

**SITE MANAGEMENT IN CONSERVATION
AREAS:
A CASE STUDY OF PERGAMON**

**A Thesis Submitted to
the Graduate School of Engineering and Sciences of
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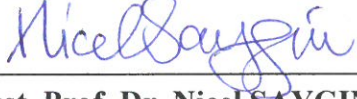
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**by
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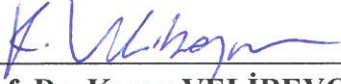
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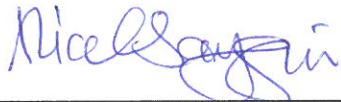
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ABSTRACT

SITE MANAGEMENT IN CONSERVATION AREAS: A CASE STUDY OF PERGAMON

Cultural sites, historical buildings and monuments have become an essential part of the living areas. They are defined as memory of the area and must be preserved. UNESCO World Heritage Convention has studies about conservation since 1972 as World Heritage Areas which have outstanding universal value for humanity. Nowadays if an area is accepted as World Heritage Site, a Management Plan Guide would be a necessity. Although the Management Plan concept takes place in Turkish legislation the disputes are still going on because of lack of manual. Through the continuing debates this study aims to develop a Management Plan Guide for efficient conservation of World Heritage Areas.

In the study the heritage and management are considered as the main concern. A Management Plan Guide constituted via advisory bodies' recommendations for guiding the conservation areas. Additionally, different management plan cases are held from all around the World and Turkey and these examples helped to find out the importance of the monitoring phase in a management plan.

In the case of Pergamon there is already an existing Management Plan since 2017. Due to examined cases and studies an alternative guide was developed for the next Management Plan according to the legal system in Turkey.

Key words: world heritage, management plan, outstanding universal value, Pergamon.

ÖZET

KORUMA ALANLARINDA ALAN YÖNETİMİ: BERGAMA ÖRNEĞİ

Günümüzde kültürel alanlar, tarihi yapılar ve anıtlar yaşam alanlarının önemli bir parçası haline gelmiştir. Bu alanlar bulunduğu bölgenin hafızası olarak kabul edildiği için korunmaları gerekir. UNESCO Dünya Mirası Sözleşmesi, 1972'den bu yana, insanlık için olağanüstü evrensel değeri olan Dünya Mirası Alanları olarak koruma çalışmalarına sahiptir. Günümüzde bir alanın Dünya Mirası Alanı olarak kabul edilmesi için Yönetim Planı hazırlanması bir zorunluluk olmuştur. Yönetim Planı kavramı Türkiye'deki mevzuatta yer almasına rağmen, detaylı bir Yönetim Planı içeriği olmaması nedeniyle konu ile ilgili tartışmalar hala devam etmektedir. Devam eden tartışmalarla bu çalışma, Dünya Mirası Alanlarının etkin bir şekilde korunması için bir Yönetim Planı Rehberi geliştirmeyi amaçlamaktadır.

Çalışmada, miras ve yönetim temel kaygı olarak kabul edilmektedir. Uzman danışma kurularının koruma alanlarını yönlendirmeye yönelik çalışmaları aracılığıyla bir Yönetim Planı Rehberi oluşturulmuştur. Buna ek olarak, Dünyadan ve Türkiye'den farklı yönetim planı örnekleri incelenmiş ve bu örnekler, bir yönetim planında izlemenin önemini keşfetmeye yardımcı olmuştur.

Pergamon örneğinde 2017'den bu yana zaten mevcut bir Yönetim Planı bulunmaktadır. İncelenen örnekler ve çalışmalar ışığında Türkiye'deki hukuk sistemine göre bir sonraki Yönetim Planı için alternatif bir rehber geliştirilmiştir.

Anahtar Kelimeler: dünya mirası, yönetim planı, olağanüstü evrensel değer, Bergama.

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ACRONYMS AND ABBREVIATIONS

BCWHMP Bursa Cumalıkızık World Heritage Site Management Plan

BMP Bath Management Plan

EWHMP Edinburgh World Heritage Site Management Plan

ICCROM International Centre for the Study of the Preservation and Restoration of Cultural Property

ICOMOS International Council on Monuments and Sites

IUCN World Conservation Union (formerly the International Union for Conservation of Nature and Natural Resources)

MP Management Plan

NGO National Governmental Organisation

OUV Outstanding Universal Value

UNESCO United Nations Educational, Scientific and Cultural Organization

WHO World Heritage Office

WHS World Heritage Site

CHAPTER 1

INTRODUCTION

Historical areas are our legacy from the past and should be preserved for the next generations. This legacy constitutes identity of settlements, integration of past with today that form authenticity of an area and extend into the future. Today it is accepted that heritage generates evidence of past in a rapidly changing world and helps to understand the past. Therefore conservation and preservation are vital issues for identity.

Since 1972 UNESCO defines sites and monuments which have outstanding universal value as “world heritage”. World Heritage is selected with some criteria besides being accepted as an outstanding universal value. “World Heritage” term has become a conservation and preservation approach for monuments and sites for humanity. Additionally management has been referred since 1972 and today it is understood that management is also as crucial as conservation.

Besides the conservation plans Management Plan has become an integral part of World Heritage Areas. Stakeholders and their roles, main strategies, action plans and financial issues should be clear for future of the heritage area. Firstly in 1990 management mentioned in ICOMOS Charter and in 1993 ICCROM proposed a process for management plan which provides continuity of the heritage areas. In 1998 UNESCO, ICCROM and ICOMOS were developed the study in 1993. Prior to 2005 UNESCO Operational Guidelines, which obliged to have management plan for nominated sites, The UK Government prioritised Management Plan for WHS (2004). Bath WHS Management Plan known as one of the first management plan, in 2005 Edinburgh WHS MP and in 2006 Durham WHS MP was published.

In Turkey Management Plan was involved as a legal aspect in 2004 and its regulation were published in 2005. In the legal aspects process of management plan is not clearly defined and still the debates are continuing on what a management plan should be. While the debates are going on Pergamon has become a World Heritage Site in 2014 and published the first Management Plan in 2017.

1.1. Aim of the Study

The aim of this study is to emphasize that the management plan for a heritage area is as significant as being a World Heritage Site. The advisory bodies UNESCO, ICCROM AND ICOMOS generate guides for management plan in the world. However, in Turkey the legal aspects do not clearly define what the plan should be. There are some conflicts and uncertainties about management plan. It is essential that during the management plan preparation, guidelines should be precise and crystal clear. Therefore, this study examines the current regulations, proposes a model/process for management plan preparation and a management plan guide in the case study of Pergamon for 2022-2027.

1.2. Methodology

A thorough literature search is conducted on heritage and management. The scope of this research is to examine the concepts/approaches, several management plans and develop a framework of a management plan guide. To do this, basic research has been done for management plan process. The guidelines which the advisory bodies (ICOMOS, UNESCO, ICCROM and IUCN) defined are analysed. The legal aspects and regulations of the management plan process in Turkey are critiqued and uncertain aspects are defined. By the help of advisory bodies' guidelines, the uncertain aspects and gaps in the Turkish legal framework are eliminated and a new management plan process is proposed.

Using a case study approach, the proposed management plan guide is applied in Pergamon. In order to do that, literature searches and documents from the institutions such as Pergamon Municipality, Izmir Conservation Council II is gathered. Also literature search have been made about Pergamon and interviews are held with Site Manager and World Heritage Office and the German Archaeological Institute about the conditions of the present day. A management plan guide is proposed for World Heritage Pergamon Multi-Layered Cultural Site 2022-2027.

1.3. Structure

The study consists of six chapters. In the first chapter introduction, aim, scope and methodology of the study is specified.

The definitions and relation between heritage and management is analysed in the second chapter

In the third chapter; management plan, management planning are described and main studies in management plan are searched.

In the fourth chapter; different management plan cases are investigated across the world and Turkey.

In the fifth chapter; Pergamon is handled as a case study. A proposal a management plan guide is prepared for Pergamon and its Multi-layered Cultural Landscape area.

CHAPTER 2

HERITAGE

Heritage is our legacy from the past, what we live with today, and what we should pass on to future generations. Cultural and natural heritages are called as essential sources of life and inspiration. (<http://whc.unesco.org/en/about/>, 2018)

In the protection of world heritage also ICOMOS, IUCN and ICCROM are involved. They work for The Convention Concerning the Protection of the World Cultural and Natural Heritage as advisory bodies of The World Heritage Committee. These bodies are explained as:

“The International Union for Conservation of Nature (IUCN) is an international, non-governmental organization which provides the World Heritage Committee with technical evaluations of natural heritage properties and, through its worldwide network of specialists, reports on the state of conservation of listed properties. With more than 1000 members, IUCN was established in 1948 and is located in Gland, Switzerland.

The International Council on Monuments and Sites (ICOMOS) provides the World Heritage Committee with conclusions of cultural and mixed properties proposed for inscription on the World Heritage List. It is an international, non-governmental organization founded in 1965 in Paris.

The International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) is an intergovernmental organization created to promote the conservation of all forms of cultural heritage, in every region of the world. Its mission is to provide Member States with the best means, knowledge, skills and enabling environment to preserve their cultural heritage in all of its forms, for the benefit of all people. Through its work, ICCROM make contribution to the

environmental, social and economic sustainability of communities.”
(<http://whc.unesco.org/en/advisorybodies/>, 2018)

World heritage has three categories as: cultural, natural and mixed sites. In The General Conference of the United Nations Educational, Scientific and Cultural Organization in 1972 Convention defines natural heritage as:

-natural features which has outstanding universal value from the aesthetic or scientific perspective,

-areas which involve the habitat of threatened species of plants and animals of outstanding universal value from the perspective of science or preservation;

-natural sites which has outstanding universal value from the perspective of science, protection.

The Convention defines "cultural heritage" as:

-monuments, architecture, sculpture and painting, elements of archaeological habitat, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value of history, art or science;

- cluster of buildings, because of their design, their homogeneity or their location in the landscape, which are of outstanding universal value of history, art or science;

-sites works of man or the combination of works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological perspective. (UNESCO, 1972)

In the work of ICOMOS in 2008 they defined Cultural Heritage Site as: “Cultural Heritage Site refers to a place, locality, natural landscape, settlement area, architectural complex, archaeological site, or standing structure that is known and often legally conserved as a place of historical and cultural significance.” (ICOMOS, 2008, pg 2)

In addition to the Cultural Heritage Site definition, which has especially historical and cultural significance of a place, besides if there is an exceptional relationship with people and nature embody cultural landscapes. UNESCO defines Cultural Landscape as: “To sustain and reveal the great diversity of the interactions between humans and

their environment, to preserve living traditional cultures and protect the traces of those which have disappeared, these sites, called cultural landscapes, have been inscribed on the World Heritage List.” (<https://whc.unesco.org/en/culturallandscape/>, 2018)

2.1. Heritage and Management

Heritage has different definitions as mentioned above. The scope of the heritage is widening because heritage consists of just monuments and group of buildings before, but today landscapes and sites are also mentioned. This growth in the content of heritage and inevitable development of the heritage sites and areas brought about to managing the heritage with surroundings.

In 2017 Operational Guidelines for the Implementation of the World Heritage Convention refer to the management of world heritage properties as: “Protection and management of World Heritage properties should ensure that their Outstanding Universal Value, including the conditions of integrity and/or authenticity at the time of inscription, are sustained or enhanced over time.” (UNESCO, 2017)

The role of the management is to provide sustainable development of World Heritage. Protection of heritage is crucial for the next generations. As it is mentioned in the OG above integrity and authenticity of the OUV will be protected by management systems and management plan is an integral part of this system.

As the structure of heritage expanding, the content of heritage is also varying. The Convention claims that heritage can be defined as ‘monuments, groups of buildings and sites’. In implementation, this list has varied as: heritage routes, historic urban centres, industrial heritage, archaeological sites and cultural landscape. This variation increases the typology of sites and landscapes that has to be managed by heritage site managers and requires the range of skills required. (UNESCO, *Managing Cultural Heritage*, 2013, pg.12).

2.2. Conservation-Preservation and Management of Heritage

ICOMOS grouped charters, declarations and standards. Preservation and Conservation concepts firstly held In 1931 At the First International Congress of Architects and Technicians of Historic Monuments in Athens. In Athens Charter is mentioned restoration besides preservation of historic sites.

At the Athens Conference the following decisions are named "Carta del Restauro":

“1. International organizations for Restoration on operational and advisory levels are to going to be established.

2. Proposed Restoration projects are to be subjected to knowledgeable criticism to prevent mistakes which will cause loss of character and historical values to the structures.

3. Problems of preservation of historic sites are to be solved by legislation at national level for all countries.

4. Excavated sites which are not topic to immediate restoration should be reburied for protection.

5. Modern techniques and materials should be used in restoration work.

6. Historical sites are to be given strict protection.

7. Attention should be given to the preservation of areas surrounding historic sites.”

(<https://www.icomos.org/en/charters-and-texts/179-articles-en-francais/ressources/charters-and-standards/167-the-athens-charter-for-the-restoration-of-historic-monuments>, 2018)

In 1964 Venice Charter preservation of historic monuments is the main concern. After Athens Charter this charter enlarges the study with increasing awareness of problems and details the principles.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) study for the identification, conservation and preservation of cultural and natural heritage across the world which has outstanding universal value to humanity. For these studies an international pact set as the Convention concerning the Protection of the World Cultural and Natural Heritage, adopted by UNESCO in 1972 (<http://whc.unesco.org/en/convention/>).

1972 UNESCO Convention refers to management in Article 4-5 and also in Article 29. Article 5:

-“to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;

-to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;

-to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;

-to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and

-to foster the improvement of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field (UNESCO,1972)”

Washington Charter (1987) charter concerns historic urban areas, large and small, including cities, towns and historic centres or quarters, together with their natural and man-made environments.(Washington Charter,1987) The charter relies on conservation plans in order to be influent. According to the charter a conservation plan should include information about archaeology, history, architecture, techniques, sociology and economics. Existing condition of the area should be documented and the

legal, administrative and financial measures should be taken into account. Also residents support is crucial.

Charter for the Protection and Management of the Archaeological Heritage in 1990 rely on protection and management of archaeological heritage with different disciplines and local cultural groups. Participation and management firstly held in that charter. This is clarified as heritage cannot be protected with just archaeological techniques, also guidelines and principles are needed in global level.

These include the responsibilities of public authorities and legislators, professionals of inventory, survey, excavation, documentation, research, maintenance, conservation, preservation, reconstruction, information, presentation, public access and use of the heritage, and the qualification of experts involved in the conservation of the archaeological heritage (ICOMOS Charter, 1990).

“In 1990, the World Heritage Committee initiated a project called the Global Study, aimed at establishing an overall manual of the world’s cultural heritage and providing a reference for future nominations. This project is being carried out in collaboration with competent authorities and professionals in States Parties, ICOMOS and ICCROM (Feilden, Jokilehto, 1993, pg.8).”

Stockholm Declaration relies on to preserve and enrich heritage as a duty that we need to do for future generations. It is presented as a human right and the rights are explained as;

“• The right to have the authentic testimony of cultural heritage, respected as an expression of one's cultural identity within the human family;

- The right to better understand one's heritage and that of others;

- The right to wise and appropriate use of heritage;

- The right to participate in decisions affecting heritage and the cultural values it embodies;

- The right to form associations for the protection and promotion of cultural heritage (ICOMOS Stockholm,1998).”

In 2003, in the study for IUCN Thomas and Middleton admit that management developed in the world since 1970's for protected areas and today it is also for natural, cultural areas. It is mentioned that management have brought about management planning and in the earlier studies management plan is defined variously.

Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas stresses on the inevitable transformation of cities, landscapes and heritage routes. This transformation reduces authenticity, meaning, values, integrity and diversity. In order to better preserve, protect, conserve and manage the world heritage sites, declaration has developed some principles. These are;

Acknowledge the contribution of setting to the significance of heritage monuments, sites and areas,

Understand, document and interpret the settings in diverse contexts,

Develop planning tools and practices to conserve and manage settings,

Monitor and manage change affecting settings,

Work with local, interdisciplinary and international communities for co-operation and awareness in preservation and managing settings. (ICOMOS, Xi'an,2005)

Interpretation and Presentation of Cultural Heritage Sites in 2008 and in 2011 The Valletta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas are published about cultural heritage and historic sites especially.

The ICOMOS Charter for Interpretation and Presentation of Cultural Heritage Sites in 2008 emphasize on interpretation and presentation for cultural heritage conservation and management. This study has established seven principles. These are;

“Principle 1: Access and Understanding

Interpretation and presentation programmes should facilitate physical and intellectual access by the public to cultural heritage sites.

Principle 2: Information Sources

Interpretation and presentation should be based on evidence gathered through accepted scientific and scholarly methods as well as from living cultural traditions.

Principle 3: Attention to Setting and Context

The Interpretation and Presentation of cultural heritage sites should relate to their wider social, cultural, historical, and natural contexts and settings.

Principle 4: Preservation of Authenticity

The Interpretation and presentation of cultural heritage sites must respect the basic tenets of authenticity in the spirit of the Nara Document (1994).

Principle 5: Planning for Sustainability

The interpretation plan for a cultural heritage site must be sensitive to its natural and cultural environment, with social, financial, and environmental sustainability among its central goals.

Principle 6: Concern for Inclusiveness

The Interpretation and Presentation of cultural heritage sites must be the result of meaningful collaboration between heritage professionals, host and associated communities, and other stakeholders.

Principle 7: Importance of Research, Training, and Evaluation

Continuing research, training, and evaluation are essential components of the interpretation of a cultural heritage site (ICOMOS, 2008).”

The Valetta Principles (2011) deal with conservation and management of historical town and urban areas. The study is about sustainable development of urban heritage, through principles and strategies in order to make the change as an opportunity. It is explained in the study as; to get the best of change, to take the chance of reducing old problems, to take the advantage from global dynamics for improving local situation.

The Florence Declaration on Heritage and Landscape as Human Values (2014) underlines value of cultural heritage and landscapes for promoting peaceful and democratic societies. It relies on preserving cultural heritage and landscape is a duty for all individuals and communities.

“Cultural heritage and landscape are fundamental for community identity and should be preserved through traditional practices and knowledge that also guarantees that biodiversity is safeguarded. Landscapes currently face unexpected threats that need be managed by applying new approaches to safeguarding the relationship between cultural and natural heritage by sharing practical experiences. An approach is needed that is based on the protection of human rights and on strengthening new and traditional knowledge and local governance (ICOMOS, 2014).”

The Declaration recommends those actions:

-Sharing and experiencing community identity through tourism and interpretation.

-Landscape as cultural habitat.

