ANALYSIS OF MANAGEMENT PLANNING AND GOVERNANCE SYSTEMS FOR CULTURAL HERITAGE PLACES IN TÜRKİYE

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ABSTRACT

ANALYSIS OF MANAGEMENT PLANNING AND GOVERNANCE SYSTEMS FOR CULTURAL HERITAGE PLACES IN TÜRKİYE

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Management plans are spatial strategic plans that set out the clear ideas, policies, principles, actions, and priorities to be followed in heritage management. What a management plan expected to accomplish ultimately is coordination and harmony between policies, institutions and actions in the field of heritage conservation in order for better use of available resources in an efficient and coordinated way, and in line with the site needs and management capacities.

This approach developed as a tool in heritage management in the 1970s, was integrated into the Turkish cultural heritage conservation law quite belatedly due to the requirements imposed by international accords, notably the World Heritage Convention. However, the experience so far demonstrated that production of these plans has not delivered the anticipated and desired impact on the ground, at least not in full or in all circumstances.

The research aimed to make an analysis of the Turkish experience with the cultural heritage management planning since 2004 to reveal the whys of the visible failures, and achievements; and, to define the circumstances determining the quality in the Turkish context. Besides, the invention of a methodology to assess the quality of a heritage management plan is an authentic contribution of this study to the field.

The developed methodology is applied to the 18 approved management plans. The research found that the Turkish experience has achieved 36,7% overall quality in cultural heritage management planning while it scores highest in process design, but fails in establishing effective, responsible and sustainable governance structures.

Keywords: Heritage management plans, cultural heritage, site management, heritage governance, Türkiye.

ÖZ

TÜRKİYE'DEKİ KÜLTÜREL MİRAS YÖNETİM PLANLAMA VE YÖNETİŞİM SİSTEMLERİNİN ANALİZİ

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Yönetim planları, miras yönetiminde izlenecek net fikirleri, politikaları, ilkeleri, eylemleri ve öncelikleri ortaya koyan mekânsal stratejik planlardır. Bir yönetim planı, nihayetinde, mevcut kaynakların alanın ihtiyaçları ve yönetim kapasiteleriyle uyumlu olarak verimli ve koordineli bir şekilde kullanılması için mirasın korunması alanındaki politikalar, kurumlar ve eylemler arasındaki koordinasyonu ve uyumu sağlamalıdır.

1970'li yıllarda miras yönetiminde bir araç olarak gelişen bu yaklaşım, Türkiye kültürel mirasını koruma kanununa, başta Dünya Mirası Sözleşmesi olmak üzere uluslararası anlaşmaların getirdiği gereklilikler nedeniyle, oldukça geç dahil edilmiştir. Bununla birlikte, şimdiye kadarki deneyimler, bu planların üretiminin, en azından tam olarak veya her koşulda, sahada beklenen ve istenen etkiyi sağlamadığını göstermiştir.

Araştırma, 2004'ten bu yana kültürel miras yönetimi planlamasıyla ilgili Türkiye deneyiminin bir analizini yapmayı; temelde, görünür başarıların ve başarısızlıkların nedenlerini ortaya çıkarmayı ve Türkiye bağlamında niteliği belirleyen koşulları tanımlamayı amaçlamaktadır. Ayrıca, bir miras yönetim planının niteliğini değerlendirebilmek için bir metodolojinin geliştirilmiş olması bu çalışmanın alana özgün bir katkısıdır.

Geliştirilen metodoloji, onaylı 18 yönetim planına uygulanmıştır. Çalışmanın bulgularına göre, Türkiye deneyimi kültürel miras yönetimi planlamasında genel niteliği %36,7 oranında yakalarken, süreç tasarımında en yüksek puanı almakla birlikte etkili, sorumlu ve sürdürülebilir yönetişim yapılarının oluşturulmasında yetersiz kalmıştır.

Anahtar Kelimeler: Miras yönetim planları, kültürel miras, alan yönetimi, miras yönetişimi, Türkiye.

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This thesis has been written "despite" many things, but it is now final. I embrace all the struggles I went through in the meantime as a teaching experience.

With love, wisdom and freedom…

Evrim ULUSAN

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LIST OF ABBREVIATIONS

AB	Advisory Body
Adm.	Administration
ANADOKU	Anadolu Doğa ve Kültür Koruma Kooperatifi
ANAMED	Anadolu Medeniyetleri Araştırma Merkezi
Associ.	Association
BİMTAŞ	Boğaziçi Peyzaj İnşaat Müşavirlik Teknik Hizmetler San. Tic. A.Ş.
CSB	Coordination and Supervision Board
ÇEKÜL	Çevre ve Kültür Değerlerini Koruma Vakfı
DAP	Doğu Anadolu Projesi
Dir.	Directorate
DKMPGM	Doğa Koruma ve Milli Parklar Genel Müdürlüğü
DÖSİMM	Döner Sermaye İşletmeleri Merkez Müdürlüğü
e.g.	Exempli gretia (for example)
etc.	Et cetera (and others)
EU	European Union
GAI	German Archaeological Institute
GAP	Güneydoğu Anadolu Projesi
HIA	Heritage Impact Assessment
ICAHM	ICOMOS International Scientific Committee on Archaeological Heritage Management
ICOMOS	International Council of Monuments and Sites
IMF	International Money Fund
i.e.	id est (in other words)
İTÜ	İstanbul Teknik Üniversitesi
KOSGEB	Küçük ve Orta Ölçekli İşletmeleri Geliştirme ve Destekleme İdaresi Başkanlığı
MAIAO	Missione Archeologica Italiana in Anatolia Orientale
METU	Middle East Technical University
MHP	Milliyetçi Hareket Partisi
MoCT	Ministry of Culture and Tourism
MoEU	Ministry of Environment and Urbanization

MoEUC	Ministry of Environment, Urbanization and Climate Change
MoFWA	Ministry of Forestry and Water Affairs
MoIT	Ministry of Industry and Technology
MSGSÜ	Mimar Sinan Güzel Sanatlar Üniversitesi
NGO	Non-Governmental Organization
OECD	The Organisation for Economic Co-operation and Development
RCP	Rational Comprehensive Planning
SDG	Sustainable Development Goals
SSP	Spatial Strategic Planning
SWOT	Strengths, Weaknesses, Opportunities, Threats
TEMPER	Training, Education, Management, Prehistory in the Mediterranean
TOBB	Türkiye Odalar ve Borsalar Birliği
TUREB	Türkiye Turist Rehberleri Birliği
TÜBİTAK	Türkiye Bilimsel ve Teknolojik Araştırmalar Kurumu
TÜRSAB	Türkiye Seyahat Acentaları Birliği
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education Science Culture Organization
UNICEF	United Nations International Children's Emergency Fund
UNJP	United Nations Joint Program
UNWTO	United Nations World Tourism Organization
VEKAM	Vehbi Koç Ankara Araştırmaları Uygulama ve Araştırma Merkezi
WH	World Heritage
WHC	World Heritage Committee
WHL	World Heritage List
WWII	Second World War
YTÜ	Yıldız Teknik Üniversitesi

CHAPTER 1

INTRODUCTION

The majority of publications trace the emergence of the cultural heritage management approach to the years following World War II (WWII) and address to archaeological heritage sites. Cleere (1989, p.1-2) states that with the end of the war, this concept became a complementary element in social and economic planning studies, and that the development pressures of the 1960s and the environmental movements of the 1970s had profound effects on cultural heritage management. Similarly, according to Akan (1996, p.10), the restructuring process after the destruction of European cities by the Second World War, the archaeological excavations intensified in this process, the economic depressions between 1940-50 and the tourism industry, which gained importance after the 1960s, are the most important social and economic factors that brought the management of archaeological heritage to the agenda. To Carman (2015, p.36), with the archaeological rescue excavations and research projects carried out in connection with the large-scale reconstruction and repair projects after the WWII, it triggered a transition from monument-oriented studies to "recovery" for documentation reasons in the near term, and to "management" and "prevention/avoidance" studies in the long term, as archeology began to grow as a professional subject with sub-specialties. According to Carman, this shift necessitates a longer-term perspective on heritage assets and actions that can be implemented prior to real damage occurring. Kuban (2000, p.34) further noted that concern for the protection of national values after WWII has broadened the interest of conservation, which were once almost exclusively concerned with intellectuals, to now include the general public, and he draws attention to the role of the public in heritage preservation, as well as the shift in elitist perspective in preservation. These sources do not yet refer to the concept of “management plan”.

Some other sources, which date the emergence of the theory especially to the 1960s-1970s, give reference to the integrated conservation approaches in Bologna, Ferrara and Genoa examples in which social, economic, and physical dimensions are considered together (Bonfantini, 2015; Altınöz, 2012), to the 1975 Amsterdam Declaration conceptualizing integrated conservation (Şahin Güçhan and Kurul, 2009; Ripp and Rodwell, 2017), to 1979 Burra Charter emphasizing the "value-based" dimension of conservation (Smith, 1994; Walter, 2014; Mackay, 2019), to the transformations caused by neoliberalism and postmodernism in management approaches, to the knowledge-power relations, and identity debates associated with it (Smith, 2000, 2004). They theorize cultural heritage management as an integrated, multidimensional, and political approach.

The Quito Norms (ICOMOS, 1967) also stressed that the archaeological, cultural, and historical heritages are the economic resources of the nations, and that the measures for the conservation and appraisal of these heritages are a vital part of the development plans. This text led to the evolution of the concept of "cultural resource management." As a result of these talks, the focus of heritage management has evolved from archaeological sites to urban scale, and cultural heritage management has been institutionalized through heritage law during this time period (Smith, 2004, p.102; Ashworth, 2011, p.9).

The management plan was included for the first time in the 1977-dated Operational Guidelines for the Implementation of the World Heritage Convention (hereafter referred to as Operational Guidelines), which has been an integral part of the UNESCO Convention for the Protection of the World Cultural and Natural Heritage (UNESCO, 1972) (hereafter referred as World Heritage Convention) since then. They are listed as documents that must be supplied with the nomination files (UNESCO, 1977, p.14).

In the new Operational Guidelines text revised in 1983, the States Parties are asked to develop plans for the management of each nominated natural site and for the protection of each nominated cultural site commensurate with their respective capacities. All

pertinent information on these plans must be granted access (UNESCO, 1983, p.18), but no reference was provided in this text to the type or quality of the mentioned plan.

Management plans were mostly prepared for national parks and natural areas in these years, but technical discussions under the World Heritage Convention context regarding their preparation for cultural properties continued intensely between 1983-1988 (Cameron and Rössler, 2018, p.4-5). As a result of these efforts, natural properties, were asked to have suitable legal, regulatory, and institutional protections for the long term, and a management plan to protect the site's natural resources in accordance with the Convention if one is not already in place (UNESCO, 1988, p.36b), so management plans were requested specifically for the first time, among the nomination requirements of natural assets in the absence of a long-term legal protection system. Importantly, the introduction of the management plan as an alternative to the protection system demonstrates that the management plan is described as a document that directs the protection.

The provision of *"to have adequate legal protection and management mechanisms to ensure the conservation of nominated cultural property"* (UNESCO, 1988, p.24b) was also added to the text the same year. The World Heritage Convention does not yet employ the word "management plan" for cultural properties, but it does mention the need for a preservation and management system. The same emphasis is also found in the 1988 version of the Burra Charter; *"The conservation policy should identify a management structure through which the conservation policy is capable of being implemented"* (Australia ICOMOS, 1988).

1990-dated ICAHM Charter for the Protection and Management of Archaeological Heritage (ICOMOS, 1990) emphasizes the need for integrated planning and interdisciplinary work, which will take into account the dimensions of urban planning, social and economic development, education, legislation, budgeting, and cultural and natural environment relations in the management of archaeological sites, but it makes no mention of the management plan.

The reference to the management plan for cultural heritage sites appears for the first time in the 1999 revision of the Burra Charter (Australia ICOMOS, 1999). The provisions of *"The statements of significance and policy should be incorporated into a management plan for the place",* and *"The management plan may deal with other matters related to the management of the place"* available in the text emphasize the necessity of policies in the preservation of cultural assets, and that these policies should be incorporated into a document called a "management plan".

Although debates on strengthening management systems for all candidates for World Heritage List have been intense since the mid-1990s (Cameron and Rössler, 2018, p.8-11), defining management plans as a liability for nominated cultural and natural properties has been possible in 2005, with the addition of the following statement to the Operational Guidelines *"Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means"* (UNESCO, 2005, p.108).

On the basis of this requirement, subsequent technical guidelines defined management plans as strategic and integrated spatial plans developed through participation and collaboration as a tool for an accountable, transparent, and responsible cultural heritage management system, and to make effective and efficient use of resources and capacities. The plans explain why a heritage place is important, and how its values will be preserved sustainably with a holistic perspective (Feilden and Jokilehto; 1998; Thomas et al., 2003; Ringbeck, 2008; ICOMOS, 2011b; UNESCO et al, 2013).

In summary, **heritage conservation** refers to "*all the processes of looking after a place so as to retain its cultural significance"* (Australia ICOMOS, 1999, p.2), and this includes maintenance, preservation, repair, restoration, reconstruction, and adaptation activities. Many experts agree that though the main purpose in cultural heritage management is the preservation and presentation of cultural assets, they can have various management objectives. Once the primary purpose of preserving cultural resources and developing their qualifications of special interest has been

accomplished, the site can be used for a variety of other purposes, including education, research, tourism, and even accommodation, so long as its integrity is maintained (Feilden and Jokilehto, 1993, p.35). The UNESCO also points to the diverse needs related to the heritage place stating that a management plan balances and coordinates heritage needs with those of the 'users' as well as the state and non-state bodies (UNESCO et al, 2013, p.124). Article 5 of the WH Convention similarly states the necessity of adapting a general policy aiming to give the heritage a function in the life of the community, and integrating the heritage protection into comprehensive planning programs (UNESCO, 1972).

The Burra Charter defines management as a parent frame encompassing conservation, stating that *"conservation is an integral part of the good management of places of cultural significance"* (Australia ICOMOS, 1999). English Heritage Towns Forum also specifies that protected area management means having a clear idea and specific policies for developing the area, and tackling problems in various ways of coordination (English Heritage Towns Forum, 1998). Upon the requirements defined within the Operational Guidelines firstly in 2005, and developed further in 2015 and 2019, common elements of the management system are (bold statements are 2019 additions):

> a*) a thorough shared understanding of the property,* ***its universal, national, and local values, and its socio-ecological context*** *by all stakeholders,* ***including local communities and indigenous peoples****;*
> *b)* ***a respect for diversity, equity, gender equality, and human rights, and the use of inclusive and participatory planning, and stakeholder consultation processes****;*
> *c) a cycle of planning, implementation, monitoring, evaluation, and feedback;*
> *d) an assessment of the vulnerabilities of the property to social, economic,* ***environmental****, and other pressures, and changes,* ***including disasters, and climate change****, as well as the monitoring of the impacts of trends, and proposed interventions;*
> *e) the development of mechanisms for the involvement, and coordination of the various activities between different partners, and stakeholders;*
> *f) the allocation of necessary resources;*
> *g) capacity building;*

h) an accountable and transparent description of how the management system functions (UNESCO, 2021, p.35).

Therefore, **cultural heritage management** is for ensuring the balance between conservation and use, and it entails having clear regulations, and a framework to identify and conserve the heritage places including operational aspects.

The premises behind the approach defines **heritage management plan** as a tool for professional heritage management. Management plans are strategic plans that set out these clear ideas, policies, principles, actions, and priorities to be followed in heritage management. Management plans can help achieve systemic management (Hutchings and Cassar, 2006), and are *"key to the satisfactory conservation, and sustainable, beneficial use of heritage sites"* (English Heritage, 2009, p.18). With the words of Ripp and Rodwell (2016, p.86), *"developing an integrated heritage management plan can be the beginning for a professional heritage management"*. UNESCO's guidance document also states that *"management plans should be an integral part of management systems"* (UNESCO et al., 2003, p.41), and *"they should be appropriately integrated into the existing management system"* (ibid, p.60).

These references clearly show the distinction between "management" as a general system, and "management plan" as a guiding document. According to Heritage Lottery Fund, the management plan defines the significance of the cultural property and management principles, and includes a detailed work program to retain the place's values and significance in any future use, management, alteration or repair.

The below figure demonstrates the ontological relation between heritage conservation, heritage management, and heritage management planning. In summary, heritage management plans ought to be effective instrumental documents to guide the on-site practices for better management of conservation, use and community relations within the heritage places. These on-site practices as part of cultural heritage management and the process to approve and monitor the management plans are both referred as "site management" but they correspond to different tasks and responsibilities in terms of the technique, content and scale of the works. They both require their own structural

and practical aspects in which the practices are influenced by the structural constrains and/or possibilities of the supreme context.

The management plans are thus linked to the supreme context of management as a document to ensure the effective implementation of the system on the ground. On the other way around, any change in the system regarding internal (legal, administrative, technical) or external (economic crisis, disasters, wars, armed conflicts) circumstances may affect the relevancy and validity of the management plans, and thus its effective implementation. The process therefore includes not only the initial planning phase, but also the subsequent phases of implementing the plan, keeping track of its progress, and evaluating its success (UNESCO et al., 2013, p.128; Thomas et al., 2003, p.24). The strategic nature of the plan should allow its full review for every 3-5 years, but easy adjustments to the new circumstances must be made if need be (Feilden and Jokilehto, 1993, p.36; Thomas et al., 2003, p.1, 17; English Heritage, 2009, p.18; Natural England, 2008, p.27).

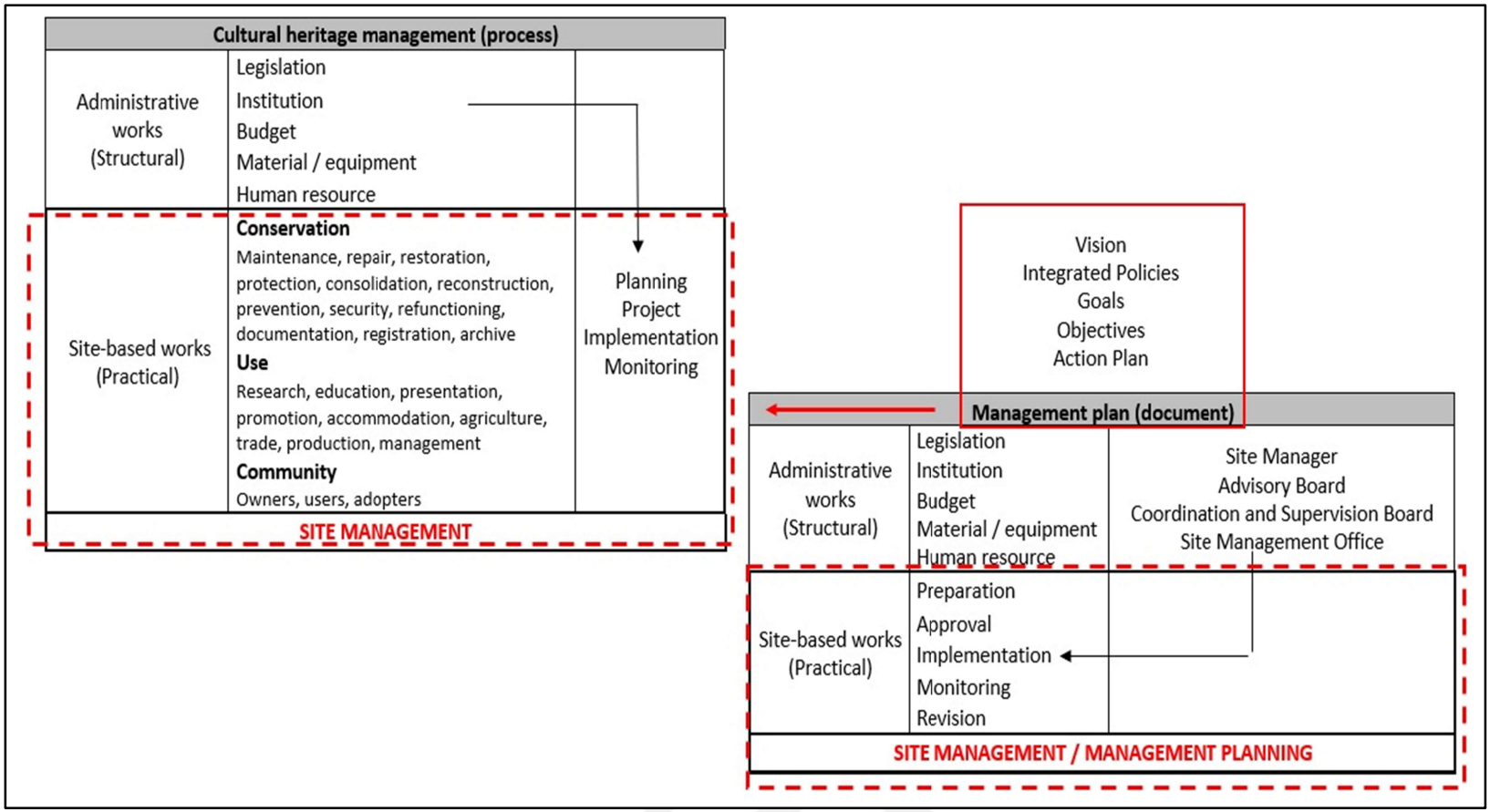

Figure 1.1: The Relation Between Heritage Conservation, Heritage Management, and Management Planning
Source: Ulusan, 2023, p.47.

Heritage governance, however, is managing the heritage places in a transparent, accountable, participatory, interdisciplinary, integrated, efficient, and effective manner. The idea's central tenet refers to the incorporation of non-state entities into heritage management, in the form of "governing with and through networks, and their cooperative behaviour", "community-based decision-making at a local level", "increasing community commitment", "strengthening community groups and their voices", but it also involves issues related to economic effectiveness for "the fight against corruption", "interaction, negotiation, and resource exchange", "multi-level management of cultural resources", "improved resource allocation", "constitutional legitimacy, administrative competence, accountability, transparency, and performance" (Sokka et al., 2021, p.5-6).

Heritage management planning approach, which is quintessentially brought a new way of visioning towards the cultural heritage management, has been introduced to Turkish heritage conservation legislation by the amendment made to the Act No.2863 in 2004 (MoCT, 2004). The practical cases were initiated as of 2005, following the publication of the 'Regulation on the Substance and Procedures of the Establishment and Duties of the Site Management and the Monument Council and Identification of Management Sites' (MoCT, 2005).

To date, 27 management plans have been approved and come into action in Türkiye. Some of them completed the first five-year implementation period (Ani, Aphrodisias, Bursa and Cumalıkızık, Çatalhöyük, Diyarbakır, Ephesus, Göbekli Tepe, Harran, İstanbul, Mudurnu, Nemrut, Pergamon, Savur, Selimiye), and revised versions have been obtained for few (İstanbul, Bursa and Cumalıkızık, Ephesus) while some others are officially underway (Pergamon, Nemrut).

Majority of these plans (19) are prepared with the purpose to fulfill the requirements for WH listing. 12 of the 27 were prepared for archaeological sites, 9 for urban sites, and 6 for monuments. Half of the plans (14), including the revised versions for three sites, were obtained in the last three years.

1.1. Problem Definition

Management planning for cultural heritage places is a policy instrument that originated on the global stage but has since been embraced by many nations in response to the direction offered by international charters. This method, which developed out of theoretical discussions that began in the international arena in the 1970s and were referenced for cultural heritage places in the late 1990s, was incorporated into Turkish law belatedly, under the influence of the necessities brought about by international agreements, in particular the World Heritage Convention. As a result, it is not native to the country, but has been adapted to its culture. The adaptation process raised significant concerns about the competence between theory and practice as well as its inapplicability to the Turkish context, so the experts and decision-makers worked together to calm or eliminate some of the first worries in due course.

Preparation of management plans have gained great momentum in Türkiye after 2005. The initial requests for heritage management planning have come mainly from local administrations with the UNESCO World Heritage (henceforth referred to as WH) motivations. After the instruction of management plans as one of the requirements for nominations to the World Heritage List (henceforth referred to as WHL) as of early 2000s, city administrations aiming to increase their tourism sector competitiveness by making use of the branding and visibility provided by WHL have pushed for the development of these plans on the way for inscriptions. Turkey's laws specify this method as a tool for heritage management for all heritage sites, but the MoCT additionally gives preference to those properties that have been proposed for inclusion on the WHL. While the WH listing has been a goal in many cases thus far, that is not the case in all of them. In some circumstances, there is no WH motivation at the outset of the processes, but also integrated, sustainable, and participatory conservation considerations serve as a driving force and direct the preparations.

The experience so far demonstrated that production of these plans in a foreseen methodology and content has not yielded the desired effect, at least not in full or in all circumstances.

The followings are a few observations of specific problems or deficiencies encountered in the national experience;

- Collaboratively created policies are not consistently implemented; priorities established by the plans are disregarded or weakened; agreed-upon and assured funding allocations are not consistently made; and information sharing among partners is not always assured.
- Neither the width nor the depth of community involvement in planning or monitoring has been as high as intended. Meeting attendance was often mistaken for actual engagement, and those who ran meetings and made decisions were often individuals in positions of power.
- In certain instances, governance mechanisms have not come together even to the extent specified by the legislation, and individuals responsible for this often failed to report on an annual basis.
- Theoretically, decentralization is advocated by the approach, but the local site management authorities are lacking juridical power and financial autonomy. The management plan power has been gradually shifted to the central level in the course of time, resulting in the centralization of coordination and decision-making as well as the marginalization of local partners' and the actors' role.
- Unimplemented policies or projects, although they were accepted by signing parties, were mainly those that were either retarding or obstructing hegemonic discourse (Here, what is claimed, and described as hegemonic discourse is the terms imposed by liberal policies since 1980's, which must be read through the lens of relationship between culture, and tourism, such as branding, marketing, culture tourism, visitor satisfaction, WH Listing, and so on.). In more promising cases, although counter-hegemonic policies were not disregarded, priority was given to those that were contributing to hegemonic discourse.

Management plans have also resulted in a number of documented accomplishments and advances to heritage management systems:

- Acquaintances have developed, and communication has increased between actors who have never met, and communicated before.

- The desire, and expectation for more informal way of communication increased, and new communication channels are created and used effectively among governance actors for this purpose. This increased communication among partners.
- With the support of governance mechanism, and citing the management plans, the state has suspended or cancelled a number of development projects that posed a harm to the area's cultural and historical values.
- With the support of governance mechanism, and citing the management plans, certain long-awaited initiatives could become a reality.
- Institutional technical capacities regarding heritage conservation techniques, and methodologies as well as awareness about the values, and significance of heritage sites increased as a result of more in-depth, and direct communication among professionals and experts during the plan-making, approval, and monitoring stages.

The author claims that heritage management plans, which are ought to be guiding and operational documents for the management of cultural heritage places, have not been qualified in fulfilling this in Türkiye. However, despite being subject to the same legal, and administrative process, qualified results or attitudes were noted in some cases, suggesting that structural determinants are not mere factors that determine quality. Besides, the majority of the problems seems to be related to implementation stage, but roots are believed to be resting with actor’s abilities, attitudes and capacities in the overall process.

Therefore, a thorough, and comparable analysis of cases, focusing on processes-outputs, structures-actors, preparation-implementation, technicalities-legalities will help understanding the experience of Türkiye with this approach, and the level of success in adapting this policy tool to the Turkish heritage management context.

1.2. Previous Research, and the Gap in Literature

National publications or scientific studies on heritage management planning were essentially nonexistent in the early years, notably until 2009 (Ulusan, 2023) with the exception of a few papers, dissertations, and internationally-funded practical examples (Pamukkale Management and Presentation Plan, and Çatalhöyük Management Plan). International publications did not apply to the Turkish context defined by the legislation per se, nor did they focus on the philosophical, and ontological discussions. Instead, they accommodated methodological, and case-based discussions. Therefore, the first years when the plans were obtained, particularly the years between 2011-2015, were a kind of "trial and error" process proceeded by combined efforts of practitioners, academics, and government officials.

According to a recent analysis conducted by the author regarding the graduate thesis studies published between 1994 and 2021, academic interest remains limited to certain aspects despite the growing interest to the subject and number of publications. Besides, a thorough, and in-depth assessment of overall Turkish heritage management planning experience on the ground is still lacking (Ulusan, 2023).

There is also a deficiency of thorough and practical assistance in heritage management planning in international publications. Cleere states that despite to the expanded literature on heritage management over the past decade, none of the selected publications he summarized, except for the publications by Feilden and Jokilehto in 1993, and 1998, *"constitutes a short compendium of references and recommendations of general application and of use to those charged with the practical management of archaeological sites and the establishment of practical management plans"* (Cleere, 2010, p.6-7).

Therefore, this research will fill a remarkable gap in Türkiye as it will link theoretical, and practical debates from many perspectives, and will examine each case separately, and comparatively, from both theoretical, and practical perspectives. Its authenticity is believed to lie at its:

- contextual definition of management planning based on heritage conservation, spatial planning, and public administration literature consistent with its multidisciplinary nature,
- analysis of not selected but all management plans with three years of operations in implementation,
- analysis of management plans from structural, procedural, technical, and practical perspectives,
- detailed and comprehensive assessment, and interpretation of Türkiye's overall experience with heritage management planning,
- definition of quality indicators and development of a methodology to assess the quality of heritage management plans,
- contribution to international debate with inferences from a country-based review on heritage management planning system and its practice.

1.3. Aim and Scope of Research

According to Ripp and Rodwell (2017), governance that combines and integrates the economic, social, environmental, and cultural components of sustainability is crucial for effective management of heritage, particularly World Heritage properties. and central to this is systems thinking, the process of comprehending how each influence one another within a whole (Capra and Luisi 2014, cited in Ripp and Rodwell, 2017). The systems approach, which sits between the reductionist and holistic perspectives, does not abandon the study of parts, but rather includes it in a broader perspective that takes into consideration the notion of interdependence among them (Barile and Saviano, 2015, p.71). Such an approach is also required for comprehending and assessing the impact of management plans on the management systems. Having engaged various aspects of management, management plans' overall impact on good governance of heritage places may be influenced by any failure and achievement in any part of the overall process.

Research aims to make an analysis of the Turkish experience with the cultural heritage management planning since 2004. What is intended through this research is to come

up with a list of quality indicators 1) to assess management plans' compliance with its *raison d'etre*, and level of contribution to better management of heritage places in Türkiye; 2) to reveal the whys, and the wherefores of the visible consequences of failures, and achievements as well as their relationships; and, 3) to define the circumstances determining the quality in the Turkish context. The research will end with recommendations to increase the capacity of this policy tool based on the inferences out of this research, to structure the best possible heritage management planning system that is appropriate to the Turkish context. Therefore, this study should be regarded as a public policy analysis, as a result of which the author aims to contribute to policy-making process. The defined quality indicators might be taken as reference, and developed further for international use. Ultimately, the author aims to contribute to developing a more participatory, collaborative, holistic, and integrated management system for cultural heritage places in Türkiye, and abroad.

The question that helps develop the research is **"if level of quality of management plans is dependent on the structural or practical circumstances within the overall process".** The following questions also guided the research design for defining the framework of analysis:

- What a heritage management plan is expected to achieve?
- What have been achieved so far through management planning in Türkiye?
- How these achievements have been reached, and how they influence the other?
- Why all expectations cannot be achieved?
- From which aspects the Turkish cases can be considered qualified? Which circumstances determines the quality in the Turkish context?
- What modifications can be made to the management planning system in Türkiye to increase its policy capacity?

1.4. Methodology and Data Collection

The hypothesis in the research is that, "**the factor decisive to qualified management plans for cultural heritage places in Türkiye is the existence of a strong alliance at local level bringing together the actors at different levels, having political ties**

with central authority, and a devoted motivation towards collaboration in conservation. Therefore, it is assumed that the quality is very much dependent on mindsets, attitudes as well as the individual capacities of actors who are taking part in this process."

Research is conducted from critical realism perspective, trying to focus on structures, and mechanisms giving way to formation of observable reality. As assumed by critical realism that there is causality as in the form of inclination between structures, and mechanisms, and thus author's ultimate task through this research is to uncover this causality, and go as deeply as possible into the social reality. As an independent actor to the research, author's experience, and knowledge also led the research to transform, and restructure not only the existing structures, and mechanism, but also the beliefs, and values of the actors that took part in this research. Therefore, the methodology is an interpretivist approach, including the author's as well as other key actors' years-long observations in the field.

The methodology applied in the research is structured in a way that it helped unveiling 1) qualities, and effectiveness of **governance structures**, 2) qualities of planning **process** design, and its implementation, 3) qualities of the plan **document**s, and 4) level of **implementation**, and impact of plans. This quality analysis ultimately led the research to unlock the background, and specific circumstances leading to observable achievements or failures by the plans.

A heritage management plan is a spatial and strategic policy document that guides the value-based heritage management practices. It is prepared, approved, implemented, and monitored in collaborative basis, sharing the responsibilities of the state in these manners. Therefore, a research focusing on heritage management planning should discuss planning paradigms, heritage conservation, and state-rescaling perspectives together, and make a synthesis of this in-depth discussion. Otherwise, any study disregarding one of the feet of this triangle would lead to an incomplete evaluation.

To that end, research starts in the second chapter with a theoretical discussion on three main strands: state rescaling, spatial planning paradigms, and heritage conservation methodology. This is for explaining the context within which heritage management planning approach emerged. The focus here is on key features of "good governance at heritage places", and "key features of heritage management plans" to lay the theoretical ground down for further chapters.

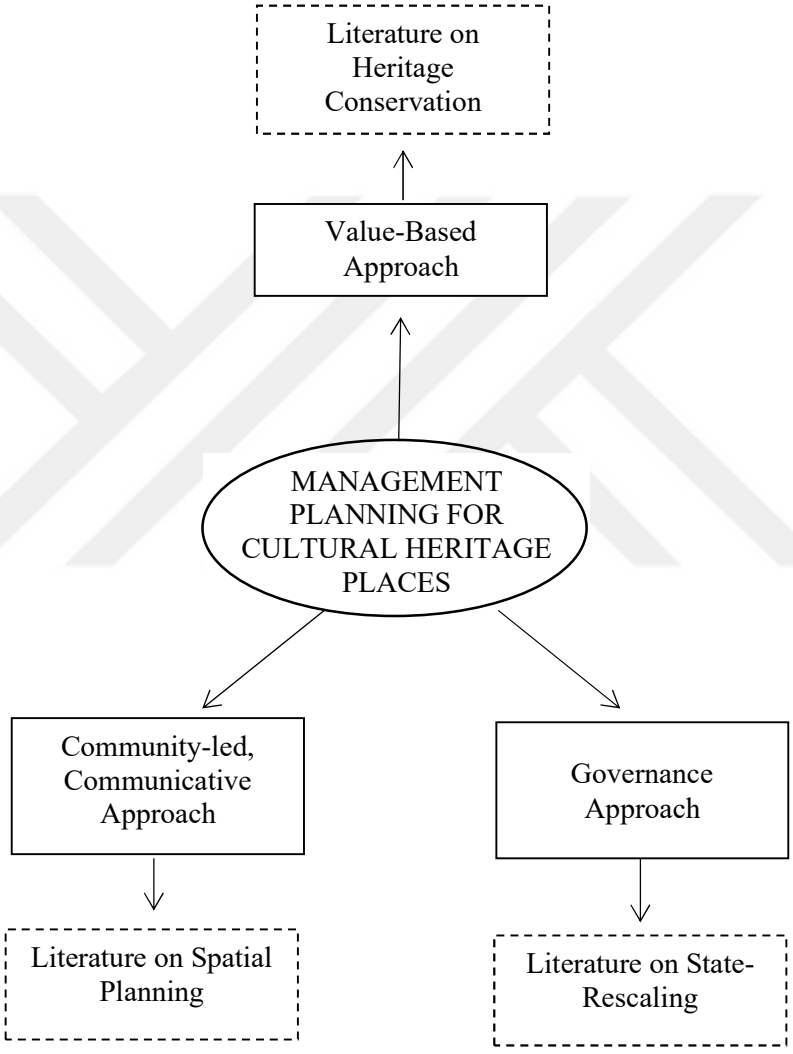

Figure 1.2: Rationale and Methodology for Literature Review

The third chapter focuses on experience of Türkiye, and presents firstly the traditional heritage planning and management system, then the new heritage governance system introduced by the 2004-act, and finally the administrative, and legal processes for each

management planning experience. In this section, the institutions, and their motivations initiating the process, statutory or non-statutory collaborations if any, resource allocations, and compositions of governance structures are presented for each case. As a result of this analysis is made the classification of Turkish cases according to the heritage characteristic, process motivation, and process managing authorities. This classification also defined the comparison methodology in the next chapter as for that the cases were compared to those with similar characteristics within the same category. However, this did not hinder the comparison between the categories.

The fourth chapter has therefore come up with a methodology to assess the quality of heritage management plans. Firstly, the methodology is explained, and then the quality indicators as the basis for this methodology. In defining the indicators were referenced to both theoretical premises, Turkish administrative structure, and national and international on-site experiences. The indicator explanations are immediately followed by its application to 18 management plan cases in Türkiye. This chapter therefore presents the author's in-depth analysis of cases over each quality indicator. Scores from the analysis are displayed in a table format at the end of the corresponding section, which also serves as a handbook. This chapter ends with the interpretation of analysis results.

The final chapter includes inferences about overall Turkish experience with heritage management planning, recommendations for policy development, and also the remarks on applicability of the developed methodology, and suggestions for its further development.

This research refers to the Giddens' structuration theory based on the fact that –as specified above- although the same structure is applied to each case, the results, and levels of "quality" may differ. The central claim is that this is due to the players' mindsets, attitudes, and capacities, which play a role in reshaping the predetermined structures.

In his work, Giddens distinguishes between "the structure," as the rules, regulations, and resources that actors use to produce and reproduce society, "the actor," as the knowledgeable agents who can make a difference in the world, and "the action," as the capacity to change or achieve something. Actor's actions are influenced by rules, and resources, but actors are unconsciously reproducing the structures that affect their actions with the conscious actions they take. Therefore, the structure does not constitute an obstacle to action, but is involved in the realization of the action. A structure is found only when an actor puts his action into practice as an acting entity. However, Giddens is against the abandonment of the concept of structure completely as for that structure, and action are a dependent chain of relationships that constantly produce each other (Giddens, 1986). According to him;

> *Structure, as recursively organized sets of rules and resources, is out of time and space, saves in its instantiations and coordination as memory traces, and is marked by an "absence of the subject". The social systems in which structure is recursively implicated, on the contrary, comprise the situated activities of human agents, reproduced across time and space. Analyzing the structuration of social systems means studying the modes in which such systems, grounded in the knowledgeable activities of situated actors who draw upon rules and resources in the diversity of action contexts, are produced and reproduced in interaction (Giddens, 1986, p.25).*

Healey suggests that Gidden's theory pays attention to the qualities of interaction in governance processes (Healey, 2006). Gidden's conceptualization of the continual interaction between, and mutual constitution of structure and actor provides this research with a framework for demonstrating embeddedness of power relations within this process, and also actors' role in using / reproducing these power relations to transform the structures.

Data collection and interpretation is, therefore, managed in three stages. The first stage included the analysis of scientific papers, resource manuals, and guidelines for understanding the key conceptual and technical requirements for overall process; the second stage included the analysis of legal papers and archive documents for understanding the in-country administrative, technical and financial process, with its both standardized and flexible aspects. Data collected so far has defined the

"structure". The fourth chapter, however, included inputs from interviews with those having a role in the overall process for getting the fine details from the ground, and also to understand 1) the capacities of actors to affect and transform the structures; 2) if and how the mindsets and attitudes of actors affect the quality and effectiveness of overall process and 3) how they assess the quality and effectiveness of overall process in their cases. These are the data to define the aspects related to "actors". The data sources for the research therefore include:

- Scientific papers and publications on state-rescaling, planning paradigms, heritage conservation, and management plan experiences in Türkiye, and abroad,
- Technical guidelines on strategic planning, management planning, participatory decision-making,
- National and international legal papers including laws, regulations, and charters,
- Ministry archive (correspondence files including formal letters, technical expert reports, formal audit reports, approvals),
- Heritage management plans themselves,
- ICOMOS evaluation and review reports for WHL nominations, state of conservation reports, management plans,
- State of conservation reports for inscribed WH properties prepared by State Party (Türkiye) for submission to the WHC,
- UNESCO WHC decisions on inscribed WH properties,
- Observations and personal notes (meeting minutes, e-mails)
- Interviews with the actors having a role in the processes (site managers and plan authors).

The author participated in the planning processes for Ani, Arslantepe, Aphrodisias, Çatalhöyük, Ephesus, İstanbul-1, Mudurnu, Selimiye, and Yesemek as the MoCT's responsible expert. Consequently, her 18-year personal experience and observations have nurtured the elaborations in the analysis from the outset, but her statements have also been tested through interviews. The details of interviews made with the key actors are presented below.

Table 1.1: The Interviews Made within the Scope of Research

	Respondent	Case	Date – Hour	Note
1	R1	Ephesus	26.04.2022 – 12.00	In person
2	R2	Mudurnu	26.04.2022 – 15.00	Online
3	R3	Diyarbakır	27.04.2022 – 13.00	Online
4	R4	Selimiye	28.04.2022 – 11.00	Online
5	R5	Savur	12.05.2022 – 11.00	Online
6	R5	Harran	12.05.2022 – 11.00	Online
7	R6	Bursa	12.05.2022 – 15.00	Online
8	R7	Yesemek	13.05.2022 – 11.00	In person
9	R8	Aphrodisias	16.05.2022 – 17.00	Online
10	R9	Savur	17.05.2022 – 14.30	Online
11	R10	Pergamon	18.05.2022 – 11.00	Online
12	R11	İstanbul	22.05.2022 – 13.30	Online
13	R12	Aphrodisias	23.05.2022 – 12.00	Online
14	R13	Yesemek	23.05.2022 – 14.00	Online
15	R14	Ephesus	26.05.2022 – 11.00	Online
16	R15	İstanbul	27.05.2022 – 20.00	Online
17	R16	Küçükyalı	-	Responded in writing
18	R17	Nemrut	27.12.2022 – 14.30	In person

Problems encountered in accessing the up-to-date archives, and state officials' rejection to hold an interview are, however, the main limitations of this analysis. Some of the contacted interviewees did not respond to the interview requests regarding Ani, Çatalhöyük, Göbekli Tepe, and Nemrut cases. Due to the limitations for achieving up-to-date information in every aspect, the analysis therefore omitted some plans for evaluation for certain aspects unless available data to assess the quality is achieved through archives, interviews or observations. The Table 1.2 presents the data availability for the analyzed aspects. Author's decision to exclude cases from examination of a particular aspect was grounded in the chart, which indicated that no data for such cases could be obtained via any means.

Therefore, Göbekli Tepe plan is excluded from the process analysis while Çatalhöyük, Göbekli Tepe, and Küçükyalı Archaeopark plans were not taken into the scope of the implementation level analysis. However, they are studied from a variety of other angles in order to assess diverse motivations, partnership profiles, and heritage site characteristics in tandem.

The overall methodology applied throughout the research is also summarized in the Figure 1.3 below.

Table 1.2: Availability of Data Based on the Access Ways

Name of the Property	Structure Quality			Process Quality		Document Quality			Implementation Quality		
	Archive	Interview	Observation	Interview	Observation	Document	ICOMOS report	Academic Publication	Archive	Interview	Observation
Aphrodisias	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ani Cultural Landscape	✓	X	✓	X	✓	✓	✓	X	✓	X	✓
Arslantepe Mound	✓	X	✓	X	✓	✓	✓	X	✓	X	✓
Bursa and Cumalıkızık	✓	✓	✓	✓	X	✓	✓	✓	X	✓	X
Diyarbakır	✓	✓	✓	✓	X	✓	✓	✓	X	✓	✓
Ephesus 1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Göbekli Tepe	✓	X	✓	X	X	✓	✓	X	X	X	X
Harran	✓	✓	X	✓	X	✓	X	X	X	✓	X
İstanbul Historic Peninsula 1	✓	✓	✓	✓	✓	✓	✓	✓	X	✓	X
İstanbul Historic Peninsula 2	✓	✓	✓	✓	X	✓	✓	✓	X	✓	X
Küçükyalı Archaeopark	✓	✓	X	✓	X	✓	X	X	X	X	X
Mudurnu Cultural Heritage	✓	✓	✓	✓	✓	✓	✓	X	✓	✓	✓
Neolithic Site of Çatalhöyük	✓	X	✓	X	✓	✓	✓	✓	X	X	X
Savur Urban Site	✓	✓	✓	✓	X	✓	X	X	X	✓	X
Nemrut Mountain	✓	✓	X	✓	X	✓	X	✓	✓	✓	X
Pergamon	✓	✓	X	✓	X	✓	✓	✓	X	✓	X
Selimiye Mosque Complex	✓	✓	X	✓	✓	✓	✓	✓	X	✓	X
Yesemek	✓	✓	✓	✓	✓	✓	X	X	X	✓	✓

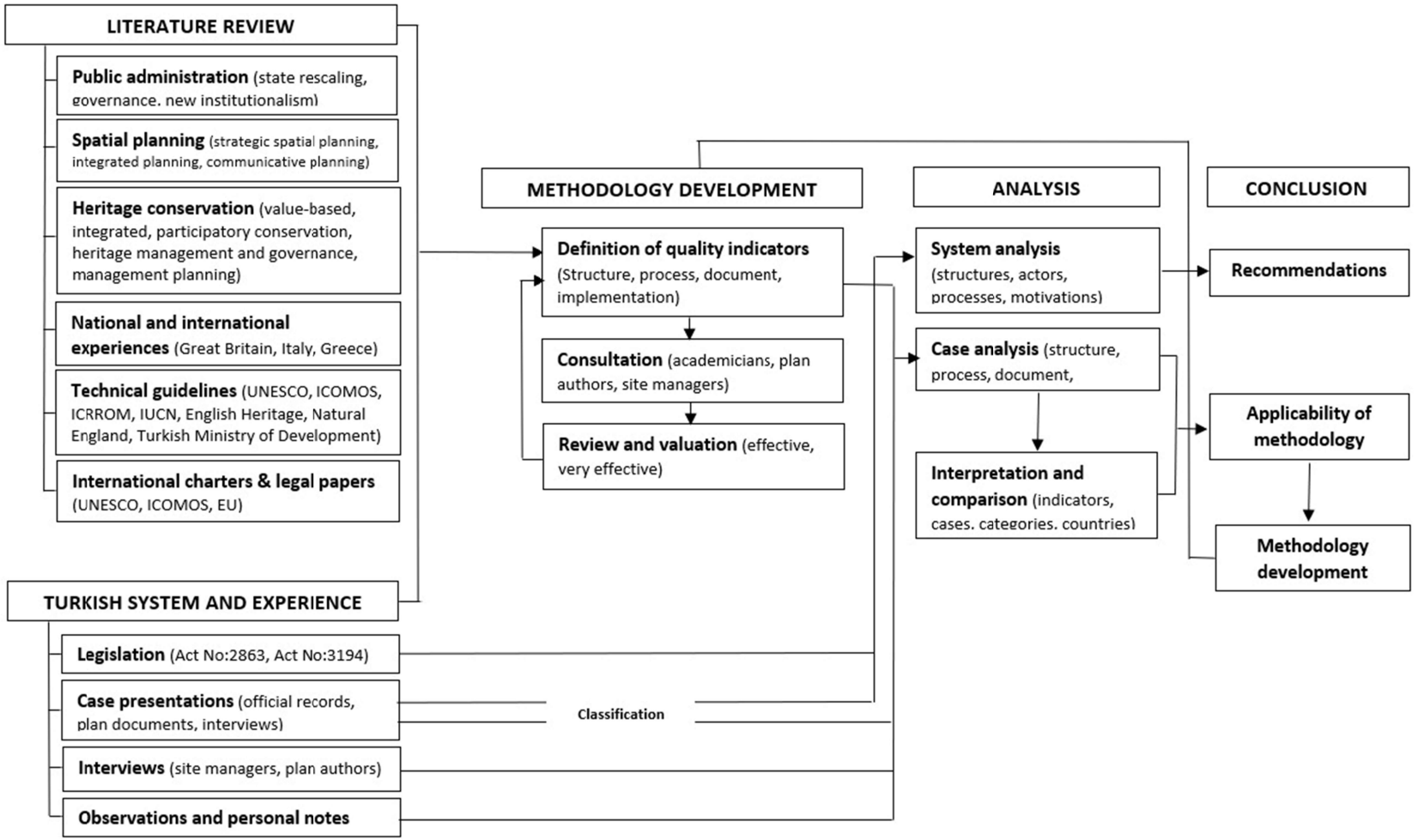

Figure 1.3: Research Methodology

CHAPTER 2

CONCEPTUALIZATION OF HERITAGE MANAGEMENT PLANNING IN CULTURAL HERITAGE PLACES

Management planning is a multifaceted approach with political, technical and legal dimensions. As it stands upon spatial strategic planning approach for value-based conservation within a participatory governance system, a comprehensive study that will address its every perspective should engage in these three different but interrelated pillars: reconfiguration of state apparatus, changes in spatial planning and heritage conservation techniques and methodologies. Based on these necessities, this chapter focuses on a comprehensive literature review; firstly, to reveal the economic and political context leading to the emergence of heritage management planning concept, and secondly, to lay the theoretical grounds down for later chapters which will analyze the situation on the ground from every perspective.

2.1. Defining the Context: Political, Ideological and Economic Strands Leading to the Emergence of the Concept

It is possible to speak of three main strands of thought that led to the paradigm shifts in many fields in the 1970s; neoliberalism with globalization; environmentalism and postmodernism. The fact that these three facets are not independent of each other requires that they be presented relationally, with their effects in restructuring of state apparatus, spatial planning and heritage conservation.

2.1.1. State Rescaling in the Face of Changing Paradigm

Neoliberalism, in the broadest sense, assumes that society functions better under a market logic, and competitive markets produce the most efficient allocation of resources while it triggers innovation and economic growth.

Following the deprivation of Keynesian policies, and stagflation and economic recession in the 1970s, free-market alternatives and a neoliberal discourse as to which the state would play a minimal role in the economy became predominant among scholars (Purcell, 2009). Globalization, triggering the effects of neoliberalism, means in the broadest and inclusive sense to an economic and cultural integration across the world. Fast flow of capital worldwide, the cross-border trade of commodities and services, and wide and rapid spread of advanced technologies led to the foundation of interdependent world economies. Globalization eases investment in locations with cheap labor and raw materials to reduce input costs as well as communicative and cultural integration worldwide to create and sustain demand for consumption of products and services.

As Jessop pointed that though being a contradictory, conflictual, contested, and complex resultant of multi-scalar, multi-temporal, multi-centric processes developed unevenly in time and space, globalization does not only increase the tendency of the capitalist economy to become the dominant system in the global social order, but also causes the fragmentation of national spatial-temporal fixes providing the regulatory framework for capitalist relations. Therefore, what we are currently witnessing is the re-hierarchization of modern statehood by way of upscaling and downscaling of basic functions of Fordist-Keynesian national states.

As a result of this rescaling is formed a variety of institutional levels, blurring the boundaries between inherited scales of political-economic organization and generating new scalar hierarchies (Jessop, 2000). According to Brenner, this trend generates not only new scalar hierarchies, but also interscalar networks and scale-selective political strategies since competing economic and political forces seek the most favorable conditions for insertion into a changing international order (Brenner, 2003). Bayırbağ defines this process of state-rescaling as the redistribution of authority across different government layers (Bayırbağ, 2013) while also pointing to re-inscription of inter and intraclass balances into the spatiality of the capitalist state (Bayırbağ, 2007).

According to Harding, the importance of ties, negotiations and partnerships between institutions and organizations is increasing in this new world. These relationships occur both vertically between the local, regional, national and transnational levels of the public sector, as well as horizontally between statutory and non-statutory public and private entities at the local level. He suggests that to ensure economic competitiveness and social integration, it is important to increase the importance of a management model which includes a vertical division of labor between central and local administrations, with an emphasis on a strong control model and in which players outside of the public sector with various economic and social goals are involved through horizontal connections (Harding, 2005). New networks of civil society groups and private actors were therefore encouraged to actively engage in governing at the national and subnational scales for specific public policy matters which had been before the responsibility of the state (Jessop et al., 2008), which redrawn the boundaries between the state and civil society (Jessop, 2002).

The need for a such a liberal networking has brought the discussions about the relevancy of democracy channels that prevailed in pre-1970s, which required the rulers be included in the decision-making mechanism representatively. The claims are now for that the concept of democracy in question is no longer acceptable in new world conditions.

Purcell's contribution to the discussion by highlighting the democratic deficits intrinsic to the neoliberalism is worthy to point out here as it makes a departing link to the scope of this research. Purcell summarizes following four deficits generating a political instability for which neoliberals seek creative ways to overcome to make neliberalization proceed: first, democracy requires a broader sense of equality than that of liberal democracy, creating a tension between social and political equality; second, as the state transfers some of its decision-making power to the market, neoliberalization handovers power from citizens to profit-seeking actors which have the power in return to determine the fortune of space and society; third, policy decisions are made by groups which are not subject to any democratic surveillance and thus are unaccountable to the public; and fourth, citizens may assume formal and legal

responsibility in decision-making, but the range of their decisions can become too narrow as any policy not contributing to competitiveness is disregarded by those holding the much of the power and keen to the competitiveness. He argues further that neoliberalism should not be seen only a set of policies, but also as an ideology for which 'businessfriendly' climate is necessary in decision-making to ensure its long-term stability. Therefore, the solution emerged as to promote new democratic initiatives with inclusion of a range of stakeholders of different interests that will not pose any fundamental challenges to the neoliberal project at the expense that they might produce less-than-optimal material outcomes for capital (Purcell, 2009).

Daly also explains the new developments in public administration from a macro-political perspective emphasizing the need for new democratic ways of governing. He claims that new institutional forms of governing and state spatial restructuring together with greater predominance of different modes of democratic participation have thus become the solution for a flexible accumulation conditions for globalized economy (Daly, 2016).

Tekeli, referencing to the postmodernism discourse, highlights the development of local democracy in the face of the representative democracy system. He claims that representative democracy based on political parties is subject to criticism due to firstly, the change in the concept of democracy and ever-mounting discussions on "nation state territory", and secondly that it blocks the ways for individuals for becoming "public subject" by putting political parties in between (Tekeli, 1998).

The quest for redefinition of democracy that would suit to the new conditions has been theorized by Mouffe. To Mouffe (2000), new paradigm of democracy highlights "deliberation" among free and equal citizens for making political decisions. Unlikely to the previous "aggregative" model that reduces democracy to procedures, pluralism is central to this new paradigm developed by John Rawl and Jurgen Habermas, she claims. Deliberative democrats affirm that pluralism of interests and values had to be acknowledged against notions like "common good" and "general will." They claim that certain forms of agreement are possible to reach through deliberation which would

meet requirements of both rationality (liberal rights) and democratic legitimacy (popular sovereignty). She argues that replacing one type of rationality by another would not work to addressing the real problem. What she sees as a real need is not rational justification of democratic institutions, but the establishment of an ensemble of practices instead as well as democratic forms of individuality and subjectivity that would form democratic citizens in return.

Claiming that power is constitutive of social relations and it should not be regarded as external but as a reality that constitute identities, she seeks for an approach that would grasp "the nature of political". She objects to the idea that the more democratic a society is, the less power would be constitutive of social relations, but claims instead that the question for democratic politics is to be not how to eradicate power, but how to constitute its forms to be in more compatible with democratic values.

To sum up, the configuration of state political apparatus in post-modern neoliberal world has transformed profoundly, yet maintaining the state's central position between capital and urban space. The differentiation between the former and the latter is summarized below as referenced to Uzbek and Şengül.

In the previous period, the issues of economic stability, public services and social security are seen as the tasks of the state to be fulfilled based on a division of labor between central and local governments (Uzbek, 2008, p.42-6). However, a three-sector model has thus emerged about city administrations in the new era. The members of this new combination are the local state, the local capital and civil society. What Şengül noted that as the concept of "local government" could not embrace such a formation, the name given to the new structure was "governance". The term governance refers to a management process in which multiple actors take part and interactions subrogate hierarchies. The function of the state in this process is to prepare the conditions for the actors to communicate without suppressing each other. This new model of local governance corresponds to a process rather than a structure (Şengül, 2001, p.52-3).

We can summarize in the light of all these aforementioned discussions that local governments and cities have shifted from viewing themselves as constituents of the national state to viewing themselves as entities that undertake programs to attract internationally circulating capital to their units. The most striking result of this change is that local governments, which consider themselves as the providers of collective consumption, are replaced by a local government approach that attaches importance to growth and which is sensitive to the demands of capital (Şengül, 2001, p.52). Because the pace of response to the needs of capital is getting more central to decision-making as it increases competitiveness of local units against their rivals, the governing and decision-making structures are now standing on multiple power foci to be more flexible, diversified and supported.

The new public managerialism approach, which developed under the influence of liberalism, and can be described as the pioneer of governance (Doğan, 2016, p.1800; Genç, 2010, p.149; Yalçın, 2010, p.328; Şener, 2005, p.12, as cited in Doğan, 2017) is another approach that deeply affects the public administration system. This strategy stems from the belief that public institutions can benefit from adopting the practices and procedures typical of the private sector in order to better serve the public interest. This would allow for more efficient and accountable policy-making and management of public funds (Dunleavy and Hood, 1994). Efficiency, effectiveness, equality, transparency, accountability, participation, consensus, rule of law, performance orientation, reduced bureaucracy came to the fore as the basic principles of "good governance", which was theorized under the leadership of economy institutions (IMF, OECD, UNDP, World Bank) in the post-1970s period as a tool for the sustainability of the liberal order (Aktan and Özler, 2008).

The analysis of dialectic relations between the actors and the structures opened a new channel for interpreting good governance policies and practices. Following the WWII, institutional theory first shifted the emphasis from bureaucratic rules and systems to informal relations, i.e. political behavior, in establishing the political power. The new theory, namely the behavioral institutionalism, moved the attention to *"a more society centred' focus, with an emphasis on the socially embedded nature of pressure group*

politics, individual political behaviour and informal distributions of power" (Bell, 2005). The approach argued that observing the political behavior, rather than the rule book, is the best way of explaining it. Reviving interest in structural views led to the theorization of "new institutionalism" in the 1980s in response to criticisms labeling the behavioral approach as reductionist. It is now investigating *"how institutional arrangements shape the behaviour, power and preferences of actors in politics"* (Bell, 2005).

The Krasner states that *"….the preferences of public officials are constrained by the administrative apparatus, legal order and enduring beliefs."* (Krasner, 1984, p.228 cited in Bell, 2005). Similarly, Bell argues that *"institutions provide actors with opportunities as well as constraints, …. with sets of behavioural incentives and disincentives, with sets of normative and ideational codes which shape not only behaviour but also preferences, and with resources, including power resources"* (Bell, 2005). In Selznick's words, *"we gain a better understanding of how minds are formed in organizational contexts, with significant consequences for interaction and decision-making"* (Selznick, 1996, p.274).

One of two strands of thought within the new institutionalism theory, that is rational choice approach, defines the actors as rational but self-interested people making the decisions that would maximize the utility for them in a given situation. According to Hay and Wincott (1998, p.952 cited in Bell, 2005), it is a deep structuralist approach disregarding the individuality and modelling the actors as calculating automatons. In the other strand of thought, which is sociological institutionalism, the word "rationality" was changed with "appropriateness" defined by the actor's positions and responsibilities. It is further stated by Selznick that group morale is still a phenomenon but produced through individuals' responsive and problem-solving behavior which defines the bridge between the rational and nonrational (Selznick, 1996, p.274), so the actors are no longer the automatons, but interpreting the choices (Koelble, 1995; March and Olsen, 1989 cited in Bell, 2005). Empirical observations and understanding the content and reason of strategic choices in institutional settings is key in its methodology (Bell, 2005).

Having linked the new institutional theory to governance theory, the author claims here that the effectiveness of governance systems and participatory management is no longer dependent solely on either institutional rules/regulations or actors' choices upon these rules, but networking environment emerges as the third aspect embedded within institutionalization process. The actors within the institutions are now directed also by constrains and opportunities of stakeholder relations, that is, the networking environment defined by e.g. partnership quality, deliberation impact, desire for collaboration, political attitude towards negotiation, resource share, capacity exchange etc.

Therefore, since the networking rules provide new positions and responsibilities for actors to take into account when making appropriate choices, the multi-actor nature of governance requires more focus on defining, explaining, and monitoring what "appropriate" means in a given multi-institutional situation.

2.1.2. Spatial Planning in the Face of Changing Paradigm

Urbanization is contingent upon the mobilization of surplus products, and capitalism is dependent on urban space for the secondary circuit of capital accumulation (Harvey, 2008). The changes in global economic system had also a profound impact on spatial planning thought which have long been subject to many academic inquiries as of 1980s. Survival and adaptability of cities to the new world situation, and thus their turn into productive and creative places depends on certain conditions; and new and more powerful interactions now occur between economic, social, political and physical dimensions related to urbanization processes (Gordon and Buck, 2005).

Allmendinger and Haughton (2012) points to the increasing volume of publications debating on new conceptualization of planning by referring to the new dedicated journals such as *Planning Theory* and *Planning Theory and Practice*. These research and discussions are two-fold: The first is the call for new administrative arrangements to quickly respond to the capital's needs and expectations which is becoming more demanding with globalization, while the other underlines the need for developing a

counter-movement agenda for more livable cities and urban life by pointing to the ever-growing problems of capitalist cities. Therefore; spatial planning has been trying to structure itself in the face of globalization / neoliberalization in two opposite directions. The discussion on each is expanded below.

In the reconstruction period after the WWII, parallel to the increasing activity of the state in all areas, the concern was also to direct the spatial development through the state interventions. As these were also the times when modernist ideology was prominent, planning ideology was addressing a rationalist, positivist, bureaucratic and technocratic narrative. The Rational Comprehensive Planning (RCP) approach developed in 1950s in such an atmosphere aimed at planning of space in a holistic, comprehensive and technical way while the planners and the state are situated at the very center of this process as the decision maker.

Despite to its strong ties with neoliberalism, state-led modern planning system is yet criticized by liberal thinkers (Hayek, 1960; Pearce and Curry, 1978; Denman, 1980; Walters, 1974) on the grounds that it falls short in analyzing and responding quickly to the needs of capital relations. They assert that the long-term and comprehensive nature of planning restricts the actions of the neoliberal entrepreneur and confines it to a plane with no mobility. In the face of the dynamism of the market mechanism and the constantly renewing nature of itself and the city, long-term planning turns out to be a rigid and restrictive tool. Thus, in most cases the plans have ultimately become useless documents on the shelves failing to guide the cities. Besides, the public interest-centered approach limits individual freedoms and entrepreneurship by putting its attention on society instead of individuality. The participation objective envisaged by the planning principles cannot be realized, and planning becomes an undemocratic activity where a group of technocrats exclude other interest groups. Many of those scholars acting within this framework recommend that planning be either completely abandoned or turned into a structure with very limited powers, and that the vacant space is to be filled by market forces. Followingly in 1980s, the state has steadily withdrawn from (re)structuring of space by way of privatization and deregulation, as

a result of which the role of planning in shaping urban space was limited and market forces strengthened its position in this process (Şengül, 2012, p.78-9).

In the 1960s, the Advocacy Planning, developed under the leadership of Davidoff, claimed the defense of interests of the neglected, weak and vulnerable parts of the city in a pluralistic society, especially the poor of the city and their inclusion in the planning process through the advocate planners (Davidoff, 1965). Advocacy Planning criticizes the modern planning as it approaches to the city as a purely physical environment, perceives the planning as a neutral, apolitical and technical effort, and puts the powerless segments of the society to outside the planning process. The Advocacy Planning arguing that the political power is distributed evenly among many interest groups and that the state acts as a mediator without establishing absolute control over any political power, rose on the foundations of "pluralism" in this respect (Ersoy, 2012, p.230).

Advocacy Planning tried to solve the problem of exclusion whereas the power relations underlying these problems was ignored. Moreover, the weak sections could not participate in the process on their behalf and could not voice their own problems. The problems were reflected in the plans as perceived by advocate planners instead. Therefore, it could not exceed the elitism and top-down approach inherent in comprehensive planning (Şengül, 2012, p.70-1). There are either not enough explanations on how to identify interest groups, how to achieve pluralism, and how the state will perform the position of arbitrator (Ersoy, 2012, p.233-5).

Unlikely to liberalists, Marxist thinkers have focused on the structural interdependencies between the capital and the space, and underlined the role of planning in space restructuring in favor of capital benefits (Castells, 1977; Dear and Scott, 1981; Lefebvre, 2004). The actions of the planning institution have been perceived as interventions that serve the reproduction of capitalist relations in any case and the planning institution is blamed of the problems created in urban space. A direct result of this understanding is that planners are defined as a group in the service of the capitalist class.

Destructive impact of neoliberalism on cities and urban life has been repeated by many Marxist scholars as well, including but not limited to Lefebvre (2004), Purcell (2009), and Harvey (2008). Lefebvre claims that the prominent features of the space of modernity are homogeneity, fragmentation and hierarchy. Modernism produced abstract spaces of market economy in the face of social (concrete) spaces of community (Lefebvre, 2004). What Harvey further points out that capitalists have to be in search of new means of production as well as of natural resources to open up terrains for raw-material extraction, which threatens the natural environment in return (Harvey, 2008). This is emphasized by Douglas, too, claiming that the natural world is seen by competitive modern urban agenda as a resource to be exploited for further development and progress, and therefore to be controlled for the advancement of human welfare (Douglas, 1992 cited in Healey, 2006, p.165).

Post-modern era is therefore witnessing a civil movement against state-led, capital-oriented planning thought with a claim for a healthy and livable urban environment. Moral, aesthetic, emotional and spiritual intellectualism of postmodernism also set the basis for claims for a better world and quality urban life, which constituted a counter-hegemonic discourse against capital-oriented development of urban sphere. One distinctive feature of post-modern period is, therefore, the re-empowerment of the civil society against the capitalist state by gathering around the concepts of urban and spatial justice, the right to the city, just city, pluralism, environmentalism, sustainability, and so on.

Healey summarizes the new turn of environmentalist philosophy in the post-modern era as a reaction to this materialist view. This new understanding underlines the material limits to our capacity for exploiting our environment, as well as moral limits to our rights to damage it (Healey, 2006). While citizens are getting mobilized around threats to place quality, they are also becoming increasingly disinterested in the mechanisms of formal party politics and representative democracy (Healey, 2007). Harvey, too, underlines the ideals of human rights which are becoming more central to building up a better world. Establishing “democratic” management over urban deployment of surplus constitutes what he calls “the right to the city” (Harvey, 2008).

Purcell also claims that democratic movements are a particularly promising way we might resist it (Purcell, 2009).

There are also criticisms about the result-oriented motivations of modern planning as well as unpredictability of the result product (Jacobs, 1961; Dear, 2000; Scott, 1998 cited in Şengül, 2012). One of the distinctive features of post-modern planning theory is therefore its opposition to a pragmatic and rational understanding of planning. What Healey clarifies is the difficulty of imagining, in advance of any planning, of how and by which ways socio-economic and environmental activities make use of the physical fabric of urban areas, even in cases of availability of governments with strong control of resources and acting in a coordinated way (Healey, 2007, p.23). Healey further clarified that spatial planning has failed in the new era in achieving its target which was to provide framework and set ground rules to reduce environmental conflicts. The liberal solution to this is explained by Healey as the introduction of new concepts and approaches to measure and judge projects while providing the circumstances of transparency and efficiency (Healey, 2006, p.32-3).

As cited by Faludi that Friedmann is very precise on his claim that blueprint plans for twenty or thirty-year period are out of fashion now, and plans for several time horizons and with different degrees of specificity –from most general long-term goals down to the annual budgets– are preferred (Friedmann, 1966 cited in Faludi, 1973, p.137). Therefore, post-modern planning theory is generally referred to as critical pragmatism as conceptualized by Forester. He defines pragmatism as a concern with consequences rather than a concern with any actor's intentions (or hopes or promises) whereas *"critical pragmatism has to search for actual possibilities in situations characterized by deep distrust and suspicion, deep differences of interests and values, a good deal of fear and, often, anger, poor or poorly distributed information, and more"* (Forester, 2012). Healey, in parallel to the definition of new democracy by Mouffe, clarifies the distinction between these two main viewpoints stating that while pragmatism approaches to knowledge claims as fallible truths, critical pragmatism explores how they reflect structural framing that involves continent relations of power (Healey, 2009). Wagenaar makes it clear further how to approach to "power"; "*critical*

pragmatism is about to explore power relations practically, not to talk about power rhetorically" (Wagenaar, 2011).

The Marxist criticisms to planning in the second half of the 1970s acknowledged the possibility of certain degree of autonomy of the state in the face of classes in general and capital in particular (Şengül, 2012, p.75). This relative autonomy also makes it possible for both the state and the planning institution to produce anti-capitalist decisions from time to time. Planners as the main actors can serve to intervene in favor of working classes within the limits defined by relative autonomy (Feinstein and Feinstein, 1979). Castells acknowledges too that planners may have a progressive role in shaping urban contradictions in favor of the working classes (Castells, 1977, p.88).

A-priori acceptance of power relations among identities and their roles in space structuring led to the redefinition of democracy within spatial planning and the search for more democratic planning mechanisms, accordingly. We can name Forester, Innes, Sager, Hoch, Healey and some others as the pioneering theorists of the communicative planning approach.

Though it is grounded upon works of Foucault and Habermas who have aimed at analyzing the power in planning, Healey clarifies that Giddens' structure-agency dialect laid the framework for her studies as well while Forester's critical urban analysis in his book "The Deliberative Practitioner" has also insights into the ways of how actors within and around formal government structures make a difference (Healey, 2006). Therefore, both authors seem to have seen the role of dynamic and bi-directional interaction between structure and agency on the effectiveness of planning system and they both developed their theories based on this framework.

What Habermas intended in his theory of communicative action is to design an alternative to the instrumental rationality of capitalism. Communicative action stands on an ideal that intersubjective understanding among participants of planning system can serve as the universal basis for democratic governance by which they do not target maximizing their self-interest, but work toward a common good for all.

Communication is, therefore, central to Habermas' conception in which they together use rational argumentation to achieve intersubjective understanding (Purcell, 2009).

To Healey, all planning activity involves some interactive relations, and some kind of governance process (Healey, 2003, p.7) and the understanding and practice of planning is at the cross of the study of dynamics of urban and regional change as well as of governance practices (Healey, 2006, p.4). She offers in his book "Collaborative Planning: Shaping Places in Fragmented Societies" a social-constructivist and relational approach to urban and regional dynamics and governance processes with a view of multiplicity of 'rationalities' and practices and the complexity of the power relations in the urban context. Therefore, a relational understanding of space and the importance of institutional design lies at the center of communicative planning approach (Healey, 1992).

The notions of conflict mediation and consensus building that are brough by neoliberalism as a response to need for moving beyond group conflicts in times of lifestyle plurality and celebration of difference are argued by Healey as the discursive practices providing the people involved within with possibilities of understanding others' points of view which might build up a sort of "social and political capital", with the words of Innes (Innes, 2004, p.12), institutional capacity to collaborate as well as the diversity of ways of living and thinking (Healey, 2006). Spatial planning has thus become in this new era much about 'process, institutional design and mobilization' as Albrechts defined (Albrechts, 2004). Faludi describes it as a turn from "blueprint planning" whereby programs are to attain plan objectives with certainty, to "process planning" whereby programs are to be adopted during their implementation as and when incoming information requires changes. Process planning operates simultaneously on several time horizons as it may review consistently longer-term comprehensive policy in the light of new information (Faludi, 1973, p.131-2). It is aimed in this new understanding that the planning process will not only be an area where the interests collide, but also a structure allowing the expression of different identities. An approach in which parties are suspicious of others and perceive them as enemies would be replaced by a process, based on mutual negotiation, trust and

understanding (Forester, 1998). The communicative approach now entails a much shorter and strategic planning when compared to long-term decisions of rational and comprehensive planning (Tekeli, 2001 cited in Şengül, 2012, p.92). The planning approach brought by these new conditions has been, therefore, the Spatial Strategic Planning (SSP). Within this general framework, economic, social, environmental and organizational strategies and policies that are not directly related to physical space but play a strong role in transforming / changing space are now the subject of strategic spatial planning, in addition to strategies and policies for physical development of space (Albrechts, 2004). The following table summarizes the discussion so far:

Table 2.1: Key Domains and Concepts Leading to the Emergence of SSP

	Target domain	**Key words**	**Concepts**	**Output**
Neoliberalism/ Globalization	Economic, political, administrative	Development, competitiveness, branding, marketing, efficiency, coordination, transparency, flexibility, adaptability, monitoring	New public managerialism, state re-scaling, governance	Spatial Strategic Planning
Post-modernism	Political, administrative, planning technique and methodology	Civil rights, just city, right to the city, social and spatial justice, plurality, participation, democracy, consensus, negotiation, deliberation, communication, social inclusion and integration, community involvement	Participatory / Communicative planning	
Environmentalism	Environmental, economic	Sustainability, multi-sectoral, interdisciplinary, resilience, preparedness, risk management, impact assessment, local values, quality of urban life, monitoring	Integrated and holistic planning	

Source: Developed by the author

Albrechts clarifies that land-use plans are more passive and localized plans aiming at controlling land use through a zoning system to steer developments in a certain direction whereas are ambiguous guides to action. Strategic plans, in the contrary, define frameworks for action and are analyzed for their performance in helping with subsequent decisions. What the SSP is all about is quoted below by the words of Albrechts (2004, p.747):

> *Strategic planning has to focus on a limited number of strategic key issue areas (Bryson and Roering, 1988; Poister and Streib, 1999; Quinn, 1980); it has to take a critical view of the environment in terms of determining strengths and weaknesses in the context of opportunities and threats (Kaufman and Jacobs, 1987); it studies the external trends, forces (Poister and Streib, 1999) and resources available (Quinn, 1980); it identifies and gathers major stakeholders (public and private) (Bryson and Roering, 1988; Granados Cabezas, 1995); it allows for a broad (multilevel governance) and diverse (public, economic, civil society) involvement during the planning process; it develops a (realistic) long-term vision or perspective and strategies (Healey, 1997a; 1997b; Kunzmann, 2000; see also Mintzberg, 1994) at different levels (Albrechts et al, 2003; Quinn, 1980), taking into account the power structures (Albrechts, 2003; Poister and Streib, 1999; Sager, 1994), uncertainties (Friend and Hickling, 1987; Quinn, 1980) and competing values; it designs plan-making structures and develops content (Mintzberg et al, 1998) images, and decision frameworks (Faludi and Van der Valk, 1994) for influencing and managing spatial change (Healey, 1997b); it is about building new ideas (Mintzberg et al, 1998) and processes that can carry them forward (Mintzberg, 2002), thus generating ways of understanding, ways of building agreements, and ways of organizing and mobilizing for the purpose of exerting influence in different arenas (Healey, 1997a); and finally it (both in the short and the long term) is focused on decisions (Bryson, 1995), actions (Faludi and Korthals Altes, 1994; Mintzberg, 1994), results (Poister and Streib, 1999), and implementation (Bryson, 1995; Bryson and Roering, 1988), and incorporates monitoring, feedback, and revision.*

It can thus be concluded that while RCP approach is built upon a Weberian understanding of state formation, and Advocacy Planning stands closer to pluralistic approach, SSP responds within its structural formation to the concerns of all liberal, pluralistic and environmentalist approaches. The following table outlines comparably the evolution and shifts in planning technique and methodology in the light of changing economic and political domain through time.

The changing role of planners as professionals is also worth to be analyzed within this context. With the Healey's words, the planner is both an object of blame and hostility, and subject of our hopes for effective community regulations (Healey, 2006, p.3). While the planner in the RCP approach is a rational technical expert at the center of the decision-making mechanism and can produce the most accurate scientific decisions independently of the politics, it is not only an expert in the Advocacy

Planning who makes decisions regarding the physical / spatial form of the city, but also the lawyer of the weak segments of the society. Planners may not be proficient but should be knowledgeable in contemporary philosophy, social work, law, social sciences and urban design, and have a deep knowledge of at least one of them. Davidoff states that the lawyer planner should explain the situation of the groups or individuals he advocates in a language that his client and decision-makers he is trying to persuade can understand, and that the planning academic training needs to be reorganized to allow planners to work as professional lawyers (Davidoff, 1965).

Table 2.2: Summary of Development of Planning Approaches and Their Focus

<table>
<tr><td colspan="2">Modernist realm</td><td>Post-modernist realm</td></tr>
<tr><td colspan="2">Instrumental Rationality</td><td>Communicative Rationality</td></tr>
<tr><td colspan="2">Pragmatist</td><td>Critical pragmatist</td></tr>
<tr><td>19th yy - WWII</td><td>WWII - 1970</td><td>1970 -</td></tr>
<tr><td>Utopian urban theories</td><td>Rational Comprehensive Planning (1950s)</td><td>Spatial Strategic Planning</td></tr>
<tr><td rowspan="4">Utopian designs from outside the state to regulate form</td><td>Weberian / State-led</td><td>Liberal, Pluralist, Environmentalist</td></tr>
<tr><td>Top-down blueprint plans which are produced by planners on behalf of the state, based on scientific knowledge and methods, including objective evaluations, excluding politics, directing physical development</td><td rowspan="4">Plans which are produced through a process via participation of all segments of society including the state, capital and civil society, and mediated by the planners, based on both scientific and non-scientific knowledge and methods, including both objective and subjective evaluations, putting politics at the center, making decisions about all dimensions of the city and describing not only the end-picture of space but also how to reach to spatial and non-spatial targets; that is policy plans.</td></tr>
<tr><td>Advocacy Planning (1960s)</td></tr>
<tr><td>Pluralist / Advocacy planners</td></tr>
<tr><td>Bottom-up blueprint plans which are produced by planners on behalf of the weak segments of society, based on scientific knowledge and methods, including both objective and subjective evaluations, putting politics at the center, making decisions about all dimensions of the city</td></tr>
</table>

Source: Developed by the author

In the postmodernist paradigm, the planner is, on the one hand, an expert who has mastered the scientific knowledge of the planning business and its technique, it is, on the other hand, a moderator who manages the negotiation process of the parties involved in the planning process and knows the ways to reach the decisions out of negotiation. Since the post-modern paradigm foresees that the plans should deal with

both physical and non-physical dimensions of the city, the planning process becomes a multidisciplinary team work and the planner also acts as the coordinator of this team.

Consequently, the role of the planner as an active actor in political processes has been moved to a theoretical ground for the first time in the Advocacy Planning approach while the post-modern paradigm, that is SSP, imposes more on the planner than the responsibilities imposed by the modernist paradigm. It is now envisaged that the planner will be able to evaluate many different dimensions together and at the same time have different skills and competencies such as negotiation methods, conflict resolution and team management. The difference between the roles of the planner as a policy actor is that it is the advocate who is expected to become a party in Advocate Planning while it is expected to stand at an equal distance to all segments as a moderator in the SSP approach.

2.1.3. Heritage Conservation in the Face of Changing Paradigm

In parallel to the discussions in policy and decision-making ways and philosophies in the state apparatus and spatial planning, the discussions on heritage conservation have also taken another form starting from the 1970s. Neoliberal agenda shaping social, demographic and economic structures greatly affected the content and methodology discussions in the field of conservation, not less than the level in planning and public administration literature.

The idea that spatial strategies and policies are not only a physical issue but also includes social and economic dimensions has also been influential in the conservation practices. Following the stepping further beyond the monument-level conservation with the Venice Charter in 1964, cultural heritage sites have been the subject of conservation with their physical, social and economic dimensions in two examples for the first time; Bologna Plan in 1969 and Ferrara Plan in 1975 (Bonfantini, 2015; Altınöz, 2012). Following these efforts, “integrated conservation” approach has become a methodology, and the concept of “conservation planning” has been later added to the conservation terminology, which had included mostly the notions of restoration, reconstruction and repair before (ICOMOS, 1975; ICOMOS, 1987).

Venice flood occurred in 1966, and the relocation campaign of Abu Simbel Temple to protect it from the waters of Nile has resulted in development of another understanding that cultural heritage of international importance needs international cooperation to protect it. The UNESCO Convention on the Protection of World's Cultural and Natural Heritage (to be referred as the World Heritage Convention hereafter) was opened for signature for States Parties in 1972 to that end, and collaboration, communication, capacity building in the field of conservation started to come to a central position in the discussions afterwards.

For framing the scope of that collaboration, a scientific and technical nomination and evaluation process for determining the properties of international importance was defined, and sites, monuments and groups of buildings with justified outstanding universal values are registered and announced as the World Heritage Properties. This convention, together its very dynamic supplementary document namely the Operational Guidelines for Implementation of World Heritage Convention (to be referred as the Operational Guidelines hereafter), have become the widely accepted, most referenced and most influential document in the conservation field since then.

Amsterdam Declaration published by the Council of Europe in 1975 emphasized similarly to World Heritage Convention that the multi-institutional and multi-level nature of conservation efforts. The need for a policy towards integrated conservation is announced to strengthen the link between the economic, social, technical, administrative and legal aspects of conservation. The relation between the architectural conservation and planning lies at the heart of the text, and it is the first policy document referring to the notion of "conservation planning."

Recommendation of Nairobi Conference held by UNESCO in 1976 expands the scale of conservation from monument to areas while still putting the focus on integrated conservation. Terminology and definition are presented firstly to clarify and underline the importance of scale. Very detailed technical and political recommendations were brought for legislative arrangements as well as for stages and techniques of

conservation. This text is the first of its kind as referring to the term of "participation" for the first time.

Australia ICOMOS published the Burra Charter in 1979, in response to the Euro-centric and "still" monument-oriented perspective of the Venice Charter, where it reviewed its locally oriented alternative. Apart from the others, there are two critical contributions of this text to the heritage discussions, the first is its expansion of the notion of cultural heritage from "sites" to "places", allowing to include vernacular and primitive buildings, urban conservation areas, industrial or modern heritage places which were not well suited by the scope of Venice Charter, and the second is assessing the heritage significance of places against specific cultural values: *"aesthetic, historic, scientific or social value for past, present or future generations"* to formulate heritage and conservation policies accordingly (Lesh, 2017). The charter has been revised four times in 1981, 1988, 1999 and 2013, due to the developments in its operation and reactions it received. Although the first revisions were at small-scale, the comprehensively-revised form of 1999 is a widely accepted document today, exceeding the quality of a document to be consulted on a local scale. Though the references to the necessities of legal and administrative regulations for protection were available in previous documents, the concepts of "policy" and "management" were mentioned in the charter, emphasizing that the defined heritage values and statements of significance are to form the basis of "conservation policies" that would guide the "management of heritage".

The revisions made in the Operational Guidelines of the World Heritage Convention in 1988 included also a statement expressing that cultural properties nominated for the WHL shall have adequate legal protection and management mechanisms to ensure their conservation (UNESCO, 1988, p.24.b). By this way, one of the prerequisites for being able to fall within the scope of the convention has been defined as to have a protection and management mechanism at a sufficient level.

Meanwhile, Washington Charter focusing on historic urban areas was adapted in 1987 as complementary to Venice Charter. What is expressed in the text is firstly the

multidisciplinary nature of conservation planning; secondly the comprehensive nature of conservation that would consider legal, administrative and financial issues; and thirdly encouraging the participation and involvement of residents into the planning. We can claim that criticisms against Venice Charter and new developments in heritage conservation approach in the following years were taken into consideration to increase the effectiveness and validity of this text.

Another regulation that addressed the heritage management issue in the context of archaeological sites was adapted in 1990, which is the Charter for The Protection and Management of the Archaeological Heritage**.** Among the key aspects that forms the scope of the text are integration of archaeological conservation policies with others on land-use, development and planning at local, national and international scales, constant monitoring of conservation policies, active participation as well as the local commitment of public, provision of adequate funds for protection, and controlling the impacts of development projects on archaeological sites.

As the discussions on cultural heritage management came to the fore, the following years witnessed publications of various guidelines on how to assess values, how to define cultural policies and how to manage heritage places. Management Guidelines for World Cultural Heritage Sites (Feilden and Jokilehto, 1993), Conservation Area Management: A Practical Guide (English Heritage Towns Forum, 1998), and Guidelines for Management Planning of Protected Areas (Thomas et al., 2003), Preparing a Heritage Management Plan (Natural England, 2008) are among those first documents. The first publication written by Jokilehto and Feilden based on the outcomes of a joint meeting organized by ICOMOS, UNESCO and ICCROM, has been a reference document that guided the first practices in this regard and remains its validity. The others are also important guidance resources that provide insights and explanations on how to prepare a management plan.

Following the assertion of management planning issue into the Jokilehto and Feilden's publications, 1999 version of the Burra Charter also included the notion of "management plan" with the following statements; *"The statements of significance*

and policy should be incorporated into a ***management plan*** *for the place" and "The* ***management plan*** *may deal with other matters related to the management of the place"* (Australia ICOMOS, 1999).

As the years following 1980s brought dynamic interactions between tourism and heritage, ICOMOS has published the Charter on Managing Tourism at Places of Heritage Significance in 1999. The text encourages the efforts within tourism industry for enjoyable, and satisfying visits, but highlights the need for respecting to authentic indigenous characteristics and good management of tourism to ensure the safeguarding the heritage places. After the 1990s, new interpretations of environmental legislation played a crucial role in the evolution of the protection of cultural heritage. The Rio Declaration on Environment and Development, adopted by the United Nations in 1992, and the European Landscape Convention, adopted by the European Council in 2000, are other important documents for protecting the environment from the threats of urbanization and industrialization a they universalize the concepts of sustainable development, integrated protection, rights and responsibilities for all members of society (Dinçer, 2013, p.29).

When it comes to 2000s, doctrinal documents have thus turned out to be focusing much on issues of development and good management. 2002 dated Budapest Declaration on World Heritage is of great importance as it highlights the role of World Heritage Convention on sustainable development and the importance of active involvement of local communities in protection and management of heritage places and encourages the States Parties to pay highest attention to these matters.

In 2005, the Operational Guidelines of the World Heritage Convention was revised again and the statement of *"Each nominated property should have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means"* has been added to the text. This was a watershed within the scope of the heritage practices as for that it has given way to speeding up the

discussion on management planning, the proliferation of management plan documents as well as the increase in and development of management planning experiences since then.

This turn has also caused to an increase in the demands for more information on content, scope and methodology of a management plan, and so, the publication of management plan guidelines continued in the following years. Management Plans for World Heritage Sites; A Practical Guide (Ringbeck, 2008), Managing Cultural World Heritage (UNESCO et al., 2013), Shalalah Guidelines for the Management of Public Archaeological Sites (ICOMOS, 2017a) are among those subsequent guidelines.

The years starting from 2000s were also full of efforts to expand the definition and scale of cultural heritage which resulted in publications of four main legal documents, which are Convention for the Safeguarding of Intangible Cultural Heritage (UNESCO, 2003), Charter on Cultural Routes (ICOMOS, 2008), Convention on Industrial Heritage Sites, Structures, Areas and Landscapes (TICCIH, 2011), and IFLA Principles Concerning Rural Landscapes as Heritage (ICOMOS, 2017b), to be added to the previous efforts such as historic gardens (ICOMOS, 1981) and cultural landscapes (UNESCO, 1992).

The discussion within the heritage field had a new turn as of 2000s. The scope of very recent documents has been shifted to the methodologies for better management of destructive effects of globalization and neoliberalism. Policy Document on Impacts of Climate Change on World Heritage Properties (UNESCO, 2008a), Quebec Declaration on the Preservation of the Spirit of Place (UNESCO, 2008b), Lima Declaration for Disaster Risk Management of Cultural Heritage (ICOMOS, 2010), the Paris Declaration on Heritage as a Driver for Development (UNESCO, 2011a), Recommendation on the Historic Urban Landscapes (UNESCO, 2011b), sustainable development (UNESCO, 2015), Delhi Declaration on Heritage and Democracy (ICOMOS, 2017c) are among those. Paris Declaration is of particular importance as it puts its emphasis on the threats of globalization on heritage places as well as the role

of the heritage in development. Management plans are defined in this declaration as the documents to ensure sustainable development at heritage places.

In conclusion, international binding or advisory documents that guide the cultural heritage conservation practices are undoubtedly evolving and diversifying to respond to a need that has not been taken into consideration before or emerged afterwards. These documents, especially increased in number after the 1970s, were written to deal more systematically with the destructive effects of neoliberal development-oriented policies and modern lifestyles on cultural heritage. Since the disappearance of these assets in the face of devastating events will mean irreversible loss of human memory, anxiety increases as the threat increases, so do the number of legal documents.

In summary, after the 1970s, depending on the changing socio-economic conjuncture, both the definition of cultural heritage and the philosophy of cultural heritage management evolved into a more comprehensive and holistic understanding. It is also apparent that the current urban agenda or changing worldwide economic and political circumstances has affected the ways and methodologies of heritage practices which necessitated adoption of new policy documents in that regard. We see that the focus and intent through the texts shifted slightly from monumental to firstly urban scale and then to overlapping comprehensive heritage categories and boundaries; from the mere physical conservation to multi-aspect integrated conservation; from a result-oriented technical job to a process-based joint effort. Europe-centered practices evolved into broadly adoptable international acceptances with technical, professional and practical supports of scholars worldwide. Cultural heritage management in the sense of today refers to an effort for conservation of heritage places in a comprehensive, inclusive and holistic way, by taking into account all the tangible and intangible elements on the widest scale; and also, for managing the whole process in ways that will use available resources effectively and efficiently and will contribute to the livelihood of modern people by also enabling their contribution in that process. Therefore, as in every evolutionary process, the concept of cultural heritage management is getting more complicated both in terms of definition, content and methodology.

The conceptual development of heritage conservation since the WWII can, therefore, be summarized as the efforts on redefinition of cultural heritage and increasing the capacities to combat ever-mounting negative impacts of neoliberalism and globalization.

However, legal documents are not produced only by concerns against heritage destruction. Parallel to the discussions in many discipline, elitism and rationality embedded into the modernist paradigm have been overcome and conservation methodology has turned into a more interdisciplinary and interpretive approach in the light of the strategic, participatory and collaborative planning conception of the post-modern era. Heritage management, as theorized in this new paradigm, also includes the consideration and management of conflicting values for different groups in society in the preservation process (Smith, 1994, p.302). Managing conflicting values moves the conservation practice away from the understanding of the previous period, which considered heritage management as an objective science, but now requires the development of an interpretative approach, and make the technical experts and decision makers a part and actor of its politics. Coombe states that this neoliberal management approach *"legitimizes new relations of power and knowledge as it creates new subject positions for individuals and social groups"* (Coombe, 2013, p.380). Besides, the dependent and interactive relationship between heritage and society is increasingly taking on a central role in decision-making processes in this new paradigm. Conservation is not just about the objective management of heritage resources, it is largely dependent on the very subjective relationship between people and places (Avrami, 2009, p.177), protection is primarily concerned with intangible matters such as meanings or feelings (Munoz-Vinas, 2002, p.27), heritage contributes to sustainability by producing tangible and intangible benefits (Throsby, 2002 cited in Avrami, 2009, p.181), and the application of participatory methods in a social structure is effective for activating integrative and sustainable processes in the field of cultural heritage (Heras et al., 2018). Heritage management turns into a value and community-based approach, and participatory decision-making processes are used as an important tool for this. Concern about interpreting the different values and meanings attributed to heritage within its context requires conservation studies to attain an interdisciplinary

character and a comprehensive understanding in which "*the meaning of cultural heritage is constructed and reproduced"* (Amar and Armitage, 2019, p.229).

In summary, heritage conservation is now an effort not ignoring the socio-economic development perspective, based on effective resource use and public participation, and necessitating continuity, sustainability and accountability; rather than a mere, result-oriented "conservation" activity. Thus, it is widely accepted that heritage conservation is an issue of a process management.

2.2. Chapter Conclusion: What is A Heritage Management Plan Expected to Achieve?

In light of neoliberalism, postmodernism, and environmentalism, the heritage conservation field has adapted to the changing political, administrative, and technical circumstances brought about by the paradigm change that occurred in the late 1970s. Heritage management debates began in the post-WWII era with a focus on archeological sites, but its theory on a broader scale was on the agenda in the 1970s and 1980s, along with the pursuit of integrated and holistic conservation and management. Although numerous early doctrinal documents (dating back to the 1970s) make reference to the need for strengthened protection systems for cultural heritage sites, it wasn't until the 1999 modification of the Burra Charter that a specific management plan for such sites was mentioned. The contents of this document specify that cultural heritage protection should be administered on a policy-level, and that these policies should be included into a document known as the "management plan." The following graphic illustrates simply and in a connected manner the growth of the understanding of spatial planning, public administration, and heritage conservation alongside the world's economic, political, and philosophical conditions that have been changing in time.

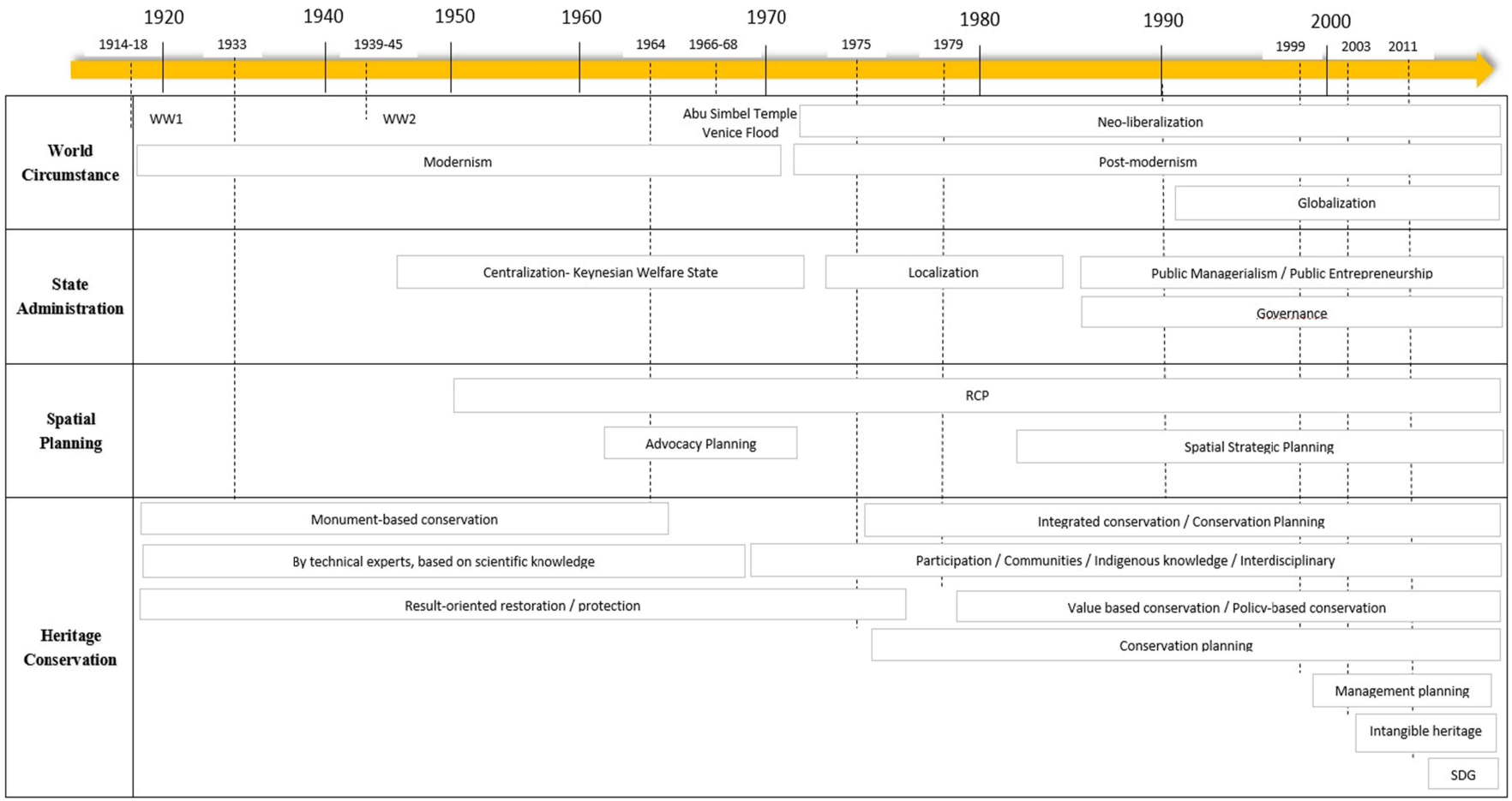

Figure 2.1: Evolution of Approaches and Methodologies within the World Context
Source: Developed by the author

This conceptual framework, within which the heritage management planning originated, prompted us to outline the most important objectives of a heritage management planning procedure. Based on the underlying ideological and political principles, the new paradigm of heritage conservation necessitates the subsequent:

- As is the case in many sectors such as education, health, housing, transportation, conservation of heritage places for future generations is no longer the responsibility of the state merely. Rather, all related partners must share the responsibility of not only policy implementation, but also policy making and monitoring.
- To strengthen the state apparatus' capability for policy implementation, effective and efficient resource management is essential. Therefore, partner institutions must deploy their technical, financial, and human resources for heritage management.
- This new paradigm of collaborations requires surpassing the formal and legal hierarchies within the state apparatus in the field of cultural conservation. To overcome vertical (central, regional, local) and horizontal (state, private sector, civil society) hierarchies, it is necessary to develop formal or informal governance institutions at the local level that bring together partners with diverse profiles.
- Planning institutions must consider rapidly changing circumstances and incorporate them into planning decisions; therefore, a heritage management plan must be a dynamic and adaptable document that is subject to revision in cases of emerging new information, data, needs, threats, risks, and opportunities as well as structural changes in related laws, regulations, resources, and institutions.
- Heritage sites are components of urban space, a living organism. Therefore, conservation cannot be viewed as a discipline and method that focuses solely on the physical aspects. Rather, it must be a comprehensive and integrated approach that takes into account the spatial context and all social, economic, administrative, and spatial dimensions when determining intervention strategies and objectives.

- Heritage places as the venues of past and present interactions within the society must be given a proper purpose and position within the society and incorporated into community life. Integral and holistic policies are required to ensure the proper and sustainable use of cultural heritage sites.
- Heritage sites are the result of past and present human interactions, so the community's right to participate in decision-making and monitoring must be protected.
- Decision-making in the spatial planning process cannot be free of space politics. The planning teams must be cognizant of the diverse and sometimes conflicting interests and values associated with the heritage sites. Experts must be equipped with communication, conflict resolution, and moderating abilities in order to obtain acceptable and realistic decisions through the conversations. This makes the management planners themselves political actors.
- Heritage conservation and management is no longer a profession exclusive to certain expertises such as architecture, archaeology, art history, urban planning. The nature of a holistic approach necessitates strong exchanges and negotiations between numerous disciplines, such as sociology, anthropology, economics, public administration, corporate management, public relations, and folklore studies, among others. Thus, the planning teams must comprise specialists from all relevant fields.

As a result, as being a spatial strategic plan for heritage places, a heritage management plan’s primary target is that the cultural heritage places be conserved, used and managed based on integrated policies that are defined and adopted by all relevant stakeholders, including local communities. It shall guide heritage management practices through policy packages which are prioritized according to the needs of the property as well as management capacities of authorities. Therefore, what a management plan is expected to accomplish ultimately is the coordination and harmony between policies, institutions and actions in the field of heritage conservation for better use of available resources in an efficient and coordinated way. By doing this, it also pays regard to the contemporary needs as well as threats, and prepare the heritage place and management systems for predicted or unforeseen losses of heritage

values. The process as a whole presents a political challenge for both planning teams and administrative authorities due to the need to compromise divergent interests, expectations, and even ideals with respect to the heritage sites in question.

CHAPTER 3

HERITAGE MANAGEMENT PLANNING IN TÜRKİYE

This chapter presents firstly the overall cultural heritage management system of Türkiye and the administrative process for management planning applied as of 2004, as prescribed by the related legislation. It is then followed by presentation of a summary of the formal processes applied for the cases examined within the scope of this research to determine if any divergence within the same structural processes can be found.

3.1. Cultural Heritage Planning and Management System of Türkiye

The institutionalization of cultural heritage conservation efforts in Turkey dates back to the second half of the 19th century, coinciding with the Tanzimat (Westernization) period of the Ottoman Empire. This was in part a response to the development of museology in Europe and the requests of Western archaeologists to conduct excavations on Ottoman territory.

According to Madran, entrusting the management of cultural assets to a variety of agencies and organizations governed by different laws during the early Republican Period had primarily bad outcomes. It was not chosen to combine the already limited financial resources and the insufficient quantity and quality of specialist employees in order to acquire strength, and the existing resources were weakened by their distribution, limiting their impact (Madran, 1997, p.85). Yet, the most considerable changes date to the 1983, to the establishment of Act No 2863 on Protection of Cultural and Natural Heritage, which was comprehensively adopted to the modern circumstances by the amendment made in 2004. There is currently a well-established system based on a comprehensive legislative framework that has evolved in

accordance with international protection standards (Şahin Güçhan and Kurul, 2009, p.38). However, they also noted that lack of political will or experience of parties in the field of heritage conservation would be the greatest obstacles ahead to achieving integrated conservation on the ground.

According to the traditional heritage management system in archaeological sites of Türkiye (Figure 3.1), the conservation and management responsibility is shared between the excavation teams, local municipalities and the MoCT's branches at various scales with different responsibilities.

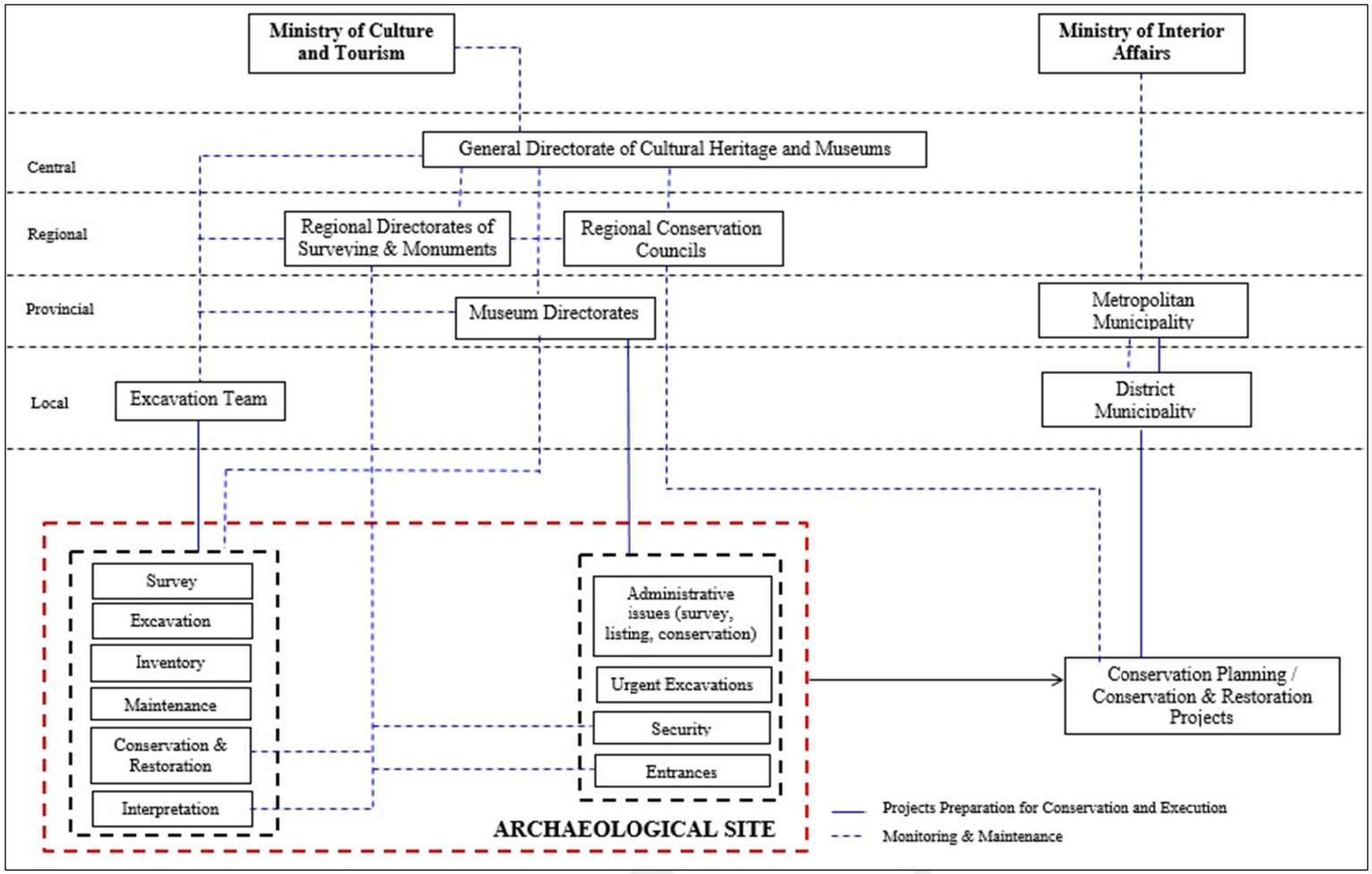

Figure 3.1: Heritage Management System at Archaeological Conservation Sites in Türkiye
Source: Elaborated and drawn by the author

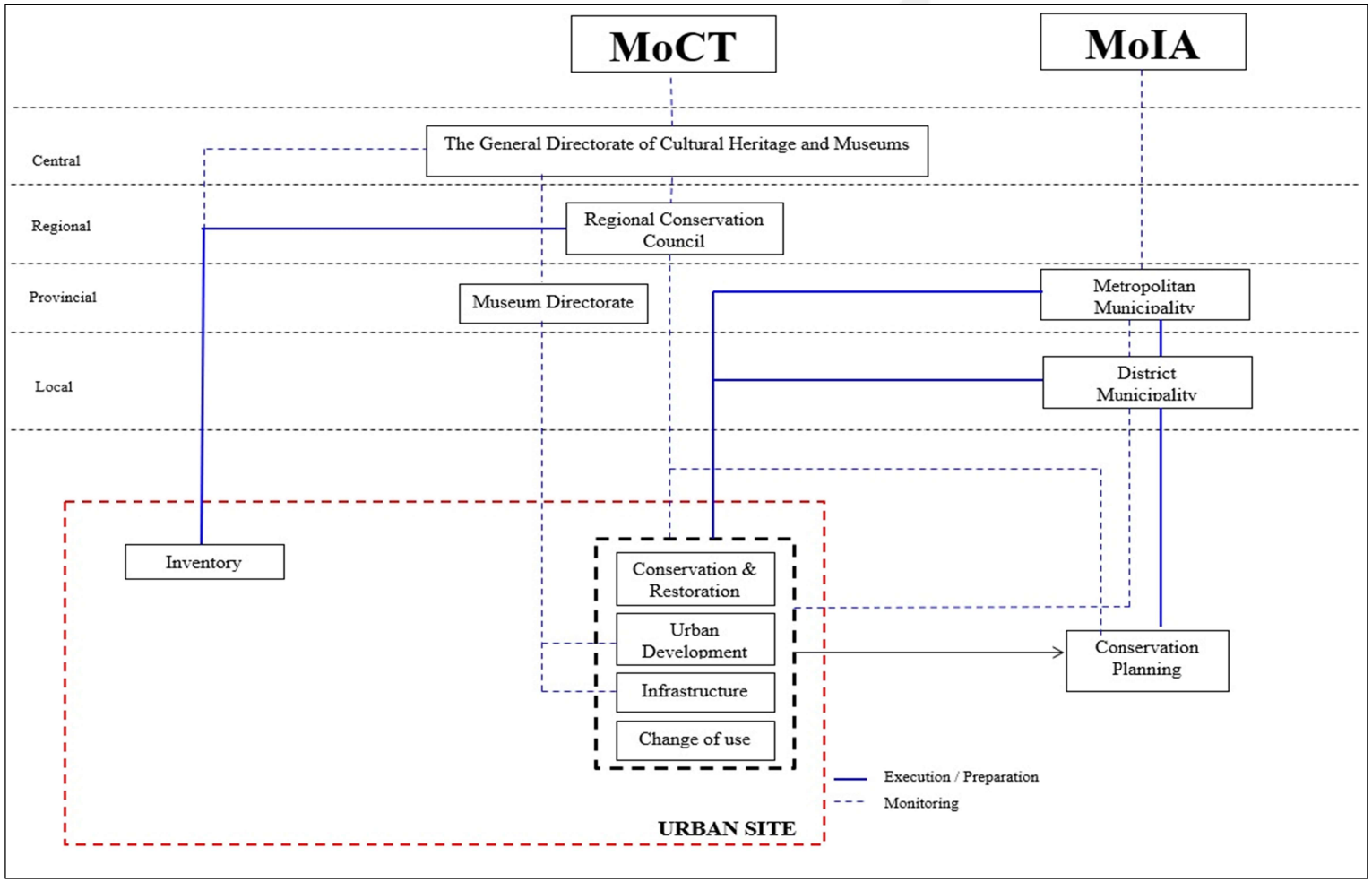

Figure 3.2: Heritage Management System at Urban Conservation Sites in Türkiye
Source: Elaborated and drawn by the author

The responsibilities hierarchy is depicted in Figure 3.1, where the Ministry of Culture and Tourism is the only regulatory state agency with primary jurisdiction for heritage conservation. While policy-based conservation (including defining the principles and procedures for survey, excavation, documentation, registration, conservation, protection, and presentation of sites) is managed at the central level, the success of site-based conservation practices depends on the capacity of the excavation teams and the museum directorates, as well as their close coordination and cooperation. The clear distinction between site-based and policy-based management authority is readily apparent.

A similar strategy is applied to urban heritage conservation areas, where municipal authorities play a more prominent role (Figure 3.2). As these areas are subject to continuous and active settlements, municipalities manage and oversee the spatial development demands and rules pursuant to the No. 3194 Spatial Development Act, No:5393 Municipalities Act, and No.5216 Metropolitan Municipalities Act.

Spatial planning scheme is defined by Act No:3194 on Spatial Development. Article 6 of the Act and Article 6 of the Regulation on Spatial Plan Making together define the planning hierarchy as follows: first, spatial strategy plans, then environmental zoning plans, and finally development plans (consisting of master and implementation plans), and each plan is prepared in aligned with the uppers scale plans (MoEUC, 1985, Article 6; MoEUC, 2014, Article 6). Spatial strategic plans are *"prepared throughout the country and in the regions deemed necessary, and directs the physical development and sectoral decisions by associating economic, social and environmental policies and strategies with the space, and is a combined work with its report"* (MoEUC, 1985, Article.5) and *"the objectives set forth in the development plans, regional plans, regional development strategies and other strategy documents, if any, are taken into account in the preparation"* (MoEUC, 1985, Article.6). The Regulation on Spatial Plan Making (MoEUC, 2014, Article.4.ı.) expands the definition for spatial strategy plans, stating that:

- It relates the country's development policies and regional development strategies at the spatial level,

- It evaluates the economic and social potential, targets and strategies of the regional plans as well as transportation relations and physical thresholds, the underground and surface resources,
- It determines the spatial strategies related to the economy, protection and development of natural, historical and cultural values, settlements, transportation system and the orientation of the urban, social and technical infrastructure,
- It establishes the relationship between the spatial policies and strategies related to the sectors,
- It is made throughout the country and in the regions deemed necessary, prepared by using schematic and graphic language on 1/250.000 and over scaled maps, consists of sectoral and thematic maps as well as a report.

Although they are not specified in the planning hierarchy, Article 6 of the Regulation on Spatial Plan Making refers to other specific plans prepared as spatial strategy plans for conservation sites; these are:

> ***Integrated coastal area plans:*** *They are not included in the spatial planning hierarchy, prepared with a strategic approach specific to the coastal and interaction areas and directs the zoning plans,*
> ***Long-term development plans, transportation plan, other special purpose plans and projects:*** *They are not included in the spatial planning hierarchy, provide input to the plans and create data for the zoning plan decisions, or can also include tools and details for the implementation of spatial plans, prepared with a strategic approach and, if necessary, using schematic and graphic planning language, are the combined works of plan sheet, action plan and planning report (MoEUC, 2014, Article 6).*

Despite the absence of a specific reference to heritage management plans in the Spatial Planning legislation, it is clear from these explanations that the Spatial Development Act No. 3194 defines cultural heritage management plans as "special-purpose spatial strategic plans" prepared for heritage sites. In the relevant special acts and regulations, rules and procedures for the preparation, approval, and monitoring of the aforementioned spatial strategy plans are outlined (Table 3.1).

Table 3.1: The Legislative and Administrative System for Spatial Plans in Türkiye

Plan Type	**Space characteristic**	**Responsible Institution**	**Related Legislation**
Integrated coastal area plans	Coastal areas	Ministry of Environment, Urbanism and Climate Change	Coastal Act No: 3621
Long-term development plans	National parks, nature parks, nature conservation sites, wetlands	Ministry of Agriculture and Forestry	National Parks Act No:2873 Regulation on Spatial Plans for Protected Areas (2012)
Special purpose plans – heritage management plans	Wetlands, special protected areas, natural conservation sites	Ministry of Environment, Urbanism and Climate Change	National Parks Act No:2873 Regulation on Spatial Plans for Protected Areas (2012)
Special purpose plans – heritage management plans	Archaeological, urban, historic conservation sites	Ministry of Culture and Tourism	Cultural and Natural heritage Conservation Act No:2863 Regulation on Site Management (2006-2021)

Source: Developed by the author

Plans placed in the planning hierarchy have definitive relative scales, whereas special-purpose spatial strategy plans, with the exception of integrated coastal area plans, have no precise reference for scale. The relevant scale is to be decided by the planning team and planning authority in respect to the heritage place characteristics.

Table 3.2: Spatial Plan Categories and Associated Plan Scales

Plan Type	**Scale of the Plan**
Development plans, regional plans, development strategies	No specific scale
Spatial strategy plans	1/250.000+
Environmental zoning plans	1/100.000 or 1/50.000
Development plans – master plans	1/25.000 – 1/5.000
Development plans – implementation plans	1/1.000
Integrated coastal area plans	1/50.000 or 1/25.000
Long-term development plans	No specific scale
Heritage management plans	No specific scale

Source: MoEUC, 2014, Article 6

The Acts for spatial planning and historic conservation also define the “conservation-oriented development plan” as a plan type for heritage areas. It is a "development plan"

produced for registered natural, archaeological, urban, and historical conservation sites and associated natural or environmental interaction zones. (MoEUC, 2014, Article 6; MoCT, 2004, Article 3). Therefore, conservation-oriented development plans are placed within the planning hierarchy with the scales of 1/5.000 for master plans and1/1.000 for implementation plans.

The spatial planning legislation specifies that *"only spatial strategy plans, environmental plans and zoning plans decisions are complied with in land use and construction"* (MoEUC, 2014, Article 6) meaning that the plans that do not fall into the planning hierarchy cannot direct the physical development in the space. This is also reference in the heritage management planning legislation that *"It is obligatory to obtain the permission of the Cultural Heritage Conservation Regional Board for all kinds of construction and physical interventions and functional changes regarding the immovable cultural and natural assets within the scope of the management area and the works envisaged by the management plan, as well as for the plans and projects related to them"* (MoCT, 2005, Article 13). This requires the production and approval of conservation-oriented development plans, urban design projects, landscaping projects, or restoration projects before any physical interventions, depending on the purpose and the content of the required actions.

Consequently, in both archaeological and urban conservation areas, ensuring the balance between the site's physical conservation and development within the site's broader geographical context can be claimed as a municipal responsibility to be carried out through conservation-oriented development planning, which is also subject to the evaluation and approval of the Regional Conservation Boards of the MoCT. Nonetheless, this planning mechanism continues to rest on the pillars of modernist, rationalist, elitist, and bureaucratic aspects, whose production is the sole responsibility of technical specialists, with minimal community input. In other words, the hierarchical structure is still applied to the spatial planning of heritage sites, necessitating harmonized and integrated decision-making for development and management planning administered by separate bodies.

3.2. Legal and Administrative Framework for Cultural Heritage Management Planning

Based on the Act No.2863 and relevant regulation published in 2005, the MoCT and the appropriate municipalities used to divide up management planning responsibilities, with each taking on a greater or lesser role depending on the conservation area's classification. According to the legal provisions valid until September 2016, the authority competent to prepare management plans used to be:

a) the municipality responsible for the urban conservation site,
b) the MoCT for archaeological, natural, and historic conservation sites,
c) the MoCT, if the urban conservation site is not attached to any municipality,
d) the relevant municipality if urban conservation sites, and other conservation sites are located together,
e) the relevant municipalities in a coordinated manner if the urban conservation site borders extend into more than one municipality, by the Metropolitan Municipality if the area is within its borders; if the area is outside its borders by the MoCT in coordination with the relevant municipalities.

This empowered local municipalities to assume and lead administrative and financial responsibility for urban heritage management planning processes until 2016. However, a minor change to the Act implemented in 2016 transferred this responsibility to the MoCT for all heritage sites. In accordance with a 2016 legislative amendment, the MoCT is now the primary entity responsible for accepting and evaluating proposals for management planning at all heritage sites and, if approved, initiating, coordinating, and facilitating the processes.

Based on the allowing provisions in the Act, it can yet share its authority with relevant public institutions and enterprises and it signs a protocol for this purpose. This protocol divides the responsibility mainly into two; one is related to the production of the management planning, and coordination of its implementation and monitoring; the other is related to the establishment of the governance structure to be responsible for legal assessment, approval and monitoring of the document. The MoCT keeps the

responsibility about the “structure” while the technical, financial and administrative undertakings for “the process, the document, and the implementation” have been transferred to the partnering institutions.

Table 3.3: Qualifications and Responsibilities of Governance Structure

	Site Manager	Advisory Board	Coordination and Supervision Board
Qualifications	A person previously worked on the area, has adequate knowledge of the area, can develop a specific vision for the area, has knowledge on new approaches to cultural and natural property management, is experienced in management policies and implementations, is a graduate from university departments such as architecture, urban and regional planning, archaeology, art history, public administration, business management and economics	It shall be composed of at least five members from persons with the right to property in the area, professional chambers, civil society organizations, relevant university departments	It shall be composed of at least five members, one of them being the site manager, two members to be elected by the Advisory Board from among its members and at least one representative from each of the administrations the services of which are needed within the scope of the management plan.
Responsibilities	- to devise the work schedule together with the competent authority to attain the annual objectives outlined in the management plan, to raise funds, - to prepare the annual budget proposal, - to prepare together with the competent authority all kind of contracts and draft specifications regarding the procurement of services and equipment for the presentation, promotion, education, repair, safety and needs of visitors, - to ensure cooperation between institutions and persons involved in the management of the natural and cultural property of the area, - to coordinate the preparation of the annual audit reports by the audit unit and the presentation of these reports to the Coordination and Supervision board.	- to examine the draft management plan and submit proposals for decision-making and implementation regarding the plan	- to examine the draft management plan, approve it in six months and control its implementation.

Source: MoCT, 2021

The relevant legislation mandates the formation of a legal governance structure at the local level with responsibility for the approval and monitoring of management plans, and promotes networking and coordination across different levels of decision-making

rather than hierarchical structures (Table 3.3). The tripartite governance mechanism called “site management” runs the legal cooperation between partners in policy-making, implementation and monitoring within the scope of heritage management planning. In the third chapter of the relevant regulation, the person (site manager) and boards (Advisory Board, Coordination and Supervision Board, Audit Unit) defined as "site management units" are the elements of this governance mechanism (MoCT, 2021).

While the representatives of the academy, civil society and local people came together in **“Advisory Board”** to form an opinion concerning the draft management plan; representatives of local, regional and central public institutions and organizations that will take part in the realization of the actions described by the management plan come together within the structure called **“Coordination and Supervision Board”** for approval of the management plan and monitoring its implementation. The Audit Board might be assigned to actualize the monitoring mission of Coordination and Supervision board, but it has not been established in neither case so far. The **“Site Manager”**, who is responsible for the coordination of overall process, is also authorized as the head of Coordination and Supervision Board.

There are so few instances in which unorganized sections of the society participate in the government framework. Instead, neighborhood mukhtars (village or neighborhood administrators who are the elected, lowest-level governmental authority) are typically given a place within governance structures as the level closest to the civil community, while chambers of tradesmen and artisans represent the trading and artisan community and chambers of architects, urban planners, engineers, and so on represent the conservation professional community.

Until 2021, the related regulation included a clause mandating the assignment of a specific unit to handle secretarial matters for site management mechanism. Municipalities conducting a legacy management planning process have either established a new unit, referred to as **"site management offices/units",** or assigned an existing department with this responsibility. The cases administered by the MoCT

lacked a designated site management office at the local level; rather, the MoCT itself coordinated implementation and monitoring, together with site managers it had assigned. The 2021 change to the rule removed this requirement, but the MoCT added it to the protocols signed with the collaborating partners. However, if the procedure continues under the authority of the MoCT, local site management offices are not organized.

The following figures demonstrate how the new site management system is articulated into the traditional archaeological and urban heritage management system of Türkiye.

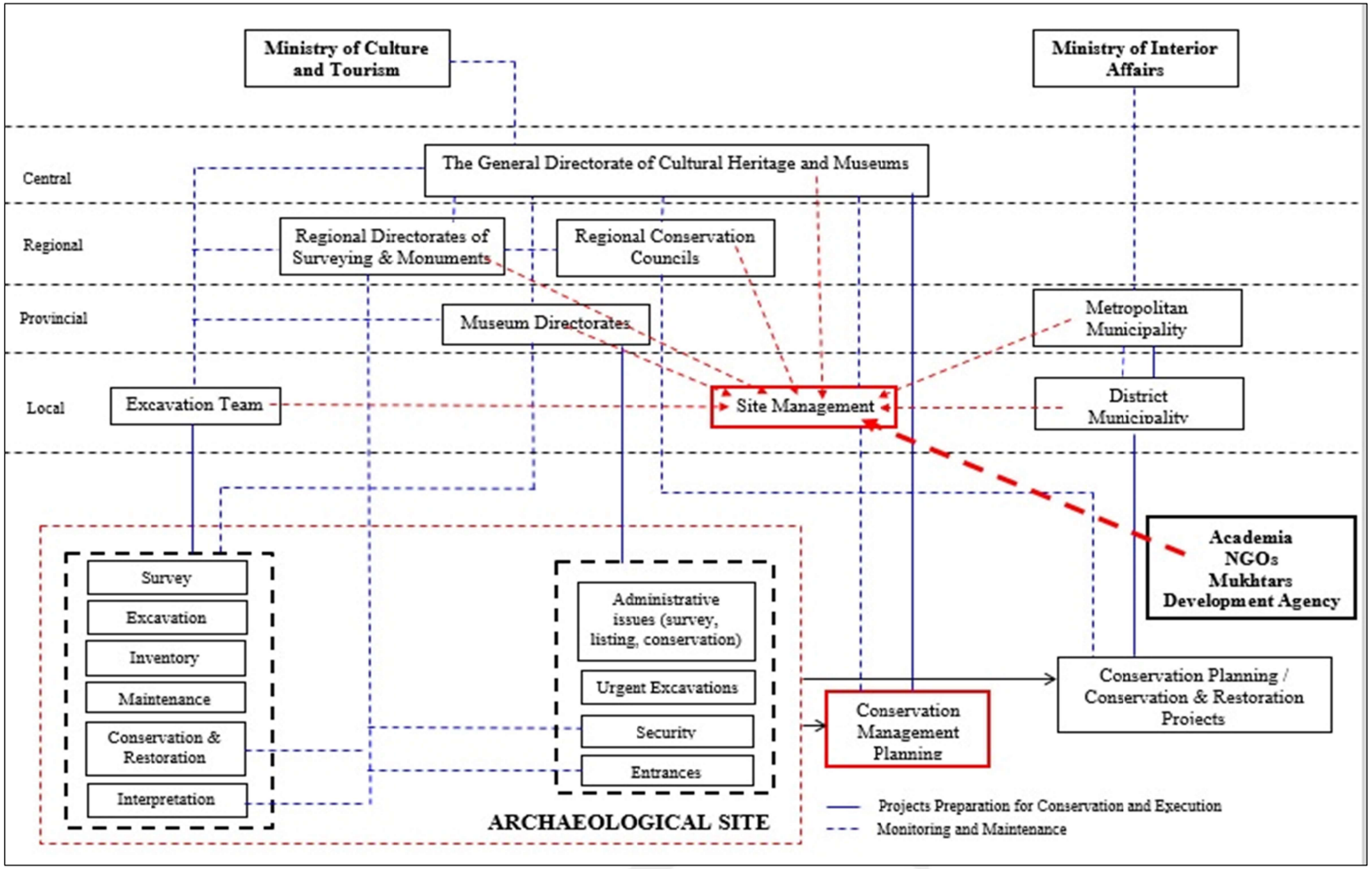

Figure 3.3: New Heritage Management System at Archaeological Conservation Sites in Türkiye
Source: Elaborated and drawn by the author

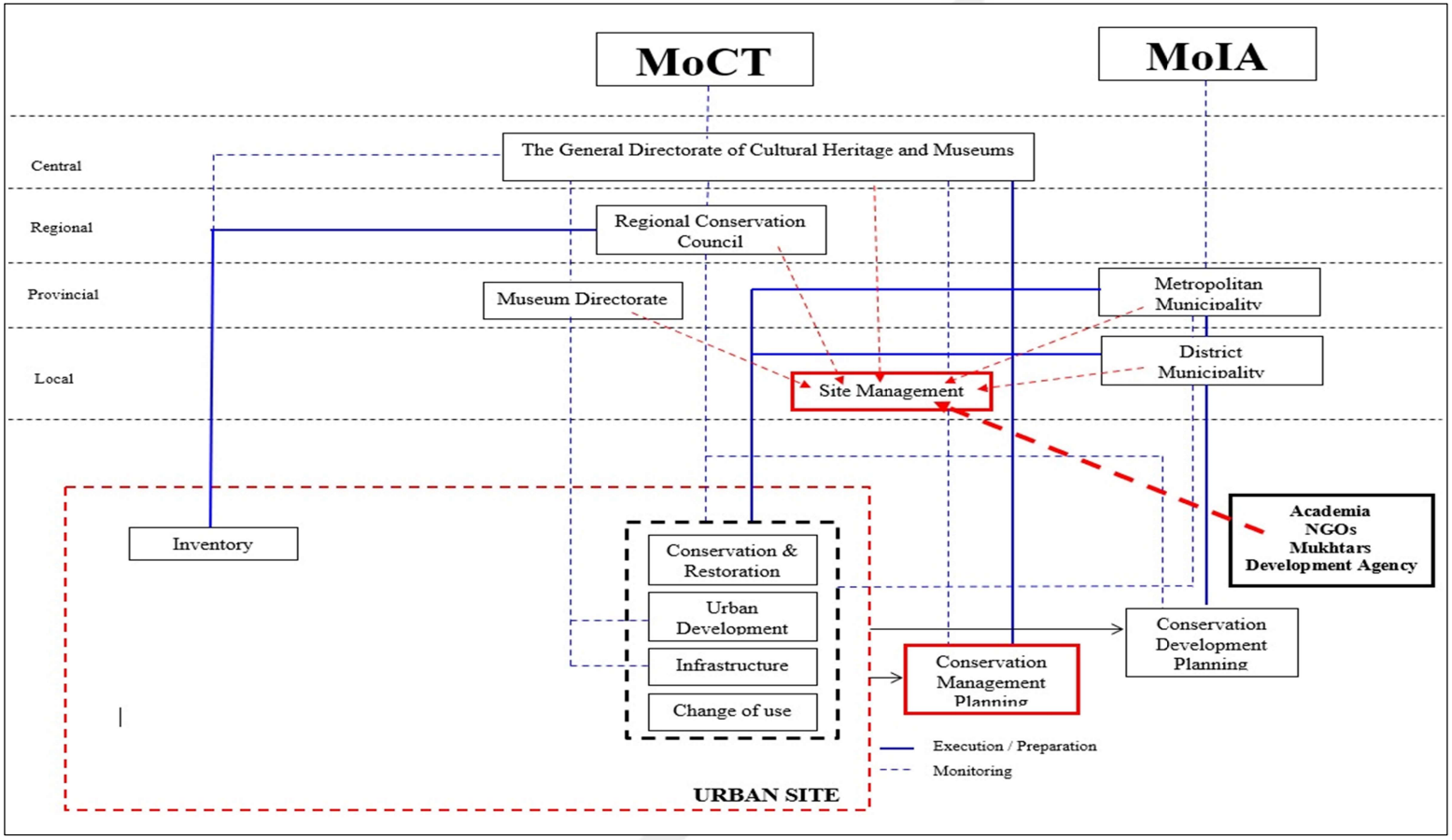

Figure 3.4: New Heritage Management System at Urban Conservation Sites in Türkiye
Source: Elaborated and drawn by the author

When developing a governance framework, stakeholder approval or assent is not anticipated. To date, only three individuals have stated they are unwilling to participate in these systems. Two of them are expert/academic members of Advisory Boards in two distinct instances, while the third is a site manager. Members of the Advisory Boards have resigned after notifying the MoCT informally, and no official or bureaucratic procedures have been carried out in response. The MoCT was informed of the site manager's resignation through a formal petition, as the site manager's position is contingent on a payment from the MoCT. The fact that people who can request to quit the governance structure are "non-official" specialists illustrates that stakeholders view this structure as an administrative duty and that being commissioned to do this task is frequently viewed as an "order" from the government.

Today, the process for heritage management planning in Türkiye runs through five main stages. There are slight differences in the process if MoCT goes into a legal collaboration with a partner institution or not.

The following procedure is conducted on a rather bureaucratic basis. Administrative permission is required for each phase of the process (signature of protocol, definition of the management site boundary, organization of the plan team, service procurement, appointment of the site manager, establishment of governance boards, review of the plan by governance bodies). Changing any of these steps necessitates reentering this approval procedure. This is one of the factors that led to the extension of the plan's writing and approval period (Ulusan, 2016, p.385).

Table 3.4: Legal Process for Management Planning for Cultural Heritage Places in Türkiye

1st stage: Request submission, evaluation and decision for process start			**NOTES:**
Alternative 1	An initiative is formed at the local or central level. This initiative is based on a motivation and objective. Motivation might be WH Listing, a funded project, integrated conservation.		Initiative can be a single institution, a formal partnership or a multi-partner alliance.
	1	Initiative directs to the MoCT its request for managing the process.	Initiative specifies the details of its motivation, capacity and roadmap.
	2	MoCT assesses the request and if accepted, a protocol signed with collaborating partner.	Authority for assignment of governance structure stays within the MoCT. Technical and financial liability of the planning process is transferred to the collaborating partner.
Alternative 2	The MoCT initiates a process for a heritage place's nomination to the WHL.		WHL priorities and program are defined by the MoCT.
	1	It notifies the excavation director and/or municipality.	Nomination format is also sent to the partners, requesting them to fill the related parts.
2nd stage: Boundary definition			
For both alternatives	1	The local partners are informed about the initiation of the process and requested to send relevant information for site mission.	Conservation site boundaries, plan boundaries, cadastral maps, topographic digital maps are needed.
	2	Site mission is conducted, a participatory meeting is organized and draft boundary line is drawn.	Relevant partners join in the site mission. All partners are invited to the participatory meeting.
	3	Draft boundary is sent to the partners to get their formal opinion in 30 days.	Opinions are evaluated by the technical team at the MoCT.
	4	Revised final boundary is approved by the MoCT and sent to the all partners.	The formal process for the management plan preparation starts by the relevant authorities.
3rd stage: Planning			
For both alternatives	1	An interdisciplinary team is set up. Participatory meetings are organized. Management plan at an expected quality with all requirements are drafted.	Management plan can be prepared by the technical team at the collaborating partner, or obtained through tendering. If the process proceeds under the authority of the MoCT, no tender is executed.
	2	Draft plan is assessed within the Advisory Board.	Revisions requested by the Board are made by the planning team.
	3	Draft plan is assessed and approved by the Coordination and Supervision Board.	Revisions requested by the Board are made by the planning team. The decision is taken by the three-fourth of the board. The board has to finalize the decision-making in 6 months.
	4	Approved plan is shared with the partners and general public.	Objections against the decision of the Board can be made to the administrative judiciary within the time limits.

Table 3.4 (continued)

4th stage: Governance system structuring			
Alternative 1	Draft lists of members are prepared by the collaborating partner.		Meetings of governance structure are coordinated and covered by the collaborating partner.
	1	Lists are reviewed, revisions are made and finalized lists are approved by the MoCT.	The decision about the balance between members is up to the MoCT upon the characteristics of the heritage place as well as the members.
	2	Members of the boards are notified formally by the MoCT.	Mandate of the site manager is 3 years. S/he can be reassigned at the end of his/her mandate.
	3	Site manager is requested to communicate with institutional partners within the boards to send the contact details of their representatives to the MoCT.	MoCT approves institutional representations. Staff representing the institutions are defined by the institutions themselves and can be changed in time. But the change in the institutional representation within the boards are up to the MoCT. Revision in the board members can be made at any time upon a need.
	4	A site management office is established.	A new branch can be open, or an existing department can be charged with this task.
Alternative 2	Lists are prepared and approved by the MoCT.		Meetings of governance structure are coordinated and covered by the MoCT.
	1	Members of the boards are notified formally by the MoCT.	Mandate of the site manager is 3 years. S/he can be reassigned at the end of his/her mandate.
	2	Site manager is requested to communicate with institutional partners within the boards to send the contact details of their representatives to the MoCT.	MoCT approves institutional representations. Staff representing the institutions are defined by the institutions themselves and can be changed in time. But the change in the institutional representation within the boards are up to the MoCT. Revision in the board members can be made at any time upon a need.
5th stage: Implementation and monitoring			
For both alternatives	1	MoCT requests the site manager to conduct yearly reporting of plan implementation every year.	Site manager may request any data and document from institutions. S/he works together with site management office, if exists.
	2	Regular board meetings are organized, and level of plan implementation is monitored.	Organization, invitation, and reporting of meeting are coordinated, and related costs are met by the managing authority.
	3	MoCT requests the site manager to conduct a comprehensive review of the plan performance and relevancy of vision and objectives every 5 year.	Site manager may request any data and document from institutions. S/he works together with site management office, if exists.

Source: Developed by the author

First established in Chapter 1, this study's central focus is on an investigation of actors' roles and power dynamics, as well as how they approach and react to this structure. The structure of heritage management planning –that is; rules, regulations and resources as defined by Giddens– is constituted by related legislation, budgetary resources, and competent institutions. The actors, however, are ranging from the governmental to non-governmental, from professional to non-professional, from statutory to non-statutory, from appointed to elected, from international to local level people taking part in decision-making, implementation or monitoring process. The structure-actor dichotomy within this framework can be defined as in the table below:

Table 3.5: Structures and Actors of the Heritage Management Planning in Türkiye

	Structure	**Actors**
Gidden's formulation	**Rules, regulations, resources**	**Knowledgeable agents having the ability to make a difference and capacity to transform social relationships**
Equivalents for heritage management planning	- International conventions, charters and guidelines on heritage conservation and management - National Act No:2863 on Conservation of Cultural and Natural Properties - National legal regulation on Management Planning - Other national legal regulations related to heritage conservation and spatial planning - Collaboration protocols - Responsible institutions - Financial resources - Institutional frameworks and strategies - Tripartite governance structure - Site management offices (if any) - Party politics and democracy channels - Tender files and tendering process - Digital technologies - Archive records	- Administrative decision-makers (mayors, governors, general directors, ministers) - Site managers - Board members - Institution experts - Planning teams and consultants - National and international professionals - Community - Media

Source: Developed by the author

3.3. Heritage Management Plan Processes for Cultural Heritage Places in Türkiye

This chapter provides a process analysis of 18 management plans, which are produced within this administrative and legal framework until now. The scope here covers six issues: 1) the institution(s)/actor(s) initiating the process, 2) the motivation as to why the management plan is requested, 3) formal or informal collaborations created within the process, 4) the ways to meet the required technical and financial resources, 5) the composition of governance structures, 6) timetable for the planning process, and 7) the latest situation in the cases, as much as the information available. The analysis is based on the management plans themselves, the official records of the MoCT, author's observations while it is also nurtured by in-depth interviews with the actors involved in the processes.

Only plans that have been approved for more than three years operations as of 2023, that is, at least half of the plan's validity term, are included in this analysis in order to reach a correlation between the quality of governance structures and the outcomes, if any, and to make a fair and effective assessment of the implementation level. The below table outlines all the management plans with the years of approval so far. As stated before, only those with at least three years of experience in implementation - marked as grey- have been taken into the scope of the analysis.

Table 3.6: Approved Heritage Management Plans (in alphabetical order)

	Approved Plans	Approval Date
1	Afyonkarahisar Ulu Mosque	2022
2	Ahi Şerafettin Mosque	2022
3	Amasya Harşena Mount and Pontus Rock-Cut Tombs	2022
4	Ancient City of Aphrodisias	2013
5	Ani Cultural Landscape	2015
6	Arslantepe Mound	2019
7	Artuklu	2022
8	Bursa and Cumalıkızık 1	2013
9	Bursa and Cumalıkızık 2	2021
10	Diyarbakır Fortress and Hevsel Gardens	2014
11	Ephesus 1	2014
12	Ephesus 2	2021
13	Eşrefoğlu Mosque	2022
14	Gordion	2021
15	Göbekli Tepe	2017

Table 3.6 (continued)

	Approved Plans	Approval Date
16	Harran	2016
17	Historical Port City of Izmir	2022
18	İstanbul Historic Peninsula 1	2011
19	İstanbul Historic Peninsula 2	2018
20	İznik	2022
21	Kastamonu Mahmut Bey Mosque	2022
22	Küçükyalı Archaeopark	2019
23	Mudurnu Cultural Heritage	2014
24	Neolithic Site of Çatalhöyük	2013
25	Savur Urban Site	2016
26	Sivrihisar Ulu Mosque	2022
27	Nemrut Mountain	2014
28	Pergamon Multi-Layered Cultural Landscape	2017
29	Selimiye Mosque Complex	2011
30	Yesemek Quarry and Sculpture Workshop	2020

Source: https://kvmgm.ktb.gov.tr/TR-204384/ulusal-yonetim-planlari.html
(Last Access: 29th of November, 2022)

Analysis results are presented below based on the alphabetical order of the heritage places. The presentation is based on the MoCT archive records, explanations available in the plans, and interview inputs.

Ancient City of Aphrodisias:

Management plan process for the Ancient City of Aphrodisias started with the official claim sent by the Geyre Foundation to the MoCT in 2007. The claim stated that a management plan is needed for an integrated conservation and sustainable use at the site. Both R8 and R12 stated that this motivation was indeed first emerged in 2005, certain consultations and technical studies were conducted by help of international consultants and Mimar Sinan Fine Arts University (MSGSÜ), but MoCT ownership is asked to proceed it in a more structured and institutional manner.

Geyre Foundation is an İstanbul-based NGO formed by Sevgi Gonül, a member of Koc Holding's Board of Directors and a close friend of the then-President of Excavation, Kenan Erim. The primary goal of the foundation is to support conservation and management efforts in Aphrodisias. Even though it is not locally organized, it can be regarded as a local NGO as it primarily supports activities in Aphrodisias (Aphrodisias Ancient City and Geyre Village-Neighborhood).

Legal cooperation between the MoCT and the Foundation was defined by the protocol signed on 08/11/2007. This protocol is the first of its type and served as a template for subsequent years' partnerships. According to the protocol, the Foundation was responsible for the administrative and financial commitment of the service procurement process for getting the management plan while the MoCT kept the authority to develop the requisite governance structure. The protocol requested the MoCT to include the Foundation's input while building the governance structure. As this was the first instance of a service procurement for a management plan, the MoCT agreed to provide the appropriate documents and direction for the bidding process.

In 2011, the Foundation received service from the MSGSÜ Urban Planning Application and Research Center. The plan, prepared by an interdisciplinary team established within the university, was reviewed by the technical control team at MoCT, and then entered into force on 17th of September, 2013 with the approval by the Coordination and Supervision Board (MSGSÜ, 2013).

WHL nomination was not the primary aim at the beginning of the stage. The site was first registered on the WH Tentative List in 2009, the nomination process started two years after the approval of the management plan, and the site was inscribed on the WHL in 2017.

The process for Aphrodisias was carried out with technical, administrative and financial cooperation established between the central government, a local NGO, and academia. Local governments are not involved in this formal cooperation, nor did they claim such a demand, but they have been incorporated into the governance framework.

Governance structure for Aphrodisias has first been established in 2008 based on the consultations between the Foundation and MoCT. It is revised once over time, due to 2016-dated amendment made to the Conservation Act No.2863, which abolished the mandates of existing boards, and ruled setting up of the new boards within six months. The director of regional conservation council has coordinated the process from the very beginning as the site manager, but the MoCT did not renew the site manager's

mandate after it expired, and assigned a new site manager who is the new director of conservation council, but with no experience in the heritage site before (R12). The site managers assigned by the MoCT, and the compositions of the boards are as follows:

Table 3.7: Governance Structure Composition for Aphrodisias Management Plan

	In 2008	**In 2017**
AB	- Academician (Archaeologist) - Aydın Regional Conservation Council - Geyre Municipality - Geyre Foundation - Chamber of Architects - Association for Turkish Tourist Guides - Association for Turkish Travel Agencies - Aphrodisias Excavation Team	- Academician (Archaeologist) - Aydın Regional Conservation Council - İzmir Directorate for Surveying and Monuments - Geyre Foundation - Geyre neighborhood mukhtar - Aphrodisias Excavation Team
CSB	- Aydin Provincial Special Administration - Aydın Provincial Directorate for Culture and Tourism - Aphrodisias Museum Directorate - Geyre Foundation	- General Directorate for Cultural Heritage and Museums - Aydın Provincial Directorate for Culture and Tourism - Aydın Metropolitan Municipality - Karacasu District Municipality - Aphrodisias Museum Directorate - South Aegean Development Agency

Source: MSGSÜ, 2013; MoCT archive[1]

One of the main differences between the two compositions is that due to the legal amendment made in 2012 to the Metropolitan Municipalities Act considering the province-wide extension of Metropolitan Municipality boundaries, Aydin Municipality has gained the status of a metropolitan municipality by which the authorities that belong to the Aydin Provincial Special Administration of the Aydin Governorate previously was transferred to the Aydin Metropolitan Municipality. By this way, since the Geyre Village has now become a neighbor within Karacasu District, the Geyre Municipality was abrogated, and a neighbor governor (mukhtar) has been appointed. The change in the legal personalities and powers of the institutions is reflected into the governance structure. This resulted in the local government's representation being strengthened by three units. The other point is, however, that the

[1] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

central authority, which is the MoCT, has also empowered its representation with addition of its central (General Directorate for Cultural Heritage and Museums) and a local branch (Izmir Directorate for Surveying and Monuments) to the governance structure. This is because of the General Directorate of Cultural Heritage and Museums' role as the main institution coordinating the Aphrodisias' WHL nomination process. Besides, the representativeness of civil community was limited to such an extent that the only NGO within this governance structure is now the Geyre Foundation. Therefore, the legal constraints necessitated a redesign of the Aphrodisias governance structure, which resulted in the empowering of central and local government entities while excluding the non-governmental community.

After 2018, when the plan's 5-year validity period has expired, the intention was declared to continue the cooperation between the MoCT, Geyre Foundation and MSGSÜ, but the process has been suspended since the General Director of Cultural Heritage and Museums did not consider a new protocol to be signed. The claim of the Aydın Metropolitan Municipality to lead the management planning process has not been responded by the MoCT, either (R12). Despite to the WHC decision requesting *"As a priority, submitting a fully revised Management Plan to the World Heritage Centre for review by the Advisory Bodies prior to its adoption"* (WHC, 2021a), a process for a comprehensive management plan revision has not been started until now.

Ani Cultural Landscape:

Ani Cultural Landscape Management Plan process was initiated with the support of United Nations Joint Program (UNJP), namely "Alliances for Culture Tourism in Eastern Anatolia", which is financed by Millennium Development Goals Fund supported by the Spanish government, started by a protocol signed on 13 November 2008 between MoCT, Ministry of Foreign Affairs and UN organizations (UNDP, UNESCO, UNWTO and UNICEF). One of the signing parties of this collaboration was the Kars Governorate on behalf of the local administrations. The purpose of the Joint Program was to stimulate the culture sector within the context of sustainable tourism in Kars, and to develop sustainable cultural tourism policies and initiatives for Ani through the management plan process. MoCT managed the technical and

administrative aspects of the process, including the drafting of the plan, the organization of workshops, and the issuance of formal letters, among other tasks. The MoCT has enlisted the assistance of independent experts for the drafting the plan and the moderation of two workshops held in Kars and Ankara in 2009 and 2010 respectively.

The workshops were the first of their kinds in Türkiye. They brought the main partners together to assess and discuss the management problems of the site, and other site managers regardless of their relation to the site were also invited to the workshops with the purpose to build capacities in Türkiye as to how to proceed a participatory management planning process. The UNJP also enabled direct involvement of local community in the planning process through household surveys, which was structured by the planning team and filled by UNJP site coordinator.

Consequently, the Ani Cultural Landscape Management Plan has been a collaboration between international organizations and the central government, with cultural tourism as the driving force. Due to the site's location outside the city limits of Kars, the primary authority of the Kars Governorate was represented by the Provincial Directorate of Culture and Tourism and Provincial Special Administration.

The heritage site of Ani was not on WH Tentative List of Türkiye at the time the plan was drafted though few stakeholders advocated for its probable inclusion on the WHL. Following the dissolution of the UNJP in 2011, the plan studies were halted due to a lack of financial resources. In 2012, the site was added on the WH Tentative List of Türkiye. When the nomination procedure for the site to the WHL began in 2014, the preliminary plan was revised, and its approval was finalized in 2015 (MoCT, 2015). At the stage of WH nomination process, ICOMOS requested to develop a conservation master plan to link management plan policies and priorities with the heritage site’s needs as well as with other plans and policy documents. The MoCT has developed a “strategic conservation master plan” for Ani, as supplementary to the management plan. It defines different scales of interventions planned for the site in different time-scales, in conformity with the priorities, and needs at the heritage site. An Advisory

Board comprised of representatives from universities, local government, and non-governmental groups was constituted for the first time in 2006. The report from the Advisory Board outlining the immediate to long-term actions required at the site has informed the MoCT's conservation program, as well as the management plan's policies and action plan later. Though not within the purview of management plan regulations at the time, this project can be considered a cooperative and communicative site management practice, and also one of the earliest cases of its kind. However, the first formal heritage governance structure defined for Ani is dated to 2014, when the approval process for the management plan was reconsidered within the scope of WHL nomination.

Table 3.8: Governance Structure Composition for Ani Management Plan

	In 2014	**In 2017**
AB	- Kars Chamber of Commerce and Industry - Assoc. of Turkish Travel Agencies - ÇEKÜL Foundation - Chamber of Architects - Kars Culture and Art Association - Kuzeydoğa Foundation - Academician (Art Historian) - Academician (Conservation Architect) - Academician (Structural Engineer) - Academician (Urban Planner) - Ani Excavation Team	- Kars Chamber of Commerce and Industry - Association of Turkish Travel Agencies - Kars Culture and Art Association - Kuzeydoğa Foundation - Academician (Art Historian) - Academician (Conservation Architect) - Academician (Structural Engineer) - Academician (Urban Planner) - Ani Excavation Team
CSB	- General Directorate of Cultural Heritage and Museums - Kars Regional Conservation Council - Erzurum Directorate for Surveying and Monuments - Kars Provincial Special Administration - Provincial Directorate of Culture and Tourism - Kars Municipality - Serhat Development Agency - Ocakli Village Governor	- General Directorate of Cultural Heritage and Museums - Kars Regional Conservation Council - Erzurum Directorate for Surveying and Monuments - Kars Provincial Special Administration - Provincial Directorate of Culture and Tourism - Kars Municipality - Serhat Development Agency - Ocakli Village Governor

Source: MoCT, 2015; MoCT archive[2]

[2] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

The composition of Advisory Board has been reviewed and the Coordination and Supervision board was set up by the MoCT. Public authorities given place within the Advisory Board were moved to the Coordination and Supervision Board, while new members, mostly the NGOs, were added to the Advisory Board. What is important in 2014-composition is also that central government's representation was also increased with addition of three local branches. However, the site managers were replaced a few times throughout time. The earliest adjustments occurred upon the resignation and demise of the old site managers, while the most recent occurred upon a decision by the MoCT. In 2017, the structures are revised due to the 2016-dated legal change that resulted in the withdrawal of two NGOs from the governance structure. This is claimed to be because the majority of the governance structure should be comprised of local partners that have direct ties or responsibilities with the site.

The management plan mandate has expired in 2020, but no process for its revision is started yet. The site was monitored by the WHC formally until 2019 following its inscription on the WHL in 2016, but no state of conservation reporting process in underway since then.

Arslantepe Mound

The site has been first put on Türkiye's WH Tentative List in 2014, and then Battalgazi Municipality, in cooperation with the Excavation Directorate, Malatya İnönü University and Association for Supporting and Developing Arslantepe, applied to the "Future is in Tourism" project in 2015 and received financial support for the management planning. The claimed project, managed jointly by the MoCT (General Directorate of Investments and Enterprises), UNDP and Anadolu Efes (a private company based in İstanbul) at the national level, has been providing financial supports for the projects aiming at sustainable tourism.

The MoCT's General Directorate of Cultural Heritage and Museums did not provide administrative or technical support for this process on the grounds that the management planning authority belonging to the General Directorate of Cultural

Heritage and Museums had not been legally transferred to any of the institutions within this partnership.

The management planning process for Arslantepe Mound began legally in 2016 when the Battalgazi Municipality sent an official letter to the MoCT requesting to launch the procedure required for the inclusion of the heritage property on the WHL. In accordance with the protocol signed between the Battalgazi Municipality and the MoCT, the Municipality was tasked with preparing the management plan and accompanying financial commitments, while the MoCT was responsible for establishing the governance structure.

Studies for the site's WHL nomination were subsequently launched in 2018, and the MoCT revised the draft plan notwithstanding the protocol it had agreed with the Battalgazi Municipality due to the concerns about the latter's technical capacity. The MoCT established the governance structure necessary to complete the plan's evaluation and approval stages, and the Coordination and Supervision Board approved the revised plan in 2019 (MoCT, 2019).

This has been a planning process driven by the Municipality with the assistance of a strong local partnership, with technical and financial backing from the central government. A development initiative conducted by the central government in collaboration with foreign institutions and the business sector supplied the funding for the plan formulation procedure.

The governance structure first drafted by the Municipality and is reviewed, revised and approved by the MoCT. The first assigned site manager is later changed two times, but the compositions of the boards stayed constant.

Table 3.9: Governance Structure Composition for Arslantepe Management Plan

	In 2019
AB	- Arslantepe Excavation Team - Academician (Archaeologist) - Academician (Tourism Manager) - Academician (Landscape Architect) - Chamber of Merchants and Craftsmen - Chamber of Commerce and Industry - Chamber of Architects - Orduzu neighborhood mukhtar - Orduzu Education and Culture Foundation
CSB	- General Directorate of Cultural Heritage and Museums - Malatya Metropolitan Municipality - Battalgazi Municipality - Provincial Directorate of National Education - Provincial Directorate of Culture and Tourism - Provincial Directorate of Agriculture and Forestry - Malatya Museum Directorate - Sivas Regional Conservation Council Directorate - Sivas Directorate for Surveying and Monuments - Fırat Development Agency

Source: MoCT, 2019; MoCT archive[3]

Bursa and Cumalıkızık

The process has begun with the official letter of Bursa Metropolitan Municipality sent to the MoCT in 2010. Municipalities held the authority for management planning in urban heritage areas under the law of the time, but the MoCT was responsible for determining the management site limits. No official collaboration has been issued between the MoCT and the Municipality since the approval of the boundaries, and the MoCT was one of the decision-making partners. The plan was procured by the Municipality through an open bidding process, was drafted by Akan Architecture, and was authorized by the Coordination and Supervision Board in 2013. The Municipality also constructed the organizational structure without requiring MoCT's approval. However, R6 noted that the MoCT's technical assistance in the construction of the boards assisted the Municipality in establishing political balance among board members.

[3] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

The authorities for implementation, monitoring and the revision of the plan, which belonged to the MoCT after 2016, was then transferred to the Municipality, upon a protocol signed in 2017. The governance structure underwent extensive revision by the MoCT, with the addition of more institutional, NGO, and academicians. The site manager assigned firstly by the Municipality and then the MoCT remained unchanged since the outset. On the Municipality's request, the MoCT made new additions to the boards limited to academics in 2019, thereby increasing the academics' presence. Plan's implementation period expired in 2018, the revised plan prepared by Akan Mimarlık through tendering executed by the Municipality was approved in 2021 (R6).

Table 3.10: Governance Structure Composition for Bursa and Cumalıkızık Management Plan

	In 2010	**In 2019**
AB	- General Directorate of Cultural Heritage and Museums - Bursa Metropolitan Municipality - Osmangazi Municipality - Yıldırım Municipality - Provincial Directorate of Culture and Tourism - Bursa Regional Conservation Council - Chamber of City Planners - Chamber of Architects - Chamber of Commerce and Industry - Bursa Law Society - Bursa Historical Bazaar and Khans Association - Associ. of Turkish Travel Agencies - ÇEKÜL - Bursa Governorate - Bursa Metropolitan Municipality - Osmangazi District Municipality - Yıldırım Distrcit Municipality - Bursa Regional Directorate for Pious Foundations - 7 different academicians	- General Directorate of Cultural Heritage and Museums - Bursa and Cumalıkızık Metropolitan Municipality - Bursa and Cumalıkızık Regional Directorate for Pious Foundations - Osmangazi Municipality - Yıldırım Municipality - Provincial Directorate of Culture and Tourism - Provincial Directorate of Environment and Urbanism - Provincial Directorate of Disasters and Emergency Situations - Bursa and Cumalıkızık Regional Conservation Council - Bursa and Cumalıkızık Directorate of Surveying and Monuments - Osmangazi Disctrict Governorate - Yıldırım District Governorate - Osmangazi neighborhood mukhtars' Associations - Yıldırım neighborhood mukhtars'associations - Cumalıkızık neighborhood mukhtar - Uludağ University - Bursa and Cumalıkızık Technical University - ÇEKÜL - Foundation of Bursa and Cumalıkızık Artefacts Lovers - Bursa and Cumalıkızık Historical Bazaar and Khans Association - Bursa and Cumalıkızık City Council, Disabled Groups

Table 3.10 (continued)

	In 2010	In 2019
CSB		- Chamber of City Planners - Chamber of Architects - Chamber of Landscape Architects - Chamber of Agriculture Engineers - Chamber of Civil Engineers - Chamber of Commerce and Industry - Bursa and Cumalıkızık Law Society - Association of Turkish Travel Agencies - General Directorate of Cultural Heritage and Museums - Bursa and Cumalıkızık Governorate - Bursa and Cumalıkızık Metropolitan Municipality - Osmangazi District Municipality - Yıldırım Distrcit Municipality - Bursa and Cumalıkızık Regional Directorate for Pious Foundations - Uludağ University, Department of Architecture - 12 different academicians

Source: Akan Mimarlık, 2013; MoCT archive[4]

Diyarbakır Fortress, City Walls and Hevsel Gardens

The motivation for the Diyarbakır plan claimed by R3 to emerge out of three projects conducted in the region within 3-4 years' period. The first was a program supported by the European Union that focused on the social and economic integration of migrants. The other two initiatives supported by the Regional Development Agency involved the sectoral and spatial development of tourism in the city of Diyarbakır. In accordance with the concept of the management plan, it was intended that the project outputs and policies pertaining to the historic site would be administered holistically. The manager of these projects, İkarya Danışmanlık, was also assigned responsibility for the preparation of the management plan (R3).

In 2011, the Diyarbakır Metropolitan Municipality sent an official letter to the MoCT requesting the initiation of the management plan process, stating that ongoing conservation-oriented development plans would be implemented more effectively as a result of parallel discussions held during this process. Though not officially

[4] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

acknowledged at the outset, the WH listing was a goal established by the Municipality, and subsequent notifications and letters of MoCT to relevant partners referenced the need for a management plan to motivate WHL nomination. This motivation was also regularly expressed by key community partners throughout the planning sessions.

Municipalities held the authority for management planning in urban heritage areas under the law of the time, but the MoCT was responsible for determining the management site limits. No official collaboration has been issued between the MoCT and the Municipality since the approval of the boundaries, and the MoCT was one of the decision-making partners. Plan was prepared by İkarya Danışmanlık through the bidding conducted by the Municipality, and was approved by the Coordination and Supervision Board in 2014 (İkarya Danışmanlık, 2014). In 2015, the site was added to the List as a result of cooperative efforts by the MoCT and the Municipality.

As highlighted by R3, the site entered a tumultuous and conflicting atmosphere seven or eight months after the plan was approved, and the state assigned a trustee to the Municipality in 2016.

The Municipality initially formed the governance structure based on the relevant legislation granting municipalities the power to do so without the MoCT's approval. Due to the fact that the original site manager was the head of the archaeology museum at the time, such an additional appointment by the Municipality required MoCT permission. Even though the plan remained legal with the 2016-dated legislative modification, the MoCT reinstated the governance structure, comprising both the site manager and boards. The site management office formed inside the Municipality became ineffective as a result of the transfer of authority and administrative changes within the Municipality. The site managers were subsequently replaced by the MoCT.

Following the end of the plan period in 2019, neither the MoCT nor any collaborating partner has launched a procedure for its revision, despite the fact that the site has been monitored by the WHC since 2016. A scientific board is established by the MoCT for taking the consultancy regarding the restoration of city walls of Diyarbakır (R17). The

board is established by the competent conservation architects, but no direct responsibility is assigned for them for the management plan preparation, approval or monitoring.

Table 3.11: Governance Structure Composition for Diyarbakır Management Plan

	In 2017
AB	- Diyarbakır Metropolitan Municipality - Sur District Governorate - Sur District Municipality - Yenişehir District Municipality - Provincial Directorate of Culture and Tourism - Provincial Directorate of Environment and Urbanism - Provincial Directorate of Food, Agriculture and Husbandry - Diyarbakır Directorate of Surveying and Monuments - Diyarbakır Regional Conservation Council - Diyarbakır Regional Directorate for Pious Foundations - Diyarbakır Museum Directorate - Karacadağ Development Agency - Chamber of Commerce and Industry - Chamber of Architects - Ziya Gökalp Neighborhood mukhtar - Academician (Civil engineer) - Academician (Art historian) - Academician (Archaeologist) - Academician (Conservation architect) - Academician (Architect) - Academician (Biologist) - Academician (Geologist) - A Property Owner in Savaş Neighborhood - A Property Owner in Cevatpaşa Neighborhood
CSB	- Diyarbakır Metropolitan Municipality - Sur Distrcit Municipality - Provincial Directorate of Culture and Tourism - Provincial Directorate of Environment and Urbanism - Provincial Directorate of Food, Agriculture and Husbandry - Diyarbakır Directorate of Surveying and Monuments - Diyarbakır Regional Conservation Council - Diyarbakır Regional Directorate for Pious Foundations - Karacadağ Development Agency

Source: MoCT archive[5]

Ephesus

Izmir Development Agency submitted an application to the MoCT in 2009, claiming that it would provide financial help for the preparation of the management plan, a requirement for the site's inscription on the WHL. In this regard, parties signed a

[5] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

protocol, and the Agency issued a bid process for plan preparation. Nevertheless, Selcuk Municipality requested that the protocol be repealed, asserting that the municipality is the authorized entity for this procedure under the law. The proceeding was then carried out by the MoCT and the Municipality. Selçuk Municipality later sent an official letter to the MoCT in 2010, requesting the site's WH nomination, and alongside management planning process be initiated. To manage historical layers holistically, the MoCT designed the borders such that the urban heritage site, which was a relatively small area compared to the archaeological site, was included within the bounds. According to the law at the time, this resulted in the transfer of authority for management planning to the Municipality. The MoCT and Selcuk Municipality sign a protocol establishing the collaboration in this process, requesting the Municipality designate the Museum Director as the site manager and establish the boards with the MoCT's approval. This is due in part to the fact that the MoCT was not pleased about transferring control to the opposing party's municipality, but technological and legal constraints compelled this, necessitating a cooperative pact with specific binding clauses. MoCT further provided technical support for the plan procurement stages. Draft plan prepared by Egeplan Planlama under the supervision of Savaş Zafer ŞAHİN has been obtained in 2014 through the bidding process conducted by the Municipality (Egeplan Planlama, 2014). The Municipality also constructed the governance structure with MoCT's approval, and a site management office was established inside the Ephesus City Memory department. As mentioned by R1 and R14, the management plan request was also accompanied by the expectation that the Municipality will establish a site management office that will be responsible for taking over revenue-generating operations at the archaeological site. It was ostensibly to provide locals with a means of subsistence through tourism activities that would contribute to sustainable local development. MoCT (DOSİMM) denied the Municipality's request on the grounds that it would violate MoCT's legal and normative guidelines for income collection and distribution. As a result of the conflict between the two institutions, the Municipality postponed the plan approval phase, so halting the project. The 2014 local elections resulted in the election of a new mayor, who was informed by the site manager and the museum director about the legal and technical aspects of the dispute (R14). As a result, the new mayor withdrew the request

that impeded the process, plan approval was granted, and the nomination process continued. The site was inscribed on the WHL in 2015 upon the collaboration between excavation teams, the Municipality and the MoCT. After 2016, governance structures were revised and set up again by the MoCT while the plan was still in force. The site manager assigned firstly by the Municipality and then the MoCT remained unchanged since the outset. In 2018, the Municipality and the MoCT re-signed a collaboration protocol that transferred the authority for plan implementation, monitoring, and revision to the Municipality. The MoCT has updated the board members by adding various NGOs and institutions. The plan term concluded in 2019, and under the supervision of İkarya Danışmanlık and with the financial help of the Izmir Foundation, a revised plan was produced and authorized in 2021 (R14). The WHC monitored the property until 2020, but no state of conservation report has been released after then.

Table 3.12: Governance Structure Composition for Ephesus Management Plan

	In 2019
AB	- Dokuz Eylül University Ephesus Vocational School - Ephesus Foundation - St. Meryemana Foundation - Selçuk Chamber of Merchants and Craftsmen - Selçuk Chamber of Commerce - Ephesus Souvenir Design and Marketing Foundation - Chamber of Architects - Chamber of City Planners - İzmir Promotion Foundation - Ephesus Excavation Team - St. Jean and Ayasuluk Excavation Team - Academician (Architect) - Academician (Archaeologist)
CSB	- General Directorate of Cultural Heritage and Museums - İzmir Metropolitan Municipality - Selçuk District Municipality - Selçuk District Governorate - Provincial Directorate of Culture and Tourism - Ephesus Museum Directorate - İzmir Regional Conservation Council - İzmir Directorate of Surveying and Monuments - Regional Directorate of Nature Protection and National Parks - İzmir Regional Directorate of Pious Foundations - İzmir Development Agency

Source: MoCT archive[6]

[6] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Göbekli Tepe

Initial draft plan was created jointly with the German Archaeological Institute (GAI) and Brandenburg Cottbus Technical University in 2013 as a guiding document for excavation studies. 2015 marked the beginning of the legal process for Göbekli Tepe, as the MoCT placed the site's WHL nomination process on the agenda. In 2017, the MoCT reviewed and developed the initial plan, which was then approved by the governance structure in 2014 (MoCT, 2014). There was however no legal collaboration between the MoCT and GAI. The governance structure was re-formed in July 2016, and a small adjustment was implemented in September as a result of a 2016-dated law amendment which resulted in the withdrawal of two non-state entities and the then-authorized private firm in charge of monitoring site entries. Two academics from the local university and a GIA representative have been added to the Advisory Board and Coordination and Supervision Board, respectively. An unusual feature of this structure is the presence of a non-local money-investing private corporation in the decision-making process. The MoCT has changed the site managers twice in response to administrative work adjustments.

Table 3.13: Governance Structure Composition for Göbekli Tepe Management Plan

	In 2016
AB	- Şanlıurfa Metropolitan Municipality - German Institute of Archaeology - Karacadağ Development Agency - Şanlıurfa Regional Conservation Council - Doğuş Company - Göbekli Tepe Foundation - Örencik Village resident - 4 different academicians
CSB	- Şanlıurfa Governorate - Şanlıurfa Metropolitan Municipality - Haliliye District Municipality - Provincial Directorate of Culture and Tourism - Şanlıurfa Museum Directorate - Gaziantep Directorate of Surveying and Monument - Göbekli Tepe Excavation Team - Örencik Village neighborhood mukhtar

Source: MoCT archive[7]

[7] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Harran

The plan process was initiated upon a protocol signed in 2013 between two state organizations; İl Bank A.Ş. at the central level, and GAP Regional Development Administration at the regional level within the scope of a project called "GAP Region Tourism Based Promotion and Branding Project". The aim was to collaborate for tourism development at the region. As noted in the mayor's foreword statement in the plan that WH listing was defined as an utmost target within this general framework. The authority for management planning in urban heritage sites belonged to municipalities, and delineation of site management boundaries belonged to the MoCT under the law at the time. After the site delineation by the MoCT, via the Harran Municipal Council's decision, İl Bank A.Ş. was entrusted with the management plan authority that formerly belonged to the Harran Municipality. The plan procurement procedure was coordinated by İl Bank A.Ş., while the Municipality built the governance structures. The MoCT has not contributed to the overall procedure.

The plan prepared by ANADOKU through tendering executed by the İl Bank A.Ş. was approved in 2016 (ANADOKU, 2016a). Following the legal amendment that year, the management planning authority transferred to the MoCT, and so the governance structures are reformed in 2016. What the MoCT revised was primarily the relocation of members to the appropriate boards, the replacement of individuals with mukhtars as community representatives, and the addition of a few more academic members as well as key institutional partners such as the GAP Administration, Development Agency, İl Bank A., MoCT branches, Harran Municipality, and district governorate. The site manager has been replaced three times in the due course. The plan term concluded in 2021, however neither the MoCT nor any local or central state agency has launched a revision process.

Table 3.14: Governance Structure Composition for Harran Management Plan

	In 2016	In 2018
AB	- Şanlıurfa Metropolitan Municipality - Harran Municipality - Harran District Governorate - Harran University Department of Archaeology - Şanlıurfa Archaeology Museum - Harran Craftsmen Cooperative - Provincial Directorate of Culture and Tourism - Regional Directorate of Pious Foundations - Chamber of Tourist Guides - Chamber of City Planners - Chamber of Architects - Common Ground Foundation - Academician (Lawyer) - 3 different property owners	- Şanlıurfa Regional Conservation Council - Şanlıurfa Metropolitan Municipality - Şanlıurfa Archaeology Museum - Chamber of Architects - Chamber of City Planners - İbni Tevbiye neighborhood mukhtar - Cumhuriyet neighborhood mukhtar - Hayatı Harrani neighborhood mukhtar - Süleyman Demirel neighborhood mukhtar - İmam Bakır neighborhood mukhtar - Hz. Yakup neighborhood mukhtar - Academician (Historian) - Academician (Archaeologist) - Academician (Architect)
CSB	- Şanlıurfa Governorate - Şanlıurfa Metropolitan Municipality - Şanlıurfa Archaeology Museum - Şanlıurfa Regional Conservation Council - Chamber of City Planners - Chamber of Architects	- Şanlıurfa Governorate - Şanlıurfa Metropolitan Municipality - Harran District Governorate - Harran Municipality - Provincial Dir. of Culture and Tourism - Gaziantep Dir. of Surveying and Monuments - Şanlıurfa Regional Conservation Council - Regional Dir. of Pious Foundations - Şanlıurfa Archaeology Museum - GAP - İl Bank A.Ş. - Karacadağ Development Agency

Source: ANADOKU, 2016a; MoCT archive[8]

İstanbul Historic Peninsula

The WHC decision dated 30.COM.7B.73 in 2006 first requested a management plan for the WHL-listed Historic Areas of İstanbul, citing the need for a comprehensive and integrated approach to heritage conservation at the site, increased coordination among related institutions, and the assignment of a WH site coordinator (WHC, 2006). Municipalities had jurisdiction for urban heritage site management planning under the law of the time, but the MoCT defined the management site boundaries. Although the MoCT participated in the planning process as a partner, once the borders were

[8] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

approved, there was no formal collaboration between the MoCT and the Municipality. The Municipality set up the governing structure without consulting the MoCT, and the MoCT's own General Directorate for Cultural Heritage and Museums was not a part of it. Plan has been obtained through the planning team established within BİMTAŞ, an establishment of the Municipality, which was coordinated by 3 academicians from local universities and a freelance architect professional. Its financial burden was met by the İstanbul 2010 European Capital of Culture Agency, together with İstanbul Metropolitan Municipality. A special site management unit was established as affiliated to the Municipality. The technical process for the plan initiated practically in 2009 and the plan was approved in 2011 (BİMTAŞ, 2011).

Following 2016-dated amendment, the governance structure was revised by the MoCT except for the site manager. As the plan period expired in 2016, the MoCT signed a protocol with the İstanbul Metropolitan Municipality in 2018 for the transfer of management plan's implementation, monitoring and revision authority upon the Municipality's request. The plan revision was made by the BİMTAŞ again, together with Site Management Office, with academic advice and coordination of Prof. Dr. Hülya Berkmen. The revision process initiated practically in 2014 (R15), and the revised plan was approved in 2018 (BİMTAŞ, 2018), followed by revisions to the site manager and board structures. The current site manager, who was selected by the then-municipal government under the ruling party, was replaced by the MoCT following the 2019 local election victory of the opposition party. The Municipality's administration parallelly rendered the site management office ineffective. Thus, the conflict between the local and central administration has led in the diminution of the local site management system's authority and the expansion of the MoCT's role and control (R11, R15).

The change between the previous and later compositions of the structures are involvement of more state, non-state and academia representatives. The MoCT has increased its representation with addition of İstanbul Directorate of Surveying and Monuments at the local level, and General Directorate of Cultural Heritage and Museums at the central level.

Despite the fact that the WHC is monitoring the condition of conservation of the İstanbul Historic Peninsula through the state of conservation reporting procedure, no process has been launched to revise the management plan, which will expire in 2023.

Table 3.15: Governance Structure Composition for İstanbul Management Plan

	In 2011	**In 2019**
AB	- İstanbul Governorate - İstanbul Metropolitan Municipality - Fatih District Municipality - Eyüp District Municipality - Zeytinburnu District Municipality - Bayrampaşa District Municipality - İstanbıl Regional Directorate of Pious Foundations - Chamber of City Planners - Chamber of Architects - Chamber of Commerce - ICOMOS Türkiye - UNESCO Türkiye - Foundation of Turkish Historical Houses Preservation - 4 Neighborhood Mukhtars - 18 different academicians	- İstanbul Governorate - MoCT - Ministry of Transportation and Infrastructure - Ministry of Environment and Urbanism - İstanbul Metropolitan Municipality - İstanbul Investment Monitoring and Coordination Center - Fatih District Municipality - Eyüp District Municipality - Zeytinbburnu District Municipality - Bayrampaşa District Municipality - İstanbul Regional Directorate of Pious Foundations - Chamber of City Planners - Chamber of Architects - Chamber of Commerce - Chamber of Industry - Foundation of Archaeologists - ICOMOS Türkiye - UNESCO Türkiye - Foundation of Turkish Historical Houses Preservation - Foundation of Cultural Heritage Friends - TAÇ Foundation - Provincial Directorate of Disasters and Emergency Situations - 4 Neighborhood Muhtars - 27 different academicians
CSB	- İstanbul Governorate - İstanbul Metropolitan Municipality - Bayrampaşa District Municipality - Fatih District Municipality - Eyüp District Municipality - Zeytinburnu District Municipality - İstanbul Regional Directorate of Pious Foundations - Chamber of City Planners - Academician	- General Directorate of Cultural Heritage and Museums - İstanbul Governorate - İstanbul Metropolitan Municipality - Bayrampaşa District Municipality - Fatih District Municipality - Eyüp District Municipality - Zeytinburnu District Municipality - İstanbul Regional Directorate of Pious Foundations - İstanbul Directorate of Surveying and Monuments

Source: BİMTAŞ, 2011; MoCT archive[9]

[9] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Küçükyalı Archaeopark

Koç University started survey studies at the site in 2001 which was followed by scientific excavations under the auspices of İstanbul Archaeology Museum. The university administration has sent an official letter to the MoCT in 2014 requesting heritage management planning process be initiated for Küçükyalı Archaeopark to strengthen and support the landscaping project studies held within the scope "LIMEN: Cultural Ports from the Aegean to the Black Sea" project supported financially by EU. In 2014, a protocol signed between the MoCT and Koç University, transferring the management planning authority to the university. The site manager was first assigned by the MoCT in 2015, and the governance structure were established in 2017. The plan, prepared under the consultancy by Europa Nostra Türkiye Foundation, specifically its member Prof. Dr. Nuran Zeren GÜLERSOY and her team, was approved in 2019 (Europa Nostra Türkiye Derneği, 2019). The plan was financially supported through İstanbul Development Agency within the scope of "Sustainable Urban Archaeology Experience: Küçükyalı Arkeo Park Project" submitted by Koç University (R16). The site manager was changed after the plan approval process, but no change was made to the board compositions by the MoCT since then.

Table 3.16: Governance Structure Composition for Küçükyalı Archaeopark Management Plan

	In 2017
AB	- İstanbul Regional Conservation Council - Çınar Neighborhood Mukhtar - Koç University - İstanbul Technical University - Chamber of Landscape Architects - Chamber of City Planners - Chamber of Commerce - Europa Nostra
CSB	- İstanbul Metropolitan Municipality - Maltepe District Municipality - Provincial Directorate of Culture and Tourism - İstanbul Directorate of Surveying and Monuments - Koç University

Source: MoCT archive[10]

[10] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Mudurnu Cultural Heritage

In 2014, Ayşe Ege Yıldırım initiated the first investigations for the Mudurnu heritage management plan as part of a research project funded by the Koc University branch of ANAMED. Under her supervision and guidance, Mudurnu Municipality, Mudurnu District Governorate, Mudurnu City Assembly, and Mudurnu Culture, Tourism, and Solidarity Foundation submitted an official letter to the MoCT in 2015, requesting to initiate the management planning process to develop these research results and integrate them into the management system, under her supervision and direction. Initiated by a coalition of local government entities and non-governmental groups, the Mudurnu Cultural Heritage Management Plan process was launched initially with the objective of achieving sustainable local development. The authority for management planning in urban heritage sites belonged to municipalities, and delineation of site management boundaries belonged to the MoCT under the law at the time. After the approval of the boundaries, there was no official collaboration between the MoCT and the Municipality, but the MoCT was invited to participate in the planning process. The Municipality established the governance structure without requiring MoCT's approval. In 2014, the plan prepared by Ayşe Ege Yıldırım with financial backing from Eastern Marmara Development Agency was approved by the governance boards (Yıldırım, 2014). The district governor was first assigned as the site manager by the Municipality, but after his move to another position out of the town, Ayşe Ege Yıldırım was recommended as the new site manager. Legal Advisor to the MoCT was consulted over the fitness of a plan author for the role of site manager, who will be in charge of the plan approval and monitoring body. This position was deemed suitable on the condition that she did not participate in meetings regarding plan approval.

Following the 2016-dated legal amendment, governance structure was reestablished by the MoCT, except for the site manager. The change between the two compositions is the addition of key institutions into the Coordination and Supervision Boards, including MoCT branches, development agency, directorate of pious foundation and addition of local economic sector representatives into the Advisory Board. Some NGOs are however excluded from the boards.

The site has experienced WH nomination process in the meantime, starting with its inscription on the Türkiye's WH Tentative List in 2015. This was not an initial objective, but the MoCT has supported this process in response to demands and claims from the Governorate and the Municipality. The burden related to the file preparation for the nomination submission in 2018 was met by the Municipality. However, ICOMOS evaluation recommended non-inscription of the site, stating that claimed outstanding universal value is not justified. Thus, the file has been withdrawn by the MoCT in 2019. Plan term had expired and municipal elections had brought about a new administration that year. So far, neither the new administration nor the MoCT have claimed to have transferred management planning responsibility to the Municipality. After Ayşe Ege Yıldırım's term as site manager ended, the MoCT appointed two new managers in quick succession.

Table 3.17: Governance Structure Composition for Mudurnu Management Plan

	In 2014	**In 2017**
AB	- Büyükcamii Neighborhood mukhtar - Hızırfakı Neighborhood mukhtar - Association of Turkish Travel Agencies - Mudurnu Culture, Tourism and Solidarity Foundation - Bolu Mudurnu Community Foundation - DOKÜDER / Ecomuseum - Mudurnu City Assembly - Mudurnu Social Cooperation and Solidarity - Yarışkaşı Mansion Owner - Armutçular Mansion Owner - Academician (Urban Planner) - Academician (Archaeologist) - Academician (Architect) - Academician (Historian) - Academician (Urban Planner) - Academician (Architect)	- Bolu Chamber of Commerce and Industry - Mudurnu Chamber of Merchants and Craftsmen - Büyükcamii Neighborhood mukhtar - Hızırfakı Neighborhood mukhtar - Seyranncık Neighborhood mukhtar - Association of Turkish Travel Agencies - Mudurnu Culture, Tourism and Solidarity Foundation - Bolu Mudurnu Community Foundation - 7 different academicians

Table 3.17 (continued)

	In 2014	In 2017
CSB	- Mudurnu District Governorate - Mudurnu Municipality - Mudurnu Municipal Council - Bolu Mudurnu Community Foundation - Mudurnu Directorate of Forest Management	- Provincial Directorate of Culture and Tourism - Mudurnu District Governorate - Mudurnu Municipality - Eastern Marmara Development Agency - Ankara Regional Conservation Council - Ankara Regional Directorate of Pious Foundations - Mudurnu Public Education Center - Mudurnu Directorate of Forest Management

Source: Yıldırım, 2014; MoCT archive[11]

Nemrut Mountain

According to a protocol signed between MoCT and METU in 2006, the Commagene Nemrut Management Plan was obtained within the scope of a governmental project, namely Commagene Nemrut Conservation Development Program (http://nemrut.org.tr/en/aim-and-scope/). Besides MoCT, other central, regional, and local state and non-state institutions such as MoFWA, MoEU, Adıyaman Governorate, GAP, İpekyolu Development Agency, Adıyaman University and İstanbul 2010 Capital of Culture Agency were the stakeholders of this management plan, which METU prepared under the supervision of Neriman Şahin Güçhan, and approved in 2014 (Şahin Güçhan, 2011, 2017).

According to R17, the project's goals included more than just creating a management plan; besides the implementation of conservation and monitoring principles and projects for Mount Nemrut, enhancing the site's visitor facilities (such as visitor centers and landscaping projects) and building national and international promotional facilities, it was aiming the development of the province through an "integrated conservation program." For this purpose, in addition to Mount Nemrut, 14 more selected places in Adıyaman were included in the management plan to allow for a comprehensive understanding of the Commagene culture as a whole.

[11] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

In 2006, a Scientific Advisory Board was established from the members of ICOMOS Türkiye to direct works according to the undersigned protocol. Following the completion of the Commagene Nemrut Management Plan in 2013, relying upon the protocol, a coordination council was established for the coordination of the implementation process which is not seen in other cases. This council is composed of 11 members from 8 institutions (R17). Parallel to that a legal governance structure was also appointed by the MoCT, then revised in 2017 following the 2016-dated legal amendment. With the revision made in 2017, more local and regional state administrations were added to the boards, and two academics from Adıyaman University were included in the new formation. The site manager assigned by the MoCT remained unchanged from the outset.

Following the expiration of the plan implementation period due to delays in European Union supported "Adıyaman Tourism Revitalization Project", a revision process was initiated by MoCT, with the financial and administrative support of the İpekyolu Development Agency (İDA). An agreement was signed between the two institutions, İDA and METU, for this purpose in 2021, and the new version of the Commagene Management Plan, valid for the next five years, was prepared again by the same team from METU.

Table 3.18: Governance Structure Composition for Nemrut Management Plan

	In 2013 (AB) and 2014 (CSB)	**In 2017**
AB	- Regional Directorate of Nature Protection and National Parks - Provincial Dir. of Culture and Tourism - Adıyaman University - Association of Turkish Travel Agencies - Camber for Agriculture - Chamber of Architects - Şanlıurfa Regional Conservation Council head or member	- Adıyaman Governorate - Provincial Dir. of Culture and Tourism - Regional Dir. of Nature Protection and National Parks - Kahta Governorate - Kahta Municipality - GAP Regional Development Agency - Şanlıurfa Regional Conservation Council - Association of Turkish Travel Agencies - Chamber of Commerce and Industry - Chamber of Agriculture - Chamber of Architects - Academician (Archaeologist) - Academician (Tourism management)

Table 3.18 (continued)

	In 2013 (AB) and 2014 (CSB)	In 2017
CSB	- Adıyaman Governorate - Adıyaman University - Regional Dir. of Nature Protection and National Parks - Provincial Special Adm. - Adıyaman Municipality - Adıyaman Museum Directorate	- Provincial Dir. of Culture and Tourism - İpekyolu Development Agency - Regional Dir. of Nature Protection and National Parks - Adıyaman Municipality - Provincial Special Administration - Adıyaman Museum Directorate - Gaziantep Dir. of Surveying and Monument

Source: MoCT archive[12]

Neolithic Site of Çatalhöyük

The first management plan for Çatalhöyük has been obtained in 2004 through TEMPER Project financed by European Union within the scope of Euromed Heritage II Program (Euro-Mediterranean Heritage Protection Program). Due to the absence of legal rules addressing management planning at the time, this plan has not yet come into effect. However, in 2012, it was submitted to UNESCO as part of the WHL nomination dossier to ensure the site's long-term viability. ICOMOS evaluation report (ICOMOS, 2012b) highlighted the need for a more updated version of the plan, and the WHC decision numbered 36.COM.8B.36 inscribing the site on the WHL requested the finalization of the revision of the management plan (WHC, 2012b). The previous plan was reviewed and improved by the team established within the MoCT, and approved by the governance structure in 2013 (MoCT, 2013). Except for the technical cooperation with the excavation team, no technical, administrative, or financial collaborations were undertaken with other institutions. The governance structure was first established in 2012 and 2013 respectively for Advisory Board, and Coordination and Supervision Board; which were revised in 2019 after the 2016-dated legal amendment for the first time. Academic members of the Advisory Board were replaced with new members while the site manager was changed once. The plan implementation period expired in 2018, but neither the MoCT nor any other entity has launched its revision process so far. The site is not subject to any monitoring by the WHC through the state of conservation reporting process.

[12] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Table 3.19: Governance Structure Composition for Çatalhöyük Management Plan

	In 2012 (AB) and 2013 (CSB)	In 2019
AB	- Konya Regional Cons. Council - Chamber of City Planners - Chamber of Architects - Küçükköy Mukhtar - Academician (Archaeologist) - Academician (Archaeologist) - Academician (Architect)	- Konya Regional Cons. Council - Chamber of City Planners - Chamber of Architects - Küçükköy Neighborhood Mukhtar - 3 different academicians
CSB	- Konya Metropolitan Municipality - Provincial Dir. of Culture and Tourism - Provincial Dir. of National Education - Çumra District Governorate - KOP Regional Development Adm. - Mevlana Development Agency - Assoc. of Turkish Travel Agencies - Assoc. of Turkish Tourist Guides	- Konya Metropolitan Municipality - Provincial Dir. of Culture and Tourism - Provincial Dir. of National Education - Çumra District Governorate - KOP Regional Development Adm. - Mevlana Development Agency - Assoc. of Turkish Travel Agencies - Assoc. of Turkish Tourist Guides

Source: MoCT, 2013; MoCT archive[13]

Pergamon Multi-Layered Cultural Landscape

Bergama Municipality submitted a request to the MoCT in 2011 to launch the WH nomination process for Pergamon. The authority for management planning in urban heritage sites belonged to municipalities, and delineation of site management boundaries belonged to the MoCT under the law at the time. After the approval of the boundaries, there was no official collaboration between the MoCT and the Municipality, but the MoCT was invited to participate in the planning process. The Municipality established the governance structure in 2012-2013 without requiring MoCT's approval. The plan, prepared by a team within the Municipality, was approved in 2017, 3 years later after the site's inscription on WHL (Bergama Belediyesi, 2017). In the meantime, due to the legal amendment in 2016, governance structure was reestablished by the MoCT, except for the site manager. The change to the structures included shift of some members from Coordination and Supervision Board to Advisory Board, and inclusion of some non-governmental organization and local state institutions. The MoCT and Bergama Municipality signed a protocol in 2018 to transfer management plan revision and monitoring authority to the Municipality at the Municipality's request. In the interim, the MoCT assigned a new site manager in 2020,

[13] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

after the previous manager's term expired. Since then, due to the Municipality's financial inability, the revision process could not begin until the end of 2022 (R10), but it is currently being rewritten by İkarya Danışmanlık with Izmir Development Agency funds. Since 2016, the site is not subject to WHC monitoring through state of conservation reporting.

Table 3.20: Governance Structure Composition for Pergamon Management Plan

	In 2012 (AB) and 2014 (CSB)	**In 2017**
AB	- MoCT - Bergama Municipality - Provincial Dir. of Culture and Tourism - German Archaeology Institute - 6 different academicians - Bergama Chamber of Trade - Bergama Non-professional Photographic Art Foundation - Foundation of Tourism and Bergama Lovers - Bergama Culture and Art Foundation - Hera Hotel - Talat Paşa Neighbourhood Mukhtar- Ulu Camii Neighbourhood Mukhtar	- Bergama Municipality - Provincial Dir. of Culture and Tourism - German Archaeology Institute - İzmir Regional Conservation Council No.2 - Bergama Chamber of Commerce - İzmir Development Agency - İzmir Tourism Promotion Foundation - Bergama Culture and Art Foundation - Bergama Culture and Tourism Foundation - Bergama Non-professional Photographic Art Foundation - Foundation of Tourism and Pergamon Lovers - Hera Hotel Manager - Kale Neighborhood Mukhtar - Yerlitahtacı Neighborhood Mukhtar - Bergama Carpet and Handicraft Busines Development and Marketing Cooperative - Ege University - Dokuz Eylül University
CSB	- MoCT - Provincial Dir. of Culture and Tourism - Bergama Museum Directorate - Bergama District Municipality - German Archaeology Institute - Ege University - İzmir Development Agency - İzmir Regional Dir. for Pious Foundations - Regional Dir. of State Water Affairs - Bergama Chamber of Trade - Bergama Non-professional Photographic Art Foundation - Selçuk Neighbourhood Mukhtar	- MoCT - İzmir Metropolitan Municipality - Bergama Museum Directorate - Bergama Municipality - İzmir Regional Dir. for Pious Foundations - İzmir Directorate for Surveying and Monuments

Source: Bergama Belediyesi, 2017; MoCT archive[14]

[14] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Savur Urban Site

Management planning process for urban and archaeological conservation sites within the municipal boundaries of Savur district of Mardin was initiated, in parallel to Harran management planning studies. The authority for management planning in urban heritage sites belonged to municipalities, and delineation of site management boundaries belonged to the MoCT under the law at the time. a protocol signed in 2013 between İl Bank A.Ş. at the central level, and GAP Regional Development Administration at the regional level within the scope of the project called GAP Region Tourism Based Promotion and Branding Project set the legal basis for the collaboration. The objective was to collaborate for the region's tourism growth. WH listing was in no way a goal, and the site is not even registered on the Tentative List. After the site delineation by the MoCT, the Savur Municipality's responsibility over the management plan was transferred to İl Bank A.Ş. for this purpose via the Savur Municipal Council's decision in accordance with prevailing legislative requirements. The plan procurement procedure was coordinated by İl Bank A.Ş., while the Municipality established the governance structures. The plan prepared by ANADOKU through tendering executed by the İl Bank A.Ş. was approved in 2016 (ANADOKU, 2016b). The governance structures were formed initially in 2013 by the Municipality, but were reformed by the MoCT following the legal amendment which transferred the management planning authority to the MoCT. The site manager was also replaced recently following the previous manager's tenure had expired (R9).

Table 3.21: Governance Structure Composition for Savur Management Plan

	In 2013	**In 2019**
AB	- Mardin Metropolitan Municipality - Savur District Municipality - Provincial Dir. of Environment and Urbanism - Dicle Development Agency - Savur Education Foundation Design Foundation - Chamber of Architects - Chamber of City Planners - Academician (Art Historian) - Academician (Architect) - Academician (Architect) - Academician (Architect)	- Chamber of Commerce and Industry - Assoc. of Chambers of Merhants and Tradesmen - Safa neighborhood mukhtar - Academician (Art Historian) - Academician (Architect) - Academician (Architect) - Academician

Table 3.21 (continued)

	In 2013	In 2019
CSB	- Mardin Metropolitan Municipality - Savur District Municipality - Academician (Architect) - Academician (Architect) - Academician	- Mardin Metropolitan Municipality - Savur District Municipality - Savur Governorate - Provincial Dir. of Culture and Tourism - Provincial Dir. of Environment and Urbanism - Mardin Archaeology Museum Directorate - Şanlıurfa Regional Cons. Council - Diyarbakır Regional Dir. of Pious Foundations - GAP Regional Development Adm. - Dicle Development Agency

Source: MoCT archive[15]

What the MoCT amended was primarily the relocation of board members, the addition of a few representatives from the economy sector, and the addition of major institutional partners such as the GAP Administration, the Development Agency, MoCT branches, and the district governorate. The plan term concluded in 2021, however neither the MoCT nor any local or central state agency has launched a revision process.

Selimiye Mosque Complex

In 2007, Edirne Municipality made a request to the MoCT to launch the Selimiye Mosque Complex' WHL candidacy process. According to R4, the primary rationale behind the management planning was the site's inscription on the WH list. The authority for management planning in urban heritage sites belonged to municipalities, and delineation of site management boundaries belonged to the MoCT under the law at the time. After the approval of the boundary, there was no official collaboration between the MoCT and the Municipality, but the MoCT was invited to participate in the planning process. As there was no practical experience at the time, an ICOMOS member architect was consulted by the Municipality. This study also lacked a specified budget; thus, Historic Towns Association was asked for financial support (R4).

[15] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

The Municipality initially formed the governance structure in 2009, and then altered it in 2010. The plan, which was drafted by a Municipality team, was adopted in 2011 (Edirne Belediyesi, 2011). The site managers have been changed once by the Municipality and once by the MoCT in the course of time. The MoCT also rebuilt the governance structure, due to the 2016-dated legislation amendment. The primary difference between the two compositions is the transfer of certain members for proper boards, the accession of some local state institutions, local NGOs, and MoCT branches, and the exclusion of some local non-state entities.

The plan term expired in 2016, and the revision, implementation, and monitoring authority has been handed to Edirne Municipality upon its request in 2019 pursuant to a collaboration agreement; however, the Municipality has not yet initiated the process. The site is not subject to monitoring by the WHC through the process of reporting the state of conservation.

Table 3.22: Governance Structure Composition for Selimiye Management Plan

	In 2010	**In 2017**
AB	- Provincial Dir. of Culture and Tourism - Provincial Dir. of Police Department - Edirne Regional Dir. of Pious Foundations - Edirne Municipality - Vice Rector of Trakya University - Academician (Public Administration) - Academician (Architect) - Academician (Archaeologist) - Health Museum Director - Trakya University Library and Documentation Directorate - Chamber of Commerce and Industry - Chamber of Architect - Edirne Photography Art Foundation - Edirne Rotary Club - Yöre Journal	- Provincial Dir. of Culture and Tourism - Provincial Dir. of National Education - Provincial Dir. of Police Department - Provincial Directorate of Muftiate - Provincial Special Administration - Edirne Regional Conservation Council - Edirne Dir. of Surveying and Monument - Edirne Regional Dir. of Pious Foundations - Edirne Municipality - Chamber of Commerce and Industry - Chamber of Merchants and Craftsmen - Trakya Development Agency - Edirne Tourism and Promotion Foundation - Edirne Photography Art Foundation - Vice Rector of Trakya University - Academician (Archaeologist) - Academician (Archaeologist and Art historian) - Academician (Public administration)

Table 3.22 (continued)

	In 2010	In 2017
CSB	- General Dir. of Cultural Heritage and Museums - Edirne Governorate - Edirne Municipality - Provincial Dir. of Muftiate - Provincial Dir. of Culture and Tourism - Edirne Regional Dir. of Pious Foundations - Academician (Architect) - Chamber of Merchants and Craftsmen - Chamber of Architects	- General Dir. of Cultural Heritage and Museums - Edirne Governorate - Edirne Municipality - Provincial Dir. of Culture and Tourism - Provincial Directorate of Muftiate - Edirne Regional Directorate of Pious Foundations - Edirne Museum Directorate - Academician (Architect)

Source: Edirne Belediyesi, 2011; MoCT archive[16]

Yesemek Stone Quarry and Sculpture Workshop

The planning process for Yesemek has been started by the official letter of Gaziantep Metropolitan Municipality sent to the MoCT in 2015, requesting the initiation of site's WH nomination process. As the heritage place is an archaeological site, the Municipality has requested the transfer of the MoCT's management planning authority. In 2016, a protocol for partnership was signed for this aim. The purpose of the international scientific symposiums held in 2017 and 2018 in collaboration between the Municipality and Gaziantep University was to collect data and inputs for the site nomination process road map. This partnership has continued in both the management planning process and the recently begun scientific surveys. Following the delineation of the site management boundary, the MoCT also drafted tendering documents for the Municipality to assist it technically. The plan was prepared by Plato Planlama in 2018 through the tender managed by the Municipality, reviewed by the technical control team established within the MoCT, and approved by the Coordination and Supervision Board in 2020 (Plato Planlama, 2020). The preliminary lists for governance structure prepared by the Municipality were reviewed and approved by the MoCT. The site manager was recommended by the Municipality and assigned by the MoCT in 2016, and has never been changed since then, nor the governance structures established in 2016.

[16] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Table 3.23: Governance Structure Composition for Yesemek Management Plan

	In 2016
AB	- Gaziantep Chamber of Commerce - Islahiye Chamber of Commerce - Association of Turksih Travel Agencies - Gaziantep City Council - Yesemek Village neighborhood mukhtar - Academician (Archaeologist) - Academician (Conservation architect) - Academician (Urban planner) - Academician (Archaeologist)
CSB	- General Directorate of Cultural Heritage and Museums - Provincial Directorate of Culture and Tourism - Provincial Directorate of Environment and Urbanism - Investments Monitoring and Coordination Directorate - Gaziantep Metropolitan Municipality - Islahiye Municipality - Gaziantep Regional Conservation Council - Gaziantep Directorate of Surveying and Monuments - Gaziantep Museum Directorate - State Water Affairs Regional Directorate - Forest Management Regional Directorate

Source: Plato Planlama, 2020; MoCT archive[17]

3.4. Chapter Conclusion: Classification of Cultural Heritage Management Plans in Türkiye

The table below provides an overview of the administrative procedure for the 18 evaluated management plans. Because the nature of the site is important in determining how power should be distributed and transferred under the law, it has been included in the table as a parameter. This categorization is key for administering a consistent and objective evaluation of quality.

[17] The author presents the most up-to-date compositions accessed until October 14, 2020. The revisions made by the MoCT to these structures if any, could not be accessed.

Table 3.24: Summary of Administrative Processes for Heritage Management Plans in Türkiye

Heritage Place	Site's Main Character	Motivation	Request by	Financed by	Plan Author
Aphrodisias	Archaeological	Integrated conservation & management	Geyre Foundation	Geyre Foundation	MSGSÜ
Ani	Archaeological	Cultural tourism	UNJP	UNJP	MoCT
Arslantepe	Archaeological	WHL	Battalgazi Municipality	MoCT, Anadolu Efes, UN	MoCT, Excavation Team
Bursa	Urban	WHL	Metropolitan Municipality	Metropolitan Municipality	Akan Architecture
Çatalhöyük	Archaeological	WHL	WHC	MoCT	MoCT
Diyarbakır	Urban	WHL	Metropolitan Municipality	Metropolitan Municipality	İkarya Consultancy
Ephesus	Archaeological	WHL	Selçuk Municipality	Selçuk Municipality	Egeplan Planning
Göbekli Tepe	Archaeological	WHL	MoCT	MoCT	MoCT, Excavation Team
Harran	Urban	Cultural tourism	İl Bank A.Ş. & GAP Administration	GAP Administration	Anadoku
İstanbul -1	Urban	Integrated conservation & management	WHC	İstanbul 2010 Agency & Metropolitan Municipality	BİMTAŞ
İstanbul -2	Urban	Integrated conservation & management	Metropolitan Municipality	Metropolitan Municipality	BİMTAŞ
Küçükyalı Archaeopark	Archaeological	Integrated conservation & management	Koç University	Development Agency	Europa Nostra Foundation
Mudurnu	Urban	Integrated conservation & management	Mudurnu Municipality	Development Agency	A. Ege Yıldırım
Nemrut	Archaeological	Integrated conservation & management	MoCT	MoCT	METU
Pergamon	Archaeological	WHL	Bergama Municipality	Bergama Municipality	Municipality
Savur	Urban	Cultural tourism	İl Bank A.Ş. & GAP Administration	GAP Administration	Anadoku
Selimiye Mosque	Urban	WHL	Edirne Municipality	Edirne Municipality	Municipality
Yesemek	Archaeological	WHL	Metropolitan Municipality	Metropolitan Municipality	Plato Planning

The motivation and the institutions that started the process can classify heritage management plan procedures into four distinct categories, the characteristics of each are explained accordingly. In this categorization based on motive and demanding partners, however, it is possible to track the variations within each group that emerge from the specifics of the heritage site and the actors' portrayals.

Table 3.25: Classification of Heritage Management Plans in Türkiye

Motivations	Character	Heritage Places
Group-1: WH motivation led by the local level	Archaeological	Arslantepe Ephesus Pergamon Yesemek
	Urban	Bursa and Cumalıkızık Diyarbakır Selimiye Mosque Complex
Group-2: WH motivation led by the central level	Archaeological	Çatalhöyük Göbekli Tepe
	Urban	
Group-3: Mobilization of funds provided for cultural tourism	Archaeological	Ani
	Urban	Savur Harran
Group-4: Integrated conservation and management	Archaeological	Aphrodisias Küçükyalı Archaeopark Nemrut
	Urban	İstanbul Historic Peninsula -1 İstanbul Historic Peninsula -2 Mudurnu

Source: Developed by the author

1) Plans initiated and managed by municipalities with WHL motivations

Inscription on the WHL has been a motivation for the local municipalities to develop management plans for Arslantepe, Bursa and Cumalıkızık, Ephesus, Diyarbakır, Pergamon, Selimiye, and Yesemek. With the exception of Diyarbakır, municipalities and the MoCT have been working together in accordance with legal standards since 2016 when the law change shifted management planning authority for urban heritage sites to the MoCT.

This umbrella term describes a wide variety of partnership configurations, mostly delineated by the MoCT's policy stance, which is influenced by the site's heritage characteristic, the resources of the associated institutions, and party dynamics. The

MoCT has been a legal partner for Arslantepe, Ephesus and Yesemek, as the site's main character is formed by its archaeological nature. It has transferred its authority to Battalgazi Municipality for Arslantepe, Gaziantep Metropolitan Municipality for Yesemek, and requested legal collaboration with Selçuk Municipality which had the authority for Ephesus at that time due to the small urban conservation site. Due to the limited technical capacities of partner institutions, WH nomination processes for these archaeological sites also required central coordination and monitoring, which is why the MoCT was actively involved in creating tendering documents or examining the proposals in these areas. However, in the situations of Bursa and Cumalıkızık, Diyarbakır, Pergamon, and Selimiye, its assistance remained limited to commenting on the draft plan, and providing direction in the administrative process.

Depending on the political relations between the central and local states, the MoCT's technical support and oversight could shift. Battalgazi, Bursa, and Gaziantep municipalities were administered by the ruling party representatives; as a result, the political support for Arslantepe, Bursa and Cumalıkızık, and Yesemek plans has been high. The MoCT has prioritized the submissions of WH nomination files for these heritage sites, and it has also helped increase engagement with ICOMOS and UNESCO. A collaboration protocol was formed with the Selçuk Municipality, which was managed by the opposition party but had the legal authority for the proposal because of the anticipated tensions surrounding the Ephesus case. Thanks to moderate approaches to communication and management, however, the tensions in Ephesus have subsided despite it is still being ruled by the opposing party representative.

2) Plans initiated and managed by the MoCT with WHL motivations

Göbekli Tepe and Çatalhöyük planning processes fall into this category. MoCT oversees the process through administrative processes. These documents were brought to fore out of a desire to maintain a streamlined, controllable, and expedited WH nomination process due to the apparent remarkable outstanding universal values contained within them. Due to the relative ease of the procedures, local governments are not required to provide any sort of material or financial assistance. Therefore, in these instances, neither local governments nor a local alliance may claim the need for

a plan because none shares the technical or financial duties of the planning process. The local partners participate within the MoCT-established governance framework and adhere to the directives and recommendations of the central state. The MoCT exclusively works with excavation teams for firmly technical reasons in this category.

3) Mobilization of funds already provided for cultural tourism

The planning processes of Ani, Harran, and Savur come within this category. Neither the MoCT as the central government nor the municipalities as the local government had these processes on their agendas. They were initiated with a third-party request and leadership of international (Ani) or national (Savur and Harran) institutions. UNJP gathering UNESCO, UNWTO, UNDP and Kars Governorate in Ani; GAP Administration at the regional level and İl Bank A.Ş. at the central level in Savur and Harran were the demanding partners. The MoCT was involved in the plan writing process at Ani because 1) it was a member of the formal collaboration, 2) the site had an archaeological feature necessitating its administrative ownership, and 3) local partners lacked the necessary technical knowledge regarding the management planning. Nevertheless, urban site characteristics at Harran and Savur elevated municipalities as legal responsible institutions based on the applicable regulation at the time, so the MoCT has never been a partner until a 2016-dated legal amendment, with the exception of its responsibility for plan boundary definition. Instead, municipalities and the İl Bank A.Ş. developed a legal partnership for the legal tendering of the plan-making processes.

There are several alliance forms in this category, but the party leading this alliance is the one with financial resources. The cases in this category illustrate that financial resources alone are insufficient to form an alliance. It was the WHL nomination that revived the process in Ani after it had been halted owing to budgetary restrictions when the UNJP was terminated. Therefore, the motive of WH compelled the administrative, technical, and financial adoption and continuation of the procedure by MoCT. But for Harran and Savur, cultural tourism was a significant source of motivation for creating and sustaining the collaboration in order to achieve the management plan; however, the legal partnership is dissolved when the plan is approved.

4) Integrated conservation and management

Aphrodisias, İstanbul Historic Peninsula, Kücükyalı Archaeopark, Nemrut, and Mudurnu management plans have been developed in order to construct a comprehensive and sustainable conservation and management structure, and to guide their execution. The İstanbul plans are the result of an internationally-driven process mandated by WHC decisions, whereas the Nemrut plan is administered through technical cooperation between many state and non-state bodies. Nevertheless, the Aphrodisias, Kücükyalı Archaeopark, and Mudurnu plans are the product of a locally driven initiative to continue and institutionalize a locally mobilized coalition. Although not at the beginning of the process, the most important strategy used to continue the process and to establish local ownership at Aphrodisias, and Mudurnu has been WHL nomination to revitalize cultural tourism. In other words, this motivation was not employed to build the alliance, but rather to maintain it. Consequently, these situations feature a variety of relationship types, with academia predominating in each. In Aphrodisias, MSGSÜ guided the Geyre Foundation to develop a framework for management planning even before the application to the MoCT; in İstanbul plans, professors provided consultancy; in Küçükyalı Archaeopark and Mudurnu plans, Koc University provided financial support and motivation; in Nemrut plan, METU's ownership of the technical responsibility from the very beginning onwards are all noted as academic commitments to the initiation, and proceeding of the processes. Academic assistance is also evident in cases within other categories, such as Ani, Arslantepe, Çatalhöyük, Göbekli Tepe, and Yesemek, to a lesser extent, although not at the outset of alliance building.

The MoCT’s support for this category is solely determined by the site characteristic. If the site is predominantly urban (Mudurnu) and is not or will not be within the WH system (Kücükyalı Archaeopark, Mudurnu), the MoCT's incentive for the preparation and monitoring of the plan is seen to be minimal, and the process obligations are left to the demanding partners. This is demonstrated by the MoCT's inclusion in the governance structures, notwithstanding its exclusion from Kücükyalı Archaeopark and Mudurnu.

CHAPTER 4

METHODOLOGY AND ANALYSIS

4.1. Research Methodology

The invention of a methodology to evaluate the "quality" of a heritage management plan is an authentic contribution of this study. A research of the relevant literature and an examination of the administrative system pertaining to heritage management planning have revealed that a heritage management plan must contain certain specific characteristics.

According to the author, the primary presupposition of the research is that **a heritage management plan is qualified as long as it holds the key features of a heritage management plan.** In light of the conceptual, methodological, and administrative contexts outlined in the preceding chapters, structure, process, document, and implementation performance emerged as essential components of a heritage management planning system. The other presupposition is, therefore, that **competence or quality in any of these aspects may affect the quality of each other and the process as a whole.** What really matters is uncovering and making sense of the determinism between them. The third assumption is that **the quality would fluctuate over time** because heritage management planning is an ongoing activity that does not conclude with its acquisition.

Therefore, any methodology aiming to assess the quality of a heritage management plan needs be processual, relational, dynamic and comprehensive of all aspects in addition to being scientifically sound. The methodology development process, the methodology itself, and its application principles and procedures are explained below, followed by the analysis of Turkish cases upon this methodology.

4.1.1. Methodology Development Process

The first step involved summarizing the **key features** of a heritage management plan in terms of structure, process, document, and implementation quality based on the literature review, legal administrative process, national and international experiences, and interviews held with the plan's authors and implementors, and then expanding on these features by defining a list of **indicators** as to what to look for to detect the presence of these features.

Second, the author sought **the advice of other specialists** in the field to learn their perspectives based on first-hand experience regarding 1) the relevance of the indicators, 2) the relevance of their placement in the chart, that is, their appropriateness to the aspect they are related to, and 3) the magnitude of their impact on quality. Those with extensive theoretical or practical knowledge on the topic are selected as consultants, and they are divided into four groups for a well-rounded consultation: academics, site managers, plan authors, and international experts/consultants from ICOMOS. The author's request for feedback from worldwide specialists went unanswered. It was necessary to have an odd number of people take part in order to make a decision in the event that the possibilities were evenly divided. Thus, 7 individuals have evaluated the reliability of the established standards. The following table summarizes the number of experts who assessed each of the quality assessment indicators.

Table 4.1: Number of Consultants per Category for Quality Indicators

Academician	Plan Author	Site Manager	International expert
2 persons	2 persons	3 persons	-

In the third stage, **frequency analysis** has been applied to the responses. The author found that;

- Respondents concur with the relevance of the vast majority of indicators and their placement on the chart. However, two respondents claimed that nine of the forty-eight indicators are not very useful for evaluating the quality of the

management plan, but their focus is on different indicators. In other words, only one response indicates the irrelevance of each of nine indications. Other six respondents, on the other hand, agreed that three of these nine indicators are "very effective" in terms of quality; two indicators were rated "very effective" by five respondents and "effective" by one; and four indicators were rated "very effective" by four respondents and "effective" by two. As a result, all indicators are deemed appropriate for assessing the quality of a heritage management plan, with the exception of those deemed inappropriate by a single respondent and rated "extremely effective" by the majority of other respondents.

– The gap appeared when evaluating the efficacy of quality indicators. Only 10 indicators were assessed as "very effective" by all respondents, while 17 indicators were rated as "effective" by only one person and "extremely effective" by the others. In other words, 27 indicators are rated "very effective" by a large majority of experts. But we can notice a disagreement on 8 indicators, since they are labeled "very effective" and "effective" in half shares.

4.1.2. Methodology Use

Methodology consultation process has demonstrated that the defined indicators for quality assessment are relevant and very effective on quality. Therefore, the indicators are found trustable enough to be applied to the Turkish experiences. The methodology applied in the analysis is as follows:

- The columns present management plan cases while the rows present the indicators.
- The order of the rows does not reflect any evaluation or ranking, but the indicators are classified according to pertinent issues. The columns are organized according to Chapter 3.4's categorization, and present an alphabetical order within each group.
- No ranking is made among indicators. The author argues that no single indicator should be preferred over the others. There are primarily three reasons for this: firstly, success or achievement in any of these will inevitably bring positive

impacts or improvement in the quality of heritage management planning experience, from structural, processual, or documental perspectives, and each must be counted as achievement; secondly, the secondary and multiplying effects are believed to exist, which cannot be foreseen and thus measured at the beginning; and thirdly, reciprocal relationship between the structure and actors is at the heart of this research; therefore, their interdependent relationship and effect on each other cannot be fully examined if they are put within a hierarchization. Therefore, we can refer to a contribution to the heritage management system if the implementation of heritage management planning requirements, procedures, or methodologies yields measurable results based on any indicator.

- Each indicator is assessed individually for each plan. If an indicator is relevant and decisive for quality observed in the case, then it is marked as "+"; if it is only partially relevant or decisive for quality observed in the case, then it is marked as "0"; if the indicator is irrelevant for the case or decisive for the failure observed in the case, then it is marked as "-". If the indicator does not apply to the case, or there are insufficient data to judge it, no marking is assigned and it is noted NA. Partly relevant situations refer to 1) both supporting and falsifying situations observed together, or 2) it has been relevant for a period of time but not lasted for the rest of the time. The assessment validations, justifications or explanations are also included in the text under the relevant themes (Chapter 4.2).
- Each plan's achievements for structure, procedure, content, and implementation quality are readable from the chart. But, more importantly, the methodology offers an evaluation of Türkiye's overall achievement of the essential elements of heritage management planning through the cases. For this, the number of cases attaining or not attaining the quality for indicators are summed for indicators in question with the purpose to demonstrate whether or not Türkiye has attained a quality for any of the indicators, and for which indicators it is more successful.
- The averages are calculated for structure, process, document and implementation quality as well as for specific features named as A, B, C, D, E, F, G, H, I, J and

K. The outcomes help interpreting the relations between the qualities in different aspects.

- The averages are also calculated for motivation groups, which allows the interpretation of the impact of motivation on the quality, if any.

4.2. Defining the Features of Quality Heritage Management Planning and Analyzing the Management Plan Cases Upon These Features

The research has already demonstrated that structure, process, document, and implementation performance are essential components of a heritage management planning system, and that management plans can be comprehended and evaluated effectively only if the quality of each component is evaluated in relation to the others. Such an analysis will also help revealing the impact of reciprocal relation between the structure and actors on the output and outcome of heritage management planning. Therefore, indicators have been determined in such a way that the entire process, document and structure and implementation level will be assessed concurrently.

This chapter explores the essential characteristics that a heritage management plan must possess if it is to meet international and national expectations and have a positive impact on heritage management systems. 48 indicators have been defined for this purpose. Contemporary discussions also nurtured the discussion for indicators, since site-specific national and international experiences have contributed to the emergence of fresh considerations regarding the fundamental theoretical premises of the early 1970s and 1980s.

Table 4.2: Indicators for Assessing the Quality of Heritage Management Plans

	The Quality and Effectiveness of the Governance Structure
	A. Collaboration networks bringing various state and non-state partners must be created.
1	There must be a local government agency or a local administrator committing to the process.
2	There must be a local alliance for technical and financial cooperation in managing the process.
3	There must be representatives of local NGO's, chambers, universities and communities within the governance structure.
4	There must be representatives from different scales (central, regional, local) within the governance structure.

Table 4.2 (continued)

5	Balance must be maintained between state and non-state entities inside the governance framework.
	B. A responsive, sustainable and effective structure must be created.
6	There must be an active and competent site manager.
7	There must be good dialogue between local and central government administrations.
8	There must be an adequately equipped site management office affiliated to the local government.
9	The process must be resilient to shifts in leadership or other key players.
10	Motivation that initiates the process must be maintained.
11	There must be initiative-taking members within the governance structures.
	C. A transparent, accountable and effective monitoring system must be created.
12	Regular monitoring reports must be kept.
13	Regular monitoring meetings must be organized.
14	Monitoring reports must be shared with public.
	The Quality of the Planning Process Design and Its Implementation
	D. Diverse knowledge, expertise and experience must be incorporated into the process.
15	Experts from diverse disciplinary backgrounds must be actively involved in the planning team.
16	Local knowledge/expertise must be incorporated into the planning process.
17	Expertise of members within the governance structures must be compatible with heritage place characteristics.
18	Partners responsible for different aspects of heritage management must exist in the governance structures.
	E. Appropriate participatory methods must be used.
19	A thorough stakeholder analysis must be made and presented within the plan document.
20	A participation strategy leaving no one behind must be implemented and presented within the plan document
21	Different participatory methods must be used together within the process.
22	More intensive participatory methods than the mandatory meetings stipulated in the legislation must be applied.
	F. Partners must be actively involved into the process.
23	Local people must be directly involved into the process.
24	Participation of invited partners must be high.
25	Number of partners getting the floor in the meetings must be high.
26	Partners' remarks must be integrated into the plan document.
	The Quality of the Plan Content
	G. It must contain the basic elements of a management plan.
27	There must be a manageable plan boundary defined by the historical and geographical context of the heritage place.
28	It must include sufficient amount of analysis about the heritage place.
29	It must define values and significance of heritage place.
30	It must define vulnerabilities, problems, needs and expectations regarding heritage place
31	It must prioritize the needs.
32	It must include a shared vision.
33	Its approach must be conservation-oriented.
34	It must define integrated and holistic management policies and measurable objectives.
35	It must include a smart action plan and agreed implementation principles.

Table 4.2 (continued)

36	It must include monitoring indicators and a monitoring strategy.
37	Policies and actions plan must be spatialized.
38	It must be a user-friendly document.
	H. It must use existing resources and capacities effectively and efficiently.
39	Action plan must be compatible with the needs of the heritage place.
40	Action plan must be compatible with the capacities of partners.
41	It must benefit from different resources and capacities.
42	It must create new sustainable resources for the implementation stage.
	Level of Implementation and Impact of the Plan
	I. It must be integrated into the current management system.
43	It must pass local institutional approvals.
44	Related institutions must consider and respect the management plan.
	J. Its implementation performance and potency must be high.
45	It must be implemented in compliance with the timetable.
46	It must contribute to the solution of a long-standing problem or need.
	K. It must lead to improvements in the heritage management system
47	It must contribute to the strengthening capacities.
48	It must increase the communication and collaboration among partners.

The responses of the consulted experts to the validity and the effectiveness of the indicators are also presented below.

Table 4.3: Responses by the Consulted Experts on the Validity and the Effectiveness of the Defined Indicators for Assessing the Quality of the Heritage Management Plans (V.E = Very Effective, E= Effective, N.E.= Not Effective)

	Quality Indicator	Relevant?	In proper place?	Effective in Achieving Quality?			Result
				V.E.	E.	N.E.	
The Quality and Effectiveness of the Governance Structure							
A. Collaboration networks bringing various state and non-state partners must be created.							
1	There must be a local government agency or a local administrator committing to the process.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
2	There must be a local alliance for technical and financial cooperation in managing the process.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
3	There must be representatives of local NGO's, chambers, universities and communities within the governance structure.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.
4	There must be representatives from different scales (central, regional, local) within the governance structure.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
5	Balance must be maintained between state and non-state entities inside the governance framework.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
B. A responsive, sustainable and effective structure must be created.							
6	There must be an active and competent site manager.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.
7	There must be good dialogue between local and central government administrations.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
8	There must be an adequately equipped site management office affiliated to the local government.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
9	The process must be resilient to shifts in leadership or other key players.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
10	Motivation that initiates the process must be maintained.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
11	There must be initiative-taking members within the governance structures.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
C. A transparent, accountable and effective monitoring system must be created.							
12	Regular monitoring reports must be kept.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
13	Regular monitoring meetings must be organized.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
14	Monitoring reports must be shared with public.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.

Table 4.3 (continued)

	Quality Indicator	Relevant?	In proper place?	Effective in Achieving Quality?			Result
				V.E.	E.	N.E.	
The Quality of the Planning Process Design and Its Implementation							
D. Diverse knowledge, expertise and experience must be incorporated into the process.							
15	Experts from diverse disciplinary backgrounds must be actively involved in the planning team.	xxxxxx	xxxxxx	xxxx	xx		V.E.
16	Local knowledge/expertise must be incorporated into the planning process.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
17	Expertise of members within the governance structures must be compatible with heritage place characteristics.	xxxxxxx	xxxxxxx	xxx	xxxx		E.
18	Partners responsible for different aspects of heritage management must exist in the governance structures.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
E. Appropriate participatory methods must be used.							
19	A thorough stakeholder analysis must be made and presented within the plan document.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
20	A participation strategy leaving no one behind must be implemented and presented within the plan document	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
21	Different participatory methods must be used together within the process.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
22	More intensive participatory methods than the mandatory meetings stipulated in the legislation must be applied.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
F. Partners must be actively involved into the process.							
23	Local people must be directly involved into the process.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
24	Participation of invited partners must be high.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
25	Number of partners getting the floor in the meetings must be high.	xxxxxxx	xxxxxxx	xxxx	xxx		V.E.
26	Partners' remarks must be integrated into the plan document.	xxxxxxx	xxxxxxx	xxx	xxxx		E.

Table 4.3 (continued)

Quality Indicator		Relevant?	In proper place?	Effective in Achieving Quality?			Result
				V.E.	E.	N.E.	
The Quality of the Plan Content							
G. It must contain the basic elements of a management plan.							
27	There must be a manageable plan boundary defined by the historical and geographical context of the heritage place.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.
28	It must include sufficient amount of analysis about the heritage place.	xxxxxx	xxxxxx	xxxxx	x		V.E.
29	It must define values and significance of heritage place.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
30	It must define vulnerabilities, problems, needs and expectations regarding heritage place	xxxxxx	xxxxxx	xxxxxx			V.E.
31	It must prioritize the needs.	xxxxxx	xxxxxx	xxxxxx			V.E.
32	It must include a shared vision.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
33	Its approach must be conservation-oriented.	xxxxxx	xxxxxx	xxxxx	x		V.E.
34	It must define integrated and holistic management policies and measurable objectives.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
35	It must include a smart action plan and agreed implementation principles.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
36	It must include monitoring indicators and a monitoring strategy.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
37	Policies and actions plan must be spatialized.	xxxxxx	xxxxxx	xxxx	xx		V.E.
38	It must be a user-friendly document.	xxxxxx	xxxxxx	xxxxxx			V.E.
H. It must use existing resources and capacities effectively and efficiently.							
39	Action plan must be compatible with the needs of the heritage place.	xxxxxxx	xxxxxx	xxxxxxx			V.E.
40	Action plan must be compatible with the capacities of partners.	xxxxxxx	xxxxxx	xxxxx	xx		V.E.
41	It must benefit from different resources and capacities.	xxxxxxx	xxxxxx	xxxxx	xx		V.E.
42	It must create new sustainable resources for the implementation stage.	xxxxxx	xxxxxx	xxxx	xx		V.E.

Table 4.3 (continued)

Quality Indicator		Relevant?	In proper place?	Effective in Achieving Quality?			Result
				V.E.	E.	N.E.	
Level of Implementation and Impact of the Plan							
I. It must be integrated into the current management system.							
43	It must pass local institutional approvals.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.
44	Related institutions must consider and respect the management plan.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.
J. Its implementation performance and potency must be high.							
45	It must be implemented in compliance with the timetable.	xxxxxxx	xxxxxxx	xxxxx	xx		V.E.
46	It must contribute to the solution of a long-standing problem or need.	xxxxxx	xxxxxx	xxxx	xx		V.E.
K. It must lead to improvements in the heritage management system							
47	It must contribute to the strengthening capacities.	xxxxxxx	xxxxxxx	xxxxxx	x		V.E.
48	It must increase communication and collaboration among partners.	xxxxxxx	xxxxxxx	xxxxxxx			V.E.

The respondents were also asked if they would add additional indicators to this chart to assess the quality of heritage management plans and if so, to outline the indicator and its place as they think would be the most appropriate. Three respondents highlighted several additional indicators, which are presented below.

Table 4.4: Additional Indicators Recommended by Consulted Experts

No:	R	Criterion	Place in the chart	Level of effectiveness
1	R2	The site management plan must have a strong official champion (the mayor, governor, etc.) who is committed to the site management process and to protecting the heritage place	Under B	V.E.
2	R2	The site management unit must have an effective public relations and communication strategy and use channels such as social media strategically to support two-way communication of information, news and messaging	Under J	V.E.
3	R1	Existence of "heritage sensitive" former governance experience or agency such as city assemblies or similar plan making efforts	Under A	E.
4	R1	The existence of an agreement between the central and local governments about the objectives and general values of the process	Under B	E.
5	R1	Existence of an open documentation of the planning and implementation process	Under C	E.
6	R1	A facilitative capacity should be created in the planning team	Under D	E.
7	R1	Responsible agencies must devise a way to incorporate management plan to their strategic plans or perspectives	Under I	E.
8	R1	Number and content of the decisions taken by the responsible agencies related to the plan during the implementation process	Under I	E.
9	R1	Documentation prepared for the evaluation of the implementation	Under I	E.
10	R7	Management plan implementation principles should be determined with the participation and contribution of stakeholders	Under G	V.E.
11	R7	It must be able to keep up with global developments.	Under H	V.E.
12	R7	It must take into account national and international guidelines, studies and developments on heritage management and conservation.	Under H	V.E.
13	R7	Diversity should be ensured for socio-economic and cultural classes and institutionally organized communities	Under F	V.E.
14	R7	Local governments should integrate them into their corporate strategic plans	Under I	V.E.
15	R7	Permanent personnel from different professions specific to the field/place should be employed.	Under B	V.E.
16	R7	Legal entity should be defined and annual budget assignment made.	Under A	V.E.

Table 4.4 (continued)

No:	R	Criterion	Place in the chart	Level of effectiveness
17	R7	The place of the management plan in the planning hierarchy should be defined in the legislation	Under A	V.E.
18	R7	There must be enforcement power determined by the legislation	Under A	V.E.
19	R7	The private sector representative who prepared the management plan should actively participate in the implementation phase	Under C	V.E.

Assessment about these recommendations is presented below:

No 1: It is already within the scope of the indicator "No 1: There must be a local government agency or a local administrator committing to the process".

No 2: This can be one of methodologies to manage post-approval participatory processes that should be specified within participation strategy, which is already defined as an indicator for process quality; "No 20: A participation strategy leaving no one behind must be implemented and presented within the plan document". Depending on the local social and technical capacities, each authority might employ a unique methodology for communication strategies, and the evaluation should focus on the definition and implementation of these strategies rather than the availability of particular content. In addition, the recommended section is for evaluating the outcome, not the methodology.

No 3: This is considered to be related to the indicators "No 2: There must be a local alliance for technical and financial cooperation in managing the process" as the The formation of an alliance may result from prior "heritage sensitive" governance experiences, but the absence of such experiences may not prevent local partners from forming an alliance and reaching qualified governing structures. The evaluation should emphasize present qualities above prior experiences. Therefore, this indicator is not regarded as one of the essential characteristics of a competent heritage management planning organization.

No 4: This indicator is also considered to be within the scopes of indicator "No 2: There must be a local alliance for technical and financial cooperation in managing the process" and indicator "No 7: There must be good dialogue between local and central government administrations." The justification with regard to these two indicators

were however reviewed and expanded to include the aspect considering “agreed objectives and values”.

No 5: This indicator is considered to be already available within the scope of indicator “No 14: Monitoring reports must be shared with public” concerning the implementation stage, but the justification about this indicator was expanded to include the aspects highlighted for documentation of the planning stage.

No 6: This indicator is considered to be already available within the scopes of indicator “No 15: Experts from diverse disciplinary backgrounds must actively be involved in the planning team”, “No 20: A participation strategy leaving no one behind must be implemented and presented within the plan document”. Also, the indicators under sections E and F capture the quality features of the planning team's facilitation capacity. Insertion of the suggested indication as an extra indicator would either necessitate iteration of certain features or invalidate the previously specified indicators that are considered to describe what is meant by "facilitative capability." more specifically.

No 7: This indicator is already explained as a key feature for quality implementation within the scope of the indicator “No 44: Related institutions must consider and respect to the management plan.”

No 8: The aspects defined in the recommended indicator are already defined within the scopes of indicators “No 44: Related institutions must consider and respect to the management plan” and “No 45: It must be implemented in compliance with the timetable.”

No 9: This indicator is considered to be already available within the scope of indicator “No 12: Regular monitoring reports must be kept.”

No 10: This indicator was not identified as one of the essential characteristics determining the qualities of plan documents in the technical guidelines or research papers. However, having considered that this is a recommendation out of on-site experience to increase the implementation quality, the available indicator “No 35: It must include a smart action plan” was elaborated further to include the notion of “implementation principles.”

No 11: This is considered to be a very vague statement to be defined as an indicator to assess the quality of the plan document. Heritage management plans, by spirit, are

strategic plans that are open to review and updates in the light of local, national and global developments. This aspect is already elaborated within the scope of indicator "No 38: It must be user-friendly document."

No 12: This is considered to be a very vague statement to be defined as an indicator to assess the quality of the plan document. The defined indicators are explicitly elaborating what the national and international guidelines on heritage conservation and management underline for a qualified heritage management plan.

No 13: The aspect and the recommended place is related to application of a participation methodology that is compatible to local social and cultural characteristic of the heritage place. Therefore, this aspect is already available within the scopes of indicators "No 20: A participation strategy leaving no one behind must be implemented and presented within the plan document" and "No 21: Different participatory methods must be used together within the process".

No 14: The aspects defined in the recommended indicator are already defined within the scopes of indicator "No 44: Related institutions must consider and respect to the management plan."

No 15 and 16: The aspects defined in the recommended indicators are already defined within the scopes of indicator "No 8: There must be an adequately equipped site management office affiliated to the local government."

No 17: This is considered to be recommendation for system development, but not a quality indicator for assessing the existence of key features specific to a case. Besides, the extent and relationship of management plans within the national planning hierarchy have already been disclosed in Chapter 3.1 of the research.

No 18: This is considered to be recommendation for national system development, but not a quality indicator for assessing the existence of key features specific to a case. Considering that this is a proposal based on on-site experience to improve implementation quality, the indicator is evaluated as a recommendation for national system development in the conclusion chapter.

No 19: This indicator was not encountered within the technical guidelines or scientific papers as one of the key features defining the qualities of governance system. Considering that this is a proposal based on on-site experience to improve

implementation quality, the indicator is evaluated as a recommendation for national system development in the conclusion chapter.

As a result, the methodology formed by 48 indicators is applied to 18 management plans with three years of operations as of 2023 in Türkiye to evaluate their adherence to the heritage management plan characteristics. The justification and analysis results for each indicator are presented in the following sections.

4.2.1. The Quality and Effectiveness of the Governance Structure

In the early 1980s, intergovernmental institutions (IMF, OECD, UNDP, World Bank) privileged the liberal and market faith in governance, emphasizing both responsive governments and the protection of fundamental rights. The key features defining governance, therefore, emerged as efficiency, effectiveness, equity, transparency, accountability, responsiveness, consistency, coherence, participation, consensus orientation, and the rule of law. In subsequent years, however, the European Union enlarged the definition to include the social, environmental, and cultural components, conceptualizing it in relation to "holistic/integrated planning" and "sustainability."

2010 European Union Toledo Declaration, as an output of a Ministerial meeting, defines good governance in relation to three main aspects; 1) the basic principles to be applied in the implementation of public policies, such as openness, participation, accountability, effectiveness, coherence, and subsidiarity to ensure effective and efficient use of public resources, 2) creating synergies and cooperation to maximize the optimization of resources, and 3) the direct inclusion of citizens to urban policies as their well-being and satisfaction. The text emphasizes an integrated approach to urban development that takes into account all spatial and temporal scales, unified and harmonized multi-sector planning, disparities and conflicts between different dimensions, and social inclusion (European Union, 2010, p.12-4).

2011 European Commission Report namely "Cities of Tomorrow" also defined governance as a tool to cope with the challenges the cities face, and recommended a holistic model for sustainable development; which would include an integrated approach, place and people-based approach, a combination of formal and informal governance structures, a shared vision that would reconcile competing and conflicting objectives, and effective use of resources (European Commission, 2011, p.VII).

According to a study published by Shipley and Kovacs (2008); good governance principles in cultural heritage conservation processes have been analyzed based on ICOMOS doctrinal papers. The study presents ICOMOS documents' content about the five basic principles defined in the document of "Governance Principles for Protected Areas" published by Institute on Governance in 2003, which are legitimacy and voice, direction, performance, accountability and fairness.

As stated by the authors that five principles defined by Institute on Governance are also concurrent with UNDP's "characteristic of good governance" and they together form a solid and sound basis for heritage sites (Table 4.5). However, the authors underline that ICOMOS charters are more vocal and concerned about the need for skills, knowledge, expertise and professionalism (Shipley and Kovacs, 2008, p.226).

UNESCO guideline defines good governance as *"the relationship between governing bodies, citizens and democratic processes, and the ability to deliver effective, functioning forms of government"* (UNESCO et al., 2013, p.74).

Governance hence refers to the involvement of multiple non-state actors in decision-making processes inside the state apparatus for an integrated, participative, effective, responsive, and accountable management of diverse scales, aspects, and heritage-related interests. Nonetheless, the width, depth, and method of this inclusion and the viability of establishing a multi-scalar and multi-actor governance system are among the most contentious issues in the area.

Table 4.5: Principles of Good Governance in Heritage Conservation

Principles of good governance	Criteria for good governance
Legitimacy and Voice	- Existence of a supportive democratic context - Appropriate degree of decentralization in decision making - Collaborative management in decision making - Citizen participation at all levels in decision making - Existence of civil society groups and independent media - High level of trust - Proper weighting of technical expertise and professionalism - Recognize traditions of all people
Direction	- Consistency with international direction - Existing of legislative direction - Existence of system-wide plans - Existence of management plans - Demonstration of effective leadership - Leadership free from conflict of interest
Performance	- Cost effectiveness - Capacity - Coordination - Performance information to the public - Responsiveness - Monitoring and evaluation - Adaptive management - Risk management - Involve skilled, knowledgeable, expertized and professional people
Accountability	- Clarity - Coherence and breadth - Role of political leaders - Public institutions of accountability - Civil society and media - Transparency - Assurance against conflict of interest - Full sharing of new knowledge
Fairness	- Existence of a supportive judicial context - Fair, impartial and effective enforcement of conservation rules - Fairness in the process for establishing new conservation sites - Fairness in the management of conservation sites - Careful balancing of decisions when conflict occurs among different principles

Source: Shipley and Kovacs, 2008, p.217

In his evaluations over democratization, Dryzek (1996) emphasizes that more democratization essentially means more participation of various groups in political life, but the matter is the state's decision-making power in achieving this.

He makes a differentiation between the “inclusion in the state” and “inclusion in the polity” where he suggests that it is favorable to involve in the polity if some criteria are not met for the inclusion in the state. Inclusion in the state also includes the possibility of erosion of some achieved democratic spheres as well as … impotent civil

society (Aktan and Özler, 2008, p.174). To Dryzek, there is a "subtle interplay" in democratization process between the inclusion and exclusion, the state and civil society.

The state, in this sense, holds two positions in providing inclusion of civil society into decision-making; the first is being an "inclusive state" where it decides on whom and how will participate, the second is being an "exclusive state" where civil society is not included into the state. Both inclusive and exclusive forms of the state can have active and passive versions, depending on their direct interventions into the mechanisms. He summarizes that "difference democrats" argue that the state should play the leading role to organize and encourage civil society groups to engage political life and establish proper avenues for them to wield political influence (Cohen and Rogers 1992, p.425-26); in bringing the "dissociated individuals" together (Walzer, 1991, p.125; 1994, p.189) and in creating compensations and promotions for self-organization of oppressed or disadvantaged groups (Young, 1992, p.532). He argues that such a mechanism in which the state is prominent in civil society empowerment has in common with corporatism, rather than liberalism. He suggests that corporatism (as in the form of passive exclusive state) is the most conducive form of state as it enables democratization within the civil society through the exclusion applied to it (Dryzek, 1996, p.483). Otherwise, their interests are assimilated by the state and they are provided with only symbolic rewards (Dryzek, 1996, p.476).

Table 4.6: Dryzek's Conceptualization of State's Different Positions in Participation

	Inclusive	**Exclusive**
Active	Mobilizes latent groups and driving them into state (liberalists such as Cohen and Rogers, Young)	Attacks and undermines the conditions for public association in civil society (authoritarian liberalism)
Passive	Accepts whatever groups emerges from the society	Leaves the civil society alone (corporatism)

Source: Developed by the author

Bevir reaches a similar conceptualization with Dryzek about the state's role in participatory government. He conceptualizes the two completely different approaches as the "system governance" and "radical democracy", where the state keeps its central

position in the former whereas the active role of citizens in decision-making and their self-governing capacities are highlighted in the latter. To him, as the concern behind the emergence of notion of governance is to legitimize public policies in the eyes of the public, the state benefits from networks and partnerships in system governance instead of hierarchies. As it is not intrinsically devoted to radical democratic values, it restricts participation to consultation, with a stronger role for non-state actors in decision-making, rather than active deliberations between partners. Therefore, system governance is nothing more than a top-down elitist endeavor that protects political elites and institutions from poor performance risks.

On the other hand, radical or participatory democracy searches for grounds where people rule themselves. This demands a priori acknowledgment of the fact that people are creative agents with self-governing abilities; hence, they become engaged members of society. Such a framework would incorporate moral and ethical principles upon which society members base their deliberations. While consensus is the goal of system governance for an integrated society, radical democracy encourages discussion and concessions to address individual differences (Bevir, 2006).

Table 4.7: Bevir's Conceptualization the Difference Between the System Governance and Radical Democracy

System governance (new institutionalism)	**Radical democracy**
Shift from hierarchies to network and partnerships (indirect representation of citizens)	Self-governing capacities of people through associations or groups
Shift in the role of state from intervention to control and monitoring	Opportunities to remake people's collective practices
Shift from laws to negotiation and diplomacy	Invoking norms to be conducted by people
More involvement of non-state actors and public	Devolving aspects of governance to association within civil society
A type of neocorporatism rather than a more open form of pluralism	Participatory democracy
Little of proposals for ordinary citizens but, for sectoral groups recognized by the state	Promotion of active citizenship
Consultation rather than an active dialogue	Continuous debate and persuasion (process)
Consensus	Deliberation and compromise
Ties with liberal institutionalism	Developing contingent democratic practice
Privileging liberal agenda	Establishing other arenas to deliberate
The legitimacy of public policy and state	Ethical pluralism is legitimate

Source: Developed by the author

Among the essential features of a quality governance structure are accountability and transparency which will result in efficient and effective use of resources for heritage management practices. This involves regular monitoring of plan implementation by trained specialists, based on a monitoring mechanism/strategy in which indicators, individuals, and intervals are identified. Measuring the progress and reporting implementation successes or failures will offer the information required for evaluation and revision (Feilden and Jokilehto, 1993; UNESCO et al., 2013, p.142-3; Thomas et al., 2003, p.51). Systematic review procedures involving external consultants or specialists are required every 3 to 5 years to prevent plans from becoming ossified (Cleere, 2010, p.10).

Therefore, a heritage management plan must possess the following characteristics regarding its governance structure:

- Creation of collaboration networks bringing various state and non-state partners
- Creation of a responsive, sustainable, and effective structure
- Creation of transparent, accountable, and effective monitoring system

A. Collaboration networks bringing various state and non-state partners must be created.

1. There must be a local government agency or local administrators committing to the process.

Enhancing governance depends on local input and commitment, country-specific circumstances, and institutional features, and it is only through the local capacity to identify relevant issues and seize political opportunities for legal and regulatory reform (UNESCO et al., 2013, p.74). This highlights the "site-specific" nature of the governance systems and the inability of adapting a standardized model to every sites. Localization of the process, as the administrative units closest to the heritage sites, would result in the development of more sustainable structures, the facilitation of cooperation, and the simple and close monitoring of heritage sites. Local

administrations should assume the technical, financial, and administrative responsibilities of this process for successful and sustainable management systems.

Heritage managers are also key within the governance structures as they either enable the effective operation of networks/collaborations or continue to adapt traditional hierarchical mechanisms. Decision-makers must first recognize the benefits of a management plan to protect heritage values, and commit to the process (DKMPGM, 2006). A decision-maker who sees the need for and benefits of this process and who is willing to commit politically is essential for a local administration to take ownership of it technically, administratively, and financially.

Processes for Arslantepe, Bursa and Cumalıkızık, Diyarbakır, Ephesus, İstanbul, Mudurnu, Pergamon, Selimiye, and Yesemek plans have been initiated by the related municipalities. As a result of requests made by local governments, the MoCT has delegated its authority to make plans for Arslantepe and Yesemek archaeological sites by means of protocols. These local governments have assumed full technical, financial, and managerial control over the planning, implementation, and monitoring procedures.

The local dedication persisted despite shifts in municipal leadership in Bursa and Cumalıkızık, Ephesus, and Pergamon. However, in Mudurnu and Selimiye, the amount of ownership is lower than it was before, while in Diyarbakır and İstanbul-2, it has been lost entirely.

It was the mayors of Arslantepe, Bursa and Cumalıkızık, Diyarbakır, Ephesus, İstanbul-1, Mudurnu, Pergamon, and Yesemek, as well as the deputy mayor of Selimiye, who committed to the process. Their public remarks at the municipal and national levels were prominent. The then-district governor of Mudurnu echoed the mayor's sentiments regarding the need to initiate the procedure. R2 even noted that the process would not have reached a success in Mudurnu in the absence of the district governor. He was the person who leaded and facilitated the process with his enthusiasm and full ownership. His solid attendance in the meetings at the front affected the ownership of the process by the locals, too (R2). The new mayor's request

for authority transfer to the municipality and his fundraising efforts for the management plan revision process demonstrate his willingness to invest in heritage management planning. However, it has not been maintained at the same extent following these actor's changes in cases of Diyarbakır, İstanbul-2, Mudurnu and Selimiye. The previously established site management offices were abolished, and no public statement regarding these processes was made by none of the local administrators. Monitoring meetings continued with efforts of site managers in cases of İstanbul-2 and Mudurnu. Even the replacement of the Mudurnu site manager stopped these meetings. In Harran and Savur, the processes were embraced by the GAP Administration and İl Bank A.Ş. at the regional and central levels respectively, while municipalities transferred their plan-making authority to İl Bank A.Ş. However, no administrative concern was placed afterward, other than the establishment of the necessary governance structure for plan approval. R5 and R9 noted that district governors of Harran and Savur supported and claimed the need for the processes politically, and even province governors also participated in certain key stakeholder meetings to demonstrate their political support.

The ownership was demonstrated by the GAP administration and the district governors supported the planning and implementation process to the same extent as a local administration. R5 stated that although the municipalities have not assumed administrative responsibilities, they were quite active in giving logistical help. This ownership has been sustained with the help of local experts involved in the plan-making process as well as the plan author Anadoku, who acted as an NGO monitoring the plan and facilitating its implementation voluntarily. However, R9 indicated that Savur is one of the first places of duty for district governors, and that there have been three changes to this position throughout the planning process. This impeded the governorate offices' capacity to maintain local ownership and keep people informed about the execution.

In Aphrodisias, Geyre Foundation took the financial responsibility of the planning process upon the protocol signed with the MoCT, but administrative and technical responsibility stayed within the MoCT, and no local administration was included into

this collaboration. R12 stated that Geyre Municipality initially and Karacasu Municipality thereafter contributed relatively little to the project, which was also propelled by the efforts of the site manager. They have never had the leading, or guiding position. R8 noted that despite efforts to involve Geyre Municipality more in the process, the legislative requirements superseding the town municipality did not allow it either.

R17 noted that although the technical and administrative process in Nemrut continued under the coordination and financial support of the MoCT and MoIT, Adıyaman Governorship provided its administrative support in the process and maintained the local coordination of the works and the fund-raising processes. The relevant local governments or local administrators in Ani, Çatalhöyük, Göbekli Tepe and Küçükyalı Archaeopark cases did not share the administrative, technical and financial responsibilities required by the management planning process, either and no local administration demonstrated active involvement or strong commitment for these cases. R16 however mentioned that Maltepe Municipality was very active and contributive to the discussions in Küçükyalı Archaeopark case.

2. There must be a local alliance for technical and financial cooperation in managing the process.

The process starts by a relevant managing authority with support of key partners, but initiating impetus and the drafting the plan should be at the property level, the plan should be developed with participation of stakeholders on an equal balance and with a shared ownership of the process (UNESCO et al., 2013, p.129). The senior managers and staff of managing authority as well as other officials at central or local level management should be committed to and motivated about the management planning process (Thomas et al., 2003, p.16).

Because heritage management has turned out to be a multi-actor collaborative practice, it requires the sharing of management responsibilities, and bringing capacities together for an effective and efficient management process.

The experience showed that sometimes good-intentioned practices and projects cannot be implemented due to the insufficient capacities of the authorized institutions, or institutions with high capacities may not hold any authority for project applications. The governance model needs collaboration between state and non-state players, with the latter typically including universities, competent NGOs, and occasionally the private sector. Parallel to that, as Burns et al. noted that how the decision-making process is constructed in the beginning will have a significant impact on who holds power in the future and how that authority is used. Community, who is often the last to be considered, need to be involved from the outset and participate in defining all structures, processes and outcomes (Burns et al., 2004, p.22). The community representation can be measured through the level of involvement of non-state partners in the collaborations.

Table 4.8: Partnership Compositions in the Heritage Management Planning Processes

Heritage Place	Partnership Composition	
	State	**Non-State**
Ani	MoCT, Kars Governorate	UN (UNESCO, UNDP, UNWTO)
Aphrodisias	MoCT	MSGSÜ, Geyre Foundation
Arslantepe	MoCT, Battalgazi Municipality	İnönü University, UNDP, Anadolu Efes, MAIAO, Arslantepe Supporting and Development Foundation
Harran	GAP, İl Bank A.Ş, Harran Municipality	-
İstanbul-1	İstanbul Metropolitan Municipality, İstanbul 2010 European Capital of Culture Agency	İTÜ, YTÜ, MSGSÜ
Küçükyalı Archaeopark	MoCT, İstanbul Development Agency	Koç University, Europa Nostra Foundation
Mudurnu	Mudurnu Municipality, Mudurnu District Governorate, Eastern Marmara Development Agency	Mudurnu City Assembly, Mudurnu Culture, Tourism and Solidarity Foundation
Nemrut	MoCT, MoFWA, MoEU, GAP, Adıyaman Governorate, İpekyolu Development Agency, İstanbul 2010 Capital of Culture Agency	METU, EU
Savur	GAP, İl Bank A.Ş, Savur Municipality	-
Yesemek	MoCT, Gaziantep Municipality	Gaziantep University

Source: Developed by the author

Such collaborations with different profiles of patterns are observed at Ani, Aphrodisias, Arslantepe, Harran, İstanbul-1, Küçükyalı Archaeopark, Mudurnu,

Nemrut, Savur and Yesemek cases. The members that make up this alliance are listed below. In Harran and Savur, the collaboration was limited to the state institutions, and non-state bodies have not been a legal partner for these collaborations. Göbekli Tepe, and Çatalhöyük processes were managed at the central level, and not supported by technically or financially from the local. The MoCT went into collaborations with excavation teams, only for the production of management plans. In cases of Bursa and Cumalıkızık, Diyarbakır, Ephesus, İstanbul-2 and Pergamon, the local municipalities managed the process with their own technical and financial resources, and no "legal" collaboration was issued with any partner.

3. There must be representatives of local NGOs, chambers, universities, and communities within the governance structure.

The guidelines note that the management plan process should be guided by a consultancy/steering group comprising representatives of the national and/or regional heritage agencies, relevant planning and tourism authorities and universities, museum experts, owners, NGOs and the local community to oversee planning and implementation stages (Cleere, 2010, p.8; UNESCO et al., 2013, p.129; English Heritage, 2009, p.15).

Besides to participatory opportunities within the preparation process, this legal guidance and oversee mechanism in Türkiye are also possible through the governance structures created to assess, approve and monitor the management plans; i.e. Advisory Boards and Coordination and Supervision Boards. The in-country legal regulation necessitates the establishment of an Advisory Board composed of *"representatives from chambers, NGOs, and university related departments as well as those having ownership in the site"* (MoCT, 2021, p.15). However, the degree to which institutions are willing to accommodate diversity is a strong indicator of the degree to which local participation is genuine (Burns et al., 2004, p.32). Therefore, governance structures that do not include all non-state groups will not be inclusive and democratic as they will purposely exclude one or more groups.

As presented in Chapter 3.3., the plan assessment, approval and monitoring structures of Ani, Arslantepe, Bursa and Cumalıkızık, Çatalhöyük, Diyarbakır, Göbekli Tepe, İstanbul-1, İstanbul-2, Mudurnu, Pergamon, and Yesemek provide this diversity. Local NGOs and professional chambers in Aphrodisias; community representatives in Ephesus, and Selimiye; local NGOs in Küçükyalı Archaeopark and Savur; local NGOs, and community representatives in Nemrut are absent in the governance structures.

ICOMOS further stated that efforts to integrate the local communities into the management systems for Aphrodisias, Diyarbakır, and Selimiye should be increased (ICOMOS, 2017d, p.268; ICOMOS, 2015b, p.281; ICOMOS, 2011c, p.327). It is noted particularly for Ani that all the actors involved in the implementation of the project must be mobilized within the Coordination and Supervision Board for timely achievement of the planned results (ICOMOS, 2016a, p.183). Based on ICOMOS evaluations, Ani and Diyarbakır cases are rated as partly qualified for this indicator.

4. There must be representatives from different scales (central, regional, local) within the governance structure.

As Bevir (2006) clarified that the concern behind the emergence of notion of governance is to legitimize public policies in the eyes of the public, the state benefits from networks and partnerships instead of hierarchies. Therefore, it is expected that the governance structures shall include members from various scales in order to provide a balanced environment for all discourse. There are four scales in the Turkish administrative system: central, regional, provincial and local. In order for governance to have a structure that transcends the hierarchy, each level's representatives should ideally be situated within these structures. Except for Diyarbakır, Mudurnu, Nemrut, and Savur, which lack representation from the central government, these four levels are represented in the remaining examples.

5. Balance must be maintained between state and non-state entities inside the governance framework.

As many authors underlined that participation can either obscure or oppose inequalities of resources and power (Brodie et al., 2009, p.21) and participation does not always mean to sharing power (White, 1996, p.6). Whom to encourage to become actively involved depends mostly on "how much power a political system is willing to grant the people" (Thomas, 1995 cited in Sokka et al., 2021, p.8). Similarly noted by Burns et al. that *"having equal representation on a board rarely means having equal power, and some community representatives will have more power than others"* and attention needs to be paid to how to maintain the balance of power in the long run (Burns et al., 2004, p.24). Communicative approach lays on the premise that the participation should allow actors to find opportunity for direct contact with the others, to learn from the others (Ataöv and Haliloğlu Kahraman, 2016), and to understand the others. Stakeholders should not repress each other in terms of decision-making power, and a medium for free and open statements should be established in governance networks. Because the process is primarily handled and coordinated under the legal and administrative framework of the MoCT, if the number of non-state players participating in governance structures is minimal, then the state becomes dominant and the hierarchy cannot be completely eliminated. On the other hand, regardless of numerical representation, the vocal predominance of particular groups may also result in reluctance to express counterarguments. As a result, the attitude and moderation skills of process managers may be able to rectify the power imbalances that arise. Consequently, both structural and practical conditions play a role in developing a communication environment conducive to learning for everyone without repressing the other.

There is an imbalance in favor of the state only in Aphrodisias (8 members for state institutions, 4 members from non-state institutions) and Nemrut (12 members state institutions, 5 members from non-state institutions). Civil society and academy representation is higher in Ani, Bursa and Cumalıkızık, İstanbul-1, İstanbul-2, Mudurnu, and Pergamon. Governance structure in Ani even demonstrates a complete

balance among governmental (central[18] and local), non-governmental and academic stakeholders with 4 representatives for each. The rate is almost half in Arslantepe, Çatalhöyük, Diyarbakır, Ephesus, Göbekli Tepe, Harran, Küçükyalı Archaeopark, Savur, Selimiye and Yesemek. R6 and R2 noted for Bursa and Cumalıkızık and Mudurnu cases respectively that they paid special regard to the balance between state, academia, and NGO representation while R13 stated that another criterion for Yesemek was the inclusion of persons who would foster lively discussions. R6 stated that the MoCT guided them in structuring the governance mechanism and in observing the balance of power between the actors. R2 also noted that inactive NGOs were also included into the governance structures to make them feel a part of this process.

In addition to the quantitative analysis conducted for this indicator, the actual situation is also indicative. For Bursa and Cumalıkızık, Diyarbakır, Harran, Savur and Selimiye plans, no imbalance among the participants in terms of political power is observed. Instead, participants made the statements freely and openly (R3, R4, R6, R9). However, R1 have a case noted for Ephesus that Virgin Mary House Foundation requested a private conversation with the planning team which is rejected on the grounds that any view should be shared overtly with other members. But this request by an NGO is an indicative that the legal participatory structure did not calm a non-state participant about free and open statements. R14 and R11 stated for Ephesus and İstanbul cases that administrative hierarchies could not always overcome within the site management system. This is because the site management system has not been granted a formal role within the administrative system. R11 stated that horizontal networking, as defined by the management planning, cannot be achieved in İstanbul, and such interventions and "interferences" are not welcome by key institutions.

R2 and R7 noted for Mudurnu and Yesemek cases that the only imbalance among the participants emerged not from the state representation, but from the academic members within the boards as they dominated the discussion with scientific supremacy. R10 similarly stated for Pergamon case that the most active members are the academicians

[18] Local branches of the MoCT are counted as the central level representation though they are based at local or regional level.

followed by NGO representatives while the mukhtars are the least talking group probably due to their hesitation in front of academia. R15 noted similarly for İstanbul that ICOMOS as a wise and recognized NGO are very guiding and dominant within the boards that sometimes led to other members' hesitation to take the floor for a counter statement. R5 confirmed the imbalance involvement into the discussions in Harran and Savur cases in terms of academic and technical knowledge, but made no reference to any supremacy or ego, rather noted the respect to different levels and expertise among the members and the nature of the meetings as learning environment for all. R16 similarly to R5 stated that the most active members in Küçükyalı Archaeopark were the institutions with direct responsibilities at the site, but this was not related to a legal power, but to the experience and interest in the heritage site. The imbalance is partly observed in Ani governance meetings too, as representatives from local administrations like Kars Municipality, Kars Provincial Special Administration have never made statements in any of the meetings, but NGO representatives with technical knowledge and aspirations of gaining academic renown have been very active in deliberations. In Arslantepe, the withdrawn group was the local NGOs with no direct responsibility at the heritage sites. R12 remarked that MoCT representatives, as the highest-ranking level in the hierarchy, have always let members to make free and open statements in the Aphrodisias issue; nonetheless, the difficulty during the sessions was the apathy of important state institutions towards contributing to the debates. For Nemrut, power structures were asymmetrical between civil society and government agencies in the planning stage, but mutual relations were established by the help of setting mutual priorities (Ataöv et al., 2019, 87). No data regarding the practical situations in Çatalhöyük, and Göbekli Tepe, could be obtained, so their scoring is based only on the structure.

In cases where structural balances are maintained, such as Ani, Arslantepe, Ephesus, İstanbul, Mudurnu, Pergamon, and Yesemek, bureaucratic or academic hierarchy between members negatively impacted the quality of deliberations. However, despite the state's dominance in Aphrodisias, state representatives did not suppress the non-state members, who were even more vociferous and concerned than the state representatives in the board deliberations. We can argue that the members' relations

with the field, their level of knowledge and expertise, their interests in the process, their attitudes toward collaboration, and their capacity for moderation are more important than numerical balances in the formation of a balanced dialogue environment between state and non-state actors. Therefore, practical conditions are increasingly crucial to communication quality.

B. A responsive, sustainable and effective structure must be created.

6. There must be an active and competent site manager.

Site manager will be the head of the governance structure and will ensure coordination among the stakeholders in the overall process. Besides, site managers have highest responsibility in plan implementation and monitoring processes (MoCT, 2021, p.14). Therefore, s/he must be respected, trusted and reputable, have political clout, have technical knowledge and experience in the field, have high communication and problem-solving skills, and be willing to carry out his/her duties as site manager. The experience showed that processes under the leadership of a site manager with these qualifications, the cooperation structures may work effectively and the performance of the management plan implementation increases. Blandford confirms this over his analysis of UK experience that *"nearly all UK Management Plans have encouraged the creation of on site champions, managers or coordinators to implement the Plans. Most sites have such a person who has the responsibility of implementing the Action Plan, acting as a catalyst for local involvement/funding, and encouraging or participating in partnerships"* (Blandford, 2006, p.362).

Some scholars even point to their qualifications specifically, underlying the fact that an unsightly or unwilling manager will negatively affect even the best techniques and intentions, and will lead the management to failure (Middleton, 1996). Cleere and Saunders make special reference to their qualifications and educations, such as having basic management skills of finance, auditing, budgeting, personnel management, communication, project planning, public relations, the legal dimension of heritage management, land planning, health, security, trade, industry, and government at all scales (Cleere, 1989, p.16), and having basic knowledge, enthusiasm, and experience

in archeology and architecture as well as skills to use existing resources effectively, to set priorities and take difficult decisions, to receive training in personnel management, and to work effectively with different disciplines (Saunders, 1990, p.160). The qualifications are referenced in national legislation as s/he has to have completed at least four years of undergraduate education in the departments of urban planning, archeology, art history/history, law, public administration, business, and economics; be sufficiently familiar with the site; have done site work before; be able to develop a specific vision for the site; be knowledgeable about new approaches to cultural heritage management, and be experienced in management policies and practices (MoCT, 2021, p.14).

The experience showed that in some controversial or problematic situations in Türkiye, site manager's initiative-taking intention and capacity has been important in overcoming the problem. Preparing annual monitoring reports and sharing them with the relevant stakeholders also increases the implementation performance of the plan, as the issues that require intervention can be identified. Keeping the said reports in a systematic and orderly manner is only possible with the active site managers' willingness to bear such a responsibility.

After the change of site managers of Ani, Aphrodisias, Arslantepe, Diyarbakır, İstanbul-2, Küçükyalı Archaeopark, Mudurnu and Selimiye in the course of time, coordination of planning, implementation or revision could not be sufficiently ensured compared to earlier stages, meeting frequency was reduced, or regular monitoring reports were not submitted. The opposite is also observed and relevant. R10 noted that after the Pergamon's inscription on the WHL in 2014, initial Pergamon site manager visited the site only twice a year due to her official duty in another province, made no reporting for monitoring and did not execute orderly activities on behalf of the site management office. The site's first monitoring report was prepared after her replace by the new site manager, and systematic training and awareness raising activities were commenced. Çatalhöyük, Göbekli Tepe, and Harran site managers have never been active and effective, as they have carried out their work in line with the instructions of the authorized administration if any, and in some cases, they have not even fulfilled

these instructions; for example, the letters sent to the Çatalhöyük initial site manager regarding the annual monitoring of the management plan was not responded for years. The reassignment of Bursa and Cumalıkızık, Ephesus, Nemrut and Yesemek site managers over years is another indication of their adaption as key persons by locals and the MoCT.

Bozkurt (2017) stated that acting as a part-time site manager in cases of Bursa and Cumalıkızık, Çatalhöyük, Ephesus, and Selimiye are the disadvantages regarding the plan monitoring and implementation coordination. However, the author observed over years that the site managers of Bursa and Cumalıkızık, Ephesus, and Yesemek, and the initial site managers of Ani, Aphrodisias, İstanbul-1 and Mudurnu have been consistently active and competent in carrying out their tasks, despite the fact that they hold these responsibilities as a side employment. R17 also observed that the site manager of Nemrut is the most important aspect in the successful implementation of the Nemrut plan; without him, the plan would not have been able to achieve such a high degree of action realization success.

ICOMOS stated that local decision-making processes and planning supervision are not fully elaborated within the management plan for Arslantepe and assignment of a year-round site manager is needed to increase management capacity (ICOMOS, 2021, p.158). The assignment of a site-based site manager that will work all year round recommended also for Göbekli Tepe plan (ICOMOS, 2018, p.274).

7. There must be a good dialogue between local and central government administrations.

The experience showed that because the process starts and proceeds under the control of the central government, close ties between key local institutions and the central government are decisive for building cooperation, securing investment priority, speeding the process, and creating more resources as needed. Otherwise, tensions and disagreements could potentially harm the process.

The conflict between the opposition party administrations of Diyarbakır Metropolitan Municipality and İstanbul Metropolitan Municipality with the central government caused a lack of coordination in the management plan implementation and monitoring processes. The process is coordinated later not by the municipalities locally, but by the MoCT and its assigned site managers, centrally. For Aphrodisias, Geyre Foundation who agreed to continue the legal collaboration for plan revision process was not granted authority by the MoCT for an extended period of time, nor was Aydin Metropolitan Municipality under opposition party administration, who was eager to assume the responsibility as the local government body (R12). R12 further noted that the newly appointed Provincial Director of Culture and Tourism have never contacted to local administrations since 2018, nor did the new site manager. The plan-making authority was transferred at the request of local governments of Arslantepe, Bursa and Cumalıkızık, İstanbul-1, Pergamon, and Yesemek if the legal circumstances required it, and MoCT assisted them throughout the process with significant technical collaboration, followed by the prioritization of their WH nomination timeline. At the outset of the government of the opposition party in Mudurnu, the MoCT and the Municipality also collaborated technically. The WH process for Mudurnu initiated in 2015 at the request of the Municipality though it was not on the MoCT's preliminary agenda. According to R2, with the transition of local administration to the alliance party (MHP), the mayor's interest in the management planning process increased, in partly due to the deputy Minister's broad support for activities at Mudurnu, as the MoCT participates in high-level representation at local events held in Mudurnu. R4 noted for the Selimiye case that the MoCT's support for one of the early cases helped the adaptation of the management planning process by local stakeholders, despite the fact that the central and local administrations belong to different political parties. Specifically, Edirne Governorate's concerns over the management planning authority and limited information flow at the Regional Directorate of Pious Foundation were alleviated by the MoCT's formal and informal interactions with connected institutions. R17 also noted for the Nemrut case, the MoCT provided administrative and financial support to the governorate during the planning and implementation phases.

On the other hand, the tense relationship between the MoCT and the Selçuk Municipality that existed at the beginning of the process in Ephesus resulted in the delay of management plan approval. However, tensions between the two parties began to calm in 2014, when the municipality was transferred to the management of the party in power. The new mayor of Selçuk made it possible for the plan to be approved and the nomination file to be submitted. The Selçuk Municipality, which moved back to opposition party government after the 2019 elections, maintained strong ties. The management plan power was given to the Selçuk Municipality, and parking money at Ephesus' lower gate was moved from the MoCT to the Selçuk Municipality after a campaign started by the mayor. The Ephesus case only indicates how party politics and individual attempts for productive discourse can alter the quality of the process.

No concrete evidence or data is available for the cases of Ani, Çatalhöyük, Göbekli Tepe, Harran, Küçükyalı Archaeopark, and Savur with regard to central-local political relations that may affect the quality of the process.

8. There must be an adequately equipped site management office affiliated to the local government.

The plan must define a management structure to implement, monitor and review it (UNESCO et al., 2013, p.125) because the management planning from preparation to review is a long-term process that requires intensive effort and coordination. Since the site managers generally carries out this task as a secondary job, they cannot devote all her time to the site management. Local administrations also may have various institutional tasks and responsibilities. Site management offices with specific tasks in this process facilitate the process and increase the effectiveness of the governance structures and management plan.

Cleere argues that to gather all activities, responsibilities and authorities for protection in one unit is not preferrable. Instead, institutions and authorities having different responsibilities for the same purpose should be in full cooperation (Cleere, 1984, p.130). However, the Burra Charter refers to the necessities about identification of a management structure which is capable of implementing the defined conservation

policies. This identification relates to persons responsible for subsequent decisions as well as for the day-to-day management; to the mechanism to make and record decisions; and to the tools for security and regular maintenance (Australia ICOMOS, 1999, p.15). This necessitates foundation of a specific unit or structure responsible for coordination of on-site heritage management, which is also referred by Feilden and Jokilehto as "site commission". This commission is to be composed of qualified experts of diverse professions, to function as the guardians of the place, is responsible for reconciling the legitimacy of interests of local inhabitants with those of visitors, to have administrative relations with national governments but with certain freedom of actions for fund-raising, resource allocation and performing activities limited to site promotion, education, communication, and visitor management (Feilden and Jokilehto, 1993, p.4, 47). To them, decentralization of responsibilities is necessary, and individual staff members should make immediate decisions within the context of pre-determined responsibilities (Feilden and Jokilehto, 1993, p.30). UNESCO guideline also recommends that an existing or new unit can be attained within the empowered organization as the responsible to implement the plan. It will revisit and reorganize the decision-making, and have responsibilities about resource allocation, procurements, and staffing. If the property is large or managed by different stakeholders, it can be charged with tasks more about coordination than directing the implementation. The document further recommends the appointment of a manager solely for coordinating the stakeholders while day-to-day management is delegated to different organizations and their respective leaders (UNESCO et al., 2013, p.141-2).

The said offices were established within the relevant municipalities in cases of Bursa and Cumalıkızık, Diyarbakır, Ephesus, İstanbul-1, İstanbul-2, Pergamon, Selimiye and Yesemek plan processes. They are staffed with a certain number of professionals from related specialties, and have functioned as primary contacts for the planning of historic management. Even in İstanbul-1, a specific building other than the municipality headquarter is assigned for this purpose, which was the first and still rare of its kind. ICOMOS stated that Bursa site management unit includes competent professional staff (ICOMOS, 2014b, p.277), Ephesus site management unit with experts from diverse disciplines coordinates management plan implementation (ICOMOS, 2015a, p.327), but Bozkurt's analysis stated that inadequacy of the skilled staff within the Bursa and

Cumalıkızık, Ephesus, and Selimiye offices and employment of contractor firm members within İstanbul site management units led to the organizational problems regarding the site management office particularly in monitoring stages (Bozkurt, 2017). For Mudurnu, an adequately equipped office exclusive to heritage management is not founded due to the scarcity of staff, but few experts assigned by the municipality facilitated the site management coordination in continuous contact with the site manager (R2). R2 also noted that a specific place was first allocated by the municipality as the site manager's office but after the change of the mayor, it was closed up and the experts were charged with duties other than the management planning. Offices for Diyarbakır, İstanbul-2, and Selimiye plans rendered dysfunctional or abolished after the change of local administrators. The absence or subsequent abolition of these offices impeded the monitoring and coordination of implementation, as well as the spreading of the knowledge gained via these processes (R2, R11, R15). Though not abolished, staff of site management office at Bursa and Cumalıkızık and Pergamon was charged with different tasks at other departments of the municipality (R6, R10). R6 notes today there is only one person left charged with site management office responsibilities in Bursa and Cumalıkızık site management unit. R10 stated for Pergamon case that the new office members are however a full-time architect, urban planner with undergraduate degree of archaeology, and archaeologist while the former members are the graduates of architecture, archaeology and philology. The newly assigned persons are also those experts involved in the preparation process. R10 claims that the change of the staff structure within the site management office did not damage the process, on the contrary the structure is strengthened. In Ani, Aphrodisias, Arslantepe, Çatalhöyük, Göbekli Tepe, Harran, Küçükyalı Archaeopark, Nemrut and Savur, site management offices operating locally were never established, and the studies were carried out under the coordination of the relevant units of the MoCT and municipalities, in coordination with its assigned site managers.

9. The process must be resilient to shifts in leadership or other key players.

If a robust governance system is built, it is reasonable to assume that changes in important actors will not have a negative impact on this structure. Experience has

shown, however, that the process becomes stalled or its efficacy diminishes if the new administrators do not continue the projects of the previous managers or if they are not convinced of the utility or importance of this effort (R6, R11, R12, R15). The opposite is also possible. After a manager change, a stalled process might continue from where it left off.

Site manager's change in İstanbul-1 process did not negatively affect the ownership of process, but the site management office was rendered dysfunctional due to the local government change in the İstanbul-2 planning period. Following the site manager's one more change subsequently after the local elections in 2019, all coordination of the process has passed to the MoCT, which has resulted in the diminish in the coordination between the MoCT and the Municipality. The financial and human resources of the site management office granted by the İstanbul Metropolitan Municipality has been withdrawn, and this has resulted in ineffective implementation, monitor and coordination of the management plan process (R11, R15). R15 also noted that in the period between two planning process, many staff or manager at stakeholder institutions were either promoted, retired or charged with different tasks, and the memory and knowledge gained in the first period cannot be sustained within the units for the future. A similar situation was also observed in Selimiye. The change of both site manager and local administrator has reduced local ownership. Although planning authority was transferred to the Edirne Municipality at its request, the delayed progress of the plan update indicates that the process' coordination and priorities have shifted. In the situations of Mudurnu and Savur, many district governors were replaced. Despite the fact that each governor has been informed and kept up-to-date on the plan documents and processes, the level of commitment has not been as strong as it was in the beginning phases (R2, R5, R9). The recent changes in the excavation head and site manager of Ani; the mayor and site manager changes in Diyarbakır; and the site manager change in Aphrodisias and Küçükyalı Archaeopark, and mayor change in Bursa and Cumalıkızık have also resulted in a decrease in the coordination of management plan implementation and monitoring, weakening of communication between stakeholders or delaying the plan revisions. For example, the principles and priorities determined in the management plan in Ani were not taken into account by

the new management; a significant budget was transferred from the Development Agency to the restoration of Ebu'l Manucehr Mosque, which is not among the priority activities. For Bursa and Cumalıkızık, R6 stated that the new mayor supported and was committed to the plan revision process, but that he is not committed to İznik's inscription on the WHL as a new project of his, resulting in the Municipality's emphasis being redirected to the coordination of İznik's management plan process. The cooperation with the Geyre Foundation in Aphrodisias did not continue as the new decision-makers within the MoCT was not willing to collaborate with the foundation, and the recent site manager change has weakened the plan monitoring, review and inter-institutional coordination quality, either. For Harran, site manager has been changed by the MoCT for three times in five years, all were not in line with the legal legislative requirements and they have never been active in monitoring and coordination. R9 noted for Savur that the initial site manager who has been an experienced and competent architect was changed by the MoCT, and a non-local and non-experienced person has been assigned as the site manager of the process. In Nemrut, three ministers and five mayors have changed within the six years of planning stage, but the researchers and planners have moderated the shifts through dialogue with the academic support of a respected NGO, which is ICOMOS (Ataöv et al., 2019, p.86). The process for implementation is still coordinated by the efforts of plan authors and site manager despite the later changes in local administrations (R17).

Diyarbakır, Harran, Savur, and Selimiye, where cases began under the authority of the municipalities before to 2016, there has been no monitoring since the transfer of responsibility to the MoCT, and plan amendments have not been initiated, either.

Contrarily, R10 noted that after the change of both the mayor and site manager in Pergamon, the coordination and monitoring performance increased despite the replacement of site management office staff. The process's initiating district mayor in Arslantepe was subsequently elected as the metropolitan municipality's top official, bolstering locals' stake in government while also increasing the site's resource diversity and political clout. However, the statutory meetings that had been held on-site at 6-month intervals by the previous site manager were disrupted when a non-local and

inexperienced technical staff member within the MoCT was assigned as the site manager. Despite political upheaval in Ephesus, technical works have strengthened in time. During the time it took to revise the plan, the new Nemrut governor kept up the same level of assistance as his predecessor and even used funds allotted to the Development Agency to do so.

There was no significant actor change in the Göbekli Tepe and Yesemek planning process, and no data could be achieved for the impact of Çatalhöyük site manager and excavation director changes on the site.

10. Motivation that initiates the process must be maintained.

The management plan process does not conclude with the plan's approval. It is subject to adjustments and revisions based on input and monitoring during the phase of implementation. As long as the passion and commitment that launched this process are sustained, the plan's execution performance is expected to be high. This is also proved by the work of Worthing and Organ (2020, p.584) on UK experience in management planning as for that *"due to so much time and effort being spent on the plan that detailed action gets sidelined or organisational priorities are refocussed on changed priorities."*

The Turkish case study demonstrated that processes are frequently halted regardless of whether or not the primary objective, mainly World Heritage Listing, is achieved. Some respondents stressed the need for radical changes in administrative practices after remarking that the concept of management planning does not fit well with the bureaucratic structure and traditions of Türkiye. This isn't often met with excitement from everyone involved, especially those who aren't eager to give up any of the power they already wield. The plans are not expected to be sustainable or are not fully implemented during the implementation phase, as mentioned by R4, R11, and R12.

The processes for Bursa and Cumalıkızık, Göbekli Tepe, Ephesus, and Pergamon, which were initiated for WHL purposes, continued to a certain extent when these properties are included to the List. The Pergamon plan was a draft when presented

with the WHL nomination file, and it was authorized in 2017, three years after its inscription. The motivation to prepare was still present after the inscription, but according to R10, it was not at the same level as before the inscription. The prior site management office did not carry out monitoring and coordination of implementation until 2020; the studies were restarted following manager changes in 2020. Concerning integrated and sustainable conservation, the procedure to establish a revised management plan befitting Pergamon's dignity has also been undertaken. For the Bursa and Cumalıkızık plan, R6 noted that the expected tourism increase has not materialized due to global security and health concerns following the WHL inscription of the site. As a result, partners have expressed some dissatisfaction and loss of interest. For Göbekli Tepe, one of the concerns during the nomination process was for the visitor management at the site, and the WH committee decision (WHC, 2018) requested Türkiye prepare and submit a tourism management plan as part of the comprehensive revision of the management plan. Its preparation is still continuing with collaboration of different partners. R1 and R14 noted that motivation behind the Ephesus plan was both inscription on the WHL and increasing the management authority of the municipality at the archaeological site. The latter motivation was sustained to some extent by the current mayor in the plan revision process after the inscription, but as R14 stated, the initial contentious situation between the MoCT and Municipality morphed into a more modest negotiation process between the parties, as it was accepted by the local partners that the plan cannot stand on policies that are contrary to the current legislative rules and provisions. After the site's inscription on the WHL, the local administration's dedication to heritage management planning remains intact, as evidenced by the recent acquisition of a new version of the plan.

For Aphrodisias, Çatalhöyük, Diyarbakır and Selimiye plans, which were prepared with the same motivation, the desire for coordination and communication between institutions as well as for monitoring the plans did not continue following the sites' register on the WHL. This is also confirmed by R4 and R12. R8 stated that though the motivation for management planning at Aphrodisias was the WHL, Geyre Foundation was not keen to develop the site a place of tourism attraction and to boost tourism facilities at local level. Rather, it was to conserve, manage and promote the site as a

WH property. R8 further explained that the motivation was present in 2005, far before the nomination process, but they could not formulate and frame the conservation methodology. A draft “conservation principles document” was prepared by MSGSÜ at that time, later it became the baseline for management planning. Following the site’s inscription on the WHL in 2017, the plan mandate also expired in 2018. Relying upon the WHC decision, a revised and updated version of the plan has to be submitted to UNESCO, but no process for its revision has been initiated for 4 years, despite to the requests by Geyre Foundation and Aydın Metropolitan Municipality for undertaking this responsibility. Neither the site's WHL status nor the anticipated comprehensive conservation and management of the site has initiated the plan revision process for Diyarbakır plan, four years after the termination of the plan period.

Yesemek motivation for WHL is continuing, so does the interest to implement the plan. This is also confirmed by R13 that it is quite ambiguous whether the institutions will continue to support the management planning process if the authorities withdraw from WH nomination process.

The WHC may also request the preparation of management plans for sites currently on the WHL. This has been the case for İstanbul, and the process began with WH regulations for the conservation and administration of WH property. The plan revision continued with the same rationale, also based on existing Committee decisions mandating its evaluation and revision (WHC, 2012a; WHC, 2013; WHC, 2015). The local administrations no longer maintain the motivation to coordinate the implementation of the new plan, but the WHC continues to monitor the heritage site. Despite the fact that the İstanbul-2 plan's five-year mandate would expire in 2023, no entity has yet launched a revision procedure. The processes for Küçükyalı Archaeopark, Mudurnu, and Nemrut started with integrated conservation and management concerns. The desire to implement and update the plan maintained for Nemrut despite the fact that the plan had not been submitted to UNESCO or reviewed by ICOMOS, nor had a request for its amendment been issued. The new version of the Nemrut plan is ready to be finalized, according to R17. Motivation in Mudurnu was oriented toward WH nomination processes in the meantime, as it facilitated the

document's adoption by local partners for implementation and coordination. However, this drive was lost as a result of the change in mayor and the failure of the UNESCO WHL nomination process. The efforts of the site manager maintained this motivation for a time, as evidenced by the monitoring reports sent to the MoCT and the arranged participatory meetings, but the assignment of an actor from outside the site as the site manager resulted in the complete loss of this motivation. After the approval of the Küçükyalı Archaeopark plan, neither the annual monitoring reports nor the governance structure meetings were produced.

Plans for Ani, Harran and Savur were initiated within the scope of national and international collaborations and available financial sources. The motivation was to enhance sustainable tourism capacities at the sites and to promote heritage values broadly. Ani plan process was interrupted for a few years, but as in the case of Mudurnu, WH motivation helped its finalization and adoption. Post-inscription requirements and monitoring by UNESCO helped also maintaining the motivation for its implementation. But its revision process has not been started yet despite its term has ended three years ago. Though there is no audit report or study on the implementation of Harran and Savur plans, the motivation to implement the plan was sustained by GAP Administration, as stated by R5. R9 also noted some progress and effort to implement the Savur plan on the ground, but any process for their monitoring and revision was not conducted. This is related to subsequent changes in legal authorities and actors responsible in the process as for that the MoCT now has to undertake the responsibility of their revisions.

The author argues that WHC decisions and monitoring mechanisms asking adjustments or reviews for the plans could be the impetus for the continuing of the plans' implementation, monitoring, and revision beyond the inscriptions. These are the structural conditions that set the standard for excellence. However, it is not always adhered to with the same devotion and passion by the coordinating authorities, as seen in the cases of Aphrodisias and Diyarbakır. In cases where no monitoring is applied by the WHC regarding the management planning, then revision process might either be initiated as in the cases of Bursa and Cumalıkızık, Ephesus, and Pergamon, or not

be initiated as in the cases of Ani, Çatalhöyük, and Selimiye. This is then linked to the actual conditions established by the roles, attitudes, and mind-sets of the players involved. As a result, the WH's structural situation is a significant source of motivation for both planning and implementing it, albeit it is by no means the only one. If anything, other than the WH mechanisms, is driving it, then its survival will depend largely on the people involved. The motivations that are still alive for Nemrut is claimed by R17 to be related to the motivations that are kept by the planning author and the site manager. This is also relevant for Mudurnu that the motivation is sustained only by the initial site manager. But, in the absence of committed and motivated actors, the motivation is mostly lost.

11. There must be initiative-taking members within the governance structure.

Burns et al. defines the participant character in various forms. The type of the leadership might be token (leading but doing very little), reluctant (no sympathy towards participation), tick-box (have been told to do so), committed but marginalized (supportive but with limited power), short-term (supportive, with power but not sustained), and long-term (supportive, with power and committed) (Burns et al., 2004, p.30-1). They underline the need that the representatives should be accountable to their organizations in proper delivery of information, in making autonomous decisions, and the organization managers need to be briefed and mandated about the meeting content (Burns et al., 2004, p.40-1).

The experience showed that representatives' silence and passivity inside the governance structure do not contribute to in-depth deliberations within the process. There can be many reasons for inaction. One is that people present at the meeting representing their institutions (mostly public institutions) are cautious to express their ideas on behalf of their institutions until they receive the central state's official approval. R3, R5, R7, and R10 noted for Diyarbakır, Harran, Pergamon, Savur and Yesemek that These personnel could postpone the decision-making process by requesting time to discuss the matter with their managers. R7 expressed related to Yesemek case that the participants were unprepared for the discussions because they had not even read the sent-ahead draft documents. This is attributed to the assignment

of ineffective, irrelevant, or unoccupied personnel by institutions. R10 claimed for Pergamon case that for the institutions with whom the municipality's informal communication is strong, such as Chamber of Commerce, or if the institutions are present in the meetings with high-ranking representations, reluctance is not noticed among key partners. This is related by R7 to the fact that the responsibility of the action plan was mostly deemed to be of the municipality as the municipality has been defined as the primary institution of many actions in the plan.

However, leaderships profiles are also noted in several cases. The representative of Serhat Development Agency in Ani determined to provide financial assistance to a long-awaited but uncompleted project that fell under the purview of the MoCT. In order to promote the interaction between the local population and the cultural site, the Geyre Foundation financed an event in Aphrodisias that was not included in the plan but emerged as a need during the WHL nomination process. R8 claimed that Aphrodisia's site manager took the initiative to combine several independent projects outlined in the action plan and concurrently implemented them within the framework of a landscaping project. This was contrary to the action plan's schedule and design, and he did not obtain approval or consent from the governance structure prior to implementation, yet the result has been beneficial to the plan's performance. A member of the Arslantepe Advisory Board requested the addition of an action to the plan, with her university assuming responsibility for its implementation. The site manager in Ephesus initiated the approval of the document criticized and rejected by the Ministry of Culture and Tourism, while the site manager in Yesemek guided a judicial proceeding for the cancellation of the Yesemek Irrigation Pond Project in conjunction with the City Assembly. The previous site manager at Mudurnu utilized fund-raising tactics that were not mentioned in the plan in order to carry out the operations outlined in the management plan. In addition, a member of the Advisory Board took the initiative to provide financial support for a tourism fair participation fee that arose throughout the stage of implementation. R2 referred to a number of similar cases in Mudurnu, noting that the management plan's alignment with local objectives has resulted in the mobilization of resources by local initiatives, and that the management plan serves as a road map to this end, despite the fact that its content

does not encompass every aspect of the heritage management. R4 reported that the financial burden of the camera system within the Selimiye mosque was guaranteed by Edirne Trading Stock prior to plan approval, along with a signboard design and installation project by a local foundation. R17 acknowledged the site manager of Nemrut's initiative as the Adıyaman coordinator of the Development Agency's fundraising efforts for specific projects.

no data corroborating or contradicting this indicator could be observed or collected for Bursa and Cumalıkızık, Çatalhöyük, Göbekli Tepe, Harran, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, and Savur cases.

C. A transparent, accountable, and effective monitoring system must be created.

12. Regular monitoring reports must be kept.

The legislation envisages that yearly and termly (at the end of every 5 year) monitoring reports shall be prepared and plan performance should be recorded in writing based on the reports made by the site manager, the site management office and the authorized administration together (MoCT, 2021, p.13). Governance bodies communicate and evaluate these reports as crucial instruments for the construction of a sound governance structure, the formation of institutional memory, and the sustainability of these structures/memories.

Relying on the MoCT archive and the interviews made, annual monitoring reports are prepared regularly (every year) only for Arslantepe (2 reports in 2 years), Mudurnu (6 reports in 6 years), and Yesemek (3 reports in 3 years). Aphrodisias, Bursa, Cumalıkızık, Pergamon, and Savur all have sporadic monitoring reports from their respective implementation periods (R6, R9, R10, R12). For the Ani, Çatalhöyük, Ephesus and Nemrut plans, comprehensive monitoring reports are available only after the implementation period is over, but no annual reports exist.

For Diyarbakır, Göbekli Tepe, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark and Selimiye, plans, there has been no formal tracking of progress made toward the plan's goals.

13. Regular monitoring meetings must be organized.

Effective communication between stakeholders is directly proportional to the speed with which a management strategy may be put into action and tracked. Maintaining this level of communication requires routine meetings. The national law specifies that the Advisory Board meets once per year and the Coordination and Supervision Board meets twice every year (MoCT, 2021, p.14-15). It might be argued that cases with regular monitoring meetings pay attention to communication amongst the stakeholders and make the required effort to maintain it.

These meetings were held at regular intervals after plan approval in Arslantepe, Bursa and Cumalıkızık, Mudurnu, Pergamon and Yesemek processes (R2, R6, R10, R13). The meetings were even more frequent than prescribed by the legislation in Mudurnu, and Yesemek. But, R2 noted for Mudurnu, members became unmotivated owing to the slow rate of progress in implementation, which was mostly attributable to a lack of funds, and the agenda's frequent appearances. Despite this, the site manager continued to organize such meetings. In the situations of Ani, Ephesus, İstanbul-1, İstanbul-2, and Nemrut, certain meetings took place, albeit sporadic (R11, R14, R15). Aphrodisias, Çatalhöyük, Diyarbakır, Göbekli Tepe, Harran, Küçükyalı Archaeopark, Nemrut, Savur, and Selimiye did not have any annual meetings during their respective plan periods in which progress on the plans could have been assessed. According to R9, the site manager handled all coordination of the Savur plan implementation on his or her own via phone calls.

14. Monitoring reports must be shared with the public.

Only members of the governance structures have access to the available monitoring reports, and no open source is established for transparency within the process. In other words, the achievements, failures, and effectiveness detailed in the monitoring reports are of interest only when they are made public on appropriate platforms (website, press release, media news, leaflets etc.) rather than remaining as internal documents. Unless

actual transparency is maintained, the community and any other partners who are not members within the governance structures risk being left out of the monitoring phases.

Other than the case of Mudurnu, where they were made publicly available, institutional monitoring reports were only ever shared with those directly involved in the governance of the institution. Mudurnu is the only case that has released free, regular (every six months) bulletins updating the public on the plan's progress by detailing any new or concluded initiatives. Mudurnu's previous site manager informed the MoCT of her willingness to publicly share the 5-year monitoring report after five years, but the MoCT's officials did not reply favorably to this offer (electronic posting dated 12th, August, 2020).

Bursa and Cumalıkızık, İstanbul, Nemrut, Pergamon, Selimiye, and Yesemek site management offices all have websites or social media accounts to keep communication with the public active with updates about events and activities, but none of them transparently share monitoring reports regarding the plan's implementation.

R1 brought up the importance of free sharing of documentation in regards to the planning stages in the process of consultation over defined criteria. This is surely for easy access of information and knowledge as well as transparency of the overall process. With the exception of materials like maps, decisions, reports, recommendations, and legislative papers that are already available on many websites, the "backstage" content is not made publicly available in none of the cases.

KEY DIAGRAM		GROUP 1								GROUP 2			GROUP 3				GROUP 4							INDICATOR QUALITY		
		A				U				A			A	U			A			U						
A	Archaeological character mainly	Arslantepe	Ephesus	Pergamon	Yesemek	Bursa and Cumalıkızık	Diyarbakır	Selimiye Mosque Complex	NB. OF QUALIFIED CASES	Çatalhöyük	Göbekli Tepe	NB. OF QUALIFIED CASES	Ani	Harran	Savur	NB. OF QUALIFIED CASES	Aphrodisias	Küçükyalı Arkeopark	Nemrut	İstanbul Historic Peninsula 1	İstanbul Historic Peninsula 2	Mudurnu	NB. OF QUALIFIED CASES	NB. OF QUALIFIED CASES	NB. OF PARTIALLY QUALIFIED CASES	NB. OF UNQUALIFIED CASES
U	Urban character mainly																									
+	Relevant, decisive for success																									
0	Partly relevant, partly decisive for success																									
-	Not relevant, decisive for failure																									
NA	Not applicable, no data																									
THE QUALITY AND EFFECTIVENESS OF GOVERNANCE STRUCTURE [STRUCTURE QUALITY AVERAGE]									3,1			0,1				0,5							2,1	6,1	4,2	6,4
A.	**Collaboration networks bringing various state and non-state partners must be created. [Average for A]**								4			1,2				1,2							2,8	9,2	3,8	5
1	There must be a local government agency or a local administrator committing to the process.	+	+	+	+	+	0	0	5	-	-	0	-	0	0	0	-	-	+	+	0	0	2	7	6	5
2	There must be a local alliance for technical and financial cooperation in managing the process.	+	-	-	+	-	-	-	2	-	-	0	+	0	0	1	+	+	0	+	-	+	4	7	3	8
3	There must be representatives of local NGO's, chambers, universities and community within the governance structure.	+	-	+	+	+	0	-	4	+	+	2	0	+	-	1	-	-	-	+	+	+	3	10	2	6
4	There must be representatives from different scales (central, regional, local) within the governance structure.	+	+	+	+	+	-	+	6	+	+	2	+	+	-	2	+	+	-	+	+	-	4	14	0	4
5	Balance among state and non-state actors within the governance structure must be ensured.	0	0	0	0	+	+	+	3	+	+	2	0	+	+	2	0	+	0	-	-	0	1	8	8	2
B.	**A responsive, sustainable and effective structure must be created. [Average for B]**								3			0				2							2	5,3	4,5	5,5
6	There must be an active and competent site manager.	0	+	0	+	+	0	0	3	-	-	0	0	-	0	0	0	0	+	+	0	0	2	5	10	3
7	There must be good dialogue between local and central government administrations.	+	0	+	+	+	-	+	5	NA	NA	NA	NA	NA	NA	NA	-	NA	+	+	-	+	3	8	1	3
8	There must be an adequately equipped site management office affiliated to the local government.	-	0	+	+	0	0	0	2	-	-	0	-	-	-	0	-	-	-	0	0	0	0	2	7	9
9	The process must be resilient to shifts in leadership or other key players.	0	+	+	NA	0	-	-	2	NA	NA	NA	-	-	-	0	-	-	+	+	-	-	2	4	2	9
10	Motivation that initiates the process must be maintained.	+	+	0	+	0	-	-	3	-	+	0	0	0	0	0	-	-	+	+	-	NA	2	6	5	6
11	There must be initiative-taking members within the governance structures.	+	+	0	0	NA	-	+	3	NA	NA	NA	+	-	-	1	+	NA	+	NA	NA	+	3	7	2	3
C.	**A transparent, accountable and effective monitoring system must be created. [Average for C]**								2			0				0							1	2,7	4,3	11
12	Regular monitoring reports must be kept.	+	0	0	+	0	-	-	2	0	-	0	0	-	0	0	0	-	0	-	-	+	1	2	8	8
13	Regular monitoring meetings must be organized.	+	0	+	+	+	-	-	4	-	-	0	0	-	-	0	-	-	0	0	0	+	1	5	5	8
14	Monitoring reports must be shared with the public.	-	-	-	-	-	-	NA	0	-	-	0	-	-	-	0	-	-	-	-	-	+	1	1	0	16

Figure 4.1: Quality Evaluation Scores for the Governance Structures

4.2.2. The Quality of Planning Process Design and Its Implementation

Production of a heritage management plan includes two complementary tasks; "planning" as the process and "the plan" as the content (UNESCO et al., 2013, p.125). However, as put by many scholars and guidelines that management planning must not target a quality document as an output, but the quality management. Therefore, the attention is to be put on the process, not on the document (Middleton, 1996; Thomas et al., 2003; DKMPGM, 2006; English Heritage, 2009; Natural England; 2008, Worthing and Organ, 2020). This is formulized by UNESCO as *"the plan is a means to an end, and not an end in itself"* (UNESCO et al., 2013, p.125).

As Sakellariadi (2013, p.24) noted over her experience on Philippi management planning that strategic, inclusive planning is a process, not a guarantee, of long-term viability. To guarantee this, the planning process must take into account a number of factors, such as *"confidence of interested parties regarding their contribution, collective appropriation of the project, balancing participation, including the local community, establishing the role of the heritage manager and necessary skills, the form and frequency of contact with stakeholders, financial and administrative resources,"* among others.

Heritage conservation and management is a multifaceted and multidisciplinary practice while management planning requires its own technique and methodology in the making. Definition of integrated and holistic policies is an interdisciplinary task that requires intense exchanges between related experts. Practitioners will not have the full range of skills required to develop a conservation policy for a heritage place and to report it into the appropriate documents, so they need to consult with other practitioners and organizations (Australia ICOMOS, 1999, p.14).

The management process also requires being in continuous contact with public (English Heritage Towns Forum, 1998), must present how to include partners into the planning and implementation process in a reasonable way (DKMPGM, 2006) and how to create forums for partner negotiation (Thomas et al., 2003).

The consultation may involve two-stage planning as specified by Feilden and Jokilehto, the one is related to information-oriented sources (archives, research, scientific partners) while the other one is related to management-oriented sources (owners, tenant, land managers or neighbors) which must then undergo through a scrutinization stage with more detailed examination and review with official authorities (Feilden and Jokilehto, 1998, p.36).

There are practical and ideological motives behind participatory processes. Ideological concerns have already been presented in Chapter 2, concerning the premises of postmodernist paradigm, allowing the people to have an equal-say in decisions which would affect them directly or indirectly. Warburton et al. define four goals/purposes for participation, which are improved governance, social capital and social justice, improved quality of services / projects / programs, and capacity building and learning (Warburton et al., 2007, p.10). Ruige et al. similarly define the expected outcomes of participation as better policies and their effective implementation, increase in legitimacy of public activities, and active citizenship and thus stronger democracy (Ruige et al., 2014, p.19). Thomas et al. highlight five main benefits out of participatory processes in heritage conservation; increased sense of ownership, greater support for protection, greater public involvement in decision-making, linking conservation and development, and providing mechanisms for communication (Thomas et al., 2003, p.55). The aim of the participatory conservation is also outlined by UNESCO as first, to develop a collective understanding among partners about the values and significance of the heritage place as well as the current state of conservation and management system, and the needs to improve it; second, to ensure the share of responsibilities and support for heritage protection; and third, to maintain a continuous dialogue throughout the management process (UNESCO et al., 2013, p.127).

As put forth by Smith that the decision-making process for a value-based strategy must consider and manage the competing values to various groups within a community (Smith, 1994, p.302). This requires the development of an interpretative approach in decision-making, and makes technical experts and decision-makers a part and actor of the space politics in the heritage areas. Coombe (2013) states that this neoliberal

management approach legitimizes new power relations by creating new positions for individuals and social groups in heritage management.

Arnstein, Pretty, and White's "ladder of participation" theory establishes a connection between technique and methodological choices in participation, which are impacted by political decisions.

Arnstein (1969)	
Citizen control	Citizen power
Delegated power	
Partnership	
Consultation	Tokenism
Informing	
Placation	
Therapy	Non-participation
Manipulation	

Pretty (1995)
Manipulative participation
Passive participation
Participation by consultation
Participation for material incentives
Functional participation
Interactive participation
Self-mobilization

White (1996)
Nominal
Instrumental
Representative
Transformative

Figure 4.2. Ladders of Participation by Different Scholars

The classifications contain different numbers of steps; but three basic categories can be mentioned, namely "communication", "consultation", "cooperation", in which the participant's power evolves from weak to strong among steps (least in communication, most in cooperation). These levels are examples of “invited participation” as Cornwall defines (Cornwall, 2000), where the organizer of participation decides who will attend and when. This differentiation is shaped in line with the role and expectation of the state in this process. Inclusive states, as theorized by Dyrzek, choose one of these methods in the system governance process, as theorized by Bevir. From this point of view, the political decision as to which actor is included in the participation process and at what degree is made by those who wield the control over the usage and distribution of resources. Also stated by Cornwell that understanding the dynamics within these preferences anticipates an understanding of the “political” behind these processes (Cornwall, 2008, p.281).

Table 4.9: Levels and Characteristics of Participation

Level of participation	Characteristic of participation	Power of participation
Communication	Manipulative participation	Passive participation
Consultation	Functional / instrumental participation	Active participation
Cooperation	Interactive / representative participation	Pro-active participation
Citizen power	Self-mobilization	Transformative participation

Source: Developed by the author

Therefore, effective participatory planning and successful outcomes require thinking about purpose, process and context together (Warburton et al., 2007, p.1). As the authors pointed out, the evaluation of the quality of public engagement does not necessarily involve major research exercises but meaningful and measurable indicators.

Therefore, the key characteristics of a heritage management plan in terms of its process design and its implementations are outlined as follows:

- Incorporation of diverse knowledge, expertise, and experience into the process
- Using appropriate participatory methods
- Partners' active involvement in the process

D. Diverse knowledge, expertise, and experience must be incorporated into the process.

15. Experts from diverse disciplines must actively be involved in the planning team.

The plan must be prepared by an interdisciplinary team in accordance with the site's characteristics (English Heritage Towns Forum, 1998; Feilden and Jokilehto, 1998, p.36; UNESCO et al., 2013, p.129; Blandford, 2006, p.362), be supervised by an experienced and competent leader or project manager (UNESCO et al., 2013, p.129, Cleere, 2010, p.7; English Heritage, 2009, p.15), and integrated interpretations should thus be reached through the negotiation about and combination of different aspects (Badia and Donato, 2011, p.3).

The experience revealed, however, that the planning process is carried out by a small number of essential specialists, and the majority of the required experts do not actively participate in the planning process. The situation is also confirmed by Badia and Donato over their analysis of Italian experience that architects are the most used figures in drafting the management plans and active consultations among diverse disciplines are hardly achieved (Badia and Donato, 2011, p.7).

Before the regulation change in 2021, the planning team consisted of at least seven experts; graduates of city and regional planning, architecture, archeology, art history, public administration, business administration, and economics departments (MoCT, 2006, p.10). Although experts who graduated from public administration, business administration, and economics departments were included in this team, they mostly did not take an active role in the planning processes. The MoCT has taken into account the reality of the situation, and in 2021 they amended the regulation to streamline the assemblage of the planning team. Experts from a variety of fields may be brought in to assist with the new situation, but city and regional planners, architects, archaeologists, and art historians are all required at a minimum, depending on the specifics of the heritage site and its legal conservation status (MoCT, 2021, p.10).

In the period before 2021, the planning studies were carried out by an interdisciplinary working process with this 7-expert team in Aphrodisias, Arslantepe, Bursa and Cumalıkızık, Harran, İstanbul-1, İstanbul-2, Mudurnu, Nemrut, Pergamon and Savur cases. All the experts were present in the meetings, drafted the reports of their expertise, provided academic input into the plans. R5 further explained that experts from economics, public administration, tourism management disciplines that have been in continuous contact with the planning company, and they had also actively taken part in the Harran and Savur plan writing processes. R15 stated that besides to the technical staff employed during the process, many independent consultancy reports have been obtained for İstanbul-2 plan from experts of diverse disciplines such as law, economics, art history, public administration, sociology to reach more realistic and applicable plan. Even the previous management plan was also reviewed by the five different experts from different perspectives.

Experts from the departments of economics and business administration were not included in the Selimiye planning team, and experts from the departments of urban planning, archeology, and architecture were included in different periods and did not maintain continuity throughout the plan preparation period. There is no information about the professional expertise of the people in the Ephesus, and Küçükyalı Archaeopark planning teams. But, in the research conducted on the names mentioned in the Küçükyalı Archaeopark plan, it has been noted that experts of public administration, business administration, and economics departments in the team are missing. R1 stated that Ephesus management plan was conducted by the same team of and concurrently to the development plan, so the teams were said to be common and the works conducted by the technical team during the development plan was used in the management planning, too, but no economics, business administration, public administration experts are further involved actively into the team. Although these experts were included in the official planning teams of Ani, Çatalhöyük, and Yesemek, they were not actively involved in the process, either. R3 explained that Diyarbakır plan document was divided into two sections in the preparation; as site description and site planning. The site description and value assessment part of the document was prepared by the Municipality experts directly, while the site planning is managed by İkarya Consultancy planning team. The planning team, however, involved in the preparation actively and also reviewed the first part prepared by the Municipality. However, no reference to experts from art history, public administration and business management disciplines exists in the plan.

16. Local knowledge/expertise must be incorporated into the planning process.

The planning team cannot have or obtain all knowledge about the heritage place as much as a local can. Benefiting from the knowledge of local community will ensure the understanding of heritage place in its entirety and development of policies that are specific and appropriate to the realities of the place. Thomas and Middleton, specifically notes consulting local people to obtain local knowledge as they know more about the heritage places (Thomas et al., 2003, p.30). Therefore, the plan must benefit from the local community's knowledge about the site, and those who use and administer the site must participate in writing (DKMPGM, 2006; Worthing and Organ,

2020). Such local experts and expertise may not be available in every instance, or everyone may not be involved fully, but their involvement to the possible extent enhances the quality of the planning process.

In the case of Ani, the opinions and evaluations of the people who have information about the rock-carved places in the valley, which have not been scientifically researched enough, were integrated into the plan. In Pergamon, exclusive meetings with intangible cultural heritage carriers and researchers were organized. R4 explained that local historians and researchers are consulted throughout the process in the Selimiye plan. Similarly, in Harran and Savur plans, a consultancy group has been formed by the planning team, consisting of local academic and freelance experts with long-term work experience in the heritage places as well as with knowledge of key stakeholders. Plan authors, which is Anadoku, has only led the coordination of plan making process (R5). Such a consultancy group is also established in Bursa and Cumalıkızık plan process, many academicians from different disciplines provided scientific and indigenous knowledge into the document. In Mudurnu, certain corner-keeping figures such as retired researchers and teachers, natives were consulted throughout the process (R2). As Diyarbakır plan stood on the outputs of previous three local development projects, planning team benefited from the socio-economic analysis reports including intense data and input about the local people, though not inserted directly to the plan documents (R3). A focus group meeting with experienced excavation workers who were all the locals from Geyre and surrounding villages was held at Aphrodisias plan process. The process nurtured the plan with inputs out of years-long experiences of locals with the site as the employment was like a descend from father to son (R8). R8 also noted that the contributions of Karacasu Vocational School faculty members were noteworthy because they had some local information noted, such as the endemic flora in the basin. First draft of Arslantepe plan, which was obtained through “Future is in Tourism Project” of MoCT, was developed with solid inputs from the academic staff and expert at the local university. İstanbul-1 plan process was managed by a municipality corporate under the supervision of three local academician and a freelance architect. İstanbul plans’ content are nurtured by the intense knowledge and volumed publications produced by local academic staff and

experts. Yesemek plan was developed with intense and new knowledge obtained by the archaeological surveys conducted by local academic staff, even before the data was publicized through publishing. Nemrut plan notes that many researchers who have published intensely on Adıyaman were assigned as consultants to the project, including an astronomer, a filmmaker, photographers, and an epigraphist. Because the contractor of Ephesus management plan himself was an expert native to the geography and had vast experience in the planning history of the area, no other mechanism was established for direct involvement of indigenous knowledge into the plan (R1). Çatalhöyük plan were drafted with only inputs from the excavation teams, no further local expertise was incorporated into the plan.

17. Expertise of members within the governance structures must be compatible with heritage place characteristics.

As Burns et al. (2004, p.8) note that the right mix of skills help effective working of governance meetings. The experience similarly showed that one of the reasons of members' apathy to the deliberation is the inadequacy of their technical knowledge about the heritage place or the subject, especially for those within the Coordination and Supervision board (R3, R7, R12, R14). When the members are from specialties compatible with the nature of the site or they have knowledge about the site, they contribute technically to the decisions. Otherwise, they express the need for in-house consultation with their colleagues which causes the decision-making process be delayed. Professional compatibility also provides integration of local knowledge into the governance structures in addition to the planning process as the issues that might be unnoticed by the planning team are eliminated by the local experts in plan evaluation and approval stages. If the incompatibility is for the key institutions who will undertake main responsibilities in decision making, then the effectiveness of deliberations decreases greatly.

This is also confirmed by the MoCT archive records. For example, Konya regional conservation council representative in Çatalhöyük plan is a mapping engineer; representative of directorate for agriculture in Diyarbakır plan is a veterinarian; representative of related development agency in Diyarbakır is an international relations

expert. This is also noted by R12 for Aphrodisias experience that though Advisory Board members were very knowledgeable and experienced about the site, members within the Coordination and Supervision Board were not authorized or competent experts, so the quality of discussions and outputs within the Coordination and Supervision meetings was up to the performance of the site manager when moderating the meeting. On the other hand, there were special attempts to achieve this requirement. R4 stated for Selimiye case that the managing authority requested the key institutions assign a proper and competent representative to the governance structure. R15 stated for İstanbul that certain number of members which were assigned by the MoCT were not interested in or knowledgeable about the subject and has followed the discussion without any fruitful contribution.

Assignment of expert representatives for the governance structures in Ani, Arslantepe, Bursa and Cumalıkızık, Ephesus, Harran, Küçükyalı Archaeopark, Mudurnu, Nemrut, Pergamon, Savur, and Yesemek is ensured by the related institutions, also as confirmed by R1, R2, R5, R6, R9, R10, R13, R14, R17.

18. Partners responsible for different aspects of heritage management must exist in the governance structures.

Sustainability in cultural heritage management can be achieved only when its multidimensional nature is assessed integrally. Although the nature of these elements differs from site to site, policies about scientific research, protection, urbanization, infrastructure, agriculture, animal husbandry, tourism, trade, transportation, risk management and education must be integrated into decision-making. The experience showed that the inclusion of state or non-state actors with decision-making authority on these issues in the governance structure creates this dialogue and cooperation in the planning process, and also ensure the creation of site-specific governance structures, otherwise the meetings are dominated by the discussions mainly on conservation and tourism practices and projects.

Animal husbandry within the archaeological site in Ani; agricultural activities in Ephesus, and Aphrodisias are important matters for consideration, but the institutions

responsible for agriculture and livestock policies are not included in the governance structures in these areas. While education policies in primary and secondary schools are an important policy element in all areas in terms of the coordination of education and awareness-raising activities, the representative of the National Education Directorate is included only in the governance structures of Arslantepe, Çatalhöyük and Selimiye. Development Agencies, which are important stakeholders in defining and financing activities in line with development policies, are not included in the governance structures of İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, Nemrut and Yesemek. In Nemrut, however, the site manager is currently a Development Agency expert, and the representative of the GAP Regional Development Administration is also included in the governance structure. Relevant disaster and emergency departments or directorates are only included in the governance structures of Bursa and Cumalıkızık, İstanbul-1 and İstanbul-2, though they are key partners to evaluate risk management policies for cultural heritage structures and areas in disaster risk. R2 stated that the governance structure is lacking specialized conservation architects in Mudurnu boards, and they compensated for the gap by taking informal support of other professional organizations like ICOMOS. The governance structure that provides this diversity at the highest level according to the heritage place characteristic belongs to Selimiye. Although no unit has been directly assigned to disaster and risk management, the identification of Edirne Governorship as a stakeholder may ensure this coordination.

E. Appropriate participatory methods must be used.

19. A thorough stakeholder analysis must be made and presented within the plan document.

Identifying the stakeholders, their institutional capacities, roles, and responsibilities in the heritage site, their possible contributions and interests to the project is the primary stage in determining the participation strategy to be applied in the planning process (Office for Public Management, 2012, p.28). Badia and Donato underlines the necessity of an “appropriate stakeholder mapping” for proper analysis of governance problems.

> *What the subjects are to be involved in the governance process is a starting point, and not the solution of the governance problems. It is essential to define their role, the mechanisms of functioning, the degree of involvement of other subjects, the different levels of power in the decision processes, the specific roles and tasks, as well as contemplate "ad hoc" working groups (Badia and Donato, 2011, p.3-4).*

Stakeholders cannot be treated in the same way (Castillo, 2015, p.67), and can be distinguished according to their level of power/influence in the decision-making process, their interests related to the decision, their level of being affected by the decision (Ruige et al., 2014, p.44). Such an analysis is also necessary both to explain the rationality of the participation strategy and to define a realistic and achievable action plan that would distribute the responsibilities in accordance with institutional capacities, authorities, and interests. A brief but objective explanation of the stakeholder analysis in the plan document provides the transparency of the participation strategy applied in process and also guides the plan implementors for further stages.

Başdoğan Deniz (2002, p.1216) found that none of the WH site management plans mentions stakeholder relationships, and the effects of businesses, locals, and visitors on strategic objectives. She states that Aphrodisias and Nemrut plans are almost inclusive as they ignored only tourists as partners. However, both plans include in-depth stakeholder analysis for each heritage place in the context, also accommodating special references to tourists as stakeholders. UNESCO noted that Çatalhöyük management plan also "aims to ensure the recognition and conservation of the significance and values of the property by all stakeholders, including visitors" (UNESCO, 2013). In the management plans of Harran, Mudurnu, Savur, and Yesemek, the authorities of the stakeholders, their interest in the site and their institutional capacities have been analyzed to a certain extent but the inference made by Başdoğan Deniz can also be applied to these non-WH sites, except for Mudurnu, as they are lacking the analysis on tourist as partners. This analysis was followed by identifying the possible contributions and roles of stakeholders to the planning process. R7, R8, and R15 further noted that they paid great attention to note the specific relevant

branches within each institution for Aphrodisias, İstanbul-2, and Yesemek plans respectively. R5 explained that the planning team has visited every key stakeholder at the very initial stage of the Harran and Savur processes, and preliminary remarks regarding their expectations for the site and the process have been noted, this helped decide on the further collaborations with partners. A detailed stakeholder analysis is mentioned in the Ephesus plan, but its details are not shared. R1 explained that a thorough stakeholder analysis considering the wider geographical context within which the site is situated is made, but the details are not shared within the document for the sake of both not speculating the planning process in terms of stakeholder analysis, and putting the focus on the policies and actions rather than the methodology. Similarly, R4 stated that great attention was paid to ensure the participation of partners at the widest extent in Selimiye case, but a "showy" stakeholder analysis at a quality understood today was not presented in the document because the background information or related format is not that much a matter of concern, but the need is an "alliance document" as an output. R2, R3 noted that Diyarbakır and Mudurnu plans have benefited from in-depth stakeholder analysis of previous projects conducted at the sites by the plan authors, but Diyarbakır plan does not share a summary of this analysis in the plan.

Although there are explanations in the form of stakeholder lists or groups in other plans, there is no analysis at a quality mentioned above. In the Pergamon plan, no explanation was provided or data was shared in the document itself regarding the stakeholder analysis at all.

20. A participation strategy leaving no one behind must be implemented and presented within the plan document

As summarized above, the aim of participation is basically 1) to benefit from knowledge, authority, capacity and expertise in the most effective way, 2) to negotiate on the key issues, different and sometimes conflicting interests and expectations, 3) to develop a shared understanding the values and importance of the heritage place, 4) to increase the quality of the public services, projects and programs, 5) to make the plan decisions be adopted by stakeholders, and 6) to carry out a democratic decision-

making process. “Early and continued involvement of all stakeholders at critical stages” is therefore a key in quality heritage management planning (Blandford, 2006, p.361) but “*community participation does not just happen, it needs a strategy, resources, commitment, time and a planned approach*” (Burns et al., 2004, p.28). For such a political process is needed a reasonable and site-specific participation strategy within an “unrushed preparation program” (Blandford, 2006, p.361) through which all stakeholders at different levels involve into the decision-making in line with their authorities, responsibilities, and capacities. Badia and Donato emphasis the need for a road map for the participatory process claiming that each stakeholder will be considered with a different degree of priority, and *“each of them could be possibly involved in not all of the stages of the process of definition of the management plan. Furthermore, it is necessary to highlight what stakeholder will be involved in what actions, and what are the milestones to be reached and the timetables to be respected”* (Badia and Donato, 2011, p.4).

The strategy must be effective and manageable, and agreed upon in the preparatory stage (UNESCO et al., 2013, p.131-2) and “as early in the process as possible” (Thomas et al., 2003, p.15). No stakeholder should be consciously left out of this process, and appropriate mechanisms must be applied to involve the disputed partners. The experience showed that in the planning studies deprived of a rationally-structured strategy, the participation remains at a limited level, or the applied participation methods cannot be utilized effectively. It must include a specific emphasis on the ways and channels as to when and how the partners would involve in the decision-making. Presentation of its details in the plan will also ensure the transparency of the participatory process, and contribute to the quality of the plan.

Aksoyak found that (2019, p.100) participatory processes in Aphrodisias, İstanbul-1 and Pergamon plans were inclusive and applied to notification and decision-making stages whereas the detailed methodologies and stages were not explained in Bursa and Cumalıkızık, and Diyarbakır plans. However, Bozkurt’s analysis reveals the inclusive participatory methodologies applied in Bursa and Cumalıkızık plan, too (Bozkurt, 2017, p.716-8). Başdoğan Deniz (2022, p.1216) also stated that except for Selimiye

plan, other 11 WH site management plans applied intense participatory processes, but details of participation meetings (stages, dates, types, aims, invitees, participants, etc.) are not explained in the cases of Diyarbakır, Mudurnu, Pergamon and Selimiye plans. However, as experienced or expressed by the interviewees that the participation strategy reaching all state and non-state groups and benefiting from different techniques was implemented in the planning process of Ani, Aphrodisias, Diyarbakır, Harran, Mudurnu, Nemrut, Pergamon, Savur, and Selimiye plans (R2, R3, R4, R5, R8, R11). For Bursa and Cumalıkızık, Ephesus, İstanbul-1 and İstanbul-2 plans, the only disregarded groups were local communities, as no mechanisms for their direct involvement could be developed (R1, R6, R11, R14, R15). R3 noted that the strategy applied throughout the Diyarbakır process was initially designed by the planning team, in consultation with the municipality. The key considerations are given to reach the root problems, to consult the relevant addressees, and to refrain from the conflicts during the meetings. In case that a conflict or a hesitation to speak is noticed to occur among participants, additional focus group meetings were organized to make them express themselves openly and to reach the root problems. R4 further noted that even the persons having a matter of court with the municipality were invited to the meetings in Selimiye process. Participants who sabotaged the meetings and decreased the productivity with irrelevant discussions and statements were later eliminated out of the process. Though Yesemek plan refers to a 5-staged participation level, R7 explained that because the timeframe for planning process as defined by the municipality was so rigid and short, no programmed participation model could be formulated. The participation of public institutions, civil society and private sector was not broad for Arslantepe, Çatalhöyük, and Küçükyalı Archaeopark plans, as the invitations for the meetings were made to a small number of stakeholders.

21. Different participatory methods must be used together within the process.

"Facilitation of stakeholder and community involvement" is defined as one of the core values of successful heritage management plans in UK (Blandford, 2006, p.358), and this facilitation can only be provided through selection of appropriate participatory techniques. Each participation method (focus group meetings, workshops, search meetings, official meetings, official writings, face-to-face meetings, surveys, etc.)

involves different purposes, desired output, and application methods. There is never a single right model for the methodology, it may depend on many circumstances on the ground, but at its core, participation is inclusive, sustained and mutually beneficial process (Office for Public Management, 2012, p.37). The methods used for citizen participation may sometime increase bureaucracy, and lead to inefficiency (Farrington, 2011 cited in Sokka et al., 2021, p.9). Therefore, benefiting from different participatory methodologies allows eliminating negative aspects of each method and tests the reliability of the outputs provided (Ruige et al., 2014, p.59). Depending on the stakeholders to be included in the process, the expected output, available budget and allocated time, the team should apply appropriate methods at key stages.

The methodologies may vary from narrow to wider, direct to indirect, passive to interactive, formal to informal, traditional to digital options. Official writings and meetings are the standard participation methods in all studies. The availability of these methods does not refer to a diversification in techniques. For this reason, the different methods applied in cases other than these are listed below. Not all the plans include data regarding participation methodology. The information is obtained through the documents as well as inputs provided by the site managers and plan authors.

Ani: Workshop, focus group meeting, community survey
Aphrodisias: Workshop, informal local community meetings, expert meetings
Arslantepe: Focus group meeting, community survey
Bursa and Cumalıkızık: Search meeting
Çatalhöyük: Workshop
Diyarbakır: Workshop, focus group meeting, community surveys
Ephesus: Workshop, focus group meeting,
Harran: Focus group meetings, workshops, institutional stakeholder survey
İstanbul-1: Search meeting, workshop, focus group meeting
İstanbul-2: Workshop, focus group meeting,
Küçükyalı Archaeopark: Focus group meeting, community survey
Mudurnu: Workshop, focus group meeting
Nemrut: Workshop, focus group meeting

Pergamon: Workshop, focus group meeting
Savur: Focus group meetings, workshops, institutional stakeholder survey
Selimiye Mosque Complex: Focus group meetings
Yesemek: Focus group meetings, community survey

The data obtained from the questionnaires applied in Arslantepe were not analyzed because the application technique was not found reliable, and the data were not reflected into the plan, but this is noted as an attempt of the planning to team to diversify the participatory techniques. So-called workshops held in the Çatalhöyük was not in a workshop order, so they are considered as official meetings.

22. More intensive participatory methods than the mandatory meetings stipulated in the legislation must be applied.

The in-country legislation includes the provision of *"Before and during the preparation of the draft plan, a minimum of two meetings shall be organized with the participation of relevant parties, the relevant institutions and organizations, local people, relevant non-governmental organizations, professional chambers, universities, private sector representatives to be deemed necessary and those who have property rights in the site, to constitute data for the management plan"* (MoCT, 2021, p.7).

The provision does not refer to the scope, stage, or technique to be applied in the meetings. They can be planned in any kind depending on the preference of the administration, and the team. Besides, assigned stakeholders can also come together and negotiate at the governance meetings held for plan evaluation and approval. However, the experience showed that these meetings do not provide as much interaction between the stakeholders as the meetings held to produce the plan content. If participation process is limited to official meetings where there is little exchange of views, and interaction, if policies are drafted with small numbers of participants in meetings, then it detracts from the context and purpose of participation. Participatory conservation and planning are more than just a few hours of compulsory meetings. Therefore, the examples with more intensive participation processes than the minimum

two meetings in the plan preparation process are considered to be more qualified than the others as they paid regard to ideological and instrumental premises behind participation.

Based on the information available in the plans themselves as well as those provided by plan authors and site managers that 2 workshops and 3 focus group meetings in Ani plan process; 3 workshops and various focus group and community meetings in the Aphrodisias plan process; 2 workshops, and 8 focus group meetings in the Diyarbakır plan process; 2 workshops, and 5 focus group meetings in Ephesus plan process; 2 search conferences, 4 workshops, many focus group meetings in İstanbul-1 plan process; 7 focus group meetings and 1 workshop in İstanbul-2 plan process; 2 workshops, 4 focus group meetings in Harran and Savur processes each, and 3 workshops, 8 focus group meetings in Nemrut plan process were held. Though cannot be provided numerically, various expert group meetings in Diyarbakır, Harran, İstanbul-2, Küçükyalı Archaeopark, Mudurnu, Savur, Selimiye and Yesemek plan processes are also noted Therefore, they carried out more intense participation processes than other examples.

Only one stakeholder meetings for Arslantepe, and Çatalhöyük were held without a workshop order. As these cases could not organize more interactive, structured and well-attended participatory meetings compared to others, they are considered as not qualified.

F. Partners must be actively involved in the process.

23. Local people must be directly involved into the process.

European Union underlines one of the key aspects of good governance as the direct inclusion of citizens in policies for their well-being and satisfaction (European Union, 2010). One of the premises of the communicative and participatory planning approach is also to encourage the community to represent themselves directly to remove the barriers in between the state and community in decision-making, to make the community the subjects (not the objects) of planning, and “to bridge the

communication gap between the public and planning professional" (Aydin et al., 2019, p.22). According to Castillo, "lay people" perceive the relationship between the present and the past, and accepting multivocality is essential for developing ways to identify all types of discourses in order to better comprehend and interpret the past (Castillo, 2015, p.64-5). It is therefore important to choose the proper methods to reflect the citizens' knowledge, comments and expectations directly into the plan which defines the "depth of the involvement" and level of community influence into the decision-making (Warburton et al., 2007, p.29). This participation can be provided in different ways (survey, face-to-face meeting, presence in the meetings, involvement in the governance structures, through digital technologies), depending on the social and cultural characteristics of the community as well as on process design by the planning team. Such a management planning process can help achieve quality in the development of active citizenship at the grassroots.

Household surveys were conducted in Ani, Arslantepe, Diyarbakır, Küçükyalı Archaeopark, and Yesemek to seek direct opinions of local people. Since the field studies of the questionnaires applied in Arslantepe were not coordinated effectively, quality data could not be obtained and views could not be reflected into the document, but this approach should be noted as an effort of the planning team for community participation. Besides, in Aphrodisias, Diyarbakır, Ephesus, Mudurnu, Nemrut, Pergamon, and Yesemek many face-to-face meetings were held by the site mangers or plan authors with immediate local community, including women, youth, craftsmen, mukhtars, teachers, imams, etc. In the Harran and Savur processes, the workshops were even announced to the public as open calls. Many interviewees stated that this helped both understand the people's relation with and perception about the site, and increase the awareness of the local community about the importance of heritage place, and the efforts made in the conservation process (R1, R2, R3, R7, R8, R12, R13). Due to time and budget constraints in some instances (Arslantepe, Çatalhöyük) and the difficulty of organizing meetings with high public participation in some others (Bursa and Cumalıkızık, İstanbul-1, İstanbul-2, Selimiye), direct involvement of the local community in the form of open invitations was avoided (R4, R6, R11, R15), and mukhtars as their representatives has been negotiated instead. According to Erbey

(2016, p.439), the İstanbul plans falls into the second category of Arnstein's participation ladder, tokenism, which includes informing, consulting, and placating. Local community participation in the governance structures is provided through mukhtars in many cases. Within governance structure of Pergamon, however, there is one participant from the local community though being a tourism service provider.

With the addition of following provision of *"These meetings are announced to the public in writing, through advertisements to be posted on the boards by the local administrations, through the websites and social media accounts of the local administrations"* to the relevant regulation in 2021, it is now a legal obligation to invite the public directly to the plan preparation process. Citizens are hereon encouraged to participate in these meetings, and their rights are legally guaranteed.

24. Participation of invited partners must be high.

The size and diversity of the stakeholders, who responded positively to the meeting invitation made by the competent authority, reveal the width of participation. It shows the level of interest to the process, and community demand for participation. It is also expected that based on a professional moderation, the wider the participation is, the deeper the interaction is.

As noted by the majority of interviewees (R1, R2, R3, R4, R5, R6, R7, R8, R9, R10, R11, R12, R14, R17) that the participation of those invited to the planning meetings was quite high in Ani, Aphrodisias, Bursa and Cumalıkızık, Diyarbakır, Ephesus, Harran, İstanbul-1, İstanbul-2, Mudurnu, Nemrut, Pergamon, Savur, and Selimiye processes. R8 expressed that the success in high level of participation in Aphrodisias is also due to the efforts of the site manager and the reputation shown to him. R12 confirmed that sustained years-long efforts of the site manager to strengthen the relation of the local community with the site administration helped attracting the attention of the local community to the planning process, thus the active participation in the meetings was always high. In Bursa and Cumalıkızık, Ephesus, Harran, İstanbul-1 and Savur plans, these values are also shared numerically in the plans. What is noted

by some as observations that level of participation increases if local managers like mayors, governors or representatives from central administrations participate in the meetings (R2, R5, R6).

However, some interviewees claimed that level of participation is low most of the time particularly in the Coordination and Supervision board meetings in Mudurnu, Bursa and Cumalıkızık and Aphrodisias (R2, R6, R12) or they included the key actors constantly like the municipality, excavation team, academicians, Ministry branches in Yesemek case (R13). R13 also stated that though they paid attention to include the most appropriate and related partners into the boards, certain members, which are not directly responsible for heritage conservation, gradually have lost their enthusiasm for attending meetings claiming that the issues discussed were not within the sphere of their responsibility or duty. Because the invitation was made to a small group of stakeholders in cases of Arslantepe, Çatalhöyük, Küçükyalı Archaeopark and Yesemek, this criterion is regarded as partly relevant for them even though nearly all invited partners were accepted to join.

25. Number of partners getting the floor in the meetings must be high.

Sokka et al. underlined that organizing and participating in collaborative initiatives within heritage governance "aimed at intercepting, extracting, processing and transforming information to make it usable in decision-making processes" (Sokka et al., 2021, p.8). Such an intense interaction and relation with knowledge requires active involvement in gatherings. The experience showed that attending the meetings does not automatically mean to active participation in deliberations (R7, R9, R11, R12). In an environment where equal conditions are created so that everyone can express their opinions, the multiplicity and diversity of the stakeholders who take the floor is expected to be high. Only then is achieved an effective interaction between the stakeholders, that is also the depth of participation.

The meeting formation plays a decisive role in this quality. Workshops and search conferences offer the environments where the stakeholders contribute more freely. Focus group meetings are also for in-depth discussions for specific matters where

everyone has an equal right to speak. Therefore, the "facilitator" experts must be at an equal distance to all stakeholders. However, official meetings are generally managed by the organizing institution, which is mostly the preparers of the plan, which creates the perception that the participants do not sit at the table on equal terms. Those who want to raise a counter-hegemonic discourse in official meetings might abstain, and if the organizing institution is the MoCT, these reservations increase even more.

Many plan authors and site managers also confirmed that the same level of contribution of every participant to the meeting discussion is not possible in official large-group meetings as the interest and expertise of the participants may vary. But, focus group meetings, community meetings and workshops are the most effective ways to reach in-depth and interactive discussions among participants, which is confirmed by some interviewees (R1, R2, R3, R4, R5, R6, R8, R12). Therefore, the cases in which interactive participatory methods are applied, this level can be expected to be high. In cases of Arslantepe, and Çatalhöyük where only official meetings managed by MoCT, the active participants were limited to the main actors responsible at the site, while the NGO and community representatives mostly remained hesitant to voice their opinions. R3 noted that participation is always high in outlining the problems, but not for proposing creative and realistic solutions. He also underlined that ensuring the high level of participation is up to the moderation capacity. This is also confirmed by R5 that moderation support from experienced experts have been asked in each formal and informal meeting for Harran and Savur plans. R2, R4 and R6 noted several cases for Bursa and Cumalıkızık, Mudurnu and Selimiye plan processes in which certain leading or prominent actors had the floor for "out of agenda" discussion in the initial meetings which exhausted the participants and not allowed the others for the floor, but the following meetings were managed in a way that such figures were approached individually. R2 and R4 however highlighted that the active participation in some meetings in Mudurnu and Selimiye cases was at such a level that they need to moderate and manage the flow of discussion to reach the desired output at the end of the meeting. R2 further noted that when the frequency of the meetings is high as in the case of Mudurnu, repetitions of the agenda items may decrease the interest and the attention to the meetings in the course of time. However, plurality of

members, sharing the plan achievement, organization of meetings within the governorate office led to increase in the interest. R10 stated that the former site manager of Pergamon was quite dominant during the meetings at such a level that participants prepared for contributions were allowed for limited interventions which sometimes created aggression. She even moderated the Advisory Board meetings although she had no official duty or responsibility in that regard. The meeting atmosphere is now moderate compared to previous experiences, and more members can deliver statements. R12 stated for Aphrodisias case that active participation within the Advisory Board meetings was high compared to the meetings of Coordination and Supervision Board, in which they had difficulty in ensuring participation of even key MoCT actors. R9 similarly stated that governance board meetings in Savur were so perfunctory that no intense fruitful discussions were observed except statements by few scholars and they would not go beyond signing the official records at the end. R11 noted that as the number of partners is quite high in İstanbul, allowing every partner for long statements and accordingly in-depth discussions would not be possible in limited time. For Nemrut, participants, irrespective of individual or institutional priority, were politically committed to the collaborative effort as they shared the same vision for future, which is the development of local economy (Ataöv et al., 2019, p.88). No data could be obtained for assessing the quality for this indicator for Küçükyalı Archaeopark case.

26. Partners' remarks must be integrated into the plan document.

Aydin et al. underline the importance of knowledge transfer from community participation into the management plans which enables to gauge how much of the raised issues translated into actions, at least qualitatively (Aydin et al., 2019, p.24). Expressing opinions at the meetings does not necessarily mean that these views will be reflected into the plan. The extent to which stakeholder comments are taken into account may vary depending on the technical approach and democratic concerns of the planning team. It is also equally important to explain how much of the stakeholder comments and evaluations are integrated into the plan, and which views are not taken into account and why, to ensure the transparency of the plan and the planning process. However, it is not easy or possible to provide this transparency and explanations with

the plan document. It can lead to unnecessary extension of the plan, to confusion, and to a shift of focus from agreed management policies and plan decisions to the process. Since the decisions of Ani, Aphrodisias, Bursa and Cumalıkızık, Diyarbakır, Ephesus, Harran, İstanbul-1, İstanbul-2, Mudurnu, Nemrut, and Savur plans are produced through attended meetings such as workshops, search conferences and focus group meetings, the plans are assumed to be based mainly on stakeholder outputs. In the Ephesus plans, some statistical methods are applied to measure the frequency and adoption of views, and the most frequently referred and agreed views are inserted into the plan (R1). Aphrodisias, Diyarbakır, Ephesus, Harran, Mudurnu and Savur planning teams have noted all the expressions made by the participants, but they filtered them according to their applicability, and their relevancy to the vision, objectives and the site's realities. Even the meeting minutes and decoding of statement of Ephesus, Diyarbakır and Mudurnu are reported (R1, R2, R3, R8, R14). R8 noted that in Aphrodisias process they have placed a board in the meeting area to note every remark put by the participants, disregarding if they are relevant to the topic or not. This helped people feel that their remarks are recorded to be taken into consideration further. But the final decision is made by the planning team, considering the relevancy of the requests to the management policies and objectives. R5 explained for Harran and Savur cases that even during the participatory interactive meetings, many stakeholders could check the relevancy of their remarks to the overall policies as well as to the site's characteristics, and many remarks have been reviewed or withdrawn during the meeting by the deliverer himself/herself. However, based on an analysis, community involvement in decision-making within Diyarbakır plan process was weak as community members are partially or indirectly involved as consultants to the actions proposed, and also spatial references are not specified for certain actions though they were noted by focus group meetings (Aydin et al., 2019, p.32). Since the Aphrodisias, Nemrut and Yesemek plans were prepared under the control of the MoCT control teams, all the required corrections and changes based on the control reports of the MoCT were adapted to the plan. The MoCT which drafted Çatalhöyük and Ani plans also have adapted the revisions requested officially within the evaluation stages. In the Bursa and Cumalıkızık, Ephesus, İstanbul-1, and İstanbul-2 plans, institutional views on the draft plan were also asked by official letters of related municipalities. However,

in the Ephesus and İstanbul-1 plans, all the changes requested by the MoCT were not taken into account though an explanation was given as to why they were not taken into account in the Ephesus plan, but this explanation was not provided for the İstanbul-1 plan. R10 stated that certain concerns and remarks expressed by the Advisory Board members regarding the SWOT methodology were not reflected into the Pergamon plan document.

Additionally, the questions and answers of the surveys applied in Ani, Harran and Savur; the questions asked by the planning team at the focus group meetings and workshops, and summaries of the comments expressed by the participants in the planning processes of Aphrodisias, Ephesus, Harran, İstanbul-2 and Savur, the outputs of the scenario and vision studies expressed in the workshop in Ephesus; the questions asked to the workshop participants, and the outputs of the focus group meetings in the İstanbul-2 planning process are presented in the plans. These should be regarded as efforts of the planning team to ensure transparency of the participatory processes. No data could be obtained for Selimiye plan.

KEY DIAGRAM		GROUP 1								GROUP 2			GROUP 3				GROUP 4							INDICATOR QUALITY		
		A				U				A			A	U			A			U						
A	Archaeological character mainly	Arslantepe	Ephesus	Pergamon	Yesemek	Bursa and Cumalıkızık	Diyarbakır	Selimiye Mosque Complex	NB. OF QUALIFIED CASES	Çatalhöyük	Göbekli Tepe	NB. OF QUALIFIED CASES	Ani	Harran	Savur	NB. OF QUALIFIED CASES	Aphrodisias	Küçükyalı Arkeopark	Nemrut	İstanbul Historic Peninsula 1	İstanbul Historic Peninsula 2	Mudurnu	NB. OF QUALIFIED CASES	NB. OF QUALIFIED CASES	NB. OF PARTIALLY QUALIFIED CASES	NB. OF UNQUALLIFIED CASES
U	Urban character mainly																									
+	Relevant, decisive for success																									
0	Partly relevant, partly decisive for success																									
-	Not relevant, decisive for failure																									
NA	Not applicable, no data																									
THE QUALITY OF THE PLANNING PROCESS DESIGN AND ITS IMPLEMENTATION [PROCESS QUALITY AVERAGE]									3,4			0				2,3							3,75	9,6	6	1,2
D.	**Diverse knowledge, expertise and experience must be incorporated into the process. [Average for D]**								4			0				2							3,5	9,5	6,3	1
15	Experts from diverse disciplines must actively be involved in the planning team.	+	NA	+	0	+	-	-	3	0	NA	0	0	+	+	2	+	-	+	+	+	+	5	10	3	3
16	Local knowledge/expertise must be incorporated into the planning process.	+	0	+	+	+	+	+	6	-	NA	0	+	+	+	3	+	+	+	+	+	+	6	15	1	1
17	Expertise of members within the governance structures must be compatible with heritage place characteristics.	+	+	+	+	+	0	+	6	0	NA	0	+	+	+	3	0	+	+	0	0	+	3	12	5	0
18	Partners responsible for different aspects of heritage management must exist in the governance structures.	0	0	0	0	0	0	+	1	0	NA	0	0	0	0	0	0	0	0	0	0	0	0	1	16	0
E.	**Appropriate participatory methods must be used. [Average for E]**								2,5			0				2,3							4,3	9	6,3	1,8
19	A thorough stakeholder analysis must be made and presented within the plan document.	0	0	-	0	0	0	0	0	0	NA	0	0	0	0	0	+	0	+	0	0	+	3	3	13	1
20	A participation strategy leaving no one behind must be implemented and presented within the plan document.	-	0	0	0	0	0	0	0	-	NA	0	+	+	+	3	+	-	+	0	0	0	2	5	9	3
21	Different participatory methods must be used together within the process.	0	+	+	+	0	+	0	4	-	NA	0	+	+	+	3	+	+	+	+	+	+	6	13	3	1
22	More intensive participatory methods than the mandatory meetings stipulated in the legislation must be applied.	-	+	+	+	+	+	+	6	-	NA	0	+	+	+	3	+	+	+	+	+	+	6	15	0	2
F.	**Partners must be actively involved in the process. [Average for F]**								3,8			0,3				2,8							3,5	10,3	5,5	0,8
23	Local people must be directly involved in the process.	0	+	+	+	0	+	-	4	0	NA	0	+	+	+	3	+	+	+	0	0	+	4	11	5	1
24	Participation of invited partners must be high.	0	+	+	0	0	+	+	4	0	NA	0	+	+	+	3	0	0	+	+	+	0	3	10	7	0
25	Number of partners getting the floor in the meetings must be high.	-	+	0	0	+	0	+	3	-	NA	0	+	+	0	2	0	NA	+	0	0	+	2	7	7	2
26	Partners' remarks must be integrated into the plan document.	+	+	0	+	+	0	NA	4	+	NA	1	+	+	+	3	+	+	+	0	+	+	5	13	3	0

Figure 4.3: Quality Evaluation Scores for the Process Design and Its Implementation

4.2.3. The Quality of Plan Content

As referenced in previous chapters that management planning is more vocal with the WH nominated or inscribed properties, and many guidelines for a quality management plan or process refer to WH properties and the Convention necessities. However, as put by some scholars that there is no template for a management plan as officialized by UNESCO, rather the content may vary according to the type of the property, to the unique qualities of respective site as well as to the character of primary management system (Ringbeck, 2008, p.7; UNESCO et al., 2013, p.124) though a standardized format is deemed necessary by Feilden and Jokilehto (1993, p.37) for easy cross-checking and consistent interpretation. Even so, the content proposals by these guidelines may also be well-suited to heritage places of local, national or international importance as they benefit from numerous conservation-focused appeals, conventions, charters and decisions in the making.

A management plan might be more or less complex, depending on the site's characteristics, threats, associated administrative structure or size of the participatory groups, but it must be thorough and useful, including sound principles to guide planning process at the end (Thomas et al., 2003, p.1). Being a value-based, community-led, participatory strategic plan, a heritage management plan follows three main sections in production: understanding (description), assessing (evaluation) and planning (prescription) the heritage place (Feilden and Jokilehto, 1998, p.38). The planning stage should define a shared vision, integrated policies, strategic objectives, a well-formulated and smart action plan to be followed by an implementation and monitoring strategy (UNESCO et al., 2013, p.124-5; Ringbeck, 2008; Thomas et al., 2003).

Badia and Donato (2011) underline the fact that managerial approach is strictly linked to economic development perspective as for that the management plans should create economic value for the local community that is consistent with the conservation needs. Therefore, they draw the attention to melt these two perspectives in a single approach for efficiency in the utilization of the financial resources, and to combine effectiveness with efficiency.

Therefore, the key qualities a heritage management plan document has to bear in terms of content are defined as:

- Containing the basic elements of a management plan
- Using existing resources and capacities effectively and efficiently

G. It must contain the basic elements of a management plan.

27. There must be a manageable plan boundary defined by historical, and geographical context of the heritage place.

For quality management planning, a well-defined and manageable boundary should be drawn at first. The line should reference the historical and geographical context, heritage inventory, visual and physical integrity, threats and legal conservation status (Ringbeck, 2008, p.29-31). "Rigorous and detailed testing of choice of boundaries and buffer zones" is also underlined as one of the core values of successful management plans in UK (Blandford, 2006, p.362).

Every planning process in Türkiye also takes reference a boundary line. The process begins with the determination of a management plan (area) boundary (MoCT, 2021, p.6). Because this boundary would define the scope and management policy details, defining holistic and integrated policies is only possible with a boundary determined by considering the structures, areas and associated places with which the heritage place interacts within its historical and geographical context. On the other hand, as the boundary expands, both stakeholders, problems, and activities diversify and multiply, and the heritage place may become unmanageable. Therefore, the boundary is expected to be of a manageable reasonable size.

The boundaries for Ani, Arslantepe, Çatalhöyük, Ephesus, Göbekli Tepe, Mudurnu, Nemrut and Selimiye have maintained this sensitivity from the beginning. However, the initial boundaries determined in the Arslantepe, Aphrodisias, Bursa and Cumalıkızık, Diyarbakır, Ephesus, Pergamon, and Selimiye plans were expanded either slightly or comprehensively in the process, upon the perceived needs. Although

the entire basin within which the ancient city was located was not included in the planning boundary of the Aphrodisias plan, the planning team carried out its analysis and decision process by paying attention to the basin integrity. In the Yesemek plan, the historical and geographical context was expanded as a result of additional research carried out during the process, and the administrative process continues to reflect this change on the plan boundary. İstanbul-1 and İstanbul-2 plans have been prepared based on the entire Historic Peninsula delineated by the land walls protection band, but are considered inadequate in this respect as the main transportation connections reaching the historical and commercial city center located in the heart of a metropolitan city, and nodes and landmarks defining the historical silhouette around are not included in this border. The Küçükyalı Archaeopark management area was also overlapped with the archaeological site, but the settlement area of Maltepe District Çınar Neighborhood, where the archaeological remains are located, transportation connections and the spatial integrity adjacent to the site were not taken into account. Another recent study on Turkish management plan experience in historic urban landscapes (Aksoyak, 2019, p.100) found that the buffer zone of İstanbul plan did not consider the effects on silhouette value whereas plan boundaries for Bursa and Cumalıkızık, Diyarbakır, Pergamon and Aphrodisias are delineated considering the values, potentials, and risks, so they are holistic and effective.

ICOMOS specifically noted for certain cases that the reasoning behind the lines for Aphrodisias was not sufficiently explained neither for the quarry and city components (ICOMOS, 2017d, p.264-5), documentation, conservation, management, and monitoring programs did not cover the quarry component area and the plan should be improved to reflect the revised boundaries (ibid, 266). Arslantepe boundaries are well defined except in the northern, north-western and western directions, where archaeological evidence is recorded through surface surveys (ICOMOS, 2021, p.149). Buffer zone for Pergamon should be expanded to include visual connections and natural protection zones (ICOMOS, 2014a, p.290). Management plan boundary is appropriate for Göbekli Tepe as it covers an area larger than the WH buffer zone but the plan in concentrated on the site itself (ICOMOS, 2018, p.271).

28. It must include sufficient amount of analysis about the heritage place.

Analysis of the heritage place from geographical, historical, physical, social, economic, and: administrative perspectives that would help understand the site within its contextual framework is the first step for planning.

The analysis must be relevant and at a quality and volume to grasp the characteristics of the heritage place, to identify the heritage values and attributes of the place, to analyze the current state of its conservation and key issues, to define factors affecting it, and to frame the general legal and normative management structure (UNESCO et al., 2013, p.133-6; Ringbeck, 2008; Thomas et al., 2003, p.30, Cleere, 2010, p.8).

As Dungavell (2010, p.46 cited in Worthing and Organ, 2020, p.583) found over his analysis of UK world heritage site management plans that many fail to be used because of focusing on understanding the site too much rather than defining how best to achieve the desired outcomes. Therefore, a balance between the sections is needed.

Because assessment of sufficiency entails relativity in evaluation, the plans containing information under the following titles are considered to have made an adequate analysis:

- Geographical features (location, geology, topography, climate, flora and fauna etc.)
- Historical and spatial development of the place
- Architectural and spatial features of the place
- Current land use pattern
- Heritage inventory
- Legal conservation status and administrative structure (legislation, financial resources, authorized institutions, etc)
- Ownership pattern
- Research, documentation and conservation approach and related processes
- Approved plans and strategy documents
- Completed conservation projects and their impacts on the place
- Visitor management and infrastructure, visitor statistics

- Main livelihoods and socio-economic structure
- Community's relation with the place
- Educational and training activities

The information that is not included in the Turkish plans, even under different titles, is listed below:

Ani: Current land use pattern, ownership pattern, administrative structure, approved plans and strategy documents.
Arslantepe: Current land use pattern, approved plans and strategy documents.
Pergamon: Geographical features, architectural and spatial features of the place, current land use pattern, conservation status, ownership pattern, research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, visitor management and infrastructure, main livelihoods and socio-economic structure.
Bursa and Cumalıkızık: Research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, educational and training activities.
Çatalhöyük: Geographical features, ownership pattern, completed conservation projects and their impacts on the place, main livelihoods and socio-economic structure, community's relation with the place.
Diyarbakır: Research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, visitor management and infrastructure, visitor statistics, educational and training activities.
Ephesus: Current land use pattern, heritage inventory, ownership pattern, research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, visitor management and infrastructure, visitor statistics, community's relation with the place, educational and training activities.
Göbekli Tepe: Approved plans and strategy documents, visitor statistics, socio-economic structure, community's relation with the place, educational and training activities.

Harran: Educational and training activities.
İstanbul-1: Community's relation with the place, educational and training activities.
İstanbul-2: Geographical features, research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, visitor management and infrastructure, visitor statistics, community's relation with the place, educational and training activities.
Küçükyalı Archaeopark: Administrative structure, visitor statistics, main livelihoods and socio-economic structure
Savur: Educational and training activities.
Selimiye Mosque Complex: Current land use pattern, research, documentation and conservation approach and related processes, completed conservation projects and their impacts on the place, visitor management and infrastructure, visitor statistics, community's relation with the place, educational and training activities.

Aphrodisias, Mudurnu, Nemrut and Yesemek management plans have sufficient data on all relevant titles. Since the missing data in Harran, Savur and İstanbul-1 did not affect the direction of the planning studies and the validity of the decisions produced, these studies also considered to include sufficient analysis. Pergamon plan has failed to make a sufficient analysis because the lacking data would affect the essence and adequacy of the plan. Other studies were deemed sufficient, albeit partially.

ICOMOS stated particularly that adequate benchmark documentation for risk preparedness is needed for Arslantepe plan (ICOMOS, 2021, p.157); traditional conservation and management system is not documented for Selimiye plan (ICOMOS, 2011c, p.329).

29. It must define values and significance of heritage place.

English Heritage states that "significant places should be managed to sustain their values" (English Heritage, 2008, p.22). The Burra Charter, as it puts a milestone contribution to the heritage conservation, underline that any conservation practice should identify and consider all aspects of significance of a heritage place without putting emphasis on any value at the expense of others, and put the sequence in this

way *"Understanding cultural significance comes first, then development of policy, and finally management of the place in accordance with the policy"* (Australia ICOMOS, 1999, p.4). Logan and Mackay also aligned the necessity as first to understand the importance of heritage sites and then to manage it (Logan and Mackay, 2013 cited in Worthing and Organ, 2020, p.573). Blandford who reviewed the UK experience on heritage management planning also note that the essential principle for achieving a good management plan is that *"its policies and objectives for the future must be drawn from a proper understanding of the significance of the site and potential changes that might occur there"* (Blandford, 2006, p.358).

One key feature of a professional management plan is thus its proper identification of significance and values of a heritage place. Decision-makers and experts must firstly comprehend the values at the heritage place (Feilden and Jokilehto, 1993), and the plan should be built upon "*specific cultural, historical, environmental, aesthetic and memory values to be preserved, on the spirit of place"* (ICOMOS, 2011a).

A heritage place may host many values, many of which are generally extrinsic, associated by the daily use and meanings, but significant ones will provide justification for conservation and management (Feilden and Jokilehto, 1993, p.17). Therefore, the plan must deal not only with the place, but also the actors and their value judgements (Thomas et al., 2003). Besides, the fact that values and significance may change over time justifies heritage conservation's prevailing approach to the culture as a process, rather than a set of things with fixed meanings (Mason, 2006, p.32).

To short, conservation is a value-based practice, and the correct determination of the values of the heritage site as well as recognition and adoption of these values by stakeholders is the basis for its good management. The statement of significance and its attributes that need to be preserved must be clearly defined and presented. This is however more than an effort for conveying the architectural and spatial characteristics of the property or presenting a heritage inventory. It should be stated in the plan which values of the place are aimed to be protected by the management policies, whether

there are different value definitions among the stakeholders, and what kind of policies the plan defines in such conflicting situations, if any.

These statements and value definitions are not included in the Harran and Savur management plans, while the Küçükyalı plan does not present the values while conveying the importance of the asset. In other studies, the sites' values, significance, and the exceptional universal values of the registered or nominated WH properties are clearly defined. Aksoyak (2019, p.100) states that value analysis of Aphrodisias, Bursa and Cumalıkızık, Diyarbakır, İstanbul and Pergamon plans are well-defined but integrity and authenticity explanations should also be added to Aphrodisias and Diyarbakır plans.

Based on a recent study on Turkish world heritage site management plans (Başdoğan Deniz, 2022, p.1214), intangible cultural heritage elements are not specified within Ani, Arslantepe, Çatalhöyük, Diyarbakır, Ephesus, Göbekli Tepe, İstanbul-2, and Nemrut plans though they are required to comply with sustainable development principles (ibid, 2022, p.1210). This is also relevant for Yesemek plan.

ICOMOS stated that management plan for Aphrodisias included earlier consideration of outstanding universal value, and it should be aligned with the world heritage criteria upon which the property is inscribed (ICOMOS, 2017d, p.267).

30. It must define vulnerabilities, problems, needs and expectations regarding heritage place

The management plan must be promising and responsive for managing specific problems (English Heritage Towns Forum, 1998; Thomas et al., 2003). It should address issues that threaten the values of the site. As Worthing and Organ (2020, p.578) underlined, vulnerability assessments, which is key to policy-making, should deal with both present and future threats, varying between assets and contexts, from poor physical condition to climate change and socio-economic factors, and the plans quality derives mainly from their greater attention on external factors (Miele, 2005 cited in Worthing and Organ, 2020, p.578).

Partners may voice different problems, and problems voiced by a partner may not be regarded as a problem by another. Likewise, there may be differences or contradictions between needs and expectations. The plan should make these assessments holistically. In Blandford's words (2006, p.358), this requires "effective distillation of diverse and conflicting issues".

Although a few "weaknesses" are listed in the SWOT analysis in the Ephesus and Selimiye Plans, the protection and management problems and needs of the architectural and archaeological elements that make up the asset are not explained throughout the text. Though the SWOT analysis lists some problems and needs, Pergamon plan is lacking the conservation needs and problems regarding the archaeological and architectural heritage, which is key to a heritage management plan. In the Göbekli Tepe management plan, some "damages" in the archaeological area are mentioned in the text, but basic conservation and management problems are not specified. This plan also does not contain a SWOT analysis, which is one of the essential elements of strategic plans. These plans therefore fail to define the problems and needs in a realistic way.

ICOMOS stated that the management plan for Aphrodisias addresses the key issues and threats on the property (ICOMOS, 2017d, p.266); Bursa and Cumalıkızık plan is based on a detailed analysis of management needs and opportunities (ICOMOS, 2014b, p.278); Çatalhöyük plan addresses the key management issues based on the analysis of the situation and information derived from a stakeholder consultation (UNESCO, 2013); but management plan for Arslantepe does not assess vulnerabilities against disasters despite to the situation of the property on a zone of high seismic risk (ICOMOS, 2021, p.157); Ani plan requires a more comprehensive need assessment for each listed building (ICOMOS, 2016a, p.183); İstanbul-1 plan addresses a broad range of issues, but some critical issues such as lack of coordination needs explicit definition while development pressures posing a major concern on the Historic Peninsula were not mentioned (ICOMOS, 2012a).

31. It must prioritize the needs.

It is not possible to solve all the identified problems within the five-year plan period. Problems and needs should be prioritized or phased (Natural England, 2008, p.27), and a rational defense/explanation of this prioritization should be made. Prioritization can be made by threat level or likely benefits (Worthing and Organ, 2020, p.578).

The said priority definition exists in the action plans of Mudurnu and Nemrut in the form of numbering; in the form of urgency-necessity definitions in Ani, Çatalhöyük, and Göbekli Tepe; as a separate table within the text in the Yesemek plan, and as a text description in Aphrodisias plan. Although Bursa and Cumalıkızık, Diyarbakır, İstanbul-1, İstanbul-2, and Pergamon management plans need such prioritization due to the multiplicity and size of the identified problems, they have determined targets and policies to respond to all of the problems and thus exceeded the scale of the plan with five-year implementation target.

There is no such prioritization in the Arslantepe, Harran, Küçükyalı Archaeopark and Savur plans, but since the problem definitions are not very comprehensive, they are considered partially sufficient for this indicator. Since the management plans of Ephesus and Selimiye did not define the problems in detail, prioritization regarding the problems cannot be captured from the plans, either.

ICOMOS specifically stated in its comment paper on draft İstanbul-2 plan that *"the Plan cannot manage everything in the Historic Peninsula and it could be made clearer what does come within its purview and what does not"* and objectives for İstanbul-2 plan *"are not at present prioritized beyond reference to broad timescales"* (ICOMOS, 2016b). UNESCO also noted that Çatalhöyük plan prioritize the required actions, particularly the strengthenment of legal powers and financial allocations for implementation for the immediate years (UNESCO, 2013). ICOMOS considered that Göbekli Tepe plan sets the order of priority for conservation but it lacks mechanisms on how to implement them on the ground (ICOMOS, 2018, p.271).

32. It must include a shared vision.

Vision is a tool for strategic thinking and strategic planning is the elaboration of the vision (Ocak et al., 2016, p.504). Vision statements define the situation to be achieved in the future (Ülgen and Mirze, 2013, p.177 cited in Halaç et al., 2022, p.711), a guide in the direction towards desired goals (Güzelcik, 1999, p.8 cited in Halaç et al., 2022, p.711), a pathway to quality (Lissack and Roos, 2011, p.55), and bring out best efforts and team spirit (Collins and Porras, 1996). European Commission argues that a shared vision would reconcile competing and conflicting objectives (European Commission, 2011). A management plan, therefore, should define a long-term vision (UNESCO et al., 2013; English Heritage, 2009, p.16) as agreed by all the stakeholders (ICOMOS, 2011a), and the vision and policies must be clear (English Heritage Towns Forum: 1998). All stakeholders involved in the planning process should perceive and plan the heritage place based on this vision. What the vision is and how it was determined should be explained in the plan.A strong vision statement must be inspiring, optimistic, motivating, idealistic, and future-oriented (Berson et al., 2001).

The statement must be short, clear, and memorable (Ocak et al., 2016, p.507). To Collins and Porras (1996), vivid descriptions are vibrant, and translating the vision from words to pictures. They also noted that *"A well-conceived vision consists of two major components: core ideology and envisioned future"* (Collins and Porras, 1996, p.66). Core ideology is defined by core values and core purpose which is unchanging in time while *"the envisioned future is what we aspire to become, to achieve, to create."* Therefore, participation of all stakeholders in the development of a vision for the heritage place is essential.

There exist vision statements in all plans, except for the Selimiye plan, while the Nemrut plan includes separate vision statements for different heritage components that fall into the management plan scope. A very recent research on vision statements of Turkish management plans found that the majority of vision statements are non-actionable, not catchy, long, and contain distorted expressions (Halaç et al., 2022, p.720). Another research specifically noted however that vision statement for Bursa and Cumalıkızık, İstanbul, Pergamon and Aphrodisias are holistic and clear while also

including specific emphasis, but Diyarbakır plan vision needs revision as it is very short and not holistic (Aksoyak, 2019, p.100). Başdoğan Deniz (2002, p.1215) found however that only Ani, Aphrodisias, Bursa and Cumalıkızık, Göbekli Tepe, Nemrut and Pergamon plans include vision statement which are aligned with local community values and attitudes whereas Arslantepe, Çatalhöyük, Diyarbakır, Ephesus and İstanbul-2 plan visions do not comply with this requirement. The details of how the visions were defined collaboratively are not explained in Küçükyalı Archaeopark, Mudurnu, Nemrut and Pergamon plans. However, R10 stated that no participatory process was applied to define the vision for Pergamon plan, the team members drafted a statement and consulted to the mayor himself. The formulation process was not even open to Advisory Board members and they read the statement within the draft plan document, negotiations in this regard was not allowed during the meetings. R2 stated that it was decided for Mudurnu plan by the partners during the workshop organized for this purpose. In Yesemek, the vision was created by the planning team and presented to the view of the participants.

33. Its approach must be conservation-oriented.

The protection of the heritage values of the cultural places is the primary objective in the management plans. The holistic policies need to be developed and prioritized within the framework of this main objective. Therefore, the plan must be conservation-oriented, and must respect to conservation ethics and standards defined by international charters (ICOMOS, 1990; Feilden and Jokilehto, 1993).

In all planning studies, the relationship between cultural heritage and tourism is considered as an important tool for local development, and policies and actions are defined to that end. However, as confirmed by R5 and R9 that since the Harran and Savur plans are initially aimed at promotion of cultural values through tourism branding, management policies and actions have been concentrated and prioritized in line with the development of tourism even though they include policies on the protection of heritage values. The ultimate aim of the conservation and improvement works is the development of tourism. The plans include specific statements reflecting this. In the Savur plan, *"the public's lack of awareness of turning the historical texture*

into a tourism product" is defined as a problem in terms of the local community's commitment to the site (p. 213), and *"possible local resistances arise in some of the local people in the development of tourism"* (p. 212) as a threat; in the Harran plan, *"existing examples of civil architecture in the area that can be converted into tourism products and are currently used for purposes other than their intended purpose"* is defined as an opportunity (p. 189). In addition, a separate heading, which is not seen in other plans, has been placed in both plans to evaluate the tourism potential of heritage sites (p. 84 in Harran plan), and "branding" has been emphasized as a theme and policy (p. 209 in Harran plan; p. 248 in Savur plan). In the Harran plan, *"Target 1.2: Bringing cultural assets to tourism through excavation and restoration projects and practices to be carried out in Harran and its connection points in line with international criteria"* (p. 210) which is the only target defined under the conservation policy, clearly shows that plan has a tourism-oriented conservation perspective. Out of a total of 75 activities defined in the Harran plan, 15 are conservation and risk management projects whereas 30 are tourism and promotion projects. Similarly, in the Savur plan, out of the 76 activities, 16 are conservation and risk management projects whereas 30 are tourism and promotion projects.

34. It must define integrated and holistic management policies and measurable objectives.

A management plan must be holistic and comprehensive of every aspect of conservation (Thomas et al., 2003). As being a policy document, it must define management policies for the entire management area, taking into account the different dimensions of heritage conservation within the place's geographical and socio-economic context. The creation of policies and, subsequent action plans, is the bridge between significance interpretation and its integration into daily procedures (Worthing and Organ, 2020, p.578). It should also include measurable objectives that are consistent with these policies in order to explain what is to be achieved by the end of the plan period. They need to be "precise and unambiguous in the way they are written, in their logic and their purpose" and "capable of being implemented" (Kerr, 2013 cited in Worthing and Organ, 2020, p.578). For example, "overgeneralisations, vagueness,

cut and paste from other documents and impracticality" are counted as the key issues leading the UK plan documents to fail in developing quality policy definitions (Worthing and Organ, 2020, p.584).

Policy topics may change depending on the nature and priorities of the site, but the key policy titles to be included in a conservation-oriented management plan are: "research and documentation", "conservation, restoration and prevention", "spatial planning and infrastructure/urban development", "visitor management, accessibility, presentation, promotion", "socio-economic development", "education, training and awareness", "risk management" and "governance and coordination". Management policies can be merged or defined under separate titles, but regardless of the form, the plans that produce decisions on all of these issues have been deemed qualified.

Plans that include all key policy topics are Aphrodisias, Bursa and Cumalıkızık, Çatalhöyük, Diyarbakır, Mudurnu, Nemrut, and Yesemek cases. Research and documentation policies at Ephesus and Küçükyalı Archaeopark; restoration and conservation policies at Küçükyalı Archaeopark, Pergamon and Selimiye; risk management policies in Ani, Arslantepe, and Selimiye; education, training and awareness raising policies at Arslantepe; socio-economic development policies in Ephesus, Göbekli Tepe, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, Pergamon, and Selimiye plans are lacking. Başdoğan Deniz (2002, p.1214) found over her analysis of heritage based economic, social and environmental objectives within the WH site management plans that Ani, Arslantepe, Çatalhöyük, Göbekli Tepe, Nemrut and Pergamon plans sets out long-terms planning objectives; only Çatalhöyük and Nemrut plans includes policies in all aspects but nearly all plans are lacking economic and social objectives. Harran and Savur plans contain policies and objectives in all relevant topics, but the policies determined by both plans on the relationship between conservation, use and tourism are not consistent and comprehensive; are not compatible with the policies. In the Harran plan, for the policy of "increasing the tourism capacity of local stakeholders", the only goal of "increasing the level of knowledge and awareness of local stakeholders about cultural assets and their protection" was defined. Likewise, in the Savur plan, thematic area of "cultural values

protection and planning" was associated with the goals of development of tourism, and a policy or objective regarding architectural conservation approaches, urban planning and protection integrity or zoning regulations was not included. Such activities are expressed in the project packages as restoration, excavation and re-functioning studies. The policy determined under the thematic area of "education, awareness and participation" was again limited to "increasing the tourism capacity of local stakeholders", the objective determined for this policy was associated with "raising awareness for the protection of cultural assets" and no specific and detailed objectives are defined for participation. Küçükyalı Archaeopark plan refers to conservation policies as general statement and intentions (providing continuation of excavations, publication of scientific papers, development of scientific research etc), but spatial references and definite policies are absent. Since the İstanbul-1 plan dealt with the WH property components separately, it could not provide integrity across the site. Clear policies and activities on how the agricultural and livestock activities of the local people and research and protection activities will be managed together are not defined at Ephesus, Göbekli Tepe plans. Besides, the development of tourism has come to the fore as one of its important topics at Göbekli Tepe, but policies on how the local people and the city at a larger scale will benefit from this development have not been defined. Başdoğan Deniz (2002, p.1214) similarly noted that fair and equitable distribution of economic benefits out of tourism activities are not targeted in none of the cases. This inference can be applied also to Yesemek case.

Arslantepe, Ani, Bursa and Cumalıkızık, Diyarbakır, Mudurnu, Nemrut, Pergamon, and Yesemek plans have approached the management area holistically, without leaving any component or attribute outside. Even in Yesemek, extension of management plan policies to include newly discovered archaeological remains is managed by the team, despite the plan boundary was comparably narrow. Although one of the main objectives of the Ephesus plan is defined as the adaption of Ephesus with all its components, this is ensured on branding and promotion. Policies and activities mostly focus on the Ancient City of Ephesus, and remained quite limited regarding the buffer zone and other components (Ayasuluk Hill, Çukuriçi Höyük, Virgin Mary's House) that are parts of the historical context of the heritage. In the

Aphrodisias plan, the ancient marble quarries, Ataeymir, Palamutçuk and Işıklar settlement areas, which were included in the management site boundary as associated places, were not included into the scope of the plan. The quarry component, as part of the historical and geographical context of the outstanding universal value of Aphrodisias, was not paid enough attention within the management plan although the boundary delimits the quarries inside.

These deficiencies for İstanbul-1 plan are also referenced by the WH Committee decision of 35COM 7B.111, *"the submitted outline of the draft plan falls short of the wide ranging, multi-disciplinary and effective document that is needed, and should be further developed to set out an effective protection and conservation framework and a robust management system that will involve relevant stakeholders, encourage dialogue between authorities and involve citizens and their interest groups and adequately responds to the major challenges that face the historic urban landscape of the city"* (WHC, 2011). ICOMOS noted next year that "management policies are quite general and it is often unclear how they translate into coordinated actions" (ICOMOS, 2012a).

ICOMOS stated that the Arslantepe management plan is lacking a conservation strategy setting the protocols, and priorities for interventions as well as risk preparedness and disaster response plans, and local decision-making strategy (ICOMOS, 2021, p.157); Ephesus plan includes visitor management strategies and plans, and risk and crisis management planning, but should integrate research and conservation program into the overall management (ICOMOS, 2015a, p.327); Ani plan provides "a good basis for the implementation of specific action plans and protection strategies" but is lacking monitoring plan for seismic activities (ICOMOS, 2016a, p.184-5); Selimiye plan is deprived of risk preparedness and tourism management strategies (ICOMOS, 2011c, p.327); Göbekli Tepe lacks risk preparation, visitor and tourism management strategies as well as a comprehensive conservation plan and a long-term approach for infrastructural development (ICOMOS, 2018, p.271-2); and *"aspects of visitor management be prominently integrated in the next edition of the site management plan"* for Mudurnu (ICOMOS, 2019, p.347).

35. It must include a smart action plan and agreed implementation principles.

Management frameworks sets out the principles and guidelines for both long-term vision as well as on-site and day-to-day management, thus a timetable for implementation is essential (Cleere, 2010, p.10). *"Without agreed means for implementation, the management plan will be of little use"* (English Heritage, 2009, p.17). A well-defined and well-structured action plan in accordance with the policies will help achieve the determined goals. *"Action plans test that policies are workable, properly focused and, along with monitoring and review"* (Worthing and Organ, 2020, p.586). Therefore, action plan statements should express the exact steps to be taken on the ground. The responsibilities should be distributed among partners in line with their authorities and capacities. It must be SMART, that is **S**pecific to the purpose and the site, **M**easurable, **A**greed with relevant agencies, **R**ealistic and **T**ime-bounded (Natural England, 2008, p.15).

Worthing and Organ (2020, p.583-4) found that there is a lack of evolution into effective action plans in UK experience due to lack of skills or interest from creators, organizational inertia and limited and unproductive involvement of day-to-day users and managers into writing.

In the consultation process over defined indicators, R7 specified the need for collaborative definition of implementation principles. This is surely for adoption and ownership of the management plan by the partners, and will help increase the implementation quality through partner's commitments. Such a definition is available in Ani, Bursa and Cumalıkızık, Ephesus, Harran, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, Mudurnu, Nemrut, Savur, Selimiye and Yesemek cases though they are more explicitly elaborated in Ani, Harran, Savur and Yesemek plans.

The projects included in the action plans of most documents, such as Bursa and Cumalıkızık, Harran, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, Pergamon, and Savur, contain unmeasurable and unclear statements that are of policy or strategy nature. The existence of such vague statements in the action plan makes the implementation as well as performance measurement ineffective.

However, action plans of Bursa and Cumalıkızık, Diyarbakır, Harran, İstanbul-1, Küçükyalı Archaeopark, Mudurnu, and Savur are also considered unimplementable as envisaged because they are either too passionate or unrealistic. 64 of the 119 activities defined for the Bursa and Cumalıkızık Hanlar Region, and 71 of the 99 activities defined for the Cumalıkızık Village are expected to be carried out within the first 2 years and the implementers of these actions are generally the same institutions. Some of policies and activities defined in the Diyarbakır plan exceeds the scale and purpose of a cultural heritage management plan (e.g. ensuring the safety of children on the streets, preventing child labor, increasing the competitiveness of agricultural enterprises). In the Mudurnu plan, out of a total of 134 identified activities, 54 were identified as priority activities, 36 of them were targeted to be completed within the first two years, and 17 of them were given to the Mudurnu Municipality. Despite the prioritization of these activities for 5 years and the diversification of funding institutions, the plan realization rate has not been high, as reported in the monitoring report. İstanbul-1 action plan defined the site management office, whose corporate structure and legal personality is unclear and inadequate, responsible for numerous important but unauthorized activities (e.g, preparing an urban design guide, documenting the intangible cultural heritage, monitoring the urban silhouette and building quality, protecting the heritage structures under disaster risk, carrying out the protection practices of the land walls, determining the principles for conservation projects and practices and ensuring their application correctly, ensuring employment of trained experts in the implementation, etc.).

The site management office has undertaken the sole responsibility of 7 out of the 49 projects, and shared the responsibility of 13 with the İstanbul Metropolitan Municipality or the MoCT. Activities that require physical intervention have been defined, and it has been understood that it is not possible for institutions to carry out many activities within the specified time. This is also reported by ICOMOS who requested the projects be arranged to make them more feasible (ICOMOS, 2012a). Also stated by R15 that the plan included mainstream policies and actions that cannot be implemented within 15 years, let alone 5 years. It included many actions proposing physical interventions at the site, which shall not be within the scope of a management

plan. The responsible institutions for actions were not detailly specified, so the real addressees were ambiguous (R15). ICOMOS also noted for İstanbul-1 plan that *"Some of the actions appear to be vague and often un-implementable or may be too long term to be effective. In many cases how the action will be implemented is not given or worked out"* (ICOMOS, 2012a). UNESCO and ICOMOS Reactive Monitoring Mission Report on Historic Areas of İstanbul stated that *"the Management Plan clearly and thoroughly defines the scope of the issues and problems affecting the conservation of the peninsula. It is, in effect, the start of a process, and on issues that are a priority should soon lead to agreed solutions and the processes and resources necessary to implement them through specific, measurable, achievable, relevant and timely actions* (UNESCO et al, 2012, p.17-18). The İstanbul-2 plan has been simplified in many ways. 65 actions were defined under a total of 7 objectives, the project coordinator and monitoring institutions were defined to guide the implementation. This is also welcomed by ICOMOS as it stated clearly that "The authors of the Plan have followed the advice of ICOMOS/UNESCO on the 2011 Plan, and reduced the actions under the plan to seven objectives based on specific themes" (ICOMOS, 2016b). Küçükyalı plan held only the MoCT, İstanbul Archeology Museums Directorate and the yet unstructured site management office responsible for the activities in the action plan, and 40 of the 48 activities are aimed to be completed in the short term. In the Harran and Savur plans, Provincial Culture and Tourism Directorates were defined as responsible for many conservation, excavation, restoration and re-functioning projects, e.g. for the activity of *"ensuring the use of original and correct materials with appropriate technology in restoration"*.

It is not a right approach to determine such institutions, as the primary responsible institution in such activities involving spatial intervention decisions as they have limited technical and financial capacities and their primary responsibility is not to take or implement physical spatial transformation decisions. Moreover, it is aimed to realize many such restoration, excavation and re-functioning projects within the 5-year plan implementation period. The most important problem for the Harran and Savur plans is that since they are prepared by the same team, they have almost exactly the same policy, objective and action definitions, although they are of very different

character and features. There are also activities targeting legislative changes in Bursa and Cumalıkızık, İstanbul-1, İstanbul-2, Diyarbakır, Küçükyalı Archaeopark and Mudurnu plans.

In the Göbekli Tepe plan, compliance of some actions with related policy is also problematic. Activities related to the protection roof, which should be defined under protection policies, are defined in the research title, and measures against fire and regular monitoring of the natural landscape are defined in the title of visitor management. In the Selimiye plan, 43 out of 64 projects were aimed to be completed within the first 3 years, but only few actions require physical intervention or large budgetary undertakings. The institutional diversity and share of responsibility are provided reasonably in Aphrodisias, Ani, Arslantepe, Çatalhöyük, Ephesus, Selimiye, and Yesemek plans, and the timetable and workload are more realistic and in line with capacities and authorities. The Nemrut plan, unlike other plans, proposed a new site management structure be responsible for the realization of the management policies and action plan, with projects office's support within the Provincial Special Administration. Though this means a specific unit's undertaking all responsibility regarding heritage management, the plan made a longer foresighted projecting and divided these projects into 3 periods of 5 years. For the first 5-year plan period, a total of 132 projects were defined, 103 of which are locally specific for 15 heritage sites, 19 for the whole area, and 12 for sub-regions. Only 19 of them are targeted to be completed within the first 2 years period. The plan also defined EU funds as the main initial sources for implementation. Considering the scale of the planning area and stakeholder capacities at the local level, this methodology is found acceptable, but it necessitates the process be more dependent on the actors who will undertake political responsibility to establish such a local unit. Diyarbakır, Nemrut and Yesemek plans also included the approximate budgets of the activities in the plans which guided the implementation also financially.

Considering the deficiencies and problems within the action plans, the author claims that Bursa and Cumalıkızık, Diyarbakır, İstanbul-1, and Mudurnu plans are too passionate and less realistic and applicable. Göbekli Tepe, Pergamon, and Küçükyalı

Archaeopark plans are not at a quality to guide the implementation with specific roles and budgetary allocations. Although İstanbul-2 plan includes certain vague or unrealistic foresights, it is partially qualified for this indicator as it developed a more cautious approach for the plan be implementable.

ICOMOS specifically noted for Aphrodisias management plan that action plan include action programs with a reasonable timing (ICOMOS, 2017d, p.266); Bursa and Cumalıkızık plan is "an inspiring and high-quality tool guiding the management processes" (ICOMOS, 2014b, p.278); "*eight guiding principles have been defined: adhering to local values, sustainability, transparency, participation and solidarity, scientific and quality standards, social justice and public benefit, effectiveness, feasibility, simplicity and flexibility, holistic and coordinated approaches, and regional collaboration"* for Mudurnu plan (ICOMOS, 2019, p.346) whereas Arslantepe plan *"provides very limited, merely summarized and tabular management guidance and needs to be augmented for local processes and mechanisms"* (ICOMOS, 2021, p.157). The interview made for Bursa and Cumalıkızık revealed that despite its heavy workload, the implementation also proved the quality of the plan for being a guiding document thanks to the close monitoring of the site management office and site manager.

36. It must include monitoring indicators and a monitoring strategy.

Management plans are reviewed every five years due to their strategic nature. As a result of this monitoring is assessed the extent to which the determined targets have been achieved within agreed timescales, the level of implementation of the action plan, the success of the management plan in practice, the capacity of the management system functioning (UNESCO et al., 2013; Natural England, 2008, p.27). The review is also needed to keep the policies up-to-date (Australia ICOMOS, 2013) and to reassess rather than completely rewrite (Natural England, 2008, p.27). It is an opportunity to bring relevant actors involved in overall management together as the implementation of a performance measurement system is for both the analysis of the outcomes, and the accountability to the stakeholders (Badia and Donato, 2011, p.2). A transparent and accountable planning process will likely to be achieved through this monitoring.

As put by Thomas et al., the quality of monitoring is dependent not only on the monitoring system created, but also on the quality of the plan document. Unless the management objectives are well written, specific and measurable, they cannot be used as a basis for assessing the effectiveness of management at the property level (Thomas et al., 2003, p.10).

Management plans are policy documents aiming at managing the change in the heritage site. Monitoring should be done not only for the plan itself, but also for the entire heritage place, Key indicators should be developed to measure both the process and the impact (Worthing and Organ, 2020, p.579) that would regard both financial and non-financial perspectives (Badia and Donato, 2011, p.4). Besides, clear thresholds should be determined so as to define the necessary actions to intervene into the process when achieved (UNESCO et al., 2013; Australia ICOMOS, 2013). As Cleere explained that monitoring and maintenance are closely linked, and they should provide the basis for integrated planning and implementation through integrated conservation, maintenance and monitoring plans (Cleere, 2010, p.9). Indicators are for monitoring of this change at a scientific and objective basis and for making decisions on issues that require intervention. In cases of absence of a strategy or indicators as a basis for monitoring, a reliable monitoring will not be possible. It is essential that the monitoring strategy is determined together with the stakeholders and integrated into the plan.

The annual performances of the plans are evaluated through regular annual meetings, and reports as requested by the in-country legislation. The yearly monitoring involves follow-up of yearly performance, adoption of the next year's budget and work schedule while the monitoring at the end of five year includes review and revision of vision, strategies, and objectives (MoCT, 2006, p.13).

Indicators for monitoring management plan activities have been defined in Ani, Aphrodisias, Arslantepe, Pergamon, Diyarbakır, Harran, İstanbul-1, İstanbul-2, Savur and Yesemek plans. A tabular form for a detailed analysis of the implementation status of each activity is also available in the Aphrodisias, Ani, Nemrut and Yesemek plans.

However, none of these plans defined indicators for monitoring the heritage places themselves. The Çatalhöyük, Göbekli Tepe and Nemrut plans are those in which indicators are defined for monitoring both the management plan and the heritage place; it is presented as separate tables in Çatalhöyük, integrated in a single table in Göbekli Tepe, and detailed in both text and tabular form in Nemrut plan, under the title of monitoring strategy. In Bursa and Cumalıkızık, Ephesus, Küçükyalı Archaeopark and Selimiye plans, monitoring indicators and strategies are not defined both for the activities envisaged by the plan and for the conservation status of the heritage sites. It is developed later for Bursa and Cumalıkızık at the stage of WH nomination upon request of ICOMOS.

Although most plans that include the monitoring strategy refer to the system defined in the relevant regulation, this system is not even mentioned in the İstanbul-1 and İstanbul-2 plans. In the Diyarbakır plan, the Education Board and the Science Board, which were suggested to be organized under the Coordination and Supervision board were included in the monitoring system as an innovative approach. A similar approach is also found in the Mudurnu plan. It is suggested that women, youth and finance working groups, an information-document research center, a local history group and an eco-tourism development cooperative should be established as affiliated to the governance structure, and these structures should undertake the task of the audit unit defined in the legislation.

Except for the Nemrut plan, none of the plans, including those that define monitoring indicators or strategies, have defined the threshold values for interventions in the heritage place as a result of the monitoring, and the strategy and system to be followed for making and implementing intervention decisions when the thresholds are exceeded. In the Nemrut plan, thresholds were defined and graded as a result of monitoring, and a system was developed that even allows comparison with previous monitoring results. This is followed by both an evaluation by which intervention decisions are determined, and a chapter defining the implementation cycle of the monitoring system. Therefore, no plan other than the Nemrut plan has been evaluated as fully sufficient and qualified in terms of monitoring strategy.

ICOMOS stated that monitoring indicators defined in Aphrodisias plan is adequate for city component, but missing for the quarry component (ICOMOS, 2017d, p.267); relation between the inventory/database and the monitoring system should be ensured in the Ephesus plan (ICOMOS, 2015a, p.329); the monitoring system defined in Pergamon plan should include seismic monitoring and specify the responsibilities of institutions (ICOMOS, 2014a, p.290); monitoring indicators defined in Bursa and Cumalıkızık plan should be defined so as to judge the changes in the property (ICOMOS, 2014b, p.279), monitoring indicators for Diyarbakır plan should cover the full range of likely factors with possible impacts on the property (ICOMOS, 2015b, p.281), and the monitoring indicators for Mudurnu should be augmented in terms of sources and methods of verification, and a responsible agency should be attained for embedding these in a systematic monitoring framework (ICOMOS, 2019, p.348).

37. Policies and action plan must be spatialized.

A management plan is a spatial plan that relates to a place. It should relate all identified problems, policies and actions with the place. It needs to include scaled maps (Ringbeck, 2008, p.54; 9Natural England, 2008, p.28), indicating visual perspectives and corridors, boundaries, as well as priorities, relations and spatial references of policies and actions.

This spatialization is provided by schematic drawings in Ani, Mudurnu, Nemrut, and Yesemek plans. In the Diyarbakır plan, it is only available for visitor management strategy.

38. It must be user-friendly.

As having a strategic nature, management plans must be supple to any adjustment to adapt themselves to the new circumstances should the need arise. They are also working documents to be adapted and used easily by the decision makers and practitioners. Therefore, many guidelines note that bounded publications should be avoided for easy replace of pages (Feilden and Jokilehto, 1998, p.40; Ringbeck, 2008, p.54), it must be concise, accessible, easily understandable and free of jargons (UNESCO et al., 2013, p.125; Thomas et al., 2003, p.17-8), and be user-friendly, easy

to post and file (Ringbeck, 2008, p.54). Based on the Worthing and Organ's analysis of UK experience that the language and concepts used may become a barrier in front of adoption and implementation of management plan by the real users (Worthing and Organ, 2020, p.579), and expert-led nature of the process and product may result in alienation of users (Worthing and Organ, 2020, p.585). Therefore, the objectives, policies and 5-year activities in relation to the main problems and needs prioritized by the plan should be easily understood from the plan document and monitored by the practitioners. If the scope of the plan does not allow this, the production of executive summaries or brochures in usable formats may also serve to the purpose.

This relation and flow can be followed in the Ani, Arslantepe, Çatalhöyük, Ephesus, Göbekli Tepe, and Mudurnu plans.

The policies, objectives and activities are presented under each policy title in text and then in tabular form in the plans of Aphrodisias, Bursa and Cumalıkızık, Diyarbakır, Harran, İstanbul-1, İstanbul-2, Küçükyalı Archaeopark, Savur, and Selimiye; policy, objective and activity statements were repeated in different successive tables in the Harran and Savur plans; additional project packages were created for the activities described in the action plans of the Aphrodisias, Diyarbakır, Harran, İstanbul-1, Küçükyalı Archaeopark and Savur plans. The grouping of the activities into project packages leads to confusion about whether to implement the actions or the projects, and whether to implement the actions that are not included in the projects or not. There is no table system in the Pergamon plan, policies, goals and actions are pages-long and not easy to follow. In the Selimiye plan, the projects were tabulated and each project was presented in pursuit of the relevant theme and purpose, but the implementation timetable, prioritization and the relationship between activity, purpose, and policy could not be followed holistically. Monitoring indicators in Ani, Aphrodisias, Arslantepe, Çatalhöyük, İstanbul-1 and Yesemek plans; also, the timetables in the Aphrodisias and İstanbul-1 plan are separated from the action plan. Monitoring indicators and timetables are integrated into the action plan in Diyarbakır, Harran, İstanbul-2, Mudurnu and Savur plans, but are also presented in separate tables in İstanbul-2. Both could be practical as long as the relation with the actions is provided.

However, the Diyarbakır and Yesemek plans are the ones with the messiest setup in terms of the plan format. Problem definitions, needs, policies, actions are intertwined throughout the plan, the policy-objective-strategy-action order causes the content to be confused, and the length of the statements makes it difficult to remember. In the Yesemek plan, a very complex hierarchical system was used, including policy, goal, principle, action, upper project, and implementation project. Policies, objectives and principles were first given in a list, the time schedule of the 9 subplan titles and 11 upper projects were presented separately, then the subplan-policy-objective-action hierarchy was presented together in the action plan table, and finally, the time schedule, budget and responsible institution of the implementation projects is presented in the upper projects and implementation projects tables. Besides, a separate imprint has been prepared for each of the implementation projects. It is therefore quite difficult to follow this hierarchy and to understand how the relationship between actions and sub-projects is established, and whether the action plan table or the implementation project table will be taken as a basis in practice. The plan presents an executive summary at the beginning, highlighting the implementation projects but this does not help understanding the relation with policies. The hierarchy from policy to action is therefore confusing.

The Nemrut plan has a planning approach that considers 14 different heritage sites together with the Mount Nemrut Tumulus. Analyzes, evaluations and decision-making were made both for the whole area and for each asset separately. Users and researchers can access information for each field by going to the special headings. The 600-page plan cannot be considered as a user-friendly document, but this is partly due to the size of the project. Although the Mudurnu plan is a volumed document, the publication of a brochure that conveys the essence of the plan has solved this problem and made it an easy-to-read and understandable short document. Harran and Savur plans also involve their summary versions digitally, which facilitates sharing and distribution of the plans. Such a brief document has not been produced in Bursa and Cumalıkızık, Diyarbakır, İstanbul-1, İstanbul-2, Nemrut, which reached large volumes due to the nature of the area and the scope of the work carried out. Diyarbakır plan starts with SWOT analysis before presenting the site’s characteristics. This is claimed to be

related to the programming of the plan-writing process by two separate teams. Configuring the document is managed by the municipality, and they put the second part written by the planning team first (R3).

H. It must use existing resources and capacities effectively and efficiently.

39. Action plan must be compatible with the needs of the heritage place.

The plan must prioritize management actions, highlight where additional resources are needed (Thomas et al., 2003, p.11), and benefit from resources effectively by focusing on the works required (English Heritage Towns Forum, 1998; DKMPGM, 2006). If an action plan is defined in line with the problems and needs identified, the management plan will contribute to effective and efficient use of resources by directing limited resources to priority activities.

In plans other than Ephesus, Harran, İstanbul-1, İstanbul-2, Savur, this was largely achieved. In Ephesus, there is a priority and non-essential policy title on reputation management for Türkiye's most visited historical site and brand face in international promotion. In the follow-up made at the end of 5 years, it came to the fore as the issue where the plan failed in implementation. R14 stated that the plan unnecessarily defined it as the need of the place, but it was the least implemented section of the plan as the monitoring reports revealed. The Harran action plan has determined activities mostly in line with the problems, but it has not defined a policy and strategy regarding some of defined problems; such as the prevention and cleaning of illegal or inappropriate construction, the inability to protect agricultural lands, and the integration of Syrian immigrants into the heritage site and society, but directed its focus to tourism-based development. Likewise, in the Savur plan, while constructions incompatible with the urban fabric, problems related to economic products and sectors with significant potential (livestock, grape, winemaking, fisheries, etc.), employment etc. were the highlighted as problems, no related policies, strategies or actions were defined, but local development strategies were only directed to tourism capacities and infrastructure. It is stated in the World Heritage Center and ICOMOS Reactive Monitoring Mission report regarding the İstanbul-1 plan that *"The 2011 Management*

Plan clearly and thoroughly defines the problems affecting the conservation status of the Historic Peninsula and the scope of the problems, but does not offer a solution to them" (UNESCO et al., 2012). Although the İstanbul-2 action plan is generally compatible with the needs of the site, activities for site's national and international promotion and bringing the WH components to the fore for promotion were included in the action plans though it is not among the priority needs for one of the most reputable historic cities in the world. Other plans' action plan contents are in line with the defined problems and needs of the heritage places. ICOMOS specifically noted that action plan for Aphrodisias addresses solutions to defined needs and threats (ICOMOS, 2017d, p.266).

40. Action plan must be compatible with the capacities of partners.

According to Middleton, cultural heritage is not a market for competitive products, but heritage experts are part of an industry that operates on a market model, where all studies are part of business management (Middleton, 1996). The decisions therefore should be based on the realities of the heritage place, such as current management structure, capacities, resources and needs. The Burra Charter refers to those realities as factors affecting the future of a place, such as the owner's needs, resources, external constraints and its physical condition (Australia ICOMOS, 1999, p.4). A quality management plan provides diversification and optimization of resources in the management planning, and a reasonable resource management is key to achieve these. This is possible through development of a SMART (specific, measurable, agreed, realistic and time-bounded) action plan. For a proper use of existing resources to meet the urgent needs to maintain heritage values, the action plan must define responsibilities in line with the partners' capacities. Expecting stakeholders to carry out activities in numbers and qualities exceeding their current capacities will reduce the implementation performance of the action plan.

Aphrodisias, Arslantepe, Çatalhöyük, İstanbul-2, Selimiye and Yesemek plans have taken the institutional authorities and capacities into consideration in the action plans. No institution has been made responsible for an excessive administrative, technical or financial burden that it will have difficulty meeting.

However, Bursa and Cumalıkızık, Diyarbakır and İstanbul-1 idealize the management plan as a strategy document in a way that will greatly affect the implementation performance. In the İstanbul-1 plan, activities that exceed the authority and capacity of the site management office are defined. ICOMOS particularly noted for İstanbul-1 plan that "A majority of actions fall to the Site Management Directorate and the İstanbul Metropolitan Municipality to implement, but their capacity to be able to do so is not clarified" (ICOMOS, 2012a). Almost all heritage management problems that have existed for many years in the country's busiest, most visited and most difficult historical city center has been taken into the scope of the plan. The MoCT was assigned responsibilities to prepare management plans for all museums, and to solve the legal, administrative and resource problems of archaeological museums. Many activities (183) and project packages (49) were created and institutions were held responsible for many activities in the same period. But, the actions in the İstanbul-2 plan are more compatible with the authorities and capacities of the institutions. A specific institution is defined as the project coordinator for each action while the site management office has been given mainly the responsibilities of monitoring and capacity building.

Bursa and Cumalıkızık, Diyarbakır, Harran, Göbekli Tepe, Pergamon, and Savur plans have not distributed the roles and responsibilities to specific institutions, rather it defined many institutions responsible for many actions, which are not specifically formulated either. Therefore, the load and burdens on the stakeholders cannot be measured properly. However, what has taken the notice in the evaluation is that Bergama Municipality has been the responsible for 65 and budget provider for 57 actions out of total 69 actions defined in the plan. As R10 noted that due to the huge responsibility of the municipality in the action plan, many institutions still consider the municipality as the sole responsible for the implementation of the management plan. A similar situation is also noted for Diyarbakır plan. Out of 195 actions, Diyarbakır Metropolitan Municipality, though with its different branches, have been defined as one of the responsible institutions of 179 actions. Similarly, the responsibility of the majority of the 75 activities defined in the Harran plan has been given to the Harran Municipality (55 activities) and the Provincial Culture and Tourism Directorate (21 activities), whose technical and financial capacity is not very high. The same is true

for the Savur plan. Responsibility for 62 out of the 76 activities was given to Savur Municipality, and responsibility for 26 was given to the Provincial Directorate of Culture and Tourism. In addition, there are activities for which the unauthorized or unqualified Provincial Directorates of Culture and Tourism are primarily responsible for conservation, research and re-functioning works.

In Ani, Ephesus, Küçükyalı Archaeopark, Mudurnu plans, there also exist actions that are not in line with the legal or technical capacities of attained institutions. In Ani, there exist unimplemented activities because they exceeded the legal and administrative capacities of institutions, such as preparation of building identity files by the MoCT. Ephesus, despite the limited budget of the Selçuk Municipality, many important actions were defined under its responsibility, and these activities could not be realized due to resource problems. Out of a total of 48 activities defined in the Küçükyalı plan; 26 out of 31 activities under the responsibility of the İstanbul Archaeological Museums are short-term, and 14 out of 16 under the responsibility of the MoCT are short-term. Maltepe Municipality is defined as a local government unit responsible only for an activity related to development planning. In Mudurnu plan, a large number of activities regarding development regulations, environmental cleaning and physical interventions, and historical environmental protection has been defined under the responsibility of Mudurnu Municipality, which is not very rich in financial and technical means. As stated in the monitoring report, these activities were either never started or their realization rate did not exceed 50%. Similar to the İstanbul-1 plan, in the Ephesus, Küçükyalı Archaeopark and Mudurnu management plans, the responsibility of activities for monitoring, database management and project development is given to the site management office while the actions regarding the institutional structuring of this office within the Municipality are prioritized for the first implementation years of the plan. The Mudurnu plan the responsibility of the coordination, monitoring, promotion and awareness-raising activities has been defined to the site management office, activities that exceed the authority and capacity of this structure are encountered (preparing and implementing the protection program of structures that require urgent repair, development of tile roof repair projects, implementation of projects for the purification of historic structures from incompatible

interference, development and implementation of the protection program of monumental structures, etc.). There are activities under the responsibility of the envisaged structures such as Information-Document Archive Center, Local History Group, and Eco-Tourism Development Cooperative. These activities could not come to the real because these structures could not be established.

Nemrut plan has not distributed the responsibilities within the current administrative context, but proposed establishment of an Kommagene-Nemrut Site Management Unit within the Adıyaman Governorship as a local branch of the MoCT, to implement and monitor the plan. As stated in the 5-year monitoring report of the plan, although this structure could not be established, the proposed actions could be implemented within the scope of current investment programs and projects managed by the Governor's Office. The financial burden for its establishment required for employment, equipment, office etc are foreseen to be met jointly by the MoCT and Adıyaman Governorate.

Therefore, considering the scale and nature of the deficits, Bursa and Cumalıkızık, Diyarbakır, Harran, İstanbul-1, Küçükyalı Archaeopark, Mudurnu, Pergamon, and Savur plans have been failed the most to consider the institutional capacities and legal authorities when allocating the roles and responsibilities in the action plan.

41. It must benefit from different resources and capacities.

Management plans should propose *"cost-effective solutions to long-term management liabilities via strategic work programmes"* (Natural England, 2008, p.3). As Badia and Donato (2011, p.8-9) underlines that coherent with the public governance paradigm, public institutions should have a *"steering role on a network system composed by private and public subjects, whose aim is to achieve common and shared goals"* and *"effective collaboration between public sector organisations and private subjects, i.e., capacity to promote horizontal subsidiarity"* is success of plans. European Union also defines creating synergies and cooperation to maximize the optimization of resources as one of the key features of governance mechanisms (European Union, 2010). Developing partnerships and collaborations to benefit from high capacities to the most

extent, and bringing diverse human, financial and technical resources together is an achievement of governance systems as well as plans as it contributes to both actualization of high-quality activities and the strengthenment of inadequate capacities.

Many plans define regular institutional budgets as the key resources for projects while few actions are also expected to be financed through international and national fund providing institutions, such as EU, development agencies and regional development institutions of GAP and DAP, İl Bank A.Ş., trade and industry chambers, TÜBİTAK, KOSGEB, identified or unidentified sponsors etc. This indicator can be assessed for both individual projects whether they are actualized via joint collaboration of various partners with different capacities, and for overall action plan whether a diversification of resources is envisaged. However, the so-called envisioning may not always occur on the ground in the implementation stage. Therefore, only obvious and noteworthy achievements are noted here if occurs in either plan statements or in the implementation stage. If not, the plans are regarded as "partially qualified" for this indicator as long as they attempt to refer to different sources, and as "unqualified" if they fail to exceed the current practices based on self-institutional budgets.

In Ani management plan, though the definition was different in the plan, the capacities of the MoCT, the Development Agency and academia were used in actualization of the building identity files projects. There are other projects benefiting from diverse resources such as MoCT, Development Agency and EU grants in landscaping project; MoCT, World Monuments Fund, and US Embassy grants in monument restorations but these are not the achievements out of the management planning process as they have started quite before. In the Mudurnu plan, the funding agencies are more diverse compared to other plans as for that private sector, international funds, research incentives and grants have been given more space in the document. In practice, alternative sources such as VEKAM for exhibition, publication and promotional activities; Bolu Abant İzzet Baysal University resources for symposium organizations, Yıldız Entegre Holding and Sarot Thermal Hotel resources for the restoration of

Tekkeliler Mansion, and Historical Cities Union resources for the street façade improvement project were used. The resources of the MoCT, Gaziantep Municipality, Gaziantep University, and several sponsors are used in the Islahiye Basin Archaeological Survey project carried out within the scope of the Yesemek plan. R13 stated that plan has also provided the excavation team with opportunities of raising funds through sponsorships for scientific surveys and excavations as the sponsors are now convinced of the necessities put forward by a plan adapted by many institutions.

The only failing plans are Küçükyalı Archaeopark and İstanbul-2 plans. Küçükyalı Archaeopark plan's resource management policy is based upon the institutional budgets of the MoCT, İstanbul Archaeology Museum and Koç University mainly, which is not far from the current system. No attempt to go beyond this managerial workload is observed in the plan. In the last part of the İstanbul-2 plan, there is a list of the resources that can be used in the implementation process, but no relationship is established between these resources and the actions. In the plan, it is stated that *"Which resources to apply will be determined separately for each action according to the content of the relevant action"* (p.325). It seems that this will provide flexibility in the implementation to a certain extent, this situation adds a great uncertainty to the plan and makes it fail to attain the quality of a practical document. Nemrut plan envisaged benefiting mainly from real estate taxes fund, governorate and MoCT allocations for establishing site management unit, and realization of certain amount of the required budget from the EU project resources for which the application has been made jointly by the governorate, MoCT and METU.

Another issue is that the term "resource" is often used to refer to "budget". Technical capacities (equipment, archive, expertise, qualified workforce) owned by different institutions should also be considered as resources, and it should be analyzed to what extent these high capacities of institutions are brought together in cooperation. In many plans which define several institutions as responsible for the same actions, it is not explained which institution's which capacity will be benefited in this partnership and how they will be brought together. Detailed information on cooperation in resource

utilization is not available in plan monitoring reports, either. Mudurnu is the only one that provides this information in detail.

ICOMOS particularly stated for Arslantepe that cooperative system is somehow effective but the management plan should seize the responsibilities specific to the different partners in line with actions and activities defined in the plan (ICOMOS, 2021, p.158).

42. It must create new sustainable resources for the implementation stage.

The experience showed that unavailability of sustainable resources to be used by the site management authorities to perform management plan decisions is one of principal problems in implementation (R2, R9, R10, R14). This inference is also reached by a previous research on heritage management planning experience of Türkiye through many interviews that the lack of autonomous budget of the site management office is hindering the implementation of the plans effectively (Bozkurt, 2017). The creation of innovative and sustainable resources as supplementary to the institutional budgets allocated to conservation should be considered as achievements of plans in enhancing heritage management system.

Due to legal constraints in Türkiye, such resource development is not possible for site management mechanism despite to the existence of certain attempts before. No plan has succeeded in innovative resource creation and its use in the implementation stage. Efforts in this direction in the Ephesus plan led to important principle and institutional disputes, and even caused the process to stall throughout this period. But this should be noted as an effort on the way of quality. The Mudurnu plan proposed establishment of an eco-tourism development cooperative as an innovative and sustainable local resource, but this proposal has not been implemented. Fundraising efforts by the site manager were managed through individual donations, with which some promotional activities could be carried out. However, this resource is not sustainable, either. Another effort was the creation of resource by the planning team and the institutions of the Nemrut plan, namely the Adıyaman Tourism Industry Revitalization Project, which was carried out within the scope of the Competitive Sectors program carried out

by the Ministry of Science, Industry and Technology and financed by the EU. This fund was generated by the planning team together with the authorized institutions even before the plan approval (R17).

Most of the projects brought with the management plan were covered within the scope of this project carried out by Adıyaman Governorship. It is stated in the plan that these projects aim to create a sustainable resource with the multiplier effect, but it has not been possible to create a sustainable resource afterwards to be used for site management activities. The new structuring proposed by Nemrut plan is also an attempt to make heritage management sustainable though a structured specific unit to be established at the local level. R4 noted that Selimiye plan process has resulted in establishment of Selimiye Foundation by TOBB that would raise and use funds for conservation and management activities at the heritage place. One of the initiatives of TOBB that is responsible for the management of Kapıkule border gates has allocated certain rate of its revenues to this foundation. Though not directly related to the monument conservation and not much projects have been realized so far, they contribute to the improvements in the visitor facilities in the surrounding of the monument.

KEY DIAGRAM		GROUP 1									GROUP 2			GROUP 3				GROUP 4							INDICATOR QUALITY		
		A				U					A			A	U			A			U						
A	Archaeological character mainly	Arslantepe	Ephesus	Pergamon	Yesemek	Bursa and Cumalikızık	Diyarbakır	Selimiye Mosque Complex	NB. OF QUALIFIED CASES		Çatalhöyük	Göbekli Tepe	NB. OF QUALIFIED CASES	Ani	Harran	Savur	NB. OF QUALIFIED CASES	Aphrodisias	Küçükyalı Arkeopark	Nemrut	İstanbul Historic Peninsula 1	İstanbul Historic Peninsula 2	Mudurnu	NB. OF QUALIFIED CASES	NB. OF QUALIFIED CASES	NB. OF PARTIALLY QUALIFIED CASES	NB. OF UNQUALLIFIED CASES
U	Urban character mainly																										
+	Relevant, decisive for success																										
0	Partly relevant, partly decisive for success																										
-	Not relevant, decisive for failure																										
NA	Not applicable, no data																										
THE QUALITY OF THE PLAN CONTENT [CONTENT QUALITY AVERAGE]									2,2				0,9				1,1							2,4	6,5	7,2	4,2
G.	**It must contain the basic elements of a management plan. [Average for G]**								2,1				0,9				1,3							2,6	6,8	7,4	3,6
27	There must be a manageable plan boundary defined by the historical and geographical context of the heritage place.	0	+	0	0	+	+	+	4		+	+	2	+	+	+	3	0	-	+	0	0	+	2	11	6	1
28	It must include sufficient amount of analysis about the heritage place.	0	0	-	+	0	0	0	1		0	0	0	0	+	+	2	+	NA	+	+	0	+	4	7	9	1
29	It must define values and significance of heritage place.	0	0	+	0	+	0	+	3		0	0	0	0	-	-	0	0	-	0	0	0	+	1	4	11	3
30	It must define problems, needs and expectations regarding heritage place	0	-	-	+	+	+	-	3		+	-	1	0	+	+	2	+	+	+	0	+	+	5	11	3	4
31	It must prioritize the needs.	0	-	-	+	-	-	-	1		+	+	2	+	0	0	1	+	0	+	-	-	+	3	7	4	7
32	It must include a common vision.	0	0	0	0	+	0	NA	1		0	+	1	+	+	+	3	+	0	+	0	0	+	3	8	9	0
33	Its approach must be conservation-oriented.	+	+	+	+	+	+	+	7		+	+	2	+	-	-	1	+	+	+	+	+	+	6	16	0	2
34	It must define integrated and holistic management policies and measurable objectives.	0	0	0	0	0	0	0	0		0	0	0	0	0	0	0	0	0	0	0	0	+	1	1	17	0
35	It must include a smart action plan and agreed implementation principles.	0	0	-	+	0	-	+	2		+	-	1	+	-	-	1	+	-	+	-	0	0	2	6	5	7
36	It must include monitoring indicators and a monitoring strategy.	0	-	0	0	0	0	-	0		0	0	0	0	0	0	0	0	-	+	0	0	0	1	1	14	3
37	Policies and action plan must be spatialized.	-	-	-	+	-	0	-	1		-	-	0	+	-	-	1	-	-	+	-	-	+	2	4	1	13
38	It must be a user-friendly document.	+	+	0	-	0	-	0	2		+	+	2	+	0	0	1	0	0	0	0	0	+	1	6	10	2
H.	**It must use existing resources and capacities effectively and efficiently. [Average for H]**								2,5				0,8				0,5							1,8	5,5	6,5	6
39	Action plan must be compatible with the needs of the heritage place.	+	0	+	+	+	+	+	6		+	+	2	+	0	0	1	+	+	+	0	0	+	4	13	5	0
40	Action plan must be compatible with the capacities of partners.	+	0	-	+	-	-	+	3		+	0	1	0	-	-	0	+	-	0	-	+	-	2	6	4	8
41	It must benefit from different resources and capacities for projects.	0	0	0	+	0	0	0	1		0	0	0	+	0	0	1	0	-	0	0	-	+	1	3	13	2
42	It must create new sustainable resources for the implementation stage.	-	0	-	-	-	-	0	0		-	-	0	-	-	-	0	-	-	0	-	-	0	0	0	4	14

Figure 4.4: Quality Evaluation Scores for the Plan Content

4.2.4. Level of Implementation and Impact of Plans

As Ripp and Rodwell put forth that an integrated management plan, though being a powerful document to start for professional management at heritage sites, is only *"as strong as the management system within which they operate"* (Ripp and Rodwell, 2016, p.86-7). Its integration into the management system through considerations of local and national plans (Feilden and Jokilehto, 1993; Thomas et al., 2003, p.18-9) in the making and must be integrated into the land use plans (ICOMOS, 1990; Thomas et al., 2003, p.19) in order to ensure the harmony between planning and policy documents and to make them complement each other.

What is expected from effective implementation of a management plan is its contribution to good management of heritage places. This includes improved management systems, improved use of financial and human resources, increased accountability and improved communication (Thomas et al., 2003, p.10-1). Therefore, plans' quality in implementation cannot be judged separately from the quality of the system created to implement it. Binding legal provisions to enforce their sanction need to be supported by committed actors and well-structured coordination mechanisms. In case of absence of any, the implementation performance is likely to fail. The key qualities a heritage management plan has to bear in terms of level of implementation are:

- Integration into the current management system
- High potency and implementation performance
- Leading improvements in the heritage management system

I. It must be integrated into the current management system.

43. It must pass local institutional approvals.

A management plan is a public contract (Thomas et al., 2003, p.11). Therefore, the document must be accepted by the managing authorities and stakeholder groups to give it an authority and to bind all stakeholders about the decisions (DKMPGM, 2006; UNESCO et al., 2013, p.145; Thomas et al., 2003, p.49).

Management plan come into force in Türkiye by the approval of the Coordination and Supervision boards (MoCT, 2021, p.12), and there is no other approval mechanism defined in the legislation. However, formal adoption and approval by "the bodies that have to put them into effect" is key before its proper implementation (English Heritage, 2009, p.18).

There are instances where management plans have undergone institutional approvals by local governments to increase corporate ownership with a belief that the decisions taken in the plan will be more legally binding, at least in the eyes of the municipalities, and their compliance with the institutional strategies, and associated budget allocations will be secured. It is not possible to say this will automatically lead to high implementation performance, but bringing these plans to the attention of inner-institutional mechanisms is an attempt by the local managers and administrations to make it more integrated into the current management system.

The aforementioned approval mechanism was implemented in several cases only, namely Bursa and Cumalıkızık, Ephesus, İstanbul-1, İstanbul-2, Mudurnu and Pergamon plans. They were approved by the municipal assemblies after they are approved by Coordination and Supervision boards.

This procedure that has been applied so far at a customary basis has turned out to be a legal step by the initiative of the MoCT. In the newly signed protocols since 2016, the MoCT requests the plans be approved by the Municipal Assemblies as a legal condition for collaboration. Since this is not a legal obligation defined in legislation, its absence is not regarded as failure for the earlier plans, but its existence is regarded as achievement as it refers to administrative commitment of the authorities for its integration to the current management system. The cases with no additional municipal approval is also regarded as partially qualified because the legal obligations already supports certain extent shared adoption and approval of the plans.

44. Related institutions must consider and respect the management plan.

As stated by UNESCO guideline that *"the success of a management plan depends on the authority given to it during its preparation and after completion"* (UNESCO et al., 2013, p.145).

This is also stated by Blandford as one of issues in UK labelling management plans as successful; *"In the light of the nonstatutory nature of WHS Management Plans, time and resources spent on establishing consensus and 'ownership' of the Plan by all stakeholders will greatly assist implementation of plan policies"* (Blandford, 2006, p.362). UK experience also showed that the long-term success of management plans mostly *"lies in the commitment of organization to developing and delivering action plans and an effective monitoring and review system. The failure to do so was perhaps the most striking barrier to effectiveness"* (Worthing and Organ, 2020, p.586).

A management plan's full adoption by the managing partners can be measured through if existing legal provisions or ongoing implementation that are incompatible to the management plan is revised, halted or cancelled, or other plans and projects give reference to management plan decisions. Provisions of previously approved documents must consider this newly adapted policy guidance, and necessary revisions have to be made to the provisions that are incompatible to the agreed policies and strategies. This will provide the harmony between plans and documents which will guide the decision-makers in shaping the heritage place. This also shows the political power of the plan as a reference document owned by the stakeholders as well as the power of governance structure.

It is not possible to speak of a full ownership and respect to every management plan in Türkiye, but few cases have demonstrated that management plans may be reference documents to certain extents. Development plan proposal for building a visitor center and museum in close proximity to Arslantepe that would lead to damage in landscape silhouette of the mound surrounding, to ineffective use of public budget for expropriation purposes, and to relocation of local people outside the neighborhood was revised by the Malatya Metropolitan Municipality based on the references available in

the Arslantepe management plan. Yesemek management plan helped developing a local alliance and voice against a development project nearby the archaeological site. The mentioned project was firstly halted by the competent institution, which is the State Water Affairs, based on the concerns regarding heritage management and WHL nomination process, and then was took to the court process initiated by this alliance. Management plan analysis and decisions also provided input into the lawsuit files (R7, R13).

As noted by R6 that Bursa and Cumalıkızık plan has been taken into consideration by regional conservation council at the stage of evaluation of conservation plan decisions. However, the site management office could not prevent another inappropriate intervention at the site, which is the demolish of Central Bank building, despite to the efforts made (R6). Similar case is also noted by R14 for Ephesus plan. The management plan was referenced by the site manager to decline the proposal for Virgin Mary House cable car project during its examination by regional conservation council, and the plan has been taken into consideration as a legal consensus policy document by the council. The ropeway project to Virgin Mary House was also halted by the authorities upon the technical notifications by the MoCT and site manager. R2 stated that some partners internalized the spirit and importance of the Mudurnu plan and they referred to the plan as "the constitution" in heritage conservation, but they were limited to the few NGO representatives. Also, at least for a certain period of time, the document was referenced, consulted and examined time to time, even a copy was always present at the desk of the former mayor. However, façade regulations designed by the team could not be adapted by and integrated into the development regulations within the municipality (R2). R5 stated in reference to an official's statement that GAP Administration takes reference the action plans of Harran and Savur management plans in order to figure out the budget allowances at the heritage sites. R9 stated that the former district governor of Savur, who has been assigned as trustee to the municipality, was very keen to follow and adapt the policies and projects of the plan, but after his change, the interest did not last.

Yet, the management plan has provided a legal basis while asking for a budget from the institutions for the implementation of some projects (R9). Diyarbakır plan has been referenced during the consultations between the Municipality and Ministry of Environment and Urbanism to halt 3 HES projects planned by the State Water Affairs on the Dicle River, to revoke the allocation of certain land within the Hevsel Garden as the Reserve Development Area as well as to demolish high-rise buildings on the skirts of the Kırklar Mountain (R3). However, the projects implemented later by MoUEC within Suriçi district and the Hevsel Gardens were not in line with the policies of the management plan, and UNESCO, ICOMOS and ICCROM jointly noted that *"The World Heritage Centre has received third party information with photographs on the destruction of many buildings after the end of the 2015 incidents, which might suggest that irreversible change of the social and historic fabric of the area has already happened"* (UNESCO et al., 2021, p.52). R3 stated that this is partly due to the change of the local team within the site management process as the planning decisions were made jointly with them but the new actors are tied with the state's instructions.

However, interviewees for Aphrodisias, Ephesus, İstanbul, Pergamon and Selimiye stated that the plans have not turned out to be reference documents that institutions pay tribute in the implementation (R4, R10, R11, R12, R14). R14 further stated for Ephesus case that stakeholders did not follow even their own commitments they provided as inputs into the plan, partly because the inputs are not the realizable actions and projects, but idealized ones, but also related to not establishing a full-time dedicated office to monitor and coordinate the plan implementation. R12 stated that partly due to being one of the first cases in the country that the Aphrodisias plan was not regarded as a legal document having a sanction power over the partners. The site manager put enormous effort to make it accepted by the institutions as a consensus document, and managed to a certain extent that the plan's prioritized actions were taken into agendas of institutions. Bozkurt stated that management and development plans for İstanbul Historic Peninsula have not been coordinated (Bozkurt, 2017, p.684) and on-site physical implementations did not follow the UNESCO rules and management policies in many instances (ibid, 2017, p.687-8). R11 and R15 confirmed

this statement that İstanbul site management office had challenges for managing certain development projects such as Eurasia Tube Tunnel Project, Yenikapı Embankment Area which are pursued by central administration and not incompatible to conservation and management policies and provisions. However, site management office has been recognized and consulted as a contact office related to the WH site, for the matters regarding new building proposals, such as basketball federation's sport campus adjacent to the city walls. As R11 stated that this cannot be directly related to the quality and power of the management planning, but the site's WH status. R11 also claimed that the institutions were mainly so indifferent to the process that even letters asking for information on the implementation status have been hardly answered. R15 also confirmed R11 that as a result of the analysis and consultation they made during the plan revision period with related stakeholders, they noted that the plan has not been taken as reference for implementation at all, actions are not followed as scheduled in the plan. R15 also noted that Fatih Municipality, the key district administration at the heritage place, has been quite reserved for the planning process and the implementation of plan document. The meetings with them revealed that contrary too other district municipalities, such as Zeytinburnu and Eyüp, Fatih Municipality has never adapted the planning process and the document, and did not follow the plan provisions related to their activities. Both pointed out that what the İstanbul-2 plan managed to achieve that HIA reporting has now been accepted and adopted as a policy instrument within the scope of management plan, which is considered to be noteworthy success.

ICOMOS stated particularly that integration between different plans in force for properties should be augmented for the cases of Diyarbakır, Selimiye and İstanbul-1 plans (ICOMOS, 2015b, p.281; ICOMOS, 2011c, p.329; ICOMOS, 2012a). No evidence could be obtained for the cases of Çatalhöyük, Göbekli Tepe and Nemrut.

J. Its implementation performance and potency must be high.

45. It must be implemented in compliance with the timetable.

If the action plans cannot influence the real actions despite to the generated complete and adequate system of objectives, then the plan would *"become just a list of good intentions while the real decisions are taken elsewhere, often with different perspectives and aims"* (Badia and Donato, 2011). According to the provision available in the national legislation; "*Public institutions and organizations, municipalities, real and legal persons must comply with the management plan approved by the Coordination and Supervision board, the relevant administrations must give priority to the services within the scope of the plan and allocate necessary appropriations to their budgets for this purpose"* (MoCT, 2021, p.13). Therefore, if the action plan is implemented in accordance with the determined schedule, we can refer to a realistic and adopted action plan and a successfully cooperating governance structure, by which the management objective can be achieved in the due period. Successful implementation and effectiveness of management plans are bounded to the existence of site managers/coordinators (English Heritage, 2009, p.15), but many different people will act upon the plan (Australia ICOMOS, 2013, p.9). Based on the monitoring reports available, this indicator is considered as relevant for plans with the realization rate over 50%. For the others with declared or measured lower rates, it is considered as partially relevant. If no measurement or comment on performance is available, then this indicator is marked as non-applicable.

Arslantepe plan has recorded 8 out of 13 urgent, 2 out of 20 short term project accomplishment, which equals to %19,6 realization rate over 51 total projects within a year. These were the projects which were needed to improve the protective measures for the site in the way towards WH nomination. Ani management plan has recorded 21 completed projects out of 97 projects which equals to %21,7 realization rate within five years. The realization rate of a total of 183 activities and 49 project packages determined in the İstanbul-1 plan was noted as 23% in İstanbul-2. It was reported for Mudurnu plan that only 7 of the 134 actions have been completed, 29 of the 87 projects continued with a completion rate of over 50%, and 40 projects could not be started.

Accordingly, the realization rate of the Mudurnu action plan was measured as 6.7% (2 actions with a 90% completion rate were considered completed). It has been reported for Nemrut plan by the site manager to the MoCT in 2019 that that 32 of the 132 activities have been completed, 44 are in progress, and 56 projects have never been started, which corresponds to a realization rate of 24%. However, R17 provided an updated analysis for the Nemrut plan performance which equals to %57.5. R13 noted that the recorded realization rate for Yesemek in two years is higher than expected, and the yearly monitoring and facilitation of implementation by a legal site management office is claimed to be the reason for this. R14 stated that many actions defined in the Ephesus plan could not be realized, except the project under the responsibility of the museum directorate or excavation teams. The ownership of institutions with no direct responsibility with heritage conservation and management could not be ensured, so their implementation performance remained low. This is also confirmed by Pergamon case. R10 stated that many institutions in still think that the municipality as the plan making authority has the sole responsibility of its implementation. The partners cannot be blamed of thinking so, as the site management office could not express itself well and could not increase the awareness at the local level as regards to the management planning and heritage conservation approaches.

R10 further noted a case of discussion in a meeting in which one leading NGO representative accused the site manager of wasting his time on useless things. Based on ever first monitoring made after 4 years, only %20 realization out of 65 projects is recorded in the Pergamon plan. As the Pergamon plan is not in a quality to direct or guide the implementation, its contribution to heritage management practices was rated low (R10). Based on the analysis made by the planning team within the scope of a research project, the rate of realization of Aphrodisias action plan is measured as over 80% (R8). The only problem emerged for Aphrodisias was in the middle of the implementation period, when the legal acts abrogated Geyre Municipality, and directed its authorities to Karacasu District and Aydın Metropolitan Municipalities. This has resulted in retard of the projects due to the changes of legal addressees. R12 and R14 stated that their positions as the MoCT directors respectively facilitated the close monitoring and coordination of actions in archaeological sites as they had

sustained communication with local institutions for years. In the absence of them, this success could not have been achieved either (R12; R14). Bozkurt (2017, p.734-5) found that many actions defined in Bursa and Cumalıkızık plan could not come into action despite that some works were accomplished in the WH nomination process.

Though no official measurement or record is kept for Selimiye plan, many of the actions have been implemented even before the plan approval and the rate of implementation is claimed to be high by R4. However, some basic and required actions, such as visitor profile analysis, could not be come into actions though the project design was quite realistic and achievable. This is due to that the plan is not owned by any institution at the moment and no official monitoring and surveillance is applied (R4). No official recording and measurement exist for Harran and Savur management plans, either, but the unofficial records point to a certain level of realization (R5, R9). Certain projects defined the action plan, such as street rehabilitation projects, Savur Castle lightening project, participating in the international tourism fairs etc, has been possible through budget allocations made by GAP administration, development agency and district governorate (R9). No reporting for Diyarbakır is available, too. As noted by R3 that about 7 and 8 months after the approval of the plan, the site has entered a turbulent and clashing environment, the plan remained unclaimed and this caused the plan not to be implemented as foreseen. No evidence on the implementation level of İstanbul-2 plans could be achieved.

ICOMOS considered that some of the tasks of Aphrodisias plan related to the flood response plan and preparedness, earthquake preparedness and fire suppression measures are behind the schedule (ICOMOS, 2017d, p.267) at the time three years after its approval, but the State Party noted in the state of conservation report submitted to UNESCO that fire prevention plan and flood prevention measures are ongoing (MoCT, 2022).

46. It must solve a long-standing problem or need.

The experience revealed that if a management plan makes a difference in the place when compared to the period without the plan, then we can mention of an achievement

through the plans. For example, if conservation needs or problems that could not be resolved for long within the framework of the current management system has been resolved or great progress has been made in its solution thanks to the management plan, then the plan and governance structure are deemed to be success.

The insertion of security cameras in the Selimiye Mosque that was not recognized as a need for the conservation of the heritage place until then was applied thanks to the management planning process (R4). Similarly, camera system and grass-cutting procedures for the site security at Aphrodisias, which has been a matter since 2005 (R12), were prioritized within the management planning process and the projects are implemented (R8). R12 also noted for Aphrodisias that the sewage system that is lacking in Dörtyol Neighborhood and causing the pollution of ground and surface water was developed by the Metropolitan Municipality. Site landscaping project with the purpose of increasing the site's visiting quality was prioritized by the help of the management plan. Legal registration of Ottoman baths as cultural heritage, which was a specific project within the plan, is another achievement by the management plan. Revision and implementation of old-dated landscaping project, which was a matter since 2017, proceeded to a great extent through Arslantepe management planning process. In Ani, building inventory projects that have frequently noted in the plans and meetings have been initiated following a meeting within the management planning monitoring process, thanks to initiative-taking actors. In Yesemek, due to the inadequate research to date, the information gaps to narrate the historical context of the sculpture workshop could be overcome by the scientific surveys and excavations held concurrently to the management planning process. The irrigation pond project that may adversely affect the heritage site emerged as one of the key projects and concerns within the management planning, and the project did not proceed thanks to the negotiation made with reference to the management plan. Fencing the archaeological sites at Ephesus and restoration of Mithridates Gate at Ayasuluk were financed by the Development Agency, based on the management plan provisions (R14). R11 noted that Historic Peninsula Silhouette Plan was obtained thanks to the discussions held within the management plan process, especially those related to 16:9 Building in the buffer zone. Accordingly, provisions regarding the height limitation to

protect the silhouette of Historic Peninsula were included into the development plans which resulted in diminishing the number of development proposals for tall buildings in the course of time (R11). In Mudurnu case, the formal registration of tannery as cultural property, designation of the town as a slow city (citta slow), inscription on the WH Tentative List of Türkiye, revision of conservation development plan, foundation of Ahiler Museum, designing of a city logo and its widescale adoption by the local actors are among the achievements throughout the management planning process. Also, design of the Arasta façade rehabilitation project is realized and in the implementation stage now (R2). However, all respondents also noted that these achievements are not directly related to the management planning provisions, but rather it was also the WH nomination, inscription and monitoring requirements that motivated stakeholders.

R5 explained that the action plan projects that would solve the long-standing problems at the physical fabric of the heritage places of Harran have been prioritized by the administrations and the improvements have been made in that regard. These include restoration of historic buildings for accommodation purposes, street and façade rehabilitation project about the buildings that are incompatible to original historic fabric, urban infrastructural development at Harran. R9 explained that thanks to the Savur management plan, 1/200 scaled measured surveying of monuments and a feasibility project for Dereiçi Village, which is among significant but disregarded heritage places at the site, has been obtained, waste and clean water systems in the village is improved, street rehabilitation projects in the town were designed. More specifically, it had been stated for years that the most suitable form of accommodation for tourist would be home boarding since the site is a small-scale town, and this could be achieved to a certain extent based on the claims made by the participants during the planning process.

R3 noted that one of the long-standing problems of the Diyarbakır site was the irrigation of the Hevsel Garden with waste water. The project proposal to provide clean water to Hevsel Gardens via Anzele and Hz. Süleyman streams was about to

commence through the project application to EU funds[19] but interrupted due to the change of municipal administration. R17 stated for Nemrut plan that many conservation projects that had been disregarded for many years, such as Yenikale/Arsemia Castle restoration, Kızılin Bridge restoration, Nemrut landscaping project, Service Houses for Adiyaman and Malatya sections have been accomplished upon management plan priorities. Upon the promotional efforts within the EU funded project, and associated infrastructural development, the site has recorded over 250.000 visitors, which is quite high concerning Nemrut.

No concrete evidence or data could be attained for Bursa and Cumalıkızık, Diyarbakır, İstanbul-2 and Pergamon plan processes justifying the quality of these plans in notable contribution to the solution of a long-standing problem.

K. It must lead to improvements in the heritage management system.

47. It must contribute to the strengthenment of capacities.

The plans should not be implemented only taking into account existing capacities. In order to ensure the continuity and sustainability of protection, policies should be developed and implemented to strengthen the capacities that are recognized as insufficient in the planning stage. Capacity may relate to different aspects, including knowledge, publication, visioning, equipment, budget, staff, etc. As long as the management planning has contributed to the enhancement of institutional capacities in any way or other, or they led to raising awareness, changing perspectives, increasing knowledge about site or the conservation techniques, terminology or methodology, then they are regarded as successful in strengthenment of capacities. The stakeholders can only participate in a limited way if they do not know what the alternatives or opportunities are (Burns et al, 2004:44). This requires technical capacity building of stakeholders for the future cycles of heritage management practices. Ataöv and Haliloğlu Kahraman (2016, p.380) draw the attention to the learning practices within collaborative processes, and claim that collaboration is to consider the practical

[19] The media news about the project initiated by KUDEB of the Municipality can be found at https://www.haberler.com/ekonomi/hevsel-bahceleri-temiz-suyla-sulanacak-7538442-haberi/

experience of actors involved, and the transition of shared knowledge into joint practice is required in governance.

Selimiye plan helped increase in the awareness raising within the community with regards to the problems as well as its possible solutions about the heritage place. This was not maintained in the implementation stage and the stakeholders are not informed about the situation at the place but this was one of the successes accomplished within the preparation stage (R4). R3 stated that the management plan process in Diyarbakır has changed the municipality's approach into the heritage site profoundly. At first, Ben-u-Sen and Ferit Köşk areas were regarded as urban renewal areas while Hevsel Gardens and Dicle Riverbank were regarded as recreational areas, but the management plan policies that are fully contrary to the earlier approaches was owned and claimed by the Municipality upon the guidance and advise by the planning process. However, the experience showed that with the change of the local team, the cautious attitude towards conservation changed and many heritage impact assessment requests by ICOMOS and UNESCO for the new development projects have not been responded by authorities for years (WHC, 2021b; WHC, 2019; WHC 2017; WHC, 2016). R10 stated that Pergamon management plan has not achieved great success on the ground, especially regarding the sharing of responsibilities for conservation. However, it succeeded in disciplining the awareness raising activities, though this is a matter of the last two years. Upon the protocol signed between the provincial Directorate of National Education, a comprehensive awareness raising program targeting to inform the children about the site's importance as well as site management activities have been applied by the site management office since 2020, reaching over 4500 students within central and distant villages of Pergamon. This program will be extended to higher education students, artisans and traders in the short future (R10). A similar awareness raising program is being applied by İstanbul site management office today (R11, R15) as well as in Bursa and Cumalıkızık (R6). As in line with the management plan provisions of Bursa and Cumalıkızık, the site management office organized awareness raising trainings for diverse groups, including teachers, imams, children (R6). Bursa and Cumalıkızık process has been a model to other heritage sites for many aspects, including site management office structuring, management plan tendering,

etc. The first protocol after the 2016-dated legal amendment was signed with Bursa Metropolitan Municipality, and this improved version drafted by Bursa Metropolitan Municipality has been taken reference by the MoCT for further collaborations. Experience gained through Bursa and Cumalıkızık plan process is now being benefited for İznik management planning process, with the support of the expert staff. R13 stated that 90 persons from local community have been employed during the survey and excavation studies at Yesemek. Together with these opportunities, national and international administrative and academic interest to Yesemek in the last years increased the attention and awareness of local community towards the values and importance of heritage site. Through the youth camps organized with support of Gaziantep University, university students informed the local people about the heritage site history and values (R13). R12 and R14 stated that management plan for Ephesus and Aphrodisias did not lead to noteworthy increase in technical or financial capacities at the local level. This was not an expectation at Ephesus plan process, either, as the governance members and management bodies had vast knowledge and experience in heritage conservation, but what this process succeeded at Ephesus was raising awareness of all stakeholder's concerning the site's problems as well as to protection of the uniqueness and the authenticity of the site (R14). R2 explained that the overall management planning process has contributed in Mudurnu to raising the community awareness about sustainable cultural tourism as well as to the importance of protection of cultural heritage. As specific examples, the number of women artisans increased, a women cooperative was established and certain persons who want to found tourism business still consult the initial site manager to get advice. However, the technical and financial capacity of the local administrations is still lacking (R2). Similar impact is observed following the Harran and Savur plans, as R5 explained. The local administrations' awareness about a management plan's role in good management is increased as the neighboring provinces or districts, having heritage conservation and management problems at other heritage places such as Balıklıgöl, consulted to the planning author to obtain a management plan and this plan has been prepared by the same team, as well (R5). R9 stated that upon the site manager's insistence, the municipality employed an architect following the plan approval, though it is contract-based. The planning process for Savur, which was carried out simultaneously with

Harran, contributed to the increase in the recognition of heritage values of Savur and to the development of awareness about conservation planning and management at international standards. (R9). Likewise, R11 noted that the management planning process in İstanbul increased the local knowledge and awareness among partners with regard to UNESCO rules and regulations. The management planning experience in Türkiye has started with İstanbul in the first years, and this case has provided many local and national experts with opportunities for developing their knowledge and skills in management planning practices. Also, İstanbul site management office has been very active and decisive in guiding the implementers and project developers with regard to preparation of heritage impact assessment reporting, which brought a new visioning among stakeholders towards heritage conservation and sustainable development. Many examples and experiences in this respect are coming out from İstanbul heritage places. As HIA has been a part of the management plan, many conservation council decisions have referenced to the preparation of HIA reports for new constructions (R11). İstanbul experience with heritage impact assessment has been so prestigious for the city and the country that site management office team has given many seminars and training abroad in this respect (R15). Besides, although employees have been suspended from this unit, they have now been influential in dissemination of this experience and knowledge in different branches and institutions responsible for heritage conservation in İstanbul (R11). R15 specifically added that the discussions during the İstanbul-2 plan related to the fire protection and extinction applied to historic timber structures emerged the need for special training courses for fire fighters, and following the consultation between the site management office and the fire department, certain number of staff has been provided with training by relevant universities (R15).

R17 noted that all achievement in Nemrut process can be dedicated to decision makers such as the governors, and the site manager, but the if they change, the local capacities cannot sustain the technical studies at today's extent. The training and educational activities that the plan foresees could not yet be implemented so far, so the plan cannot be claimed to contribute to the enforcement of local capacities.

Despite to these achievements, the technical capacity increased in related institutions could not be sustained in cases of Diyarbakır, Selimiye, İstanbul-2 cases. Aphrodisias, Ani, Arslantepe, and Nemrut cases have not brought any direct improvement in any of the institutional capacity at local or national level, and they together with Diyarbakır, Mudurnu, Harran and Savur are still in need of enhancement of financial and technical capacities for conservation of heritage places (R2, R5, R9).

48. It must increase the communication and collaboration desire among partners. According to Ataöv and Haliloğlu Kahraman (2009, p.379), "collaborative activities need to be taken as part of a longer process intervention to construct and sustain the participatory realm." Regardless of what kind, depth and width of a participation strategy is implemented, if the preferred methods have created a collaboration environment between internal and external stakeholders, if this environment has contributed positively to the protection of cultural heritage and can be maintained in a sustainable way, the planning process will have success in terms of sustaining communication and collaboration desire.

For Selimiye, the planning processes contributed to the increase in communication among stakeholders in the preparation stage, but as no sustainable structure is established at the site level this is not sustained in the implementation level (R4). R6 stated that the planning process or plan itself may not be directly responsible for increasing communication among stakeholders at Bursa and Cumalıkızık case, but the awareness raising events that the site management office organized help nourishing the coordination and communication among stakeholders. Kars Culture and Art Association, Village Headman, MoCT, Provincial Culture and Tourism Directorate, Advisory Board and the site manager has continued their communication and coordination intensively for several occasions after the plan was approved, but there has been no communication between them since 2019 (R17). The occasions include project application for building identity cards project, dissemination of publication on rock-cut structures, organizations of photograph exhibitions on Ani, etc. R2 stated that the planning process at Mudurnu succeeded in bringing the stakeholders together and establishing a synergy among them. The WhatsApp messaging group the initial site

manager established to include key partners at Mudurnu is still active and valid. R13 stated that communication and negotiations among Yesemek partners continued for the coordination of the activities within the scope of the plan, especially in the negotiations regarding the pond project, and in order to plan and promote the excavation and research activities. A separate unit on Yesemek was established within the Gaziantep City Assembly, which is in constant communication with the site management office. As R13 stated, the biggest achievement of the Yesemek management plan is that the coordination of the works and the communication between the institutions have become stronger than before. The site management office has been an institution whose opinions are sought, and they are being invited to meetings related to Yesemek. Bursa and Cumalıkızık plan, likewise, increased the desire of local administrations toward coordination in heritage management. They get into contact with the site management office as regards to the conservation practices (R6). After the Arslantepe plan approval, the coordination of the works and the communication between the stakeholders for this purpose were high, since the WHL nomination of the property was on the agenda, this communication and cooperation was needed especially for the completion of the urgent works. The communication is still alive as the site is still being monitored by the WHC through state of conservation reports. R11 expressed that site management office in İstanbul has been in contact with many responsible institutions, and contributed to increasing the communication within the scope of UNESCO reporting and monitoring processes. Similarly, in Diyarbakır, communication among the stakeholders maintained in proportion to the need for UNESCO reporting. This process is managed officially by the MoCT, and remained limited to the official partners, namely MoUEC, Diyarbakır Governorate, Development Agency. Therefore, it cannot be related directly to the management planning requirements. In Ephesus, R14 stated that there is already certain level of communication and collaboration between partners for heritage conservation and management over many years, and this cannot be associated with management planning process, and the plan process has not resulted in a further escalation in this regard. Similarly, R12 stated that Aphrodisias has always been one of luckiest sites in Türkiye as it has been adapted by distinguished scholars like Kenan Erim for many years as well as by a devoted NGO like Geyre Foundation, but management planning

and WH process for Aphrodisias helped their voice be heard on issues and needs at the site. The MoCT was ceased to be inaccessible, the matters have become audible. The point that R12 raised was valid for the period before inscription, and the available attention to the site is not due to the management plan requirements, but to the WH committee decisions that inspect and monitor the conservation practices at the site. R10 however stated that limited information and document flow to site management office at Pergamon demonstrates that the site management system and particularly the office are not fully reputed as a contact office by the local partners. These offices, above all, must function as the main coordination and communication unit as regards to the heritage conservation and management. This was also relevant for İstanbul-2 plan, as noted by R11 that no formal contact, information flow, or even response to letters exist. R15 stated that thanks to the participatory methods they applied in the form of thematic focus group meetings that many institutions became aware of the other institutions' similar projects already conducted, which demonstrated the need and desire for continuous communication, but this has not been sustained after the planning process. R17 stated that the communication between key stakeholders in Nemrut is still ongoing as the EU funded tourism development project is still active. Many events and occasions are being organized to promote, and also to monitor the site. No evidence achieved to justify or falsify this indicator for the cases of Harran and Savur.

KEY DIAGRAM		GROUP 1								GROUP 2			GROUP 3				GROUP 4							INDICATOR QUALITY		
		A				U				A			A	U			A			U						
A	Archaeological character mainly	Arsantepe	Ephesus	Pergamon	Yesemek	Bursa and Cumalikzık	Diyarbakır	Selimiye Mosque Complex	NB. OF QUALIFIED CASES	Çatalhöyük	Göbekli Tepe	NB. OF QUALIFIED CASES	Ani	Harran	Savur	NB. OF QUALIFIED CASES	Aphrodisias	Küçükyalı Arkeopark	Nemrut	İstanbul Historic Peninsula 1	İstanbul Historic Peninsula 2	Mudurnu	NB. OF QUALIFIED CASES	NB. OF QUALIFIED CASES	NB. OF PARTIALLY QUALIFIED CASES	NB. OF UNQUALLIFIED CASES
U	Urban character mainly																									
+	Relevant, decisive for success																									
0	Partly relevant, partly decisive for success																									
-	Not relevant, decisive for failure																									
NA	Not applicable, no data																									
PLEVEL OF IMPLEMENTATION AND INMPACT OF THE PLAN [IMPLEMENTATION QUALITY AVERAGE]									2,8			NA				0,8							2,3	6	5,5	3
I.	**It must be integrated into the current management system. [Average for H]**								2,5			NA				1							2	5,5	7,5	2
43	It must pass local institutional approvals.	0	+	+	0	+	0	0	3	NA	NA	NA	0	0	0	0	0	NA	0	+	+	+	3	6	9	0
44	Related institutions must consider and respect the management plan.	+	0	-	+	0	-	-	2	NA	NA	NA	0	+	+	2	0	NA	+	-	0	0	1	5	6	4
J.	**Its implementation performance and potency must be high. [Average for I]**								3			NA				1,5							3	7,5	4,5	2,5
45	It must be implemented in compliance with the timetable.	+	0	0	+	0	-	0	2	NA	NA	NA	0	0	0	0	+	NA	+	0	NA	0	2	4	9	1
46	It must contribute to the solution of a long-standing problem or need.	+	+	-	+	-	-	+	4	NA	NA	NA	+	+	+	3	+	NA	+	+	-	+	4	11	0	4
K.	**It must lead to improvements in the heritage management system. [Average for K]**								3			NA				0							2	5	4,5	4,5
47	It must contribute to the strengthenment of capacities.	-	0	+	+	+	-	0	3	NA	NA	NA	-	0	0	0	-	NA	-	+	0	0	1	4	6	5
48	It must increase communication and collaboration among partners.	+	-	-	+	+	-	-	3	NA	NA	NA	0	NA	NA	0	0	NA	+	+	0	+	3	6	3	4

Figure 4.5: Quality Evaluation Scores for the Level of Implementation

4.3. Interpretation of the Analysis Results

This section summarizes and interprets the outcomes of the analysis. The first section explains the relationship between the four aspects and how the achieved or unachieved qualities in one influence the others. The second section provides a group interpretation of categories defined in Chapter 3.4. The concluding section provides an evaluation of the Turkish experience in relation to the indicators.

Based on this research, Yesemek and Mudurnu have emerged as the most effective, high-quality management plans. This is related to the active and ongoing motivation for inscription of Yesemek as a WH site, as confirmed by the site manager (R13). State and non-state actors' capacities have been combined to achieve quality structure, process, document, and implementation by using the synergy formed at the local level. Nonetheless, the quality of the Mudurnu plan process was not affected by the absence of an effective structure and the loss of motivation or essential actors over time. Both the quality of the plan document and its accomplishments, as well as the dedication of the former site manager to its execution and monitoring, contributed to the plan's success on the ground.

Although quality plan documents have been produced through the Ani, Aphrodisias, Çatalhöyük, and Nemrut processes, the overall quality has been rated as low since quality governance mechanisms have never been established to implement, coordinate, and oversee the plans. In contrast, despite the fact that the Bursa and Cumalıkızık plan were not of sufficient quality to guide implementation, the adoption of a quality governance structure and the dedicated efforts of the site manager and the site management office staff led to the improvements in the heritage management system, particularly in terms of capacity building and communication. Not so for the Pergamon case, which shares characteristics with the Bursa and Cumalıkızık processes. What differentiates these two instances are the perspectives of the old and new Pergamon site managers on the effectiveness of governance. Inattention to monitoring and implementation for four years by the former site manager has been partially offset by the current site manager's efforts within two years.

4.3.1. Interpretation of the Relations between the Four Aspects

The specific conclusions drawn from this analysis regarding the relationships between the various dimensions of heritage management planning are described below:

- Formal and informal networking of state and non-state actors for collaboration cannot guarantee the overall quality of governance, as proved by the cases of Arslantepe, Bursa and Cumalıkızık, Harran, İstanbul-1, and Pergamon.
- The motivation and dedication of MoCT's decision makers to engage local partners, to involve various stakeholders in the structures, and to maintain this collaboration are essential to the quality of governance. This will build the promised legal governance system ensuring non-state partners' authority sharing. Aphrodisias, Diyarbakır, Harran, Mudurnu, and Savur, among others, were once managed by local administration; however, the MoCT has not yet moved into a collaborative management planning process for these sites since the 2016 legislation modification. No local administration, with the exception of Aphrodisias, claimed this collaboration. Priority is also granted by the MoCT to properties nominated to WH or, if applicable, to demanding authorities such as Bursa and Cumalıkızık, Ephesus, Nemrut, Pergamon, and Selimiye.
- Thus, the attitudes and commitment of individuals involved in this process define the quality of the resulting governance system. Key to quality is the presence of a professional site manager and a site management office, the maintenance of enthusiasm for the implementation and monitoring, the unwavering dedication of the decision makers and local managers, and the maintenance of partnerships, as succeeded by Yesemek so far. As seen with Ani, Aphrodisias, Bursa and Cumalıkızık, Harran, İstanbul-2, Nemrut, and Savur, any failure in any of them or their loss over time causes even qualified processes or documents to fail.
- There is a slight correlation between the quality of process design and the quality of the plan document, although process design does not necessarily have a significant impact on document quality. Mudurnu and Nemrut plans qualified for both process design and document content, but Ani, Aphrodisias,

Bursa and Cumalıkızık, Diyarbakır, Harran, İstanbul-1, İstanbul-2, Savur, Selimiye, and Yesemek did not obtain a quality document despite having a quality process design. This is related partly to the heritage site characteristics (see the next item) and passion for and expectations from the documents. On the other way around, Arslantepe and Çatalhöyük plans are qualified documents despite that they were not so much qualified in the process design and implementation. This indicates that issues beyond the control of the planning teams may affect the process's quality. Qualified plan documents could be obtained through poorly conceived and managed processes. To do so, planning teams need to have both the professional ability for plan development and the knowledge to overcome the structural limits inside the process that are likely to hinder the plan quality. In this piece, the author argues that although structural constraints like time, budget, and the size of a heritage site can affect the quality of the process, actors as conscience agents are not necessarily hampered by these factors when trying to get quality documentation.

- When comparing archaeological sites to urban heritage sites, there is a large discrepancy in document quality. Despite receiving high marks for process quality, plans for complicated urban sites such as Bursa and Cumalıkızık, Diyarbakır, Harran, İstanbul, Pergamon, and Savur had less marks in this category. Therefore, this analysis proves how difficult it is to manage historic urban landscapes, as creating holistic, integrated, applicable, and practical management policies and activities could prove to be a technical challenge for the plan makers. The least marks they also receive are for effective resource use, proving that the complexity of the stakeholders, problems, and needs, when combined with the enthusiasm and ambition of experts and managers, can result in a plan whose quality fails to meet expectations.
- Motivation has a negligible effect on final document quality. There are both qualified and unqualified plans for each type of motivation. However, existence of a knowhow and experience as to the process and content requirements of a management plan is more decisive in the quality. The plans with measured lowest quality are mainly the first cases prepared slightly after the enactment of the legislation in Türkiye, such as the Bursa and Cumalıkızık,

Diyarbakır, Ephesus, İstanbul-1, Pergamon (the plan was approved in 2017, but it was developed in 2014), and Selimiye plans. The author attributes the quality of old-dated other three cases to different circumstances; Ani management plan took the advantage of being an archaeological site, and extending the preparation process to four years, Mudurnu plan was developed upon the outputs of a previous research project while Nemrut plan process was coordinated by a professional and interdisciplinary team at METU. Motivation for tourism development and designing all policies to that end has been an important factor leading to unqualified documents for the new-dated Harran and Savur plans.

- As illustrated by the cases of Aphrodisias, Arslantepe, and Nemrut, implementing a plan as intended does not always result in an enhancement of the heritage management system. Acquiring a realistic action plan may facilitate its execution, but its success in helping to bring about system-wide improvements is contingent on numerous other factors, which are primarily related to motivation (İstanbul-1, Yesemek), established structures (Bursa and Cumalıkızık, İstanbul-1), and the actors' performance (Mudurnu). These are the only cases documenting major improvements in heritage management capacities and systems.
- Unqualified plan documents are blamed for the low level of implementation in Ephesus and Pergamon cases (R14, R10) while in Aphrodisias, the quality of plan implementation performance is related to the plan's focus on the real problems and definition of realistic and appropriate projects within the current legal context (R12). However, neither the process design nor the document quality is likely to increase plan implementation performance directly, rather it is an actor performance (site manager at Aphrodisias, Bursa and Cumalıkızık, Mudurnu, Nemrut), a motivation (WH motivation at Arslantepe, and Yesemek; cultural tourism motivation at Harran, Savur and Nemrut), a binding and active monitoring mechanism (WH committee decision for Ani, Arslantepe, İstanbul). Therefore, the author asserts that linking implementation performance to any aspect is not true, and that the degree of implementation is affected by a variety of elements, either practical or structural.

- However, high correlation between monitoring and level of implementation is apparent. Bursa and Cumalıkızık, Mudurnu, and Yesemek cases which are most qualified in monitoring via meetings and reports also acquired high marks for implementation. This can be related to the coordination between the site management office and site managers in cases of Bursa and Cumalıkızık and Yesemek, to the efforts of the then-site manager as in Mudurnu. However, only Pergamon was unable to attain a high degree of implementation, despite the fact that monitoring sessions were held, albeit irregularly. This demonstrates that follow-up meetings or reports cannot improve the quality of implementation in the absence of a qualified plan document or the loss of implementation motivation among actors. While keeping this motive, other examples have rather high-quality plan documents.
- Implementation quality is affected by the partners' unwavering commitment to the plan. Initiated by the municipality with WH registration goals, the Yesemek plan process mandated both partnership and effective monitoring of plan implementation. According to the analysis, there is no decline in quality over time because the drive remains intact. This is particularly essential for explaining the implementation quality of Arslantepe, which has recently advanced through the WHL nomination process. Despite the low-quality process design and moderate-quality plan content, the degree of implementation is rated relatively high. In Nemrut, where the level of implementation is rated high, the motivation for integrated conservation and management was later supported and sustained by the motivation for cultural tourism, as demonstrated by R17's note that the state's interest in the site with respect to funding for project implementations increases as the number of visitors to the site rises. Harran and Savur's high degree of action plan implementation can also be attributed to their motivation to invest in the site in order to enhance the tourism infrastructure. Consequently, if there are no qualified plan documents, the degree of implementation can be judged as high based on the stability of the motivation, but the quality of implementation is susceptible to deterioration based on the sustainability of the motivation.

4.3.2. Collective Interpretation of the Cases Based on the Groups

One of the aims of this research was to understand if motivation for management planning has any direct impact on achieving quality in any of the aspect. Therefore, based on the average number of cases qualified for indicators are also measured for motivational groups. The Table 4.10 demonstrates a summary of achieved quality in respect to the motivations for management planning. The formula of average ratio for aspects and groups are also presented below.

The percentages presented in the cells demonstrate the average rate of cases within the group qualified for categories: The formula is:

$$\text{Average quality of the groups for categories} = \frac{\text{Average number of cases qualified}}{\text{Total number of cases within the group}} \text{ X } 100$$

Overall average demonstrates the average qualities for the groups irrespectively of the aspects. The formula is:

$$\text{Overall average for groups} = \frac{\text{Average qualities for S + P + D + I}}{\text{Number of aspects calculated}} \text{ X } 100$$

Overall Turkish ratios demonstrate the average qualities for different aspects irrespectively of the groups. The formula is:

$$\text{Overall Turkish ratios} = \frac{\text{Average qualities for Groups 1 + 2 + 3 + 4}}{\text{Number of categories calculated}} \text{ X } 100$$

Table 4.10: Average Quality Ratios for Motivation Groups

	Average Number of Cases Qualified for Categories				Overall Average
	Structure (S)	Process (P)	Document (D)	Implementation (I)	
Group-1: 7 cases WH motivation led by the local level	3,1 (%44,3)	3,4 (%48,5)	2,2 (%31)	2,8 (%40)	**%39,9**
Group-2: 2 cases WH motivation led by the MoCT	0,1 (%5)	0 (%0)	0,9 (%45)	NA	**%16,7**[20]
Group-3: 3 cases Mobilization of funds already provided for cultural tourism	0,5 (%16,7)	2,3 (%76,7)	1,1 (%36,7)	0,8 (%26,7)	**%39,2**
Groups-4: 6 cases Integrated conservation and management	2,1 (%35)	3,8 (%63,3)	2,4 (%40)	2,3[21] (%46)	**%46,1**
Overall Turkish ratios	**%24,2**	**%47,1**	**%38,2**	**%37,5**[22]	**%36,7**

Group 1: WHL motivation led by the local level

The cases in this group are more qualified than those in the other groups for the creation of quality governance systems, whereas they are the least qualified for the document quality.

Based on these scores, it can be claimed that WH motivation is not very decisive for overall quality, but managing the process at the local level definitely brings more collaborative, effective, and sustainable governance structures. As long as the motivation of the main players is maintained (as in the situations of Bursa and Cumalıkızık, Ephesus, and Pergamon), or the WH nomination or monitoring mechanism requires so (as in the cases of Arslantepe, and Yesemek), the quality of the governance structures persists. The experiences of Diyarbakır and Selimiye further illustrate that if local governments withdraw from or are precluded from participation in the process after inscriptions, the governance structures and implementation quality of the plans become unqualified.

[20] As this category as a whole is excluded from the implementation analysis, the average is calculated based on three aspects.
[21] As Küçükyalı Archaeopark is excluded from the implementation analysis, the total number of cases taken to the scope of the implementation analysis is 5.
[22] As the Group 2 as a whole is excluded from the implementation analysis, the average is calculated based on three categories.

Group 2: WHL motivation led by the central level

This group includes only two cases, one of which could not be properly assessed from the process quality perspective while the overall group is excluded from the implementation analysis. However, the available analysis demonstrated adequately that this is the most successful group for producing high-quality plan documents whereas it is the least competent in terms of process design and the establishment of effective governance mechanisms.

As a result, WH motivation led by the MoCT does not bring neither a governance structure nor a process at a notable quality. In the absence of a shared motivation for WH, of a local alliance administered by a local government, of devoted and qualified site managers and/or site management units, the process design and the governance structure have the lowest measured quality. The achievement of plan quality can be attributed to the archeological characteristics of the sites and the relative ease with which these uninhabited cultural sites deal with their relatively small sizes.

Group 3: Mobilization of funds already provided for cultural tourism

This is the most qualified group for designing a high-quality process but the least qualified for the level of implementation while it has failed the most to achieve quality governance structures.

This group has common with category Group-1 and Group-2 as they all are motivated for cultural tourism for which WH status is more in the front in Group 1 and Group 2, in which the process quality is also achieved for some locally managed cases, but not for the centrally managed ones. However, with the exception of the Ani plan, the cases in this group are the least successful in adopting a conservation-focused strategy in the plan's content and thereby implementing value-based planning. Ani has been identified as an example for this group due to the manner in which the project was launched, however the motive for sustainable tourism for Ani has been included into an overall integrated conservation framework, unlike Harran and Savur.

As a result, availability of the funds for plan development stages, if supported by a devoted and shared local motivation for developing cultural tourism, establishes synergy for plan production and facilitates the quality process design and its implementation. Although the processes managed at the central level is less successfully designed and implemented, and not allowing to participatory channels for in-depth exchanges and contributions, this has not been the case for Ani because of the availability of funds invested in the process.

Group 4: Integrated conservation and management

This is the most qualified group for the level of implementation while the cases also proceeded a quality process mostly. The relative failure of this group was the inability to build effective governance systems. Despite the cultural tourism impetus generated by the teams for Aphrodisias, Mudurnu, and Nemrut through WH status, it may be argued that the scholarly ownership and commitment engaged in these cases were not largely owned by the state institutions. In İstanbul-2 and Mudurnu, the local governments' efforts to establish effective structures for the urban sites even ceased to exist over time due to a decline in political backing. Therefore, the quality of implementation in this group is highly dependent on the capability and attitude of the technical actors involved in designing the process, generating the document, and monitoring the process.

WH motivation, with the exception of Kücükyalı Archaeopark, sustained the initial motivation for the implementation stage for all the cases, but the change of actors over time led to a loss of motivation. The failure of Küçükyalı Archaeopark plan in all aspects, except for the implementation level which could not be analyzed due to the inaccessibility of the data, is also devoted to the absence of a motivation shared by local stakeholders in any stage of the process neither for integrated conservation and management nor for cultural tourism through WH registration.

As a result, integrated conservation and management (Group 4) and local commitment to and coordination of the process (Group 1) acquired a more balanced schemes for qualities, but, overall quality performance of Group-4 is the greatest among all (46,1%)

despite failing to build an effective governance structure at the local level and not being the most qualified group in terms of process, or document quality.

4.3.3. Assessment of the Turkish Experience in Respect to the Indicators

The overall quality of Türkiye's 18 heritage management plans, that is, the balance sheet of Türkiye's 18-year experience in heritage management planning, has been rated as 36,7% (Table 4.10) over structure, process, document and implementation quality. It has been more successful in process design (47,1%) while it failed the most in structuring an effective, accountable, sustainable governance system (24,2%) as can be also seen from Table 4.12 which presents in detail the average number of qualified cases for specific aspects.

Table 4.11: Number of Cases Qualified and Unqualified for Different Aspects

	Average Number of Cases out of total 18 Cases		
	Qualified	**Partially Qualified**	**Unqualified**
Structure	6,1	4,2	6,4
Process	9,6	6	1,2
Document	6,5	7,2	4,2
Implementation	6	5,5	3

The participatory approach embedded within the management planning approach receives some attention in decision-making in the planning stage, but it has not translated into an effective system for the entire process. In other words, participation is regarded and described as limited to the preparation processes.

Table 4.12 and Table 4.13 present respectively the indicators that Türkiye is the most and least qualified for so far:

Table: 4.12: Indicators that Türkiye is the Most Qualified for (in the order of success)

Row	Indicator	Number of qualified cases
1	Its approach must be conservation-oriented.	**16**
2	More intensive participatory methods than the mandatory meetings stipulated in the legislation must be applied.	**15**
3	Local knowledge/expertise must be incorporated into the planning process.	**15**
4	There must be representatives from different scales (central, regional, local) within the governance structure.	**14**
5	Different participatory methods must be used together within the process.	**13**
6	Partners' remarks must be integrated into the plan document.	**13**
7	Action plan must be compatible with the needs of the heritage place.	**13**
8	Expertise of members within the governance structures must be compatible with heritage place characteristics.	**12**
9	Local people must be directly involved in the process.	**11**
10	There must be a manageable plan boundary defined by the historical and geographical context of the heritage place	**11**
11	It must define problems, needs and expectations regarding heritage place	**11**
12	It must contribute to the solution of a long-standing problem or need.	**11**
13	Participation of invited partners must be high.	**10**
14	Experts from diverse disciplines must actively be involved in the planning team.	**10**
15	There must be representatives of local NGO's, chambers, universities and community within the governance structure.	**10**

Table: 4.13: Indicators that Türkiye is the Least Qualified for (in the order of failure)

Row	Indicator	Number of unqualified cases
1	Monitoring reports must be shared with the public.	**16**
2	It must create new sustainable resources for the implementation stage.	**14**
3	Policies and action plan must be spatialized.	**13**
4	There must be an adequately equipped site management office affiliated to the local government.	**9**
5	The process must be resilient to shifts in leadership or other key players.	**9**
6	There must be a local alliance for technical and financial cooperation in managing the process.	**8**
7	Regular monitoring meetings must be organized.	**8**
8	Regular monitoring reports must be kept.	**8**
9	Action plan must be compatible with the capacities of partners.	**8**
10	It must include a smart action plan and agreed implementation principles.	**7**
11	It must prioritize the needs.	**7**

The majority of Turkish examples failed to develop quality and effective governance systems, or the quality gained in the early stages was lost over time, as in the cases of Ani, Aphrodisias, Diyarbakır, İstanbul-2, Mudurnu and Selimiye. The change of key managers either through elections or by the MoCT in due course has caused to loss of

motivation, experience, commitment, knowledge or capacity. The need for actor changes can be blamed to be political conflicts in Diyarbakır, İstanbul-2, and to personal concerns for the site managers in Ani, Aphrodisias, Mudurnu, and Selimiye. However, the pledges increased after the changes in the leaderships in Ephesus (mayor) and Pergamon (site manager). This demonstrates how the continuity of structures is based on the political relationships between players.

The Turkish cases have also failed in monitoring processes as they could not manage regular reporting and meetings, though required by law. In spite of not being as qualified as the others in constructing effective structures, the cases that have been deemed competent in this area have received higher overall quality, such as Arslantepe and Mudurnu. Similarly, the cases unqualified in monitoring have lost scores although they have been qualified in establishing effective structures (İstanbul-1, Ephesus) and networking (Harran, İstanbul-1). The issue as regards to monitoring demonstrates the role of actors, particularly the site managers, in gaining or losing quality. It is not usually the presence of a site management office that determines the effectiveness of quality monitoring; rather, it is the site managers' fulfillment of their monitoring responsibilities that has the most impact on overall quality. Several examples demonstrate this to be true. In the examples of Ephesus and İstanbul-1, the monitoring process may not be well handled despite the establishment of a site management office that is adequately equipped, unless there is a devoted will and desire on the part of players. A local office has never been formed in the instances of Ani, Aphrodisias, Çatalhöyük, Diyarbakır, Harran, Kücükyalı Archaeopark, Mudurnu, Nemrut, Savur, and Selimiye; yet, Mudurnu is among the cases with the best monitoring quality. The quality of monitoring at Mudurnu is a direct outcome of the efforts of the site manager. Although the site managers at Aphrodisias, Ephesus, İstanbul-1, and Nemrut were likewise qualified and active, they paid less attention to monitoring than the site manager at Mudurnu. In contrast, the cases of Bursa and Cumalıkızık, Pergamon and Yesemek have dedicated site management offices and competent site managers, which together make monitoring more effectively handled and earn them the monitoring and coordination marks. The most unsuccessful monitoring situations lack both.

The plan documents have also failed to achieve smart action plans that are compatible with the stakeholder capacities. The reason is believed to lie in the failure of the plan makers in developing a collaborative approach for the action plan. Resources, capacities and authorities have not been effectively pooled and mobilized. The majority of the activities in the action plans have been delegated in accordance with the existing authorities, but little effort has been made to strengthen the institutional capacities.

Despite these shortcomings, certain level of positive impact on the ground through management plans is measured and recorded. The plans have achieved to be implemented, and integrated into the system, but this could not lead to notable improvement in heritage management system.

4.4. Chapter Conclusion: Interpretation of Success or Failure of Türkiye's Past Attempts in Heritage Management Planning

The Turkish experience has achieved 35,3% overall quality in heritage management planning while the country's experience scores highest in process design, but falls short in establishing effective, responsible and sustainable governance structures.

The followings are the most important conclusions drawn from this study on heritage management planning in Türkiye:

- Türkiye has not qualified much for building effective, collaborative, and sustainable governance structures; participatory, transdisciplinary, and community-led process design; strategic plan content; or implementation level. It is more successful in process design, but failed the most in developing governance systems.
- There are only a handful of examples that meet the quality standards for governance, procedure, document, or level of implementation, and two cases (Mudurnu and Yesemek) meet the higher overall quality.
- The majority of cases (12) have been initiated primarily for cultural tourism motivations, either through WH registration (9) or not (3); but WH status has

been used for 3 (Ani, Aphrodisias, Mudurnu) to revive and sustain the motivation for implementation that is likely to wane after the plan approval; however, the research revealed that cultural tourism, even as part of integrated conservation and management motivation, is still essential to sustain the motivation for implementation.

- WH motivation led by the MoCT or local administrations does not automatically bring a notable overall quality or a quality in any of the aspects. It affects the attitudes and level of investment in structures, but not sustainable.
- Localization works. The cases with no local ownership have failed in establishing effective structures. In other words, managing the process at the local level unquestionably results in more collaborative, effective, and sustainable governance structures.
- Integrated conservation and management has been shown to be the most effective motivator for maximizing quality as a whole. The cases in this category do not lean or invest on any aspect in spite of the other, but put a balanced attention in each of these to reach a qualified management process together with its all aspects. This is also applicable to the processes managed at the local level, but the overall quality of the integrated conservation motivation group is higher.
- Linking implementation performance to any aspect is not true as there are a number of practical and structural conditions that define the quality of implementation and the impact of the plan on the management framework. Among the essentials are an actor performance, a motivation, a binding and active monitoring mechanism.
- The Turkish cases have mostly failed in monitoring processes. Existence of a site management office is not decisive in monitoring success, but the site manager's efforts while they together make monitoring be managed more properly as the most ineffective cases in monitoring are lacking both.
- Success in plan implementation does not directly result in positive impacts on the ground, that is, increased capacities, communication, and collaboration within the heritage management system; rather, they are the results of the dedicated and collaborative efforts of key players and site management offices.

- Creating holistic, integrated, applicable, and practical management policies for historic urban landscapes is a challenge for plan makers. Knowhow and experience as to the process and content requirements of a management plan and ability to overcome the structural limitations within the process is decisive in the document quality.
- No any direct and interdependent correlation between the qualities of any of the aspects (that is structure, process, document and implementation) exists, but the only direct correlation for the quality is found between the local ownership and governance quality; between actors' motivation and sustainability of governance structures; between presence of competent site managers and site management offices together and monitoring performance; between monitoring performance and level of implementation; a balanced approach among aspects and overall quality.
- A management planning process is likely to fail if a local level commitment to participatory conservation and management is not created and maintained. Even established political and technical alliances are likely to dissolve if this motive is lost for whatever reason, placing the management planning load on the shoulders of one or a small number of partner institutions or actors. Therefore, efficient fulfillment of individual responsibilities can only contribute to success at the level of others, so alliance in the implementation stage is needed.
- Therefore, the quality is highly dependent on mindsets, attitudes as well as the individual capacities of actors who are establishing, maintaining, and overseeing that motivation.
- Improvement in structures, or changing the attitudes will lead many processes to reach quality level of success in time.

The thesis' central hypothesis can now be put to the test, after extensive theoretical and empirical analysis. The hypothesis was defined as "**the factor decisive to qualified management planning in the cultural heritage places in Türkiye is the existence of a strong alliance at local level bringing together the actors at different levels,**

having political ties with central authority and a devoted motivation towards collaboration in conservation. Therefore, it is assumed that the quality is very much dependent on mindsets, attitudes as well as the individual capacities of actors who are taking part in this process."

The analysis proved that the hypothesis is partially relevant. The establishment of the motivation at the local level is key, but the establishment of an alliance is not so critical to achieve the quality as long as the motivation is sustained by key actors (Bursa and Ephesus). Besides, whatever the initial motivation is, the key motivation for adopting and implementing a management plan is cultural tourism. Willpower and technical skills build, organize, maintain, strengthen and revive that motivation, leading to the achievement of quality. This also demonstrates that the quality is contingent on the practical conditions rather than the structural ones. Those decision makers, site managers, plan authors, and institutional specialists who surpass the structural constraints are able to make a difference and have an impact on the ground under the stipulated conditions. The following figure tests the hypothesis.

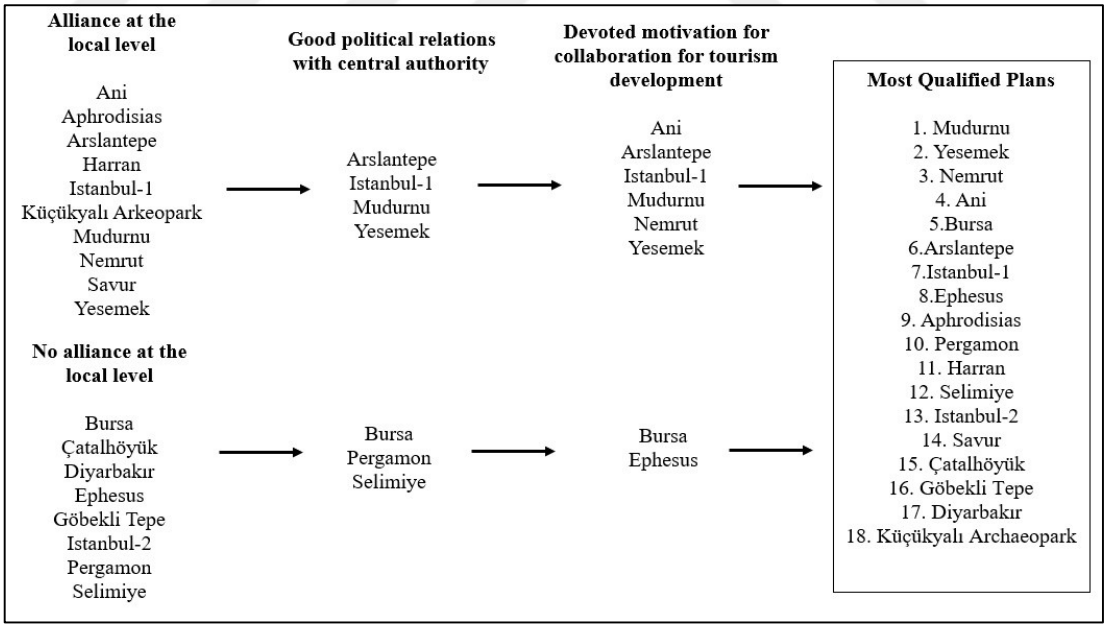

Figure 4.6: Hypothesis Testing

CHAPTER 5

CONCLUSION

5.1. General Assessment of the Turkish Experience with Heritage Management Planning

Emerging agenda for heritage conservation requires that a heritage management process should consider the heritage place in the widest context taking into account all cultural, natural, tangible, and intangible elements with which the heritage interacts. To prevent the loss of heritage values, strategies, policies, and an effective and functional legal system must exist to monitor, assess, and control the changes that will occur at the heritage site due to human and natural factors. It has to consider also the communities' social and economic ties with the heritage place, and contribution to the local social and economic development through conservation and use of the heritage place.

As Ripp and Rodwell (2017) noted that management plan methodologies have been developed over years, by placing community needs and benefits more to the fore, and by enhancing communication as well as possibilities to implement participatory governance.

Management planning, bringing a collaborative and communicative approach to heritage conservation, requires the sharing of heritage management responsibilities with all stakeholders in agreement. Introduction of management planning approach to the Turkish conservation legislation has thus brought legal opportunities for a communicative and participatory governance system for heritage sites; also shifting the decision-making and monitoring authority of the state to a local management unit. It is a locally-organized official management unit, bringing actors at different scales

and with different authorities together within the management planning context. It is also the only management body in Türkiye in which all parties, regardless of their responsibilities and powers, share a formal and legal platform with equal say for the policy-making and monitoring in heritage management process. Inclusion of academia, non-governmental organizations, neighborhood mukhtars and other state agencies into the policy-making and priority setting process for heritage management delivers the basics of theoretical grounds for a participatory governance structure open to all relevant partners. Representations from almost all horizontal and vertical scales is possible in the composition of the boards, despite to varying levels among cases.

Other than the institutions with primary responsibility for the protection of the heritage places, "secondary" stakeholders have equal say in the policy-making process. For example, provincial branches of other ministries (ministries of education, agriculture, forestry, urbanism and the like), business sector representatives (chambers of commerce, and industry), and tourism sector representatives (chambers of guides, travel agencies, and even hotel managers or owners etc.) are also given places in heritage governance structures in cases where relevant based on the fact that heritage management is an integrated approach taking into account awareness raising, education, training, capacity building, interpretation, landscaping, agriculture, trading and tourism aspects which all would ultimately serve to the sustainable socio-economic local development. Management planning, from the beginning to the end, is therefore a model of participatory governance system.

The state brings together different stakeholders in a structure that transcends hierarchies in order to ensure intersectoral relationship and integrated protection, and leaves the responsibility of management planning to this locally organized structure. This structure is what Tekeli (2001, p.30 cited in Şengül, 2012, p.91) mentioned that is an example of a governance structure formed by local actors coming together around a common interest, in line with the understanding of competing localities, and overlapping with the multi-actor nature of deliberative planning. Such a governing mechanism is also a form of state-rescaling strategy of "*destatization"* as Jessop

called. It is the shift from the centrality of government to more decentralized forms of governance. It involves movement from the taken-for-granted primacy of official (typically national) state apparatuses towards the taken-for-granted necessity of varied forms and levels of partnership between official, parastatal, and non-governmental organizations. The state's involvement tends to be “less hierarchical, less centralized, and less dirigiste in character” (Jessop, 1999, p.24). With these qualities, it can be claimed that the governance structure the national legislation formulized stands upon the theoretical strands promoting non-hierarchical networking.

However, what departs it from being a real decentralized form of governance is that it is not given a place within the official administrative hierarchy of Türkiye. It does not have an autonomous budget and a legal personality. It has no responsibility and even possibility for using and developing its own budget in the management of cultural heritage sites. It has even no legal power to purchase services, to conduct tenders, to develop and implement projects, and to carry out activities required for daily management. Partnership and networking are developed only for the policy-making and agenda setting for management needs as well as their monitoring; and this authority can only be exercised with reference to the management plans, meaning that if there is no management plan, then there is no authority for this body. The state does not transfer any of its policy implementation power in heritage management (documentation, planning, project design, operation, presentation, approval, etc.) and an appropriate autonomous budget to this structure. Heritage management activities are carried out within the framework of the existing hierarchical structure between excavation directorates, municipalities, museum directorates and relevant ministries, taking into account the policies and priorities determined in the management plan. Therefore, this structure has undertaken the responsibility of “policy-making” and “policy monitoring” coordination to direct the heritage management, but holds no authority for “policy implementation”. That is to say; this is a structure with responsibilities mostly limited to coordination and communication among partners in the management planning process. Therefore, it cannot be considered as a decentralization or localization policy for cultural heritage management (Ulusan, 2023).

This is one of the controversial issues in the debates over heritage management planning in Türkiye. As some of site managers argued that the biggest drawbacks in implementation are the absence of political power of the governance system with administrative and financial abilities, of relative sanctions applied to inexecution of plan provisions, and inapplicability of the sprit and methodology to Türkiye's administrative system (R4, R10, R11, R12, R14). These factors are counted as the main reasons for low level of implementation and adoption of management plans. R15 further noted that management planning has never been as powerful as to manage main agenda of heritage conservation, such as risk management, infrastructural investments, urban renewal, budget allocation. The analysis also confirmed through Ephesus, Küçükyalı Archaeopark, Pergamon and Yesemek cases that heritage management works are still believed to lie under the responsibilities of the MoCT, municipalities, excavation teams, and museums. Other partners with no direct responsibility in heritage conservation may still abstain from allocating budget for heritage-related activities, even from participating in the monitoring meetings. Without a sustainable budget for management plan implementation, the attempts to diversify and activate the capacities for effective and efficient use of resources cannot be guaranteed on the ground. The opposite is also relevant. The authorities and responsibilities of the site management offices established within the local administrations have not always been adopted by key heritage managers, such as excavation managers, museum directors, conservation council directors, etc. These main heritage management institutions and individuals were in favor of maintaining the order and hierarchy they were accustomed to, and did not volunteer to provide information flow to the site management offices or to consult with them about the works they carried out and planned (R10, R11, R13). This is due to the lack of institutional and political power of the site management mechanism. The cases that brought site management mechanisms with certain level of credibility and recognition by stakeholders have managed this by the site managers who have long-term working experience and continuous contact with individuals and institutions in the heritage place (Aphrodisias, Ephesus, Nemrut and Yesemek).

Concerning the technicalities of the process, there emerged two main inferences; one is related to the expectations from a heritage management plan, the other one is the

role of the heritage management planners. Some interviewees stated that there is a misconception that we can solve all conservation and management problems, and overcome legislative limitations and binding provisions with this plan, which must have a quality of an academic text. This leads to the production of volumed plans that cannot be easily studied and thus adopted, and to the idealized action plans, which reduces the implementation quality of the plans (R7, R14, R15). Some planning authors further stated that management planners have to be in continuous contact with plan implementers to guide them in monitoring and to make necessary revisions in the plan if a disruption occurs in the implementation (R5, R7, R8, R17). This is especially needed in areas where local administrations are deprived of such technical capacities. Otherwise, the burden of coordination is undertaken by the site managers or certain institutional staff only, which reduces the quality in implementation.

Management planning authority includes not only the preparation of the plan document, but also establishing the governance structure to approve, implement and monitor it. Turkish governance structure established in the management planning process is "inclusive" and "representative" at the legal basis in providing networking to that end. However, the authority for setting up the governance structure and deciding on the composition of the boards belongs to the MoCT. This gives the MoCT the sovereignty to determine with whom it will share its authority in the management of the heritage place. Departing from the conceptualizations by Dyrzek and Bevir, the Turkish state has an active inclusive role in formation of a system governance approach pertaining to consultations among partners. This raises concerns about the role of site management system as a policy tool in legitimizing the hegemonic discourse and the state agenda in the eyes of the society, rather than being a deliberation platform for diversified and mostly clashing interests, expectations and needs. However, with reference to Coombe that *"the appropriate mechanisms as to how to achieve involvement of communities and civil society into heritage management without state initiative is unclear"* (Coombe, 2013, p.377).

Behind the 2016-dated amendment even lies the intention to take the authority back from the municipalities to the center. It was aimed to establish governance structures

under the control of the MoCT to prevent situations where site managers acted or spoke against/opposed to the hegemonic discourse of the central government. It is still a localization project whose fate is in the hands of the 'center'.

Practice has repeatedly justified these concerns. Broad and diverse participation remains on paper in most cases. Based on a comprehensive theoretical review that all participation activities are influenced by power relations, as materialized by varying degrees of access to opportunities for inclusion or exclusion from participation activities (Brodie et al., 2011). Agonism as Mouffe envisioned is experienced to some extent in the plan-making process, which is directly related to the planner's effectiveness in participation design and moderation, but not within the governance structures. These structures are affixed to the existing management system as instruments to provide the legitimacy and decisions of the institutions unless intensive negotiations are made between different actors during the plan preparation process. Documents produced with limited participation are assessed and approved within these bodies in the guidance and direction of the managing powerful authorities. The state develops and controls the tools that will guarantee the smooth process for legitimization of its decisions. In processes that are initiated and progressed under the central state coordination, civil society holds a position that is included in the heritage management only to the extent permitted by the state, and whose power and effectiveness are decisive in proportion to the power and efficiency of its members. The state may however change the compositions of the structure at any time, and there have been many examples of diminished non-state but increased state representation following 2016-dated legal amendment (such as Aphrodisias, Ani, Selimiye). This demonstrate that the state is intended to continue the formal participatory collaboration with members who are supple and supportive to the dominant discourse.

Also, members included in the structures on behalf of civil society sector mostly cover the tourism experts (TÜRSAB, TUREB), business experts (chambers of commerce and industry, cooperatives), and conservation professionals (academic staff, chambers of urban planning, architecture, agriculture etc). Since the legal mechanisms for direct inclusion of communities is lacking, heritage management planning is developed and

implemented in the Turkish context as a tool of neoliberal agenda, but relying on the discourses of the postmodern agenda. This structure, in which the public represented by formal or informal intermediaries, cannot overcome the drawbacks of Advocacy Planning. The criticisms that apply to it is also relevant for participatory processes in governance structures of heritage management planning. If there is a dimension beyond this, it is the plan-making process that seeks the direct opinions of local people through focus group meetings, and household surveys.

Some cases however exceed these imbalanced situations (such as Ani, Mudurnu, Yesemek), but the achievement should be attributed to the actors. The structures do not work for deliberative democracy in many cases on the ground as long as the desire and intention exist within the central state for collaboration with non-state members with no direct responsibilities with heritage places.

The quality of social capital, that is, trust, norm, values, networks of social organizations and structures, and relationships built up between individuals within a community, should not be blamed for not attaining successful participatory processes in Türkiye. As Gedikli highlighted and asserted out of the experience that low profiled social capital may not be a barrier to participation as long as the process is possessed by a strong local entity, coordinated by central state, and controlled by strong leadership. Yet, social capital can play a pivotal role in the success (or failure) of the implementation phase as the ability of local stakeholders to organize themselves into networks for collective action is what will enable the plan's proposals to be implemented (Gedikli, 2009, p.127-8). Ataöv et al. argue that history and culture play a role in shaping the way politics develop (Ataöv et al., 2019, p.76) but active citizenship may not always achieve mutuality in participation and action as long as it cannot transform power imbalances (ibid, p.90). In a manner similar to Gedikli they put that sustained political commitment to a common future and strong leadership are necessary for activism to realize democratic efforts. They named such a process as “constructive politics” in which insufficient political engagement and unequal conditions are balanced. The likelihood of such a process is justified by several cases

with achievements (e.g. Ani, Mudurnu, Nemrut) or failures (e.g. Çatalhöyük, Göbekli Tepe).

One of the criticisms raised for communicative planning approach is that it disregards the power imbalances among participants of planning process (Tewdwr-Jones and Allmendinger, 1998; Şengül, 2012, p.91). Ataöv et al. (2019, p.90) further notes that power relations are inevitable, so they should not be rejected or avoided, but managed. This is partly true for heritage management practices in Türkiye. Active contribution and in-depth exchanges cannot be observed, and deliberations are mostly dominated by those with technical, scientific and administrative roles in the heritage places. Decisions are mostly taken with the explanations and under directions of the "competent" members (which is usually the MoCT, the relevant municipality, or academic community).

In cases where the heritage site is an inscribed or nominated WH property, one of the members of the governance structure becomes the international community. The MoCT, along with its representative role as the central authority of the national government, becomes a spokesperson for the international public as being the executive of the WH Convention. Therefore, the position of the MoCT within the governance structure varies depending on whether the asset is included in/nominated to the WHL or not. In the former cases, the power of the MoCT increases inevitably, making the balances in the communication even more disproportionate (as in the cases of Ani, Aphrodisias, Arslantepe, Çatalhöyük, Diyarbakır, Göbekli Tepe, Yesemek). However, this is not so much applicable for other heritage sites, such as İstanbul, Bursa and Cumalıkızık, Ephesus, Harran, