management after excavation cannot be guaranteed.

Local commitment and participation should be actively sought and encouraged as a means of promoting the maintenance of the archaeological heritage. This principle is especially important when dealing with the heritage of indigenous peoples or local cultural groups. In some cases it may be appropriate to entrust responsibility for the protection and management of sites and monuments to indigenous peoples.

Owing to the inevitable limitations of available resources, active maintenance will have to be carried out on a selective basis. It should therefore be applied to a sample of the diversity of sites and monuments, based upon a scientific assessment of their significance and representative character, and not confined to the more notable and visually attractive monuments.

The relevant principles of the 1956 UNESCO Recommendations should be applied in respect of the maintenance and conservation of the archaeological heritage.

ARTICLE 7. PRESENTATION, INFORMATION, RECONSTRUCTION

The presentation of the archaeological heritage to the general public is an essential method of promoting an understanding of the origins and development of modern societies. At the same time it is the most important means of promoting an understanding of the need for its protection.

Presentation and information should be conceived as a popular interpretation of the current state of knowledge, and it must therefore be revised frequently. It should take account of the multifaceted approaches to an understanding of the past.

Reconstructions serve two important functions: experimental research and interpretation. They should, however, be carried out with great caution, so as to avoid disturbing any surviving archaeological evidence, and they should take account of evidence from all sources in order to achieve authenticity. Where possible and appropriate, reconstructions should not be built immediately on the archaeological remains, and should be identifiable as such.

ARTICLE 8. PROFESSIONAL QUALIFICATIONS

High academic standards in many different disciplines are essential in the management of the archaeological heritage. The training of an adequate number of qualified professionals in the relevant fields of expertise should therefore be an important objective for the educational policies in every country. The need to develop expertise in certain highly specialized fields calls for international cooperation. Standards of professional training and professional conduct should be established and maintained.

The objective of academic archaeological training should take account of the shift in conservation policies from excavation to in situ preservation. It should also take into account the fact that the study of the history of indigenous peoples is as important in preserving and understanding the archaeological heritage as the study of outstanding monuments and sites.

The protection of the archaeological heritage is a process of continuous dynamic development. Time should therefore be made available to professionals working in this field to enable them to update their knowledge. Postgraduate training programmes should be developed with special emphasis on the protection and management of the archaeological heritage.

ARTICLE 9. INTERNATIONAL COOPERATION

The archaeological heritage is the common heritage of all humanity. International cooperation is therefore essential in developing and maintaining standards in its management.

There is an urgent need to create international mechanisms for the exchange of information and experience among professionals dealing with archaeological heritage management. This requires the organization of conferences, seminars, workshops, etc. at global as well as regional levels, and the establishment of regional centres for postgraduate studies. ICOMOS, through its specialized groups, should promote this aspect in its medium- and long-term planning.

International exchanges of professional staff should also be developed as a means of raising standards of archaeological heritage management.

Technical assistance programmes in the field of archaeological heritage management should be developed under the auspices of ICOMOS.

UNESCO WORLD HERITAGE CENTRE AND WCMC (WORLD CONSERVATION MONITORING CENTRE) MEETING RESULTS
(Stovel, 2002)

• Recognition that the central question in any heritage monitoring exercise must be the impact of time and circumstances on the heritage values defined during the inscription process.

This may seem obvious today, as States Parties preparing nominations are now expected to provide a statement of significance for nominated properties, but in fact, in the early monitoring questionnaire developed by ICOMOS in 1986, and in the first round of a UNDP Latin America monitoring exercise undertaken in the early 90s (see below), questions about the impact of time on the values of sites were not included in the analysis undertaken.

• Recognition of the need to organize monitoring reviews relative to reliable baseline data.

The Cambridge meeting noted that data collection should "describe the heritage properties, their use and management as well as their characteristics, qualities and significance", including data gathered concerning "physical, social and administrative condition, undertaken with the collaboration of local authorities and institutions".

• Recognition of the need to distinguish between monitoring (a continuous part of the management cycle of a property) and reporting (a "snapshot" taken at a moment in time in the life of a property).

These fundamental differences have been important to resolve in improving monitoring. Clarification of these differences offered the World Heritage Committee a means to develop policies and approaches which clearly distinguished between long-term, on-going efforts to monitor effectiveness of site management, and the need at intervals to report to the World Heritage Committee and others about the conservation status of a property.

• Recognition of the need to distinguish between "systematic" monitoring (periodic review over the life of the property) and "ad hoc" monitoring (responding to perceived problems or situations demanding urgent attention).

This distinction - between "systematic" monitoring aimed at bringing lessons learned together in order to improve effectiveness of action, and "ad hoc" monitoring, aimed at improving the situation on particular sites in relation to particular problems - had been maintained over time in one way or another in the World Heritage Committee's work for a very long period of time. While recognizing the importance of maintaining this distinction, the Advisory Bodies have long sought for ways to draw lessons from "ad hoc" monitoring exercises that could help draw patterns of need in regions, and therefore help identify priorities, region by region.

• Recognition of the need to develop a common approach to monitoring among States Parties, Advisory Bodies and the World Heritage Centre, for both cultural and natural heritage.

The Committee had recognized early that it was counterproductive to allow States Parties, the UNESCO World Heritage Centre and the Advisory Bodies to organize monitoring independently of a common framework that would unify their efforts and provide consistently coherent advice to the World Heritage Committee about priorities for spending and assistance.

• Recognition that monitoring activity should not be equated with "policing" carried out by agents out side government bodies.

All present recognized the need for monitoring systems to be developed as co-operative systems among responsible authorities, property managers and Advisory Bodies or others capable of informed analysis.

EXAMPLE OF WORLD HERITAGE MONITORING MATRIX
(Day, 2002: 79)

Table 12: Monitoring Matrix

Table 1. Example of proposed matrix format to more effectively link World Heritage monitoring to relevant World Heritage values, management actions etc.						
Criteria for World Heritage listing	World Heritage Value	Factors affecting the World Heritage Area/World Heritage values	Management actions	Monitoring	Priority and scale	Lead agency (and others involved)	Due date and comments
N (i) examples of significant on-going geomorphic processes	World's largest and most diverse coral reef system	Changes to inshore reefs resulting from coral bleaching	Aerial surveys and underwater surveys of bleaching, and satellite mapping of 'hotspots'	Satellite monitoring of sea-surface temperatures and public reporting of bleaching events	**High priority** Potentially large scale (but in 2002 only a few inshore reefs suffered heavily)	AIMS (GBRMPA, NOAA, CRC Reef)	On-going monitoring (most severe recent bleaching events occurred 1998 and 2002)
N (ii) examples of significant biological processes and man's interaction with his natural environment	Critical seagrass, mangrove and inshore reef communities	Adverse water quality from majority of the 34 catchments abutting the GBR	Development of GBR-wide 'Reef Water Quality Protection Plan' that sets WQ objectives and targets	Monitoring against the targets outlined in the Reef WQ Protection Plan	**Very high priority** Large scale (25 catchments considered med-high risk)	Jointly EA/GBRMPA/ Qld Premiers (EPA, CRC, AFFA, Industry)	Reef Prot Plan out Feb 2003. Estimated 10 years to meet all targets
N (ii) examples of significant biological processes and man's interaction with his natural environment	1500 species of fish with high levels of connectivity	Overfishing; excess capacity (latent effort); increasing effort (technology creep); impacts on non-target spp. and benthic communities	Assess fisheries resources in the GBR and develop sustainable fisheries management plans	Auditing of Trawl Fishery in achieving objectives of East Coast Trawl Fishery Manag't Plan 1999. Effects of line fishing experiment	**Very high priority** Large scale as trawling is possible in ~50% of GBR. Line fishing occurs in large proportion of the GBR	QFS (GBRMPA, CRC, EA)	Trawl audit report completed mid 2002. Next EoLF report due Dec 2002
N (iii) contains exceptional natural beauty	World- renown aggregations of marine life	Impacts on aesthetics arising from aggregations of marine life incl. large fish (e.g. Gropers at Yongala wreck)	Advise tour operators of concerns; ban on fish-feeding	Industry monitoring large fish-diver interactions according to agreed pro forma	**Low priority** Approx. 5000 divers visit this very localised dive site each year	Dive industry (EPA, CRC, GBRMPA)	Monitoring occurred Jan-Feb 02. No adverse dive reports since monitoring commenced
N (iv) contains significant natural habitats for in-situ conservation of bio-diversity, incl. threatened species	Some 3000 reefs comprising world's largest coral system	Factors affecting coral reefs such as COTS and coral bleaching	Annual surveys (video transects, visual surveys and manta tows) of over 100 reefs to monitor status and assess changes	Monitored by AIMS Long-Term Monitoring Program (Sweatman et al, 2000)	**Med priority** 100 reefs surveyed annually since 1993 (out of total of 3000 reefs)	AIMS (CRC, GBRMPA)	On-going. Interesting trends at regional scales (e.g. COTS decreased in some sectors but increased in others)
N (iv) contains significant natural habitats for in-situ conservation of bio-diversity, incl. threatened species	Globally vulnerable to extinction, GBR has important dugong population	Threats include land-based pollution, coastal developments, boat traffic, entanglement in fishing nets and poaching	16 Dugong Protection Areas declared with restrictions on mesh-netting; removal of shark-meshing nets; boat speed restrictions, etc.	Dugong aerial surveys at 5 yearly intervals since 1985. Determining boat traffic patterns and boat strikes	**Med - High priority** Standardised aerial surveys for dugong distribution across entire GBR	CRC (GBRMPA, QDPI, AFMA)	Last surveys completed 2000-01. Interesting temporal trends in dugong distribution

MANAGEMENT PLAN STRUCTURE (Feilden B. M., Jokilehto j., 1998)

ANNUAL MANAGEMENT PLAN

for {resource name, or project designation}
of {Site name} for {period}

Preface
— Status and context of site

Part 1: Description of the Site

1.1 General information
— Location, summary description, tenure
— Maps, charts, photographs

1.2 Cultural information
— Anthropological, ethnographic, archaeological, historical, art historical, architectural, technological, scientific

1.3 Environmental information
— Climate, hydrology, geology, geomorphology, seismology, soils, man-made hazards

1.4 Interests
— Land use and resource use history
— Public and private interests, ownership pattern
— Economic interests, including tourism

1.5 Appendices to Part 1
— List of references for Part 1
— List of amendments to Part 1

Part 2: Evaluation and Objectives

2.1 Conservation status of the site
— World Heritage Site status, historic status
— Indication of potentially damaging operations or threats
— Resource definition and boundary

2.2 Evaluation of site features and potential
— Cultural values related to the original historical material and the archaeological potential of the site (authenticity of materials, workmanship, design and setting)
— Cultural values associated with the site (universal significance, memorial, legendary and sentimental values, relative art value, uniqueness)
— Contemporary economic values and use values

2.3 Identification and confirmation of important features
— Ideal management objectives
— Factors influencing management
— Operational objectives and management options
— Conservation management options
— Use management options
— Study and research options
— Education and interpretation options

2.4 Appendices to Part 2
— List of references for Part 2
— List of amendments to Part 2

Part 3: Prescription for Overall Site Management

3.1 Projects
— Project identification, title, classification
— Project register
— Project descriptions

3.2 Work schedule
— Annual work plan
— Relationship of the annual plan to the medium- and long-term plans

3.3 Costs and staging of works

3.4 Appendices to Part 3
— References to Part 3
— List of amendments to Part 3

Bibliography
— Selected bibliography and register of unpublished material
— General bibliography
— Amendments to bibliography

Figure 41: Example Management Plan Structure

RESULTS OF QUESTIONNAIRE

Table 13: Results of A Block

A BLOCK	1	2	3	4	5	6	7	8	9	10	11	12	13
Physical	The block mostly determined as Rehabilitation and Development Programme Area.	The Development and Conservation projects were implemented.		75 %- cleanliness problem, lack of security, low environmental quality 25 %- transportation problems	33.3 %- Sabuncu-Ulaşan A.P.							33.3% - to rehabilitee the cleanliness, security, environmental quality, transportation	33.3%- with the help of associati on
Functional		75% - has function as planned 25% - different function from planned	33.3% - is strongly unsatisfied 33.3 % - is rather unsatisfied 33.3 % - is satisfied	75%- Economical problems, decreasing of selling 25%- lost function as proposed in plan		33.3 % - Participation during the planning and implementati on process	75 % - small shopkeepers %33.3 - the Altındağ Municipality				33.3% - disposing of small shopkeepers		
Organizational					33.3 %- Passive Association 33.3 %- The Altındağ Municipality			75 %-to meet the restoration and repair cost	75 % - met the restoration and repair cost	75 %- All small shopkeepers met its own cost 33.3 %-the Altındağ Municipality contributed in planning process		75 % - permanent and want to enforce the association to provide the services 33.3% - do not know what to do	

Table 14: Results of B Block

B BLOCK	1	2	3	4	5	6	7	8	9	10	11	12	13
Physical	The block mostly determined as Rehabilitation Programme Areas	There has been no implementation since the project has began.	50% - is rather satisfied 25 % - is strongly satisfied	37.5 %- dilapidated wooden shops, costumer displeasure 25 %- low environmental quality and cleanliness, weather condition(snow, rain, sun) 12.5%- Security, warming problem, transportation problem	25%- Second degree architectural site, The Altındağ Municipality				37.5 %- made lighting in front of the shop and pergola	Shopkeepers made lighting and pergola in front of their shops		25%- wants to close above the shopping district 12.5%- accedes a destruction	37.5%- with the shopkeepers of the district
Functional			unsatisfied 12.5% - is rather unsatisfied 12.5% - strongly satisfied	37.5%- Economical problems, decreasing of selling								75%- Permanent and hopeful with the Sabuncu-Ulapan	
Organizational					37,5 %- Lack of communication between shopkeeper.							construction 25%-do not know	

Table 15: Results of D Block

D BLOCK	1	2	3	4	5	6	7	8	9	10	11	12	13
Physical	The block mostly determined as Development Programme Areas	The Saraçlar side of the area was reconstructed because of the fire, there have been no intervention to other parts.	33.3% - is strongly unsatisfied 33.3 % - is rather unsatisfied	75 % - dilapidated wooden shops, costumer displeasure 25% - low environmental quality 16.6 % - transportation problems, security, weather condition	16.6% - Second degree architectural site,								16.6% - with the help of association and the Municipality
Functional		The traditional functions have continued with some new developments.	33.3 % - is rather satisfied	75% - Economical problems, decreasing of slings		The block was reconstructed	Participation of shopkeepers representatives during the planning process, coordination of Metu, the Greater Municipality						
Organizational								33.3 % - to meet the construction cost	33.3. % - met the construction cost	The shopkeepers met their own construction cost at the Saraçlar side.		16.6% - wants to close above the shopping district 16.6% - destruction anxiety, rent second shop 16.6% - Hopeful about the Greater Municipality Project 16.6% - Hopeful about tourist development	

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Table 16: Results of E Block

E BLOCK	1	2	3	4	5	6	7	8	9	10	11	12	13
Physical	The block mostly determined as Renovation Programme Area.	The area was reconstructed because of the fire, there have been no intervention since then.	66.6 % - is	66.6 %- environmental quality 33.3 %- insufficient size of shops, fire anxiety, lack of security, degradation of historical pattern	33.3 %- Sabuncu-Ulaban A. p.								
Functional		The traditional functions have continued.	rather unsatisfied. 33.3 % - Satisfied	100%- Economical problems, decreasing of selling									
Organizational											The Greater Municipality and Alhndağ Municipality promise some projects to the shopkeepers.	33.3 % - want to be permanent if there will be good projects. 33.3 % - do not know	

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Table 17: Results of F Block

F BLOCK	1	2	3	4	5	6	7	8	9	10	11	12	13
Physical	The block mostly determined as Development Programme Area.	The are was reconstructed by the Altındağ Municipality.		33.3 %- low environmental quality 33.3 %- transportation problems	33.3 %- Sabuncu-Ulaban A.p.							33.3% - to rehabilitee the cleanliness, security, environmental quality, transportation	
Functional			33.3% -is rather unsatisfied 33.3 % - is satisfied 33.3 % - is rather satisfied	66.6 %- Economical problems, decreasing of selling 33.3 %- The area is not preferred beside Saraçlar							33.3% - dispose of small shopkeepers policy		
Organizational					33.3 %- The Altındağ Municipality					66.6 %- All small shopkeepers met its own cost 33.3 %-the Altındağ Municipality contributed in planning process		66.6 % - permanent hopeful from the construction of Sabuncu-Ulaban. 33.3% - permanent and want to solve transportation problem	33.3%- with the Altındağ Municiplaity and Shopkeepers