-Sustainability through traditional knowledge.

-Community-driven conservation and local empowerment.

-Emerging tools for conservation practice.

Like Florence Declaration Delhi Declaration on Heritage and Democracy admits the heritage as a human right. People are the key of this approach and all responsible for conservation for the next generations.

“UNESCO and other relevant international bodies, all levels of government and authorities in individual nations, institutions for education and research, non-governmental organisations and, in particular, individuals and groups of people at the local level, as well as all other stakeholders to (ICOMOS, 2017) :

1. Manage heritage resources for our common future (Respecting values, significance and authenticity)

2. Develop ethical principles and education for managing heritage resources (Providing guidance to inform decisions and practice)

3. Promote inclusive democratic community engagement processes (Of all the people, by all the people, for all the people)

4. Ensure and respect the continuity of living heritages (Heritage conservation is a condition of sustainable development.) (ICOMOS, 2017) .”

2.2.1. Conservation and Management in Turkey

In Turkey the first institution “Gayrimenkul Eski Eserler ve Anıtlar Yüksek Kurulu” (The High Council of Immovable Antiquities and Monuments) for conservation was established in 1951 and then in 1964 this institution was adopted Venice Charter.

The first legal aspect “Eski Eserler Yasası” *Act for Antiquities No:1710* was put in force in 1973. When Conservation and protection is legalised with this act besides definitions and constraints are held. In this act protected areas are defined, the process to be a registered building or area, the authorization for registration, restoration and the role of the institution in planning and in which conditions revisions can be made (Zeren, 1981 cited from Ayrancı, 2007).

In 1982 Turkey ratified the ICOMOS Convention in 1972 (Güçer, 2004).

In 1983 Kültür ve Tabiat Varlıklarını Koruma Kanunu (Act for Conservation of Cultural and Natural Heritage No: 2863) was put in force and still with some changes it is valid.

The aim of this act is to determine the definition for movable and immovable cultural and natural assets which are needed to be protected, to organise process and activities and to confirm the duties and organisation of the institution that is responsible for the implementation and principles.

In the first part of this act general provisions are held and this act details cultural and natural assets, sites and conservation definitions. In 1987 there have been some changes in the act. The changes have been about building principles for conservation, conservation plan, the duties of the council, compulsory purchase and some explanations for unclear parts.

In 2004 management area and management plan definitions are added. That is first time management has become a legal obligation. In 2005 Area Management and Duties and Establishment of the Monuments Administration Board and Regulations about Procedural Basis of Determination of the Management Areas (Alan Yönetimi ile Anıt

Eser Kurulunun Kuruluş ve Görevleri ile Yönetim Alanlarının Belirlenmesine İlişkin Usul ve Esaslar Hakkında Yönetmelik) was put in force and still valid. This regulation describes objectives of area management, management plan process and duties of Area Management Unit.

In 2011 in addition interaction and transition site model, transition period conditions for protection and implementation before conservation plan are also defined.

2.3. Evaluation

In the list of ICOMOS from 1931 Athens Charter mentioned historical sites, later Venice Charter and in 1972 UNESCO defines cultural and natural heritage.

Firstly the main concern was protection in the previous charters but today besides protection also management, identity and knowledge is crucial for the next generations. For this reason they enlarge the definition as cultural landscape in order to describe the relationship with human-environment and culture. For promoting democratic societies preserving cultural heritage and landscape is a duty. Even cultural landscape doesn't take place in Turkey's legal aspects, the definitions should be developed.

Since 1972 UNESCO Convention management is an issue for heritage. In the UNESCO studies management is officially held since 90's. On-going studies put the stress on the importance of the process of the management plan. And in the recent years democracy and participation with advisory bodies, institutions and individuals are the main issues for the UNESCO Charters.

In Turkey legal regulations about conservation in 1951 and with Venice Charter it went on. Management put in force as a legal aspect in 2004. As a partner of World Heritage Convention also charters are taking into account for preserving heritage.

CHAPTER 3

MANAGEMENT PLANNING

“There are many definitions of management planning. Fundamentally, it is a subset of the more general discipline of planning.” (Thomas, Middleton, 2003) It has started application for protected areas in order to guide heritage managers and other interested stakeholders on how an area should be managed.

In a Management planning process planning is mean of the end product, which is management plan. After approval of the plan management planning is an ongoing process with feedbacks in the plan.

3.1. Management Plan

The Management Plan is a product of the process, documenting the management approach, the strategies made, and the basis for these, and the guidance for future management plan. Thomas and Middleton claims the Management Plan should contain information on what is to be achieved by management and the rationale behind the management decisions made.

Different Management Plan definitions can be like:

“1. “a written, circulated and approved document which describes the site or area and the problems and opportunities for management of its nature conservation, land form or landscape features, enabling objectives based on this information to be met through relevant work over a stated period of time”

2. “The guide by whom Parks Canada manages the resources and uses of a national park. It contains the management objectives and the means and strategies for achieving them. The plan is not an end in itself; rather it constitutes a framework within which subsequent management, implementation and planning will take place”.

3. “a document that guides and controls the management of a protected area. It details the resources, uses, facilities and personnel needed to manage the area in the future. It is a working document that presents a program for the coming 5–10 years” .

4. “a document that guides and controls the management of protected area resources, the uses of the area and the development of facilities needed to support that management and use. Thus a Management Plan is a working document to guide and facilitate all development activities and all management activities to be implemented in an area”.

5. “a document that sets forth the basic and development philosophy of the park and provides strategies for solving problems and achieving identified management objectives over a ten-year period. Based on these strategies, programs, actions and support facilities necessary for efficient park operations, visitor use and human benefit are identified. Throughout the planning effort, the park is considered in a regional context that influences and is influenced by it”. (as cited in Thomas&Middleton, 2003, pg 7)

6. The Management Plan outlined by the Commission is a flexible instrument competent to ensure the conservation of the outstanding value of the site, to analyse the forces of change and modification that can be seen not only in the cultural context but also in the socioeconomic context and, by means of involving various bodies and stakeholders, be in a position to select the objectives and operative strategies to be adopted so as to enable the sustainable development of the site and the safeguard and enhancement of its cultural and landscaping heritage. (Florence Management Plan, 2006, pg 15)

7. "Management plan"; ensures that the evaluation of the business project, excavation and landscape plan or conservation plan taken, which also shows the annual and five year implementation phases, and the budget for each of the five years are revised annually and provide protection and conservation for management area(Law No.2863) .”

8. “The Management Plan provides a framework for the effective management of the World Heritage Site. It identifies the issues that affect the different elements of outstanding universal value, many of which revealed from a public consultation process. The Management Plan then sets out a series of objectives designed to ensure the protection of the Site in a way that meets international commitments and helps to align the actions of all parties involved in the management process. An Action Plan for the

implementation of the objectives will be produced as an accompanying document (The Old and New Towns of Edinburgh World Heritage Site Management Plan 2011-2016, pg 2) .”

9. “A Management Plan is a document specifying in detail all the strategies and tools to be used for heritage protection and which at the same time responds to the needs of contemporary life. It contains legislative, financial, administrative and conservation documents, as well as Conservation and Monitoring Plans. (The Valletta Principles, 2011, pg 24).”

In the study some Management Plan Guidelines which are prepared by Advisory Bodies are held. Three guidelines are examined which are “Management Guidelines for World Cultural Heritage Sites,” ICCROM, Guidelines for Management Planning of Protected Areas, IUCN and “Management Plans for World Heritage Sites” German UNESCO.

3.2. “Management Guidelines for World Cultural Heritage Sites” ICCROM

ICCROM was chosen as one of the three UNESCO conventions in 1972. By the year 1993 ICCROM established Management Guidelines for World Cultural Heritage Sites.

In these guidelines the content include summary of guiding principles, general policy of the convention, evaluation for conservation, management of world heritage sites, management by resource projects, maintenance programme, staffing and personnel services, treatments and authenticity, urban planning and world heritage towns and visitors to World Heritage Sites.

3.2.1. According to the “Management Guidelines for World Cultural Heritage Sites” Management of World Heritage Sites

"The planning process should be a multidisciplinary activity with input from experts in matters relating to the significance of the site. This means that the values in the site should be listed and, if possible, put in order of priority (Feilden, Jokilehto, 1993, pg.23)." During the process while discovering the significance of the heritage site all the alternatives should be taken into consideration. These alternatives can be evaluated in open discussion and regular reviews. So, the assumptions could be clearly stated.

“There are many ways in which the historical, artistic, technical and craft skills of academics, professionals and artisans can be mobilized effectively, with delegated responsibility and accountability, so that the cultural resources of the site are protected and handed over intact to the next generation. These management guidelines aim at helping such a commission to execute its complex tasks in conserving all World Heritage sites (Feilden, Jokilehto, 1993, pg.24) .”

According to Feilden and Jokilehto the management plan should contain national and local plans, forecasts of demographic growth or decline, economic factors, motor traffic projections and industrial zoning. Also be based on surveys and reports. Planning will help to direct the changes in the site. The team should consider about key points and minimum intervention for the site. In addition; investigation of plans for alternative use with feasibility and cost, designation of land use, control of the buildings, and designation of conservation areas are also the aspects that the team should take into account.

The inventory of the buildings with their contents and the landscape of the site should be prepared (Feilden, Jokilehto, 1993, pg.24). The inventory and documentation should be catalogued using a computerized system. That system could help classify and update gathered information. Satellites photos, aerial photography, computer aided design (CAD) or image processing are the some other methods for gathering information.

Heritage information documents should be catalogued and abstracted so they could find the availability of essential information by using computerized technology.

A research coordination committee for the site is advised. That committee can organize long term programmes or short term programmes, set goals, do work plans and schedules.

3.2.2. According to the “Management Guidelines for World Cultural Heritage Sites” Management Plan Preparation Process

During the production, selection and approval of the management plan there are some requirements, preparation steps, approval stages that should be clearly stated.

A management plan implies the following preparation steps;

- “The significance of the site is documented and appreciated (understood/comprehended).
- The objective of the plan is clearly defined.
- The evidence and opinions of appropriate experts has been considered. Inspections and reports have been made.
- Alternative courses of action and their affects have been studied and documented.” (Feilden, Jokilehto, 1993, pg 28)

For the approval the plan should include at least those conditions:

- “The plan should start with a statement of the management aim; this should be expressed in terms that all staff can appreciate.
- The minimum appropriate level of maintenance should be defined that is compatible with respecting the significance of the cultural resource, the needs of users, and the local climatic constraints.
- An outline of the State Party’s planning regulations, as they affect the whole site, should be prepared.
- Other plans and legislation that affect the site should be considered by the Site Commission and integrated into the overall schemes of management, maintenance, development or research.

- The general management plan should identify personnel required to operate and maintain the site, and define their tasks, inter alia with respect to different scenarios, long or short term activities, and budget implications.
- Proposals for the development of facilities should be included in the management plan, but under a separate budget heading.”(Feilden, Jokilehto, 1993, pg 29)

In the management plan preparation process the procedure is explained by steps in the study. The defined steps are;

- “initial survey of the site
 - site description and boundary definition
 - identification of resources.
 - evaluation of resources
 - formulation of objectives and consideration of constraints
 - definition of projects
 - work programme and annual plans
 - execution of works
 - recording, reporting and review of results
 - storage of information and data
 - revision of site description and re-evaluation
 - formulation of revised objectives and reconsideration of constraints
 - definition of further projects
 - revised work programme and next annual plan.(Feilden, Jokilehto, 1993, pg 35)
- .”

3.2.3. According to the “Management Guidelines for World Cultural Heritage Sites” Format of the Management Plan

Feilden and Jokilehto claim that for a successful management plan process a standard format is needed. Standardization is critically important for planning the management and monitoring the progress. Another advantage of standardization is to reach statistical and other information is easier. The format that the study recommended is;

- Preface
- Description of the site
- Evaluation and objectives
- Prescription for overall site management.
- Bibliography

The study details all these steps as a working basis format.

In Preface the status and context of the site are clarified. In the description of the site general, cultural, environmental information and interests are included. Climate, hydrology, geology, geomorphology, seismology, soils and man-made hazards are steps that take part in environmental information. Interests involve land use and resource use history, public and private interests, ownership pattern, economic interests, including tourism. Cultural information contains anthropological, ethnographic, archaeological, historical, art historical, architectural, technological and scientific information. General information involves location, summary description, tenure, maps, charts and photographs.

In Evaluation and objectives step conservation status of the site. Evaluation of site features and potential, identification and confirmation of important features and appendices are the subtitles. Conservation status of the site includes World Heritage Site status, historic status, indication of potentially damaging operations or threats and resource definition and boundary. Evaluation of site features and potential contains cultural values related to the original historical material and archeological potential of the site and also cultural values which are associated with the site and contemporary economic values and use values. Identification and confirmation of important features involves ideal management objectives, factors influencing management, operational objectives and management options, conservation-use management study-research-education-interpretation options.

Prescription for overall site management includes projects, work schedule, costs and staging of works and appendices. Projects include identification, title, classification, register and descriptions. Work schedule contain annual work plan and relationship of the annual plan to the medium and long-term plans.

Lastly bibliography contains selected bibliography and register of unpublished material, general bibliography and amendments to bibliography.

The suggested format explains the sequence that Site Management Plan should be. But as a recommendation after initial appraisal of the sites important features and operational objectives are completed to guide a continuing programme of the work part 3 prescription for overall site management may be written first.

The study claims that the management plan should be presented in terms of a working document. Loose-leaf format in binder will allow drafts and revisions to take place simultaneously. Also management plan could divide into sections and incomplete sections could take place even as a brief statement. Previous studies which are really necessary for the plan could be inserted in relevant section after that management plan have revision.

3.3. Guidelines for Management Planning of Protected Areas, IUCN

The Management Plan is end product of the ongoing planning process, documentation of the management approach, the strategies made and the guidance management for future(Thomas, Middleton; 2003, pg 6).

The management plan should include whole protected area. It helps to manage the area with decisions made in the plan. For a given period of time management plan describes the frame for management.

“Management Plans should be substantial documents that identify the key features or values of the protected area, clearly establish the management objectives to be met and also need to be flexible enough to cater for unpredictable events which might arise during the currency of the plan. Related documents to the Management Plan may include more detailed zoning, visitor and business plans to guide its implementation. However the Management Plan is the prime document from which other plans flow, and it should normally take priority if there is conflict(Thomas, Middleton; 2003, pg.1).”

3.3.1. According To the “Guidelines for Management Planning Of Protected Areas” Management Plan Preparation Process

In the guidelines Management Plan mentions as an on-going process with three main elements. The three main elements are Preparation of a Management Plan, Implementation of the plan, Monitoring and review of the plan. It is called as circle.

Guidelines deals with how such problems can be overcome, and what needs to be done to ensure a successful Management Plan that is useful, practical and can be implemented. The factors that determine whether this is the case come under four main headings:

- “1. The process used during plan preparation;
2. The presentation, style and content of the resulting plan;
3. The context within which the plan must operate; and
4. The resources, commitment and capacity to implement the plan. But the actual

process detailed in 13 steps:

1. Pre-planning – decision to prepare a Management Plan, appointment of planning team, scoping of the task, defining the process to be used
2. Data gathering – issues identification, consultation
3. Evaluation of data and resource information
4. Identification of constraints, opportunities and threats
5. Developing management vision and objectives
6. Developing options for achieving vision and objectives, including zoning
7. Preparation of a draft Management Plan
8. Public consultation on the draft Management Plan
9. Assessment of submissions, revision of draft Management Plan, production of final Management Plan, submission analysis and reporting on the results of the consultation process
10. Approval or endorsement of Management Plan
11. Implementation
12. Monitoring and evaluation

13. Decision to review and update Management Plan. (Thomas, Middleton; 2003, pg 23-24) .”

Also the emphasis is on feedback loop, because it seems as control period of the management plan. If some changes are needed in the management plan, flexibility is also an important for changing circumstances.

The pre-planning phase is one of the most important steps in the planning process. (Thomas, Middleton; 2003, pg 25) .” It’s critical because the process starts with this step. Some steps are recommended to follow for the right footing on the phase:

“1. Clearly identify the purpose and management objectives of the protected area and ensure that they are understood by all involved.

2. Identify the steps to be followed in applying the planning process, their sequence and the methods to be used.

3. Determine who are the audiences for the plan.

4. Ensure that the protected area will be considered as a whole i.e. adopt a ‘systems approach’.

5. Use an inter-disciplinary approach.

6. Identify a ‘planning team’.

7. Prepare and follow a well-laid out work schedule for the management planning process.

8. Identify a process for involving people (other than the planning team) in preparing the plan.

9. Clarify and agree a procedure with senior management for the approval of the final Management Plan.” (Thomas, Middleton; 2003, pg 25-26)

Data gathering step include information about the area and the trends affecting it. The information collected relate to the physical, social/cultural and economic aspects. The types of data which should be collected are listed as: ecological, cultural resources and their conditions, aesthetic aspect, physical facilities, key features of the socio-economic environment, the capability of facilities in the protected area and its region to support existing and projected uses, visitor characteristics and effects on the area, predictions of each of the above factors, land uses and planning provisions . In order not to have any complications the guidelines on the information to be included in the description is explained frequently. These guidelines will help experts to generate quantified information. Which are; location (latitude and longitude), area, current land

use (including forestry, the extraction of other resources (eg gravel,sand, fish), services in and to the area, main access routes, historical information (land use and landscape history, archaeology, buildings), biological information (communities, flora and fauna), physical information (climate, geology, geomorphology, hydrology, soil characteristics), Cultural and aesthetic information (landscape and landscape features, cultural associations), Socio-economic information (basic data and trends among local communities and sociations, socio-economic information, IUCN protected area management category, legal status, e.g. designation (both of the site and features within it) and relevant, legislation Legal ownership, occupancy, access, tenure, access, other conditions and restrictions, addresses of the management agency and local management, organisational issues. (Thomas, Middleton; 2003, pg 28) .”

The purpose of this evaluating the information step is to identify and understand why the protected area is important. It is important including individuals and stakeholders in the planning process in order to understand the value of the area. The evaluation of values is separated in two parts first part is the identification of the key features or exceptional values and second one is the development of a substantial statement of significance which explains the protected area’s importance to society or particular interest groups. (Thomas, Middleton; 2003, pg 31).”

The next step before defining objectives, constraints, opportunities and threats should be identified. Constraints may take different forms, such as: legal obligations, constraints of tenure, prior usage, health and safety considerations, managerial constraints, priority activities and uses, obligations to neighbours, visitors etc.; and other policy considerations.

In the developing management vision and objectives stage goals are defined. Vision statements also set out a target for the future of the area. The vision helps with managing goals. The vision for the protected area should:

- “describe the kind of protected area that the plan is seeking to achieve in the long term. This will help people to understand what it is hoped the area will be like in the future, the reasons for this, and the action needed to achieve the vision;
- be a long-term statement which is unlikely to change significantly over time. It

should therefore provide continuity in the process of managing the park in a sustainable way;

- include environmental, recreational, cultural and social and economic aspects of the protected area(Thomas, Middleton; 2003, pg 33) .”

After a vision is stated, objectives come after. They are for setting out the conditions for the vision. Objectives support vision to the management. While developing initial management objectives a three-stage approach is advised. Such as; design overall management objectives, develop issue-specific management responses and prepare initial management options.

When all the steps are completed, the process goes on with combination of a report. The combination of all of the above elements into a document will end with a draft Management Plan.

Public and stakeholders involve after the draft plan. It is called as a vital step in the process. Public is informed by public meetings, interviews, displays in public places and Internet during the step. In the consultation process the guidelines are defined as:

- “identify all the stakeholders;
- approach all of them on the basis of equality and transparency;
- produce materials that are informative, clear and user-friendly;
- use a variety of culturally appropriate means to seek views ;
- emphasise the draft nature of proposals;
- be ready to revisit any proposal;
- keep a complete and documented record of all comments, and log all contacts;
- ensure that all requests for meetings, materials etc. are responded to promptly;
- make sure that every view has been considered, whether it is adopted or not;
- allow time so that people do not feel rushed by the process, but not so much that they lose interest;
- engage in further consultation if changes in the plan are envisaged that will affect

other stakeholders than those seeking these changes;

- feedback the results of consultation to all who commented; and
- above all treat the stakeholders as essential partners in the conservation of the protected areas, not as obstacles.” (Thomas, Middleton; 2003, pg 48)

In the revision of draft and production of final plan stage the decisions made in the consultation process are taken in consideration and last version of management plan is produced.

The final version of the Management Plan is approved by competent authority, but the authority is up to the country.

After the approval, implementation of management plan. There would be some complications for implementation, in this manner it is also important management plan will be implemented. Generally the study talks about two approaches. One of them is not detailed and the other one include a work plan. In the entire period of the Management Plan a work plan which should cover the activities to be carried out with an estimate of costs. It should include: the timescale involved; the resources of staff and money required; the priority to be accorded to the work; and criteria for success and failure to be used to measure progress. (Thomas, Middleton; 2003, pg 50) .”

“When the Management Plan has been prepared and approved, the work plans are in place to guide its implementation; field staffs are then able to put the plan into practice. With implementation under way, monitoring and review will provide the feedback loop. The purposes of this step are: to identify whether the plan is being implemented effectively and the objectives are being met; to learn from observation of the impacts of management; and to adapt the management actions accordingly (Thomas, Middleton; 2003, pg 51) .”

For the evaluation of management plan IUCN identifies six steps for understanding the success of the management process. These are;

- “Where are we now? (context)
- Where do we want to be? (planning)
- What do we need? (input)
- How do we go about it? (process)What were the results? (outputs – i.e. the activities carried out or services provided)
- What did we achieve? (outcomes – i.e. the actual achievements of management)(Thomas, Middleton; 2003, pg 52).”

The final step is Decision to monitor and revise the Management Plan. The plan should be time-limited by legislation, typically for five, seven or ten years. The revision is to decide if update is needed (Thomas, Middleton; 2003, pg 53).

In the study some elements are defined which should be involved in a management plan. The headings for the management plan are;

- Executive summary
- Introduction
- Description of the protected area
- Evaluation of the protected area
- Analysis of issues and
- Vision and objectives
- Zoning plan
- Management actions(prescriptions)
- Monitoring and review(Thomas, Middleton; 2003, pg 43).

The management plan should include whole protected area. It helps to manage the area with decisions made in the plan. For a given period of time management plan describes the frame for management.

Management Plans should be substantial documents that identify values of the protected area, establish the management objectives to be met and also need to be flexible for unpredictable events which might be occur currency of the plan. Management Plan may include zoning plans, visitor and business plans etc. like related documents to guide its implementation (Thomas, Middleton; 2003, pg.1).

3.4. “Management Plans for World Heritage Sites” German UNESCO

German UNESCO in the study “Management Plans for World Heritage Sites” defines management plan as “A management plan for a World Heritage site is an integrated planning and action concept that lies down goals and measures for the protection, conservation, use and development of World Heritage sites.” The Operational Guidelines which is published on 2005 list the essential modules of a management plan such as:

- “legislative, regulatory and contractual measures for protection,
- boundaries for effective protection,
- buffer zones,
- management systems,

- sustainable use (Ringbeck,2008).”

There is no UNESCO template publication for a management plan, but this publication is as a guide to generate management plans and define buffer zones.

3.4.1. According to “Management Plans for World Heritage Sites” Management System

In the Management Plans for World Heritage Sites German UNESCO define cultural landscapes in three main categories.

i) “The most easily identifiable is the clearly defined landscape designed and created intentionally by man. This embraces garden and parkland landscapes constructed for aesthetic reasons which are often (but not always) associated with religious or other monumental buildings and ensembles.

ii) The second category is the organically evolved landscape. This results from an initial social, economic, administrative, and/or religious imperative and has developed its present form through association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories:

– a relict (or fossil) landscape is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period. Its significant distinguishing features are, however, still visible in material form.

– a continuing landscape is one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time, it exhibits significant material evidence of its evolution over time.

iii) The final category is the associative cultural landscape. The inscription of such landscapes on the World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element, rather than material cultural evidence, which may be insignificant or even absent(Ringbeck, 2008, pg 20).”

The study summarizes these three categories as it should be identified as a monument, an ensemble, a site or as a cultural landscape. Also conformity between the terminology of the World Heritage Convention and the laws of the federal states has to be established. Because the management plan should mention key laws, statutes,

regulations pertaining to a World Heritage site and statutory provisions that regulate protection and preservation of World Heritage sites.

Management System which is recommended by Management Plans for World Heritage Sites is explained in five main headings. These are Management Structures, Basic Principles for Planning and Acting, Threats and Preventive Protection, Monitoring and Quality Control and Mediation.

The authorities responsible for the protection of a World Heritage site should be mentioned in the management plan. The authorities can be listed or be represented in a scheme in case of to define their responsibilities clearly. Also cooperation at all levels (authorities, organizations, proprietors and users etc.) should be well organized. The study advises to establish a co-ordination office in order to manage monitoring with steering groups, committees and commissions and various participants.

The objective should be specified in management plan and targets and strategies should be set through the objective. Budget, funding need to be explained and a maintenance plan should be developed. An inventory is useful with reference to key literature even they should be available to public. Scientific studies and research results about the site should also be available to public.

A preventive conservation strategy to avoid potential threats should be developed for World Heritage sites. The study list that potential threats as development pressure, climate change, natural disasters, tourism pressure, overpopulation, security of buildings and etc.

Ongoing monitoring of the condition of World Heritage sites is suggested to measure and assess the state of conservation of the site. Periodic reporting is one of the essential steps. Regularly a council or committee should pursue the condition of the World Heritage Site. The World Heritage Committee and Advisory Council should be described and explained in the management plan with regard to monitoring and quality assurance.

The management plan should include a public relations plan proposing concrete communication measures in order to make The World Heritage site known by public at large. The plan should emphasize informing local population and describe the strategies, programmes to develop World Heritage idea with various interested groups. The study lists some strategies as education and information, Tourism and visitor guidance,

events, networks and international co-operation, use of the World Heritage and UNESCO emblems.

3.4.2. According to “Management Plans for World Heritage Sites” Content of Management Plan

In the “Management Plans for World Heritage Sites” German UNESCO claims that the introductory chapter should explain the structure, content, addressees and binding character of the management plan. The conditions and goals can also be included. The World Heritage Convention and other international conventions determine the technical principles of a management plan.

The most important things are Information about the implementation, procedure and the integration of existing and new structures. Also information on the history of the plan, its authors, the state of its implementation and its practical application should also be included. At the end period of validity and a revision schedule should be involved. In the management plan the significance of the site and outstanding universal value of the world heritage site should be described. The study adds the criteria of authenticity, integrity and universal symbolism to be world heritage. The authenticity refers to history and culture, besides integrity refers to the wholeness and intactness. Human and financial resources are essential for the management plan. The plan should plan budget in terms such as short-mid-long terms. Also the staff should be well defined in number and qualifications. Besides all these conditions accessibility to the management plan is inevitably important. It should be user-friendly, available in hard-electronic copies and easy to post and file. Every page or even maps should be A4 size. Bibliography is one of the most important parts in the plan.

Table 3.1. Comparison Chart

Description of Management Plan	“Management Of World Cultural Heritage Sites”, ICCROM,1993	“Guidelines for Management Planning of Protected Areas” Management of Protected Areas”IUCN,2003	“Management Plans for World Heritage Sites” German UNESCO,2008	Alan Yönetimi İle Anıt Eser Kurulunun Kuruluş ve Görevleri İle Yönetim Alanlarının Belirlenmesine İlişkin Usul ve Esaslar Hakkında Yönetmelik, 2005 (Area Management and Duties and Establishment of the Monuments Administration Board and Regulations about Procedural Basis of Determination of the Management Areas)
		The Management Plan is a product of the planning process, documenting the management approach, the decisions made, the basis for these, and the guidance for future management	A management plan for a World Heritage site is an integrated planning and action concept that lays down goals and measures for the protection, conservation, use and development of World Heritage sites.	Those plans are prepared for conservation and development project which arranges implementation steps and budget of annual and five year plans and revised every five years, by taking management project, excavation plan and landscaping project, or conservation plan into consideration, in order to conserve, sustain, evaluate the management area.

(cont. on next page)

Table 3.1. Comparison Chart(cont.)

<p>Data on which the management plan is based</p>	<ul style="list-style-type: none"> ▪ national and local plans ▪ demographic growth or decline ▪ economic factors ▪ motor traffic projections ▪ industrial zoning inspections and reports by suitable multidisciplinary teams. 	<ul style="list-style-type: none"> ▪ ecological resources and their condition ▪ cultural resources and their condition ▪ aesthetic aspect ▪ physical facilities (e.g. roads, buildings, easements, power and water supply) ▪ key features of the socio-economic environment ▪ the capability of facilities in the protected area and its region to support existing and projected uses ▪ visitor characteristics and influence on the protected area ▪ predictions of the future condition of each of the above factors ▪ land uses and planning provisions of surrounding lands and any in-holdings or leases. 	<ul style="list-style-type: none"> ▪ risk assessment, ▪ monitoring procedures, ▪ climatic data, ▪ restoration requirements ▪ archaeological findings 	
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(cont. on next page)

Table 3.1. Comparison Chart(cont.)

<p>Content</p>	<ul style="list-style-type: none"> — Preface -Status and Context of Site — Description of the site <ul style="list-style-type: none"> ○ General Information ○ Cultural Information ○ Environmental Information ○ Interests ○ Appendices — Evaluation and objectives ○ Conservation and Status of the Site ○ Evaluation of Site Features and Potential ○ Identification and confirmation of important features ○ Appendices — Prescription for overall site management. <ul style="list-style-type: none"> ○ Projects ○ Work Schedule ○ Costs and staging of works ○ Appendices ○ Bibliography 	<ol style="list-style-type: none"> 1. Executive summary 2. Introduction 3. Description of the protected area 4. Evaluation of the protected area 5. Analysis of issues and problems 6. Vision and objectives Zoning plan 7. Management actions (prescriptions) Monitoring and review 	<ol style="list-style-type: none"> 1. Management Structures, 2. Basic Principles for Planning and Acting, 3. Threats and Preventive Protection 4. Monitoring and Quality Control 5. Mediation. 	<ol style="list-style-type: none"> 1. Existing Condition Assessment 2. Area Analysis 3. Developing a Vision and Main Strategies 4. Programming-Schedule and Projects <p>Monitoring-Evaluation and Education Process</p>
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CHAPTER 4

MANAGEMENT PLAN PRACTICES

In this chapter Management Plan examples from different sites are examined. City of Bath World Heritage Site Management Plans from United Kingdom and The Old and New Towns of Edinburgh World Heritage Site Management Plans from Scotland are examined especially because their experience in management plans preparation. Bath has three management plans and Edinburgh has two already. After the first management plan the problems and necessities could be understood and in the light of these experiences the aim is to prepare a guide for management plan and utilize these experiences in the case study Pergamon who already has an existing management plan. Besides in this part an example from our country is chosen because with same legal aspects it would be necessary to understand World Heritage Sites management plan process. Bursa (Khans Area and Sultan Complexes) and Cumalıkızık Management Plan from Turkey are analysed. This site also was inscribed as World Heritage Site in the same meeting with Pergamon and the structure of the World Heritage Site more similar including both urban and archaeological sites in a similar scale.

4.1. City of Bath World Heritage Site Management Plan

The city of Bath recognised as a World Heritage Site since 1987 with its outstanding universal value of architecture, town-planning, landscape, archaeological remains and its role as a setting for social history.

Management Plan is a requirement since 2002 Operational Guidelines of UNESCO World Heritage Convention. The UK Government is trying to ensure if management plans are produced for all World Heritage Sites in UK and encourages

local planning authorities to work with site managers, owners and other agencies. The steering group of the City of Bath work with local and national organisations, representatives from various sectors. The Steering Group is serviced by the Project Co-ordinator, and consults widely with a specific stakeholder group and the general public. The Stakeholders are a large group of interested local individuals and organisations from different sectors of city life including residents, business, transport, environmental conservation, regeneration, heritage, tourism and education. (BMP,2003-2009, pg 3-4)

Bath Management Plan consist of 5 main parts which are Introduction, Description & Significance of the World Heritage Site, Management Issues & Objectives, Programme for Action, Maps & Appendices.

- In the introduction part The World Heritage Site and The Management Plan are mentioned.
- In the Description & Significance of the World Heritage Site Part Location details, Boundary, Description of the World Heritage Site, Significance of the World Heritage Site, Ownership & Management of the World Heritage Site are mentioned.
- In Management Issues & Objectives and Programme for Action parts the headings are Introduction, Managing Change, Conservation, Interpretation, Education & Research, Physical Access and Visitor Management.

The long term vision of the area “Bath will practise and promote sustainable management, understanding World heritage site’s unique qualities and its world-wide significance.

The cultural assets of the World Heritage Site, their values and significance, will be conserved and safeguarded for this and future generations.

Bath will be a centre of excellence for urban heritage management and conservation, founded on partnership of local, national and international communities and organisations.

Bath will be accessible and enjoyable to all; a site that understands and celebrates its outstanding universal values and atmosphere.

Bath will continue to be a thriving living city and will use its status as World Heritage Site to support and further the vitality of the local community.(BMP,2003-2009).”

4.1.1. City of Bath World Heritage Site Management Plan 2003–2009

The Management Plan of City of Bath aims to provide a manual to preserve the cultural heritage assets of the World Heritage Site of Bath. (BMP,2003-2009, pg2) Main Aims of the Plan are:

- “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.”(BMP,2003-2009, pg 2)

4.1.1.1. The Definition of the Site

The definition and significance of the site is described under these five headings:

- Location details
- Boundary (See Figure 4.1.)
- Description of the World Heritage Site: Information about the BWHS history and cultural assets are mentioned.
- Significance of the World Heritage Site: Outstanding universal value, statement of significance, justification for inscription and authenticity and legislative protection issues are mentioned.
- Ownership & Management of the World Heritage Site: Planning and policy in Bath and present situation of Bath are included.

4.1.1.2. Objectives

UNESCO's 1972 Convention concerning the Protection of the World Cultural and Natural Heritage define the purposes in articles and management plan relate with Article 4 *protection, conservation, presentation and transmission to future generations.*

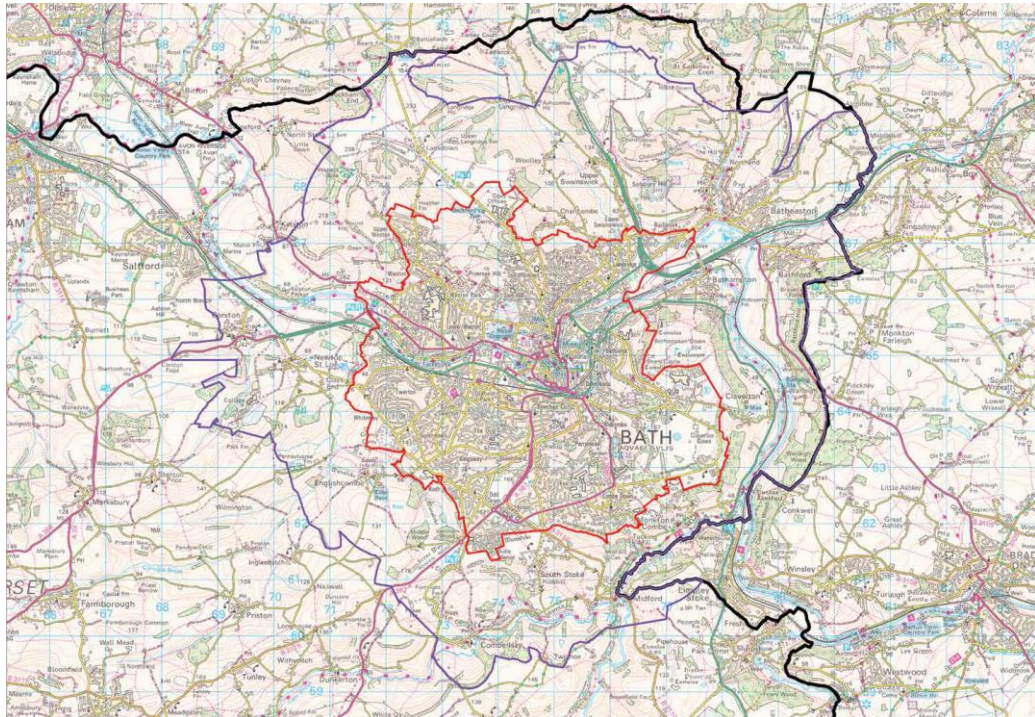


Figure 4.1. City of Bath WHS (Source: BMP 2016-2022)

The management plan firstly explores the vulnerabilities, threats and opportunities of the BWHS and then relate with the purposes. With this relation issues are grouped as: Managing Change, Conservation, Interpretation, Education & Research, Physical Access and Visitor Management

For these groups main themes are introduced.

These 45 objectives follow a number of issues. There are three overall objectives:

- “All policies, proposals, decisions and actions should contribute to the protection and conservation of the World Heritage Site, sustaining its outstanding universal values, fabric, character and authenticity to ensure its survival for future generations;

- All policies, proposals, decisions and actions relating to the World Heritage Site should be based on the principles of sustainability;
- All individuals and organisations, governmental, voluntary, charitable or commercial, with an interest in the management or use of the World Heritage Site, whether resident or visiting, should have a sound understanding of the concepts of World Heritage, the values of the site and the requirements for conservation and protection of the site(BMP, 2003-2009, pg 31) .”

The issues do not generally identify particular sites in the World Heritage Site requiring work. This is because the extent of the World Heritage Site is such that any examples given could only ever cover a small percentage and could lead to a biased impression of the character and requirements of the site. The issues have therefore been designed to identify ideas rather than sites (BMP, 2003-2009, pg 31).

- **Managing Change:** For managing change the main themes are Administration, Funding, Risk Management, Information Management, Monitoring, Knowledge, Boundary, Local Community, Statutory Development Plans, Statutory Designations, Non-Statutory Planning, Assessing Change, Development Control and Contemporary Development. There are 19 issues and 12 objectives for these themes.
- **Conservation:** The main themes of the conservation are Ownership, Funding, Historic Environment, Buildings, Landscape, Archaeology, Public Realm. There are 19 issues and 13 objectives in this part.
- **Interpretation, Education & Research:** The main themes are Interpretation, Education, Research. 3 Issues and 3 objectives are mentioned.
- **Physical Access:** Traffic, Parking, Entrance Points, Coaches, Public Transport, Integrated Transport, Pedestrians & Cycling, Access for All, Travel Planning & Awareness are the main themes. 12 issues and 10 objectives are held.
- **Visitor Management:** The main themes are Visitor Facilities, Visitor Welcome, Visitor Dispersal & Travel, Marketing and Local Community. There are 8 issues and 7 objectives in this part.

4.1.1.3. Implementation

The objectives of the Management Plan are designed to achieve comprehensive management of the World Heritage Site. Achieving successful implementation of these objectives will require the continuing commitment and efforts of a wide variety of partners.

Fundamental to the success of this Management Plan will be careful coordination of partners. This is essential to ensure that collective efforts are possible and resources are used to their best effect. (BMP, 2003-2009, pg 73)

These partners are mainly:

- Steering Group
- World Heritage Site Co-ordinator
- Stakeholder Group
- Topic based Working Groups

The Steering Group is the coordinator of the management plan by controlling every step of the plan.

It is proposed a Coordinator of the World Heritage Site is employed by the local authority and the main duties would be:

- Plan the implementation of the Management Plan
- Liaise with partners, stakeholders and the local community
- Initiate and manage projects recommended in the Management Plan
- Facilitate actions and projects by other organisations which fulfil the objectives of the Management Plan
- Co-ordinate and service the Steering Group, Working Groups and Stakeholder Group
- Monitor, review and update the Management Plan
- Monitor the condition of the World Heritage Site
- Investigate and pursue sources of funding for the implementation of the Management Plan, including funding for the ongoing employment of the Coordinator

- Promote awareness of the World Heritage Site and its significance
- Meet the requirements for information and a state of conservation report for UNESCO's 6 yearly periodic review(BMP, 2003-2009, pg 73-74)

It is proposed that Working Groups, which are made up individuals and organisations, work with the Stakeholder Group and also involved in the implementation of the plan. In the yearly Implementation Plans they will be guided. The Management Plan will be reviewed and monitored by yearly Implementation Plans.

For core activities funding of the Management Plan should be described in order to implement the management plan. The study identifies the core activities as:

- Employing a World Heritage Site Coordinator
- Servicing the World Heritage Site Steering Group, Stakeholder Group and Working Groups
- Planning implementation on a yearly basis
- Monitoring the progress of implementation
- Reviewing the Management Plan(BMP, 2003-2009, pg 73-74)

The Management Plan should be reviewed every six years in order to update the plan. The review will consist of annual reviews and Six-yearly reviews. This six-yearly Periodic Reporting is a requirement of UNESCO.

In order to achieve the objectives of the Management Plan an action plan should be mentioned. Programme of action will include a timescale as: Short (S), up to 2 years Medium (M), up to 6 years Long (L), up to ten years or more Ongoing, continuous work.

4.1.2. City of Bath World Heritage Site Management Plan (2010-2016)

Bath Management Plan consist of 6 main parts which are Introduction, Description & Significance of the World Heritage Site, Management of the Site, Vision and Aims, Pressures Issues & Objectives, Programme for Action, Implementation and action plan.

In the introduction part The City of Bath World Heritage Site, The Management Plan and UNESCO / ICOMOS Mission are mentioned.

In the Description & Significance of the World Heritage Site Part Location, Boundary, Description of the Site, Significance of the Site are mentioned.

Management of the site part Management and Ownership, Governance, Ownership, Planning, Policy and Legislative Framework are included.

In Vision and Aims part the headings are Long Term Vision, Aims of the Management Plan.

Pressures Issues & Objectives, Programme for Action part Introduction, Managing Change Issues and Objectives, Conservation Issues and Objectives, Interpretation, Education and Research Issues and Objectives, Physical Access Issues and Objectives, Visitor Management Issues and Objectives are the main issues.

Lastly in Implementation and action plan Introduction, Implementation, Actions to Achieve the Objectives are the main headings.

The vision and main aims are the same.

4.1.2.1. The Definition of the Site

Description and significance of the site is described under these four headings:

- Location details
- Boundary
- Description of the World Heritage Site: Natural Assets and Cultural Assets are mentioned.
- Significance of the World Heritage Site: Outstanding universal value, statement of significance, Wider Significance, Preparation of a Statement of Outstanding Universal Value, Authenticity and Integrity, Protection

Management of the site is held in another heading unlike the previous plan and Management and ownership, governance, ownership and planning and policy framework are the sub-headings.

Also Vision and Aims chapter includes Long term Vision and Aims of the Management Plan.

4.1.2.2. Implementation and Objectives

This section of the Management Plan outlines 51 issues associated with the World Heritage Site, and identifies 25 objectives.

Like the previous plan the issues are grouped as:

- Managing Change
- Conservation
- Interpretation, Education & Research
- Physical Access
- Visitor Management

25 objectives are described in that plan and three overall objectives remain the same.

Managing Change: For managing change the main themes are; Administration, Funding, Central / local government, Risk Management, Tall Buildings, Flooding, Information Management, Monitoring, Local Community, Development Management, Contemporary Development, Sustainability and Climate Change. There are 20 issues and 8 objectives for these themes: (BMP, 2010-2016, pg 40-46)

Conservation: The main themes of the conservation are the same in the previous plan. There are 12 issues and 6 objectives in this part.

Interpretation, Education & Research: The main themes are Interpretation, Education, Research and Buildings. 7 Issues and 2 objectives are mentioned.

Physical Access: The main themes of the conservation are the same in the previous plan. 7 issues and 5 objectives are held.

Visitor Management: The main themes are Welcome and Facilities, Dispersal & Travel, Impact, Marketing. There are 6 issues and 4 objectives in this part.

4.1.3. City of Bath World Heritage Site Management Plan (2016-2022)

Bath Management Plan consist of 6 main parts which are Introduction, Description of the site, Significance of the Site, Management of the Site, Issues, challenges & opportunities, Implementation & action plan.

- In the Introduction part The City of Bath World Heritage Site, What is World Heritage? The need for a Management Plan, Scope and status of the plan, Preparation and structure of the plan and Aims are mentioned.
- In The Description of the Site Part Introduction, Location, Boundary, Setting, Summary history of the site, a living city – Bath today, Condition of the site and Key facts are mentioned.
- In the Significance of the Site Part Introduction, Statement of Outstanding Universal Value, Attributes of Outstanding Universal Value, Other Cultural Value and Natural Value headings are included.
- Management Of The Site part Introduction, Bath World Heritage Site: The story so far; achievements under the previous plan, Ownership, Other key stakeholders, Management systems, International management, National and local management Planning, policy and legislative framework, National Planning Policy, Environmental Impact Assessments, Design and Access Statements, Heritage Statements/ Heritage Impact Assessments, Local Planning Policy, The Development Plan, Protection of the Hot Springs, Other management mechanisms, Funding Incentives, Analysis of current management, Risk management, Monitoring are included.
- In Issues, challenges & opportunities the headings are Introduction, How the issues were gathered, How the issues are used, Priorities, Managing development, Transport, Public realm, Interpretation, Education, Environmental resilience, Conservation, Funding, Research, Accessibility and inclusivity, Visitor management, Administrative management and Objectives.
- Lastly in Implementation and Action Plan Introduction, about the actions, Implementation and Action Plan are the main headings.

The vision revised as:

“The Outstanding Universal Value of the City of Bath World Heritage Site will be conserved and enhanced for this and future generations.

Bath will be an exemplar of sustainable urban management, striving to balance the needs of an inventive and entrepreneurial 21st century place with the conservation and enhancement of the unique heritage which is of world-wide significance.

It will be a centre of excellence for urban heritage management and conservation, founded on strong and effective partnerships of local, national and international communities and organisations.

The impact upon the Outstanding Universal Value will be a key consideration in all proposals for change, recognising that small-scale incremental change can be as influential as major interventions. There will be a strong presumption against development that would harm the Outstanding Universal Value of the World Heritage Site itself, or its setting.

Bath will be accessible and enjoyable to all; a Site that understands and celebrates its Outstanding Universal Value, beauty and character.

World Heritage status will continue to be used to support and further the vitality and wellbeing of the local community.”

Main aims remain the same in the previous plans.

4.1.3.1. The Definition of the Site

In The Description of the Site Part there are eight headings:

- Introduction
- Location
- Boundary
- Setting
- Summary history of the site
- A living city – Bath today
- Condition of the site
- Key facts

Significance of the Site is held as another chapter under five headings: Introduction, Statement of Outstanding Universal Value, Attributes of Outstanding Universal Value, Other Cultural Value, and Natural Value

Management of the site is held in another chapter like the 2010-2016 management plan. Introduction, Bath World Heritage Site: The story so far; achievements under the previous plan, Ownership, Other key stakeholders, Management systems, International management, National and local management, Planning, policy and legislative framework, National Planning Policy, Environmental Impact Assessments, Design and Access Statements, Heritage Statements/ Heritage Impact Assessments, Local Planning Policy, The Development Plan, Protection of the Hot Springs, Other management mechanisms, Funding Incentives, Analysis of current management, Risk management, Monitoring are the subtitles.

In the Previous plan “Vision and Aims” are as a separate chapter, in this plan they are held in the introduction part. Pressures, issues and objectives chapter in the previous plan is revised as Issues, challenges & opportunities. The headings are Introduction, How the issues were gathered, How the issues are used, Priorities, Managing development, Transport, Public realm, Interpretation, Education, Environmental resilience, Conservation, Funding, Research, Accessibility and inclusivity, Visitor management, Administrative management and Objectives.

4.1.3.2. Implementation and Objectives

This section of the Management Plan held in Implementation & action plan chapter the same as the previous plan. This plan identifies 5 priority subject areas and 6 more issue headings. There are 17 objectives and 47 actions.

5 priority subject areas are:

- Managing Development: 2 objectives and 4 actions are mentioned.
- Transport: 2 objectives and 3 actions are held.
- Public Realm: 1 objective and 3 actions are mentioned.
- Interpretation and Education: 2 objectives and 12 actions are mentioned.
- Environmental Resilience: 1 objective and 4 actions are held.

Other issue headings are:

- Conservation: 4 objectives and 9 actions are mentioned.
- Funding: 1 objective and 2 actions are mentioned.
- Research: 1 objective and 1 action are held.
- Accessibility and Inclusivity: 1 action is mentioned.

- Visitor Management: 1 objective and 3 actions are mentioned.
- Administrative Management: 2 objectives and 5 actions are mentioned. (BMP, 2016-2022, pg 30-38)
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4.2. The Old and New Towns of Edinburgh World Heritage Site

The Old and New Towns of Edinburgh World Heritage Site were inscribed on the World Heritage List in 1995 by the UNESCO (United Nations Educational, Scientific and Cultural Organisation) World Heritage Committee. The Site sits within the family of World Heritage properties, reflecting the shared values of people across the globe. In the case of Edinburgh, World Heritage status recognises the remarkable juxtaposition of the medieval Old Town, high up on a dramatic ridge, and the classically inspired New Town across the Waverley Valley. The Old Town is the place of birth of the Scottish Enlightenment, and the New Town is the embodiment of its thinking and ideals. The World Heritage Site is a tremendous asset for Scotland and the UK.

UNESCO requires all World Heritage Sites to have a management plan or documented management system in place. This ensures that the special qualities which make it important (the outstanding universal value) are protected and enhanced. It is also the policy of the Scottish Government that all Scottish World Heritage Sites should develop management plans which set a framework for the protection, promotion and enhancement of the sites. It is recommended that these are updated every five years. (EWHMP, 2011-2016)

4.2.1. The Old and New Towns of Edinburgh Management Plan 2011-2016

Management plan of the Edinburgh manages the old and new towns of the World Heritage site. The partners of the plan are;

- Edinburgh World Heritage,
- Historic Scotland
- the City of Edinburgh Council.

The vision and objectives for the Site were informed by workshops, exhibitions and a wide range of consultation responses. The involvement of the many stakeholders has made a significant contribution to the vision and objectives for the Site which are included in the Plan.

The following vision for the Site was developed from the workshop sessions:

“We share an aspiration for the World Heritage Site to sustain its outstanding universal value by safeguarding and enhancing the remarkable and beautiful historic environment. This supports a confident and thriving capital city centre, its communities, and its cultural and economic life.” (EWHMP,2011-2016)

Edinburgh Management Plan consist of 7 main parts which are Introduction, Context, A Brief Description of the Site and the Statement of Outstanding Universal Value, Interpretation of the Key Attributes, Management-Themes, Issues and Objectives, Measuring the State of Conservation, Implementation of the Second Management Plan, Management of the World Heritage Site.

- In the introduction part the role of the management plan, the partners, the first management plan, progress since the first management plan, UNESCO Mission and structure of the second management plan are mentioned.
- In the Context - A World Heritage Site within a Living City part the living city, engaging with communities, the world heritage site and the economy of the city, supporting involvement with world heritage are mentioned.
- In A Brief Description of the Site and the Statement of Outstanding Universal Value part the headings are Introduction to the Statement of Outstanding Universal Value, The Statement of Outstanding Universal Value, Criteria for Designation, Integrity, Authenticity, Protection and Management.
- Interpretation of the Key Attributes-of the World Heritage Site’s Outstanding Universal Value chapter The Remarkable Juxtaposition of the Old and New Towns, The Old Town, The New Town, Architectural Quality, Topography, Planned Alignments and Skyline, Influence on Urban Planning, Culture and Activities are mentioned.
- In the Management - Themes, Issues and Objectives part main headings are Understanding of the World Heritage Site, Safeguarding the Outstanding Universal Value, A World Heritage Site in a Sustainable Capital City Centre, The Effective Management of the Site.
- And the last two parts are measuring the State of Conservation and Implementation of the Second Management Plan. They mention Management of the World Heritage Site,

The Action Plan, Monitoring, The Old and New Towns of Edinburgh World Heritage Site Steering Group.

The Management Plan provides a framework for the effective management of the World Heritage Site. It identifies the issues that affect the different elements of outstanding universal value, many of which evolved from a public consultation process. The management Plan then sets out a series of objectives designed to ensure the protection of the Site in a way that meets international commitments and helps to align the actions of all parties involved in the management process. An Action Plan for the implementation of the objectives will be produced as an accompanying document. (EWHMP, 2011-2016)

The management plan guides management of the World Heritage Site through an Action Plan, therefore it is designed to be flexible and responsive. The plan has prepared with consultation of the local communities and relevant organisations and experience of managing the site.

This Management Plan is structured to:

- Facilitate engagement by the communities living, working and enjoying the World Heritage Site through the management of the Site
- Provide direction to the actions of partners, which will be defined in more detail in the Action Plan
- Set the broad policy framework to sustain and monitor for the outstanding universal value
- Show how the ambitions for the World Heritage Site is to be implemented through a set of objectives
- Understand the issues that affect the outstanding universal value
- Define the World Heritage Site and the elements of the outstanding universal value (EWHMP,2011-2016)

4.2.1.1. The Definition of the Site

The relationship of the medieval Old Town and the planned Georgian New Town is defined as an exceptional property with urban and landscape properties. The properties of site explained under six headings:

- The Old Town
- The New Town

- Architectural Quality
- Topography, Planned Alignments and Skyline
- Influence on Urban Planning
- Culture and Activities

The area defined as “great influence” and “an outstanding example” for urban planning and architecture through 18th and 19th centuries. Also the area witnesses different time periods and reflects the changes in planning and architecture.



Figure 4.2. Edinburgh World Heritage Site (Source: EWHMP, 2011-2016)

4.2.1.2. Implementation And Objectives

The World Heritage Site (See Figure.4.2.) includes a large part of the city centre with all the functions of a thriving capital city. It is home to a range of government, commercial, educational, legal and residential uses; and is the venue for international festivals. The Management Plan aims to support the breadth of this community of interest in the Site, including the residents, and strengthen their support for the Site. Every resident, owner and institution manages an aspect of the Site, highlighting the relationship between people, their activities and the Site’s fabric. (EWHMP,2011-2016)

In the management plan there are criterions of UNESCO for designation to be a World Heritage. These are explained as integrity-authenticity property of the site. Protection and management is also explained through the legislation which is implemented in the site. These are the Town and Country Planning (Scotland) Act 1997, the Planning etc (Scotland) Act 2006, the Scottish Historic Environment Policy (SHEP), Scottish Planning Policy and Edinburgh City Local Plan guide planning and development in Scotland. The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 and the 1979 Ancient Monuments and Archaeological Areas Act. and Skyline Policy guide monuments, individual buildings, architectural-historic interests and archaeological areas are held in the management. Also Historic Scotland and the City of Edinburgh Council work on the management of the Site.

In the management plan the objectives are grouped under 4 key themes. Under those key themes 17 headings are achieved. These are;

- Understanding of the World Heritage Site
 - Awareness of World Heritage
 - Interpreting Outstanding Universal Value
 - Using World Heritage for Learning
 - Encouraging Research related to the World Heritage Site
- Safeguarding the Outstanding Universal Value
 - Skyline, Setting and a Buffer Zone
 - Archaeology
 - Architectural Quality
- A World Heritage Site in a Sustainable Capital City Centre
 - Sustainability - Society and communities
 - Sustainability – Economy
 - Sustainability - Biodiversity and Natural Heritage
 - Sustainability – Culture
 - Liveability - Public Realm
 - Liveability – Traffic
 - Servicing the World Heritage Site
- The Effective Management of the Site
 - Partnership Working
 - Stakeholder Engagement
 - The Risks to the World Heritage Site

The objectives will be achieved through an Action Plan by stakeholders and organisations, because the objectives come from a public consultation process. There are 33 objectives enhanced.

4.2.1.3. Implementation-Monitoring

The key organisations for the implementation of the Management Plan and protection of the World Heritage Site's Outstanding Universal Value are the City of Edinburgh Council, Edinburgh World Heritage and Historic Scotland, which form the core Steering Group. A broader partnership of this group also meets and has included Essential Edinburgh and Scottish Enterprise.(EWHMP,2011-2016)

This Edinburgh Management Plan provided an opportunity to consider the implementation of the first plan and how the public meet with the implementation of the plan. There are many interest groups, communities and organisations which directly or indirectly influence the management structure. It is expected that there will be strategic partners and they will reflect the objectives of the management plan. They would be;

- Agencies responsible for international promotion of Edinburgh as tourism destination.
- Businesses and agencies which engage 'face to face' with tourists, for instance tour guides.
- The Chamber of Commerce.
- Essential Edinburgh.
- Scottish Enterprise.
- Community groups.
- Local universities and colleges.
- Libraries and galleries.
- Councillors.

The Management Plan sets out the vision and the plan establishing through the vision. Action Plan is based on the projects which aim achieving the vision with objectives. The coordination of the plan will be held by a steering group.

And the plan will be regularly monitored to check both progress and the efficiency of its implementation. (EWHMP,2011-2016)

4.2.2. The Old and New Towns of Edinburgh World Heritage Site Management Plan 2017-2022

2017-2022 Edinburgh Management Plan consist of 5 chapters which are Introduction, Vision and Aims, Description of the Site, Action Plan and Implementation & Monitoring.

- In the introduction part the role of the management plan, Foreword, What is World Heritage?, Scope and Status of the Plan, Planning and Policy Framework, How does it sit alongside other relevant plans?, The Management Partners and Preparation and Structure of the Plan are the issues.
- Vision and Aims The Vision, Aims of the Management Plan are mentioned.
- Description of the Site part the headings are Location, Key Facts, Key Figures, The Statement of Outstanding Universal Value, Safeguarding of the OUV.
- Action Plan chapter Introduction, Consultation, Six Key Challenges - The Actions, Other challenges - A Way Forward, Implementation are mentioned.
- In Implementation & Monitoring part main headings are Implementation, Monitoring, Risk Preparedness.

The Partners and the vision is the same with the previous plan.

The main aims of the Management Plans are to:

1. Promote a sustainable approach that integrates conservation with the needs of all communities and visitors to the site
2. Build and maintain strong partnerships between local, regional and national organisations to help deliver the actions of the Plan
3. Interpret and present the history and significance of the Old and New Towns of Edinburgh to the highest quality and promote equality of opportunity to access and enjoyment
4. Ensure that the Outstanding Universal Value of the Site and its setting is understood, protected and sustained. (EWHMP,2017-2022)

4.3. Bursa (Khans Area and Sultan Complexes) and Cumalıkızık

Bursa and surrounding regions has always been an important centre of civilization with a history dating back to 5000 B.C. On the other hand the most important event in

Bursa's history is the conquest by the Ottoman Beylic on their way to "becoming a major state." With building activities following the conquest, Bursa gained a new appearance and has become an economic, political, social and cultural point of interest. Site Management, which is the subject of this plan, involves urban and rural settlements in Bursa, symbolizing its economic, political, social and cultural development that has lasted for centuries. (BCWHMP, 2013-2018; pg 15)

The aim of the Management Plan is to develop and safeguard Outstanding Universal Values for present and future generations by means of short-middle-long term actions. The "management plan" for an area to be protected has been defined as main strategy documents and action plans, which will include priorities, problems, threats and opportunities of the region, prepared by all stakeholders in a transparent manner, including objectives based on a vision to solve problems and to prevent threats. (BCWHMP, 2013-2018; pg 17)

Management Plan of the Bursa (Khans Area and Sultan Complexes) and Cumalıkızık World Heritage Site manages the areas from the birth of the Ottoman Empire period. The Stakeholders of the plan are; Prime Ministry, Ministries, Bursa Governorship, Special Provincial Administration, Bursa Metropolitan Municipality, Osmangazi Municipality, Yıldırım Municipality, Headmen (Mukhtars), Civil Society Organisations, Professional Chambers, Universities, Press, Public Enterprises and other enterprises with special purposes.

The following vision for the Site is:

"As the first capital city of the Ottoman Empire, to protect and preserve the Khans Region, Sultan Complexes and Cumalıkızık Village's tangible and intangible values, where traces of foundation of the Ottoman Empire can be found, and to help them survive as a world heritage. (BCWHMP, 2013-2018; pg 154)."

4.3.1. Bursa (Khans Area and Sultan Complexes) and Cumalıkızık Management Plan 2013-2018

Preservation, sustaining, evaluation of the historic texture effectively and efficiently with its natural integrity and at the same time meeting the changing needs are only possible by creating a public awareness with everybody, every institution and establishment making a contribution. Survey meetings were therefore conducted during the process of forming the Bursa and Cumalıkızık Management plan. (BCWHMP, 2013-2018; pg 148)

Survey meeting is a participative planning method and for the purpose of benefiting from knowledge and experiences of all stakeholders, participants to comprise as a whole in number and diversity have been invited by Bursa Directorate of Sites. The names of all participants who have attended meetings and shared their valuable ideas, and photographs of meetings are provided in the Management Plan annex. (BCWHMP, 2013-2018;pg 148)

Bursa nad Cumalıkızık Management Plan consist of 2 main parts which are Definition of Bursa and Cumalıkızık Management Site and Bursa and Cumalıkızık Management Plan. Definition of Bursa and Cumalıkızık Management Site consists of 6 headings Location and Boundaries of the Management Site, Historical Development Process and Importance of the Site Management, Outstanding Universal Values of the Site Management and UNESCO Nomination Criterias, Conservation Status of the Site Management, Transportation – Accessibility and Current Physical, Social and Economic Structure of the Management Site.

Bursa and Cumalıkızık Management Plan consists of 6 parts. They are Stakeholder Analysis and Financial Resources, A Glimpse to Future in Management Plan, Action Plan Tables (Objectives, Action, Responsible Organization and Stakeholders), Bursa Site Management Model, Implementation, Monitoring, Inspection, Review and Update Process and Evaluation.

In the Stakeholder Analysis and Financial Resources heading of the management plan part Stakeholder Analysis and Financial Resources are mentioned.

In the A Glimpse to Future in Management Plan part Process of Survey Meetings, Swot Analyses (Strengths- Weaknesses, Opportunities- Threats), Evaluation of Survey Meetings' Results, Vision, Mission and Basic Principles of Management Plan are mentioned.

In Action Plan Tables (Objectives, Action, Responsible Organization and Stakeholders) part the headings are Bursa (Khans Area and Sultan Complexes) and Cumalıkızık Village.

Implementation, Monitoring, Inspection, Review and Update Process chapter includes Yearly Reporting and Revision of the Management Plan headings.

Bursa Site Management Model and Evaluation sections don't have any sub-titles.

4.3.1.1. The Definition of the Site

The Bursa and Cumalıkızık Management Plan covers Bursa Khans Area, Sultan Complexes, and Cumalıkızık Village.(See Figure.4.3.)

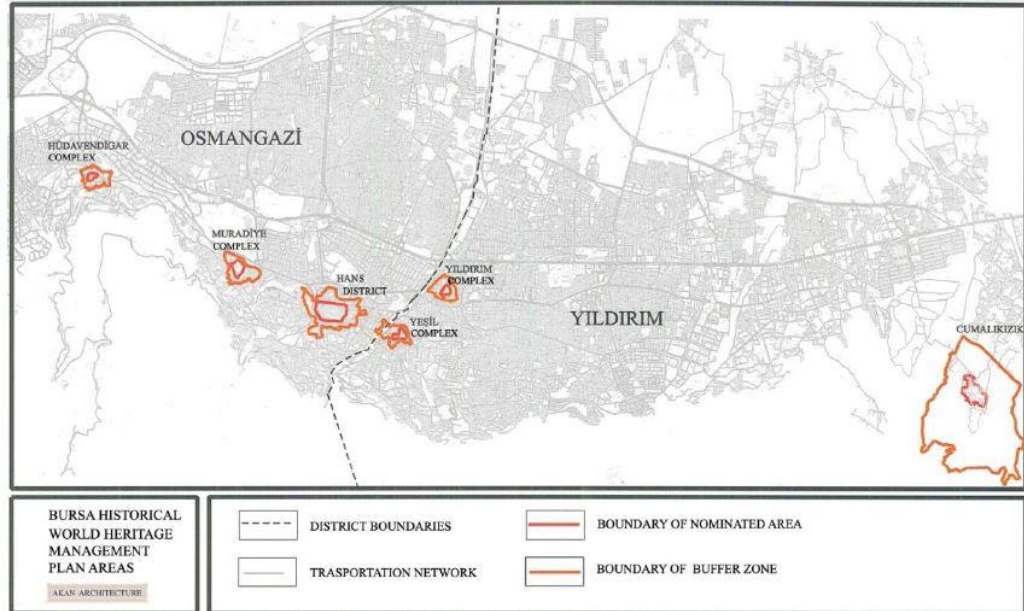


Figure 4.3. Boundaries of Bursa WHS Management Plan (Source: Akan Architecture)

The boundaries of the core area for the candidate areas have been defined according to the following criteria:

- The assets within the boundaries best represent the reason and value of the application.
- The assets within these boundaries are defined and legally protected as conservation areas.
- The assets have been well preserved and still retain the authenticity and completeness of the area.
- The areas are large enough to be defined as of Universal Value.
- The boundaries follow the definition of the history of the assets.

The boundaries of the management area have been defined as manageable areas of sufficient size to enable the protection, preservation and utilization of the proposed world heritage site areas. (BCWHMP, 2013-2018; pg 23)

In the Bursa and Cumalıkızık Management Plan, the action plan has been dealt with seven topics in accordance with the basic principles and vision of the plan. Those topics are as follows: Management “Authority, Legislation, Organization, Coordination, Participation”, Cultural Values - Conservation and Planning, Social - Economic - Environmental Life Quality, Training and Awareness, Accessibility – Transportation, Tourism - Promotion - Visitor Management, Emergency and Disaster Management (BCWHMP,2013-2018;pg 155) The objectives grouped as Bursa and Cumalıkızık separately. For Bursa 20 objectives are developed for seven topics.

4.3.1.2. Implementation-Monitoring

The Bursa (Khans Area – Sultan Complexes) and Cumalıkızık Management Plan requires yearly review during its implementation process. (BCWHMP, 2013-2018; pg 247) Site Management and Monuments Board Establishment and Duties and the Site Management Determination, Regulation, Procedures and Principles Determination Act is mentioned for the process of the management plan. In this act in the implementation and evaluation are included Annual Report, Yearly Work Programme and Budget.

Annual Report revises the actions and objectives that are held in the previous work programme. After revision Annual Report action plan is held with the

organisations and institutes involved in the Yearly Work Programme. For every action in the programme budget will be formed. The costs classified as preparation and promotion costs, Implementation costs and Management costs.

The successful implementation of the management plan requires management, implementation, observation, evaluation and feedback loops. The continuity of this loop will be provided through action plans, yearly work programs and budget drafts, yearly action reports, evaluation reports and management plan revisions.

The aim of the loop:

- Ensure the evaluation of the management plan by stakeholders,
 - Ensure the evaluation of the continuity of the cultural heritage within time by management site
 - Update information regarding cultural heritage in line with changing conditions ensuring preservation of assets
 - Create a mechanism for exchange of coordination, information and experience.
- (BCWHMP, 2013-2018; pg 249)

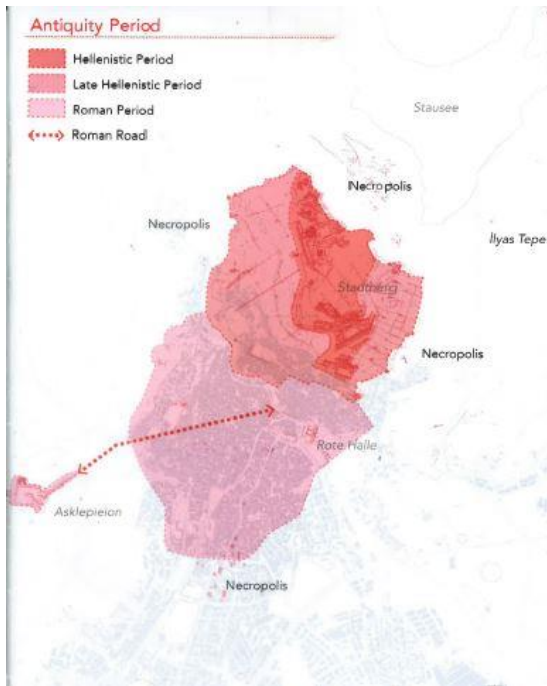
CHAPTER 5

PERGAMON AND ITS MULTI-LAYERED CULTURAL LANDSCAPE WORLD HERITAGE SITE

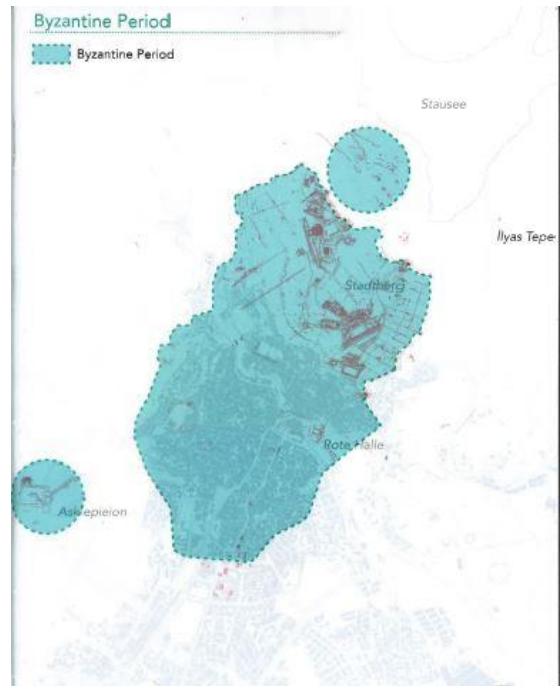
Through Antique, Byzantine, Ottoman and Republican Periods Pergamon is a living example of multi-layered Anatolian towns. Multi-layeredness can be visualised in the town physically and also cultural depth of the region and geography becomes evidence of history in the area. It is one of the rare living examples between the multi-layered Anatolian towns with inhabitation since prehistoric ages. Also in the settlement different uses from different time periods can be seen in the settlement. Pergamon has been an interrelation of human and nature with its location with which we can call it as landscape.

“This site rises high above the Bakırçay Plain in Turkey’s Aegean region. The acropolis of Pergamon was the capital of the Hellenistic Attalid dynasty, a major centre of learning in the ancient world. Monumental temples, theatres, stoa or porticoes, gymnasium, altar and library were set into the sloping terrain surrounded by an extensive city wall. The rock-cut Kybele Sanctuary lies to the north-west on another hill visually linked to the acropolis. Later the city became capital of the Roman province of Asia known for its Asclepieion healing centre. The acropolis crowns a landscape containing burial mounds and remains of the Roman, Byzantine and Ottoman empires in and around the modern town of Pergamon on the lower slopes (<https://whc.unesco.org/en/list/1457>).”

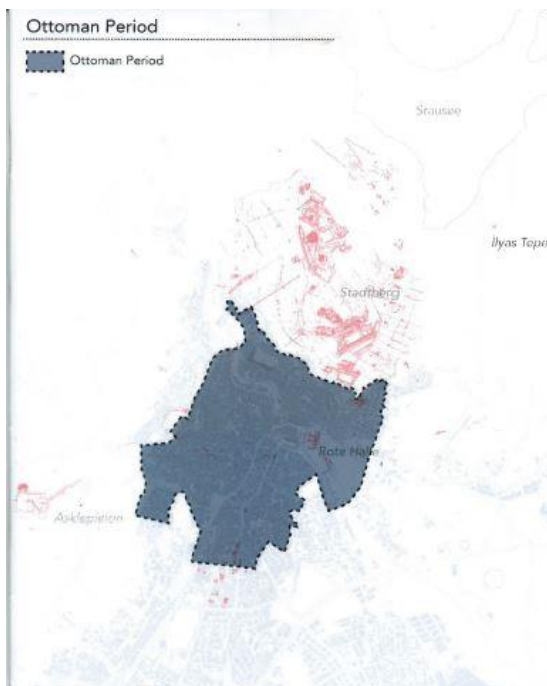
“Pergamon is defined as the first city which had been approached in terms of town planning in the Republic Period. The city is one of the first examples that provided necessary developments for urban conservation and planning about how urban texture should be conserved and sustained with archaeological sites in the 1940’s. Planning



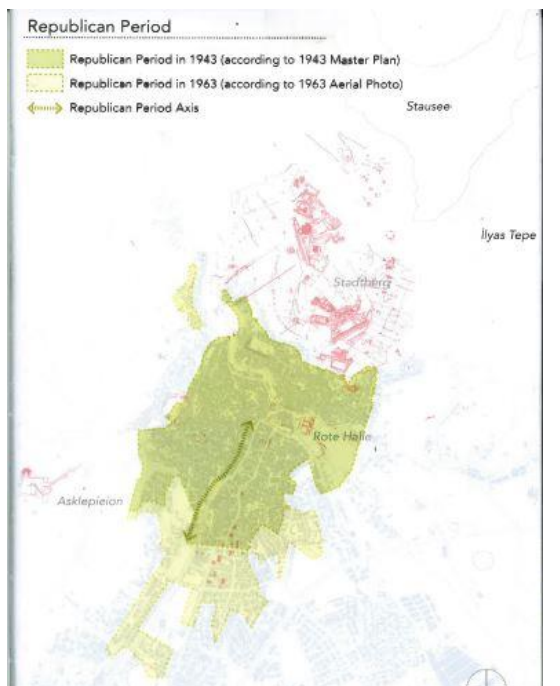
(a)



(b)



(c)



(d)

Figure 5.1. (a) Antiquity Period, (b) Byzantine Period, (c) Ottoman Period, (d) Republican Period Pergamon (Source: Bilgin Altınöz, 2014)

works started with the 1943 development plan and continued with the 1968 development plan in the multi layered Pergamon city. Because the city had been surrounded by archaeological sites in the north and northwest, and by agricultural lands in east, the city had developed towards south and southwest (Pergamon MP, 2017,pg 33).”

1987 Development Plan takes the conservation areas into consideration, in addition to this plan Pergamon conservation studies started with approval of archaeological sites including Acropolis and tumuli in 1987 and urban site boundaries which are lastly revised in 2007. Studies still going on for the archaeological and urban site boundaries during the world heritage studies in the area and there are additional archaeological sites take place.

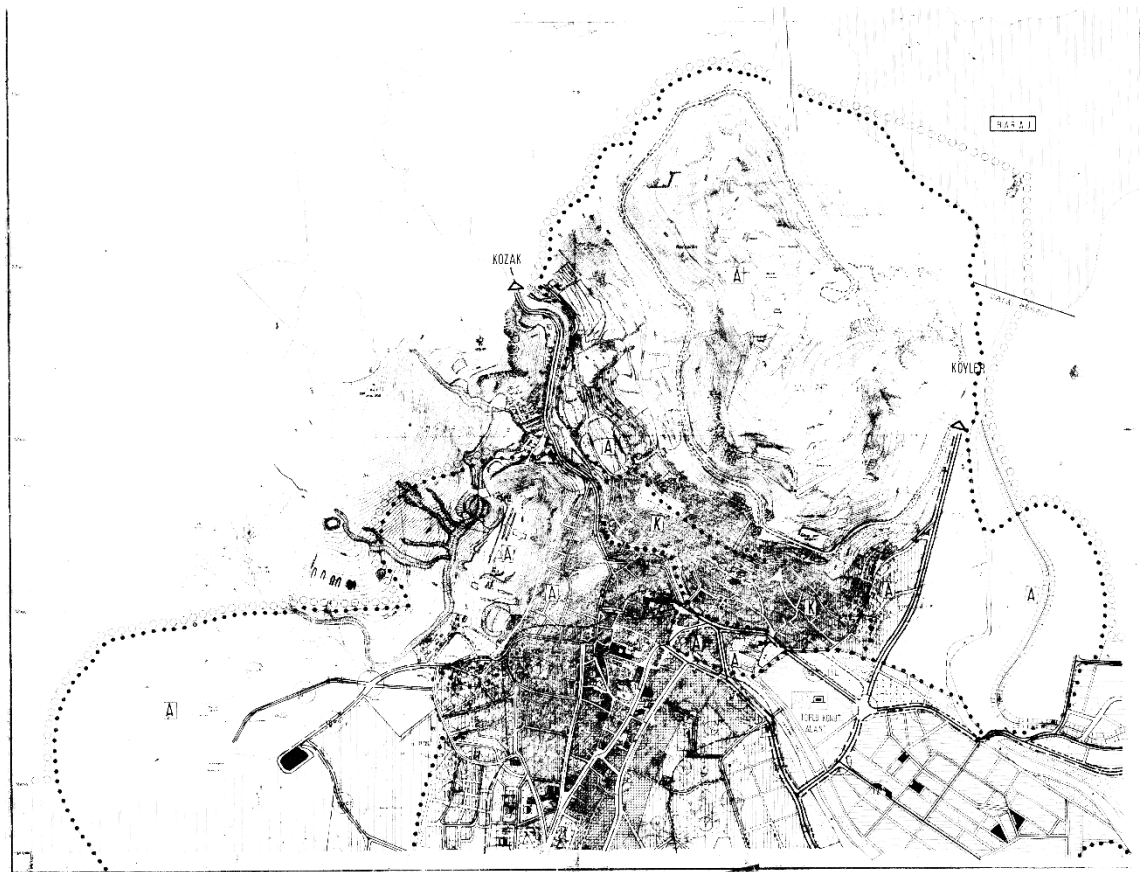


Figure 5.2. Development Plan (Source: Pergamon Municipality, 1987)

A conservation plan came into force for the 3rd degree archaeological site in 2006, which seemed as urgent for the development of the city center. The plan has helped for the construction demands in the site, on the other hand some parts of the plan wasn't clear enough for the implementation of the plan. For example there are some

blocks which can be constructed as “A” Structure was explained in the plan as it will be examined by Municipality during implementation. Because of the the complexity in implementation of the plan revision of the plan is needed so in 2012 current conservation plan for second degree archaeological site, third degree archaeological site and urban site came into force.

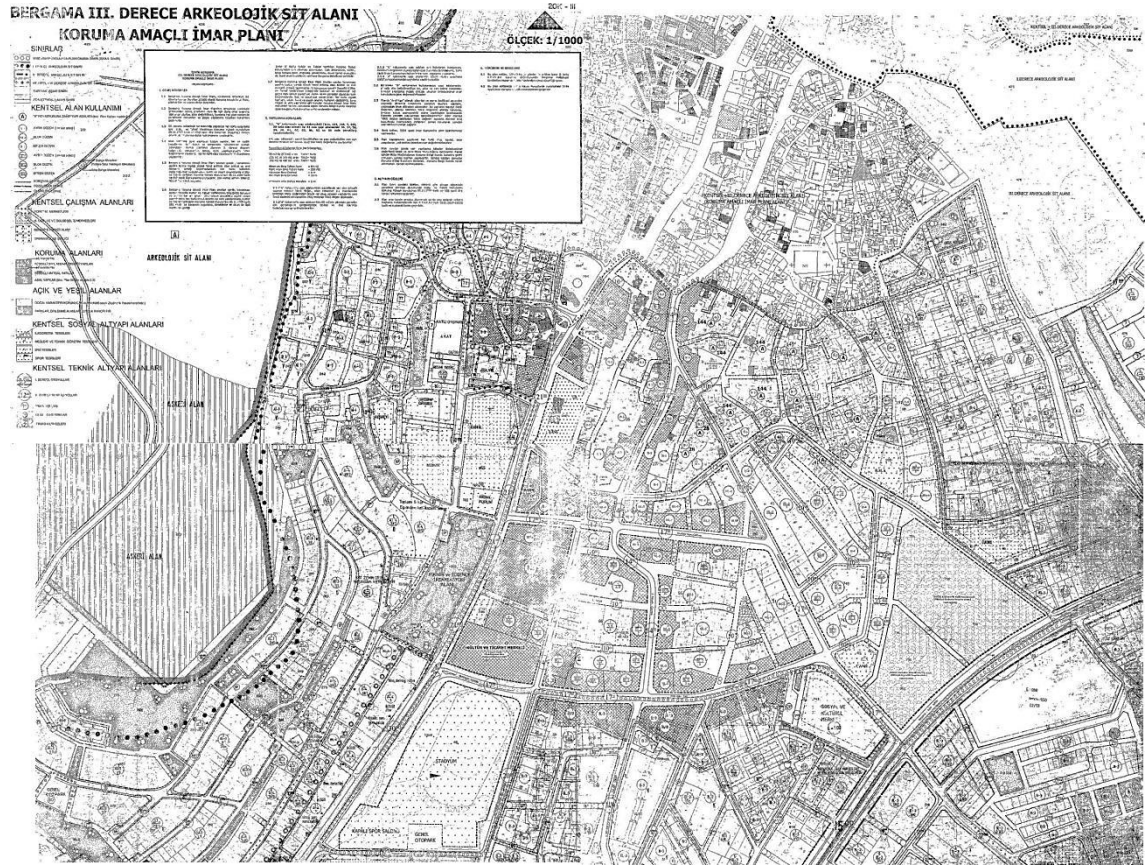


Figure 5.3. Pergamon Municipality, Third Degree Archaeological Site Conservation Plan (Source: Pergamon Municipality, 2006)

The content of the previous plan is developed with 2012 Conservation Plan and also implementation of the urban sites has started. The plan was expected since 90's and it was crucial for the nomination process. A Conservation Master Plan and a Conservation Development Plan was put in force in 2012. Conservation Master Plan includes first-second and third degree archaeological site and urban site, but Conservation Development Plan includes second-third degree archaeological sites and urban site. Conservation Development Plan is also necessary for the first degree archaeological sites but because of the nomination process the time wasn't enough to prepare for all sites. Conservation Development Plan for second degree archaeological

site, third degree archaeological site and urban site came into force, with the condition to prepare for the Conservation Development Plan for the first degree archaeological sites.

Before nomination for UNESCO World Heritage List some works took place in the area. Some these Works are Pergamon Urban Cultural Assets Inventory work supported by MSGSÜ, Turkish Academy of Science and Pergamon. Municipality within the scope of TÜBA-TÜKSEK Turkish Cultural Inventory Project between 2003-2005, Conservation Plan of Ertuğrul Neighbourhood that was prepared in 2006, Restoration of Küplü Bath in 2007, Urban Design and Street Improvement of Arasta work carried out by Pergamon Municipality in 2007-2008 with contribution margin taken from Special Provincial Administration, “*Protection Award for Registered Historical Buildings*” given by Pergamon Museum to owners who conserve their registered houses in 2008-2009, “Informative Guide for Registered Building Owners in Pergamon” and the panel “Cultural Heritage Management in Pergamon and Pergamon in the process of UNESCO Nomination Candidacy” that was organized in 2010. The nomination for UNESCO World Heritage List officially started in 2011.

The Nomination Studies Started with establishment of Pergamon Municipality World Heritage Office In 2011. At The Same Year the First Coordination Meeting was organized with NGO’s And the Public. The Second Coordination Meeting Organized in 2012 and in the same year a meeting was held with the academics from universities, German Archaeological Institute and ICOMOS National Committee. In The 38th Session of UNESCO World Heritage Committee Meeting Pergamon has been inscribed UNESCO World Heritage List as Pergamon and its Multi-Layered Cultural Landscape.

Nine components inscribed on World Heritage List which are:

Table 5.1. Nine components inscribed on World Heritage List

1	PERGAMON: Multi Layered City
2	A Temple Dedicated To The Mother Goddess: KYBELE ROCK-CUT SANCTUARY
3-9	7 TUMULI: Death In Ancient Period, Respect To Ancestors, And Secret Subjects Of The Pergamon Landscape

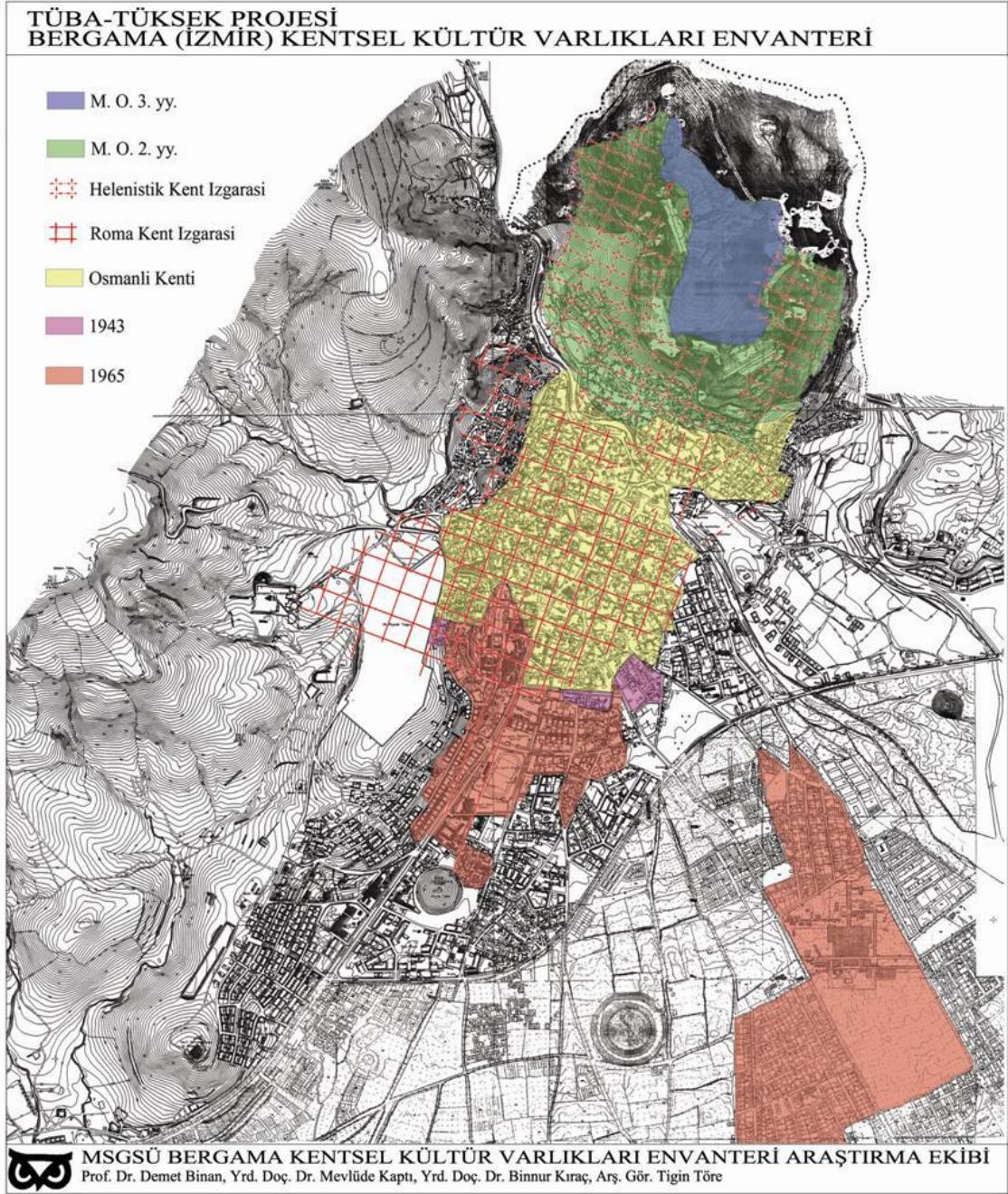


Figure 5.4. Pergamon Urban Development in History (Source: Pergamon WHO, 2005)

Not only universal values are defined with the unity of these nine components. Also, the “Cultural Landscape” feature, which has been formed by the unity of archaeological, urban and natural heritage of the World Heritage Site, has become more perceptible. Kale Hill where the Acropolis had been founded and Selinos Brook, which separates the ancient city into two by flowing through the skirts of the Hill, are the witnesses of the most successful reactions of humankind given to natural conditions like wind, climate, topography, vegetation. In other words, they are the witnesses of Pergamon’s development that has lasted for thousands of years. Besides, the Kybele Rock Cut Sanctuary, located on the summits of virgin nature and the tumuli surrounding the city, constitutes important examples of beliefs and religious rituals of the ancient period by creating visual connections with the Acropolis. The Tumuli and Kybele Rock Cut Sanctuary are important components of the Pergamon Cultural Landscape as a geographical indication of the announcement of political power and state sovereignty to public and to the international setting. (Pergamon MP, 2017,pg 10)

5.1. Aim of the Management Plan

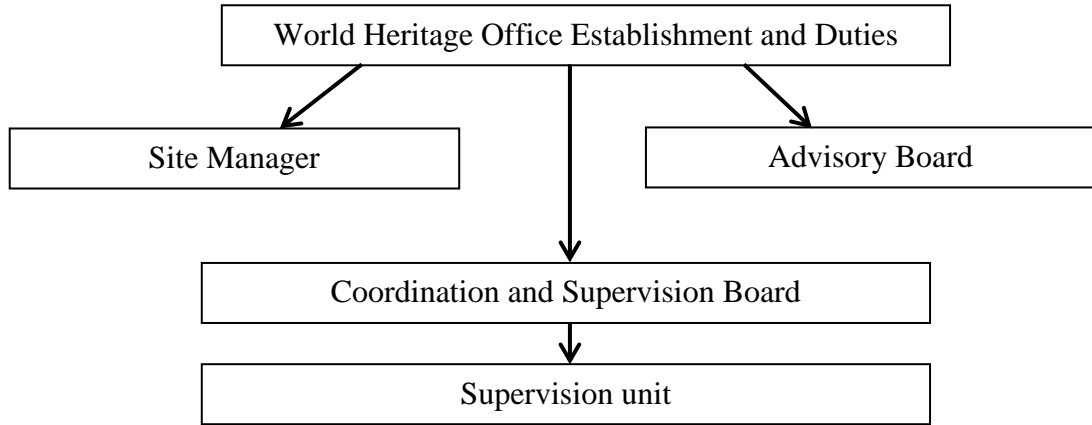
Pergamon integrates cultural and social structure of several civilisations which belongs to different periods. Besides the social and cultural structure belongs to different periods we can observe the physical structure multi-layers at same site.

Management plan is necessary for World Heritage Areas in order to coordinate conservation of the area and arrange the duties of the institutions and people in the area. In the management plan general information about the site, boundaries and participation, strategies, SWOT Analysis, objectives and through these objectives implementation is held. In the implementation work plans, projects and budget are mentioned. The plan should be revised regularly for feedback.

5.2. Organization Chart

The regulation “Area Management and Duties and Establishment of the Monuments Administration Board and Regulations about Procedural Basis of Determination of the Management Areas” defines the World Heritage Office Establishment and Duties in four headings.

Table 5.2. Organization Chart



Schema 01 Site Management System

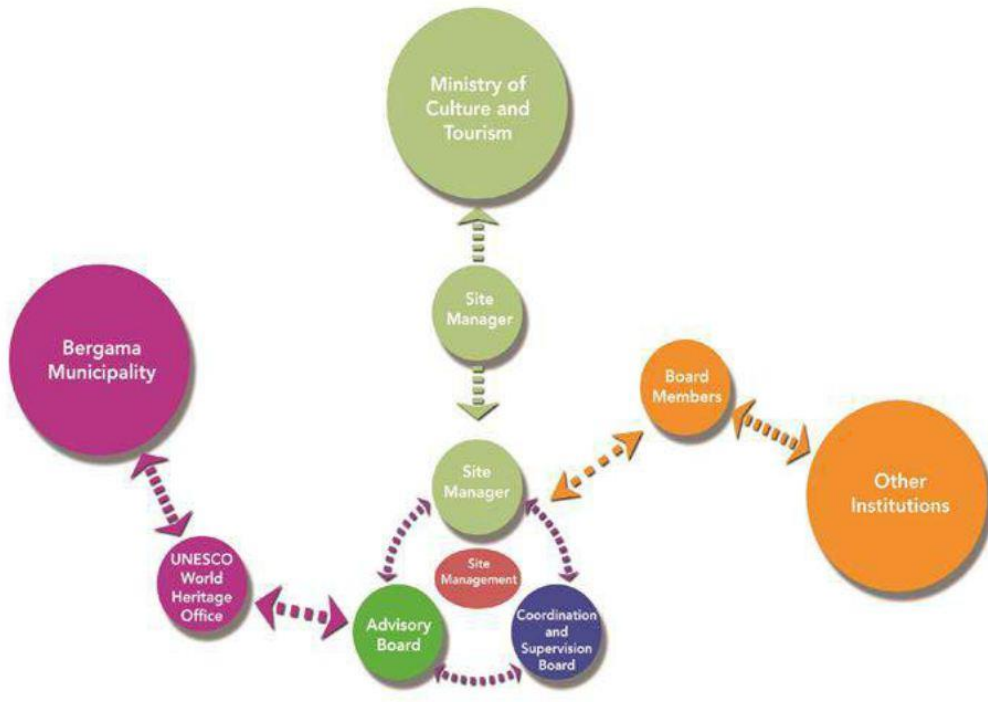


Figure 5.5. Site Management System (Pergamon MP, 2017,pg 6)

5.2.1. Site Manager

Site Manager is expected to have worked in the area before, have information about the area, have enough knowledge to develop a vision for the area and cultural and natural heritage, have enough experience about administration policies. Also architects, urban and regional planners, archaeologists, art historians, public administrators, business management and economists can be site manager according to the regulation.

The duties of the site manager mentioned as to prepare an annual work programme, yearly budget and contracts for promotion, education, maintenance and repair searching for resources, cooperate with institutions and organizations, coordinate supervision unit and Coordination and Supervision Board.

5.2.2. Advisory Board

Landowners, nongovernmental organizations, representatives of chambers and universities, site manager and other five members, who are chosen by competent authority, constitute the advisory board.

Advisory Board meets at least once in a year, competent authority and Coordination and Supervision Board could arrange meeting if needed. The meetings are held in situ.

The mission is to analyze the management plan proposal and to advise for the implementation of the plan.

5.2.3. Coordination and Supervision Board

Site manager, two members from the advisory board, representatives from the authorities needed constitutes coordination and supervision board. Site manager is also head of the board. The board meet at least twice in a year examine management plan and approve in six months also coordinate implementation of the plan.

5.2.4. Supervision unit

In order to help studies of the Coordination and Supervision Board a Supervision Unit can be established. The unit may include experts from the management plan preparation team and the duty of the unit is to monitor implementation of the plan. In monitoring management, conservation, presentation, promotion and visitor management strategies according to the management plan are revised annually and strategies are developed for next year to present the Coordination and Supervision Board.

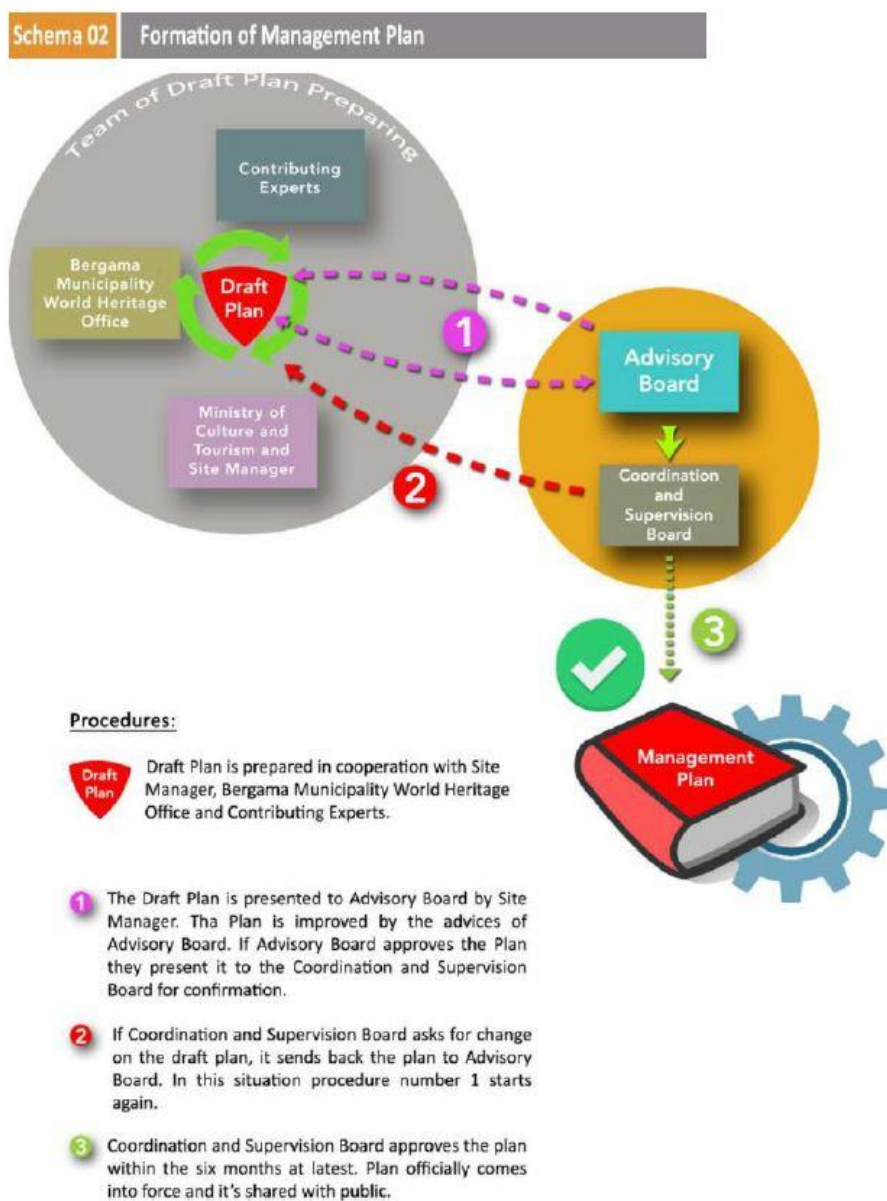


Figure 5.6. Formation of Management Plan (Pergamon MP, 2017,pg 10)

5.3. Plan Preparation Team

The regulation “Area Management and Duties and Establishment of the Monuments Administration Board and Regulations about Procedural Basis of Determination of the Management Areas” defines the Plan Preparation Team should include experts from different disciplines with the guidance of an advisor. The regulation grouped these experts as urban sites and historical sites, archaeological sites and natural protected site.

-For urban sites and historical sites architects, urban and regional planners, art historians, public administrators, business management and economists

-For archaeological sites architects, urban and regional planners, art historians, archaeologists, public administrators, business management and economists

-For natural Protected Sites urban and regional planners, public administrators, business management, economists, environmental engineers and due to characteristics’ of the area forest engineers, geological/geomorphology engineers, agriculture engineers, landscape architects, hydrologists, biologists and zoologists also can be involved.

These are the minimum experts that have to be involved in the team, but also other specialists depending on the area can get involved in.

Pergamon Management Plan was prepared in the coordination of World Heritage Office which involves site manager, an archaeologist, an architect and a philologist. But in the team the experts are Political Science and Public Administration, Archaeologist, Architect, Philologist, Art Historian, Building Technician, City Planner, Survey Engineer, International Relations Expert, Sociologist, Restorator, Economist and Business Management.

5.4. Location and World Heritage Site Borders

Pergamon in the western part of Turkey has rich historical background. Pergamon inscribed as World Heritage with Pergamon and its Multi-Layered Cultural



Figure 5.7. Pergamon in west part of Turkey (Source: Google Maps; 2019)



Figure 5.8. Pergamon in İzmir Province (Source: İzmir 2 Boyutlu Kent Rehberi, 2019)

Landscape. In World Heritage List nine components are included which are Pergamon: Multi Layered City, A Temple dedicated to the Mother Goddess: Kybele Rock-Cut Sanctuary, 7 Tumuli: Death in Ancient Period, Respect to Ancestors, and secret subjects of the Pergamon Landscape. A buffer zone is developed by World Heritage Office, because the area especially 7 tumuli integrated with the living city.

“Pergamon: Multi Layered City encompasses nearly 1/3 of the area of central settlement of Pergamon, and it includes Acropolis (known as Kale Hill today) along with Aqueducts along Kozak (a Plateau between Pergamon and Ayvalık), neighbourhood on the skirts of Kale Hill, Red Hall (Roman Sanctuary dedicated to Egyptian Gods) and the area around it, Selinos Brook, Arasta (Ottoman Bazaar) and Asclepeion. This wide area comes forward with its multi-layered cultural texture of Roman, Byzantine and Ottoman Empire periods that Pergamon has witnessed from the Hellenistic Period until today. (Pergamon MP, 2017, pg 11).”

“A Temple Dedicated to the Mother Goddess: Kybele Rock-Cut Sanctuary Mother Goddess, referred as Kybele in her birth place Anatolia, was worshipped in completely natural sites, and especially in summits of mountains. The Goddess was adored as an idol at the focal point of worshipping place located in Pessinus, the centre of Phrygia. This idol was a diopetes; a black stone claimed to have fallen from the sky, a meteorite. It is known that there are many Kybele Sanctuaries in Anatolia. Kybele Rock Cut Sanctuary, situated in one of the steep summits in Kapıkaya Neighbourhood about 6 km away from Kale Hill, stands out among many Kybele Rock Cut Sanctuaries due to its location. This Anatolian Goddess, who has been respected and worshipped by the local community in ancient period, is known to have been dignified by the Attalid Dynasty. The Roman, being unable to achieve any positive result in their struggle against the Carthage, had asked the advice of “seers”. As a result, they were advised to carry the Great Mother Goddess of Anatolia to Rome. The prophecy was that, had Romans constructed a big temple for the Goddess, they then would gain the help of the Goddess, and they would be able to win the war against Carthage. Following the delivery of the Idol of Kybele by King of Pergamon Attalos I to Rome in 204 BC, and the victory of Rome over Carthage afterwards, the expansion of Rome in Africa became easier. Afterwards, Rome lost no time for its expansion towards Anatolia. As a result of, Kybele did not only gain prominence in world history as a goddess of the antiquity, but

also as a political idol which has lead Romans to Anatolia. (Pergamon MP, 2017, pg 11-12).”

“Tumuli: Death In Ancient Period, Respect To Ancestors, And Secret Subjects Of The Pergamon Landscape The Tumuli, namely Maltepe Tumulus, Yigma Tepe Tumulus, Tavsan Tepe Tumulus, Ilyas Tepe Tumulus, A Tepe Tumulus, Ikili Tumulus and X Tepe Tumulus, constitutes seven of the nine heritage areas. Tumuli, which have a special place among burial practices in Pergamon, are important constituents that consolidate the monumental view of the city. Both in Hellenistic and in Roman periods, the noble and rich families have continued the burial tradition, emerging as the Tumuli. As a result, there are many tumuli around Pergamon. Six tumuli that rise as hills in the plain inhabitancy area in front of Kale Hill have been included as a basis in the World Heritage Site. Also, the Tumulus situated over İlyas Hill, which is located on the east side of the Kale Hill, is also included in the World Heritage Site. Each of the seven tumuli in the World Heritage Site completes the landscape of the city when viewed from the Kale Hill. The Tumuli that are located in the plain inhabitancy are also significant when it comes to city planning and giving a monumental effect to the city. On the other hand, it can be observed that the people buried in tumuli were loved by their families and they were immortalized with these great structures memorialized with the city(Pergamon MP, 2017, pg 12-13)”.

Around these sites with detailed study Buffer Zones are determined. Buffer Zone named “Interaction Area” and it is explained as “Areas that provide integrity between the protected areas provide compliance between settlement and protected areas and supply development through this compliance, transition between areas that complement, integrate and influence the protected areas which are not subject to conservation plan for protection of the site.

5.5. Pergamon and Its Multi-Layered Cultural Landscape Site Management Plan 2017-2021 Evaluation

The management plan consists of six main chapters Introduction and Preparation Process, Pergamon: Entrustment to Future Generations, Design of the Plan, Strategy of the Plan, Sustainability and Monitoring of the Plan and Action Plan.

Introduction and Preparation Process chapter includes Aim of the Plan, Facilitating Element in Conservation: Inhabitants of Pergamon, Friends of Pergamon, Legal Basis and Grounds of the Plan and Preparation Process and Approval of the Plan.

Pergamon: Entrustment to Future Generations part contains World Heritage Site: Multi Layered Cultural Landscape Of Pergamon, Historical Development That Created the Universal Values Of Pergamon, Inscription Criteria of Pergamon on UNESCO World Heritage List, Integrity, Authenticity, Intangible Cultural Heritage: Living In Pergamon And Its Environments and Natural Heritage Sites: Pergamon's Source Of Life.

Design of the Plan part contains Stakeholders and Participation, Financial Resources in Conservation, Other Plans for Conservation and Their Fields of Influence, Managing Different Riches Together: Archaeological Sites/ Monuments/ Urban Texture/ Natural Heritage/ Daily Life/ Community Development and Analysis of the Current Situation (SWOT).

Strategy of the Plan chapter includes Vision, Mission and Strategic Goals and Targets. The last two parts are Sustainability and Monitoring of the Plan and Action Plan.

As it can be understood from the table of contents the management plan includes general information about the site. It sustains broad base of knowledge especially about potential of the region. The design and strategy of the plan are first mentioned vision, mission and strategic goals-targets and after that part plan refers sustainability and monitoring of the plan. As the final part Action Plan involves the projects through strategic goals, indicators and timeline of each project.

In the Sustainability and Monitoring it is mentioned that the management plan will be analysed through annual report, vision, mission and strategic goals will be revised every 5 year. But the efficiency of management hinge on to regular reporting of all the projects annually and as Feilden and Jokilehto mentioned in the chapter 3 it may be useful to classify the projects according to their scope, type of work and duration. Annual reporting authorizes information for the revision of the plan and it can be decided to revise the plan before 5 year review period. Because it takes time to prepare new plan it should be taken into consideration.

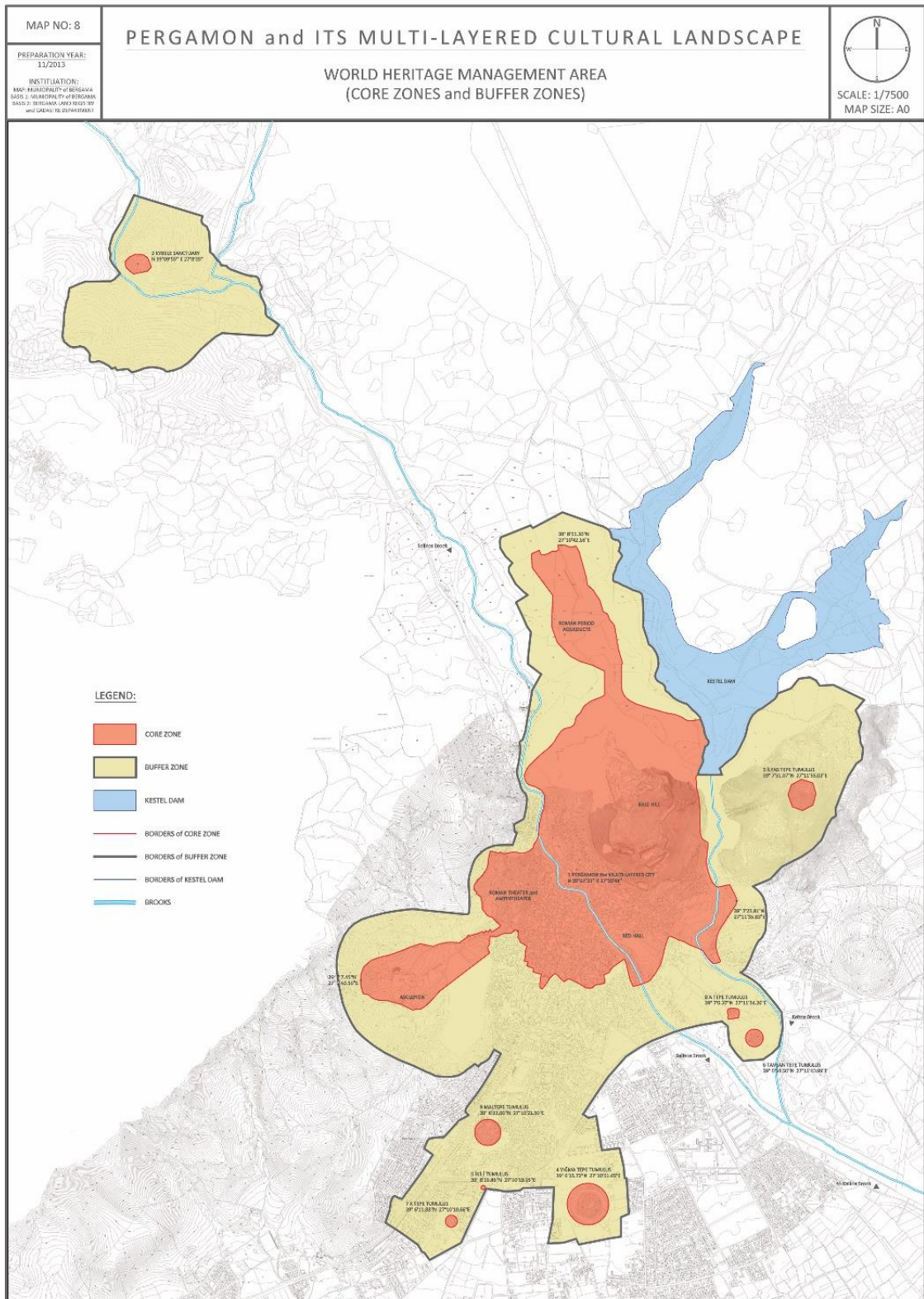


Figure 5.9. World Heritage Management Area (Source: Pergamon WHO 2013)

5.6. Interviews and Findings

In the World Heritage Nomination and Management Plan Preparation Process of Pergamon and Its Multi-Layered Cultural Landscape interviews are made with Site Manager Yaşagül EKİNCİ DANIŞAN, World Heritage Office Architect Fatih KURUNAZ and Asst.Prof. Dr. Güler ATEŞ German Archaeological Institute.

Questions are asked about World Heritage and plan process the things that have changed around the site. It is understood the studies for Pergamon has going on since fifteen years, site is known as an outstanding value but it should be protected for the generations without any damage. In the January 2012 after World Heritage Office, this also can be thought as “Plan Preparation Team”, and Advisory Board has established officially. These two developments can be accepted as a start for the nomination process and Management plan preparation says Site Manager. The Site Manager also admits that collaboration in Pergamon especially team work in municipality impressed her decision to work for the World Heritage Office. She mentions *”Protecting the legacy requires awareness and coexistence embedded in long-term sustainable strategies that can be done with the public. I was sure that I should be in the local area since the most important mission of the World Heritage List was to protect, use and own the heritage.”* In the nomination process to own the heritage meetings and workshops are organised with the local people and institutions, later some of them become official members of Advisory and Coordination and Supervision Boards. Firstly the ideas and suggestions were in the major topics like tourism and conservation later education and awareness become priority for the members.

In the existing Management Plan the process details also mentioned. One of the important point, it was optional to prepare a management plan before but now the advisory bodies take this as a must to be a world heritage. After inscription it took 3 years to prepare the management plan for Pergamon because of some political issues.

Through the Management Plan Preparation process the team has done researches in two methods. Firstly according to the content of the plan and secondly according to the work plans. Site Manager suggests more collaboration and participation with the locals in the process. Even the administrators can change in time they should be

informed about “World Heritage Site” and “Management Plan”, in order to keep continuity for awareness which is crucial for the next generations.

Another point is the lack of experience and detailed study is needed for the management plan preparation, for the next management plan their target is to do so. They mean all institutions should form management system which they are all responsible for the subjects under their expertise. Management plan describes the duties of institutions and sustains collaboration between them but the gap in Turkey's system makes it difficult.

5.7. Pergamon and Its Multi-Layered Cultural Landscape Site Management Plan Guide 2022-2027

In the light of the legal aspects in Turkey, through the management plan examples and modules in the previous chapters a Site Management Plan Guide is developed.

This guide consists of five chapters as Introduction, Description of the Site, Basic Strategies, Implementation and Monitoring.

In the introduction part the aim of the plan, organization and participation are mentioned.

The general and historical information about the site and boundaries of the protected area are described in the Description of The Site Part.

In the third part Vision-Mission of the area and SWOT Analysis are held to generate objectives.

Work Plans, Projects, distribution of work among stakeholders and budget are examined in the Implementation part.

Monitoring part is for feedback and revision of the plan.

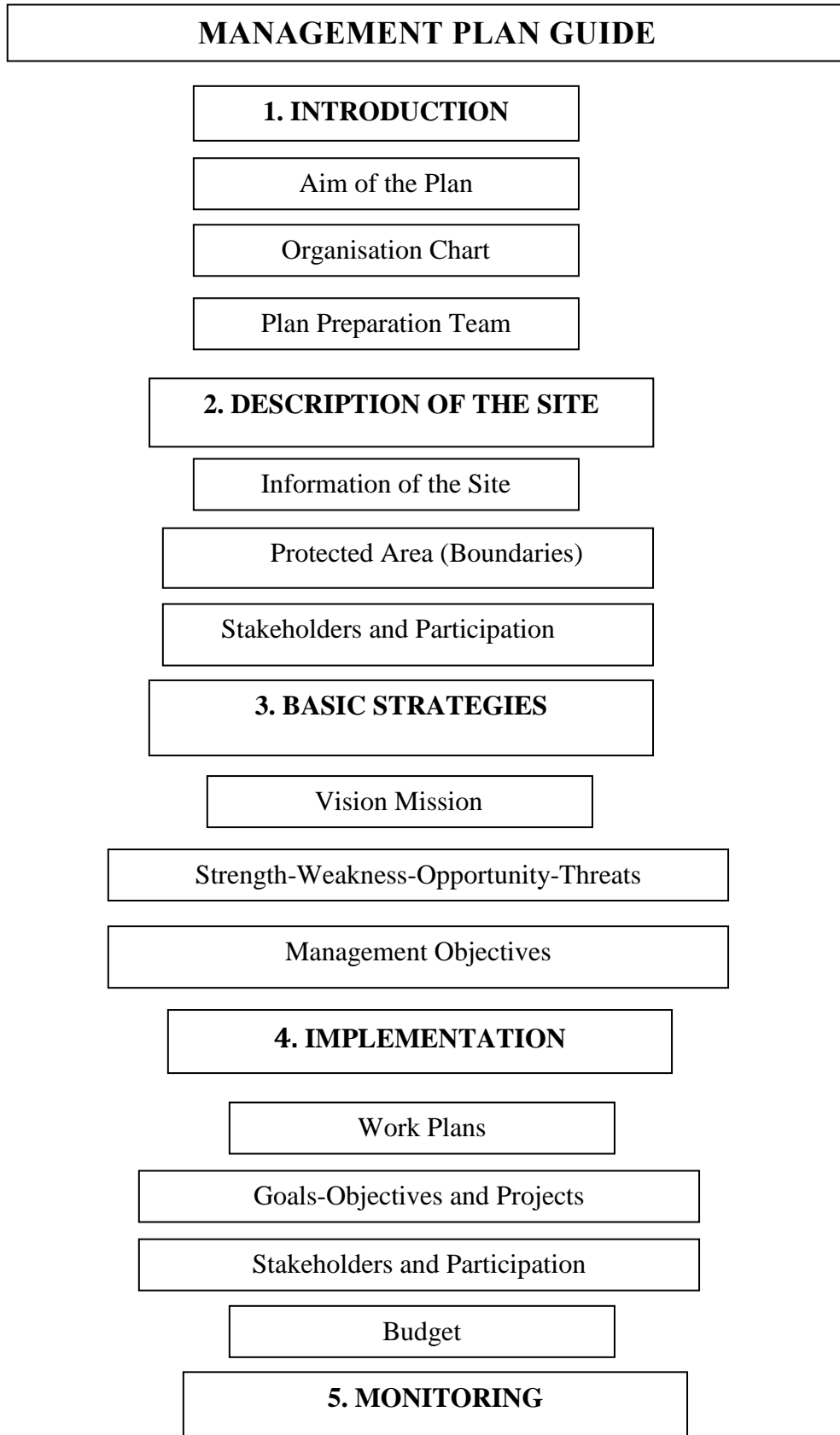


Figure 5.10. Proposed Management Plan Guide

5.8. Management Plan Guide

According to the regulation in Turkey the draft of the management plan shall be prepared in coordination with the field director by a team to be formed by experts and consultants belonging to different professions in accordance with the property of the field.

According to “Area Management and Duties and Establishment of the Monuments Administration Board and Regulations about Procedural Basis of Determination of the Management Areas” (2005) the content of the management plan process includes five main parts:

- a) Existing Condition Assessment
- b) Area Analysis
- c) Developing a Vision and Main Strategies
- d) Programming-Schedule and Projects
- e) Monitoring-Evaluation and Education Process

In the examined studies that the planning process should consist of documenting the management approach, the decisions made, to guide future management. As a summary of different management planning approaches the planning process should consist of;

- 1) Introduction
- 2) Description of the Site
- 3) Basic Strategies
- 4) Implementation
- 5) Monitoring.

5.8.1. Description of the Site

The definition is crucial just as the statement of its outstanding universal value, the description of the protected property, integrity and/or authenticity and the protection goal. (Ringbeck, 2008)

In the description of the site some information to gather is location, area, heritage category, legal status, ownership, local knowledge, occupancy, access, tenure, other conditions and restrictions, management system, current land use, services in and

to the area, access routes historical –biological-physical-cultural and aesthetic information (land use and landscape history, archaeology, buildings)

In the second part historical information should be held especially in order to explain why it is known as an outstanding universal value.

The boundaries of World Heritage site must be clearly defined and mapped. It should be marked on a map also buffer zones should be likewise. The boundaries can be shown with different colours. (Ringbeck, 2008)

In the third part inside buffer zones it is necessary to indicate inscribed property, important views and other areas or attributes that are functionally important as a support to the site and its protection. Legal instruments, complete facilities, areas, collections of objects, excavation protection areas, protection of surroundings and local building plans should be included.

In the fourth part of the study the authorities and responsible bodies in the area should be mentioned and responsibilities should be well defined. This helps in the process to arrange the roles of each authority. The diagrams in the Organization Chart could be helpful.

5.8.2. Basic Strategies

Before mentioning management objectives-vision and strength-weakness-opportunity-threats to the area's values should be identified. Strength to the area values which exists in the area as archaeological, cultural and environmental advantages etc. Examples are the presence of unique and vulnerable features.

Strength-weakness-opportunity-threats can be specified such as legal obligations, constraints of tenure, prior usage (for example an established fishery or mining operation), health and safety considerations, managerial constraints, priority activities and uses (which must be given precedence in the plan), obligations to neighbours, visitors etc. and other policy considerations.

Predictions for threats can be about the identification of future trends in visitor use, economic and related pressures, ecological change and the socioeconomic environment. Predictions for opportunities can be about beneficial change, remediation or restoration. After they are identified they should take place in the Management Plan,

where to include this information in the description or analysis depends on the practitioners.

Preventive conservation strategy for potential threats should be developed for World Heritage sites. In addition, risks that may endanger the World Heritage should be identified and evaluated. An assessment should be developed to prevent the site. The elements can be legal instruments, practical and technical measures, an explanation of competence and methods used at regional level, the cultural or natural property or posing a potential future threat. Corrective measures should be described and planned.

Objectives follow from the management vision and it is better to specify targets and strategies.

5.8.3. Implementation

In the implementation section work plans, projects, budget should be programmed. This part has to be realistic and necessary for the management of the area.

According to the regulation in Turkey Programming-Schedule and Projects part should include work plans, budgeting, stakeholders and action plans, long-short term plans. There is also an example table for action plan.

Table 5.3. Action Plan Example (Regulation, 2005)

Subject	Activity	Organization	Budget	Target Date
Subject 1				

The plans do not include detailed resource and financial information for each year: can be adopted when the tasks, work or business plans are not clear. When they are not clear and is not possible to predict the changes that may occur in 5-10 year period. Besides Management Plans can be accepted budget and fund documents.

Otherwise plans can be adopted when the managers decide to outline the financial and operational information as part of the Management Plan. In this approach work plans with timescale, plans and money are needed.

Detailed annual operational plans should also be prepared on an ongoing basis. These plans should be linked to annual budgets .

The annual short-term (2 to 5 years) and long-term work plans (5 to 30 years) and projects are to be listed in the master plan and in the catalogue of measures. The initial situation, bases of action, such as surveys and mapping of damage, methods, and objective, scientific and technical supervision by a committee or research institute should also be delineated, along with the type of documentation and monitoring of measures undertaken. Budget and funding should be discussed or referenced if information on these topics is located in a special chapter.

Thomas and Middleton admit that in the implementation the information can be arranged as different ways such by zone, by objective and projects.

If there are identified management zones the actions, times and costs can be grouped by zones. By objectives also they can be mentioned according to action-time and costs and also actions or strategies can divide into projects. Every project can be clearly described, costed and timetabled. Also they can be grouped according to their priority order and this order can be scheduled according to duration of the project.

Information about costs and resources available should be clear in Management Plan. In three of the studies it claims so. Feilden and Jokilehto admit that for the first five years after the establishment it would be difficult to formulate the budget accurately. They advise Site Commission must be able to plan five years ahead and keep the surplus funds if developments and the projects tend to run slowly than expected. Thomas and Middleton defend a realistic appraisal should ensure all costs associated with the plan can be fully met, in order the planning may take some years to complete.

“The annual budget should be itemized: operational costs, staff costs, structural maintenance costs, project costs, and special measures based on the budgets of the past five years should be specified. Mid-term financial planning for the next three to five years should be provided, if available. Financial resources should be listed with explanations of how they are acquired. “(Ringbeck, 2008)

5.8.4. Monitoring

In the content of Regulation in Turkey “Monitoring-Evaluation and Education Process” takes place as a main part. It is explained as monitoring, review and evaluation

of the management plan and during this process education programmes for the stakeholders are being prepared in that part.

“The efficiency of management depends on reporting at regular intervals, whether monthly, quarterly or annually. The management plan will outline for site staff the annual programme of projects and their associated costs, time allocations, etc. There would be two types of reports on these projects.” (Feilden, Jokilehto, 1993)

In order to ensure the sustainable development of the World Heritage Site, the operational plans are to guide management plans implementation for the practice. Monitoring and Review will provide the feedback in that occasion. This step is for to see if the plan implemented effectively and could meet the objectives. After observation for implementation the management plan can be improved according to results.

Management plans should be based on a minimum period of five years and every year there should be a review. Annual Work Plans (Annual Progress Report) allows information in the review part. This provides continuity about the site. Final step is to decide review or update the Management Plan.

“In cases of a complex plan with extensive public consultation process, it may be necessary to consider embarking on the review two years prior to the new plan coming into effect. In less complicated situations, the process should commence at least 12 months before the new plan takes effect.” (Thomas, Middleton; 2003)

5.9. Evaluation

This chapter is about Pergamon and Its Multi-Layered Cultural Landscape World Heritage Site as a case study. General information about the World Heritage Area like about the world heritage site, historical background information, the core zone and buffer zone are mentioned. The organization chart of the area is held through the Turkey’s legal instruments. The existing Management Plan of the Area is examined and with the interviews from the area the findings are mentioned. Lastly Management Plan Guide is proposed for the area.

Pergamon has become a World Heritage Site in 2014 and Management Plan for this World’s Heritage was published in 2017. Even the management plan is a necessity now; Pergamon has a chance not to publish it to be inscribed as a World Heritage.

Because of the delay in work plans and local-global problems, the process took longer than expected. Also for the projects the questions like who will do what-who will finance and when it will happen couldn't be answered for a long time. So the Management Plan has been published because it had to. This fact can be observed during the Management Plan examination - especially the implementation of the plan doesn't seem so crystal clear to practice. This situation confirms Site Manager's findings that plans should be revised.

In the comparison chart (See Table 5.4.) the description part is detailed in existing management plan. But it is not nomination file that has to have that much information about the area, because the aim of the management plan is to guide the managers of the WHS. In the proposed management plan guide the implementation and monitoring parts are the most crucial parts. After implementation the monitoring should test the implementation of the plan and revise the problematic strategies and actions. In the existing plan the action plan is the last part of the management plan, so the implementation cannot be tested. The management plan should be sustainable, revisable and supported by annual reports.

Table 5.4. Comparison Chart

PERGAMON MANAGEMENT PLAN (Proposed)	MANAGEMENT PLAN GUIDE (Existing)
<p>1. Introduction and Preparation Process</p> <p>1.1 Aim Of The Plan</p> <p>1.2 Facilitating Element In Conservation: Inhabitants Of Pergamon, Friends Of Pergamon</p> <p>1.3 Legal Basis and Grounds Of The Plan</p> <p>1.4 Preparation Process and Approval Of The Plan</p>	<p>1.Introduction</p> <p>1.1.Aim Of The Plan</p> <p>1.2.Organisation Chart</p> <p>1.3.Plan preparation Team</p>
<p>2 Pergamon: Entrustment To Future Generations</p> <p>2.1 World Heritage Site: Multi Layered Cultural Landscape Of Pergamon</p> <p>2.2 Historical Development That Created the Universal Values Of Pergamon</p> <p>2.3 Inscription Criteria of Pergamon on Unesco World Heritage List:</p> <p>2.4 Integrity</p> <p>2.5 Authenticity</p> <p>2.6 Intangible Cultural Heritage: Living In Pergamon And Its Environments:</p> <p>2.7 Natural Heritage Sites: Pergamon’s Source Of Life.</p>	<p>2. Description of The Site</p> <p>2.1.Information of the Site.</p> <p>2.2.Protected Area(Boundaries)</p> <p>2.3.Stakeholders and Participation</p>
<p>3 Design of the Plan</p> <p>3.1 Stakeholders and Participation</p> <p>3.2 Financial Resources in Conservation</p> <p>3.3 Other Plans for Conservation and Their Fields of Influence</p> <p>3.4 Managing Different Riches Together: Archaeological Sites/ Monuments/ Urban Texture/ Natural Heritage/ Daily Life/ Community Development</p> <p>3.5 Analysis of the Current Situation (Swot)</p> <p>4. Strategy of the Plan</p> <p>Vision:</p> <p>Mission:</p> <p>Strategic Goals and Targets:</p>	<p>3.Basic Strategies</p> <p>3.1.Vision Mission</p> <p>3.2.Strength-Weakness-Opportunity-Threats</p> <p>3.3.Management Objectives</p>
<p>5 Sustainability And Monitoring Of the Plan</p> <p>6 Action Plan:</p>	<p>4. Implementation</p> <p>4.1. Work Plans</p> <p>4.2. Goals-Objectives And Projects</p> <p>4.3.Stakeholders And Participation</p> <p>4.4.Budget</p> <p>5. Monitoring.</p>

CHAPTER 6

CONCLUSION

Monuments, buildings and cultural sites constitute identity of an area. Through this consciousness the conservation approaches for these areas are developed and still going on. In 1970's with the help of international institutions conservation has become more important. "World Heritage" as a concept generated for the legacy of monuments, buildings and cultural sites. World Heritage Sites can be all around the world and they are accepted as outstanding universal value for humanity. In 1970's conservation became a legal aspect in Turkey.

Nowadays besides conservation of these areas management and participation has also become crucial. To be inscribed as a World Heritage, the sites should have management plan first. In the World Heritage Sites' Management Plans are the manuals which guide the administrators of the site. The advisory bodies UNESCO, ICCROM and ICOMOS generate guides for management plans in the world. In Turkey's legal aspect the regulation about management was published in 2005. In the legal aspects in Turkey, because of lack of details, guidance is needed for the administrators of the area. Management plan content and organization chart are mentioned in the regulation but the duties and the management plan content are not represented in details. It doesn't help to provide "awareness" in the area which cause difficulties in management plan preparation process. To decide the structure and strategies take longer time to preparation of the plan. The guidance would help them to focus on the strategies and participation. This study is to develop a guide to Management Plan Preparation processes. The Guidelines that were prepared by Advisory Bodies and cases from World Heritage Sites from different Management Plans have been analyzed, in order to make contribution to the legal aspects in Turkey. It can be seen in Pergamon and Bursa-Cumalikizik WHS the plans are more like nomination files, but a management plan should be crystal clear to practice more than description of the site.

Existing Pergamon and its Multi-Layered Cultural Landscape Site Management Plan should be revised through the guide that is developed in this study. Especially action plans and monitoring, which is held in the last two chapters, should be revised with more participatory processes. Additionally, sustainability of the Management Plans can be provided through constant revisions and annual reports. Annual reports take place in the existing plan also but the results are not applicable to the existing plan. The aim of the annual reports should review projects-actions that cannot be implemented in the plan.

It is recommended The Ministry of Culture and Tourism should work together with experts to develop the legal aspects and should increase awareness of institutions, local administrators and individuals. When people have more information about the studies in the area, contributions would become more possessive. The legal aspect in Turkey and Pergamon Management plan should provide this willingly participation. Management plans should be more productive with the residents of the WHS. The more people, NGO's and institutions involve in management plan preparation process the more implementation would be successful.

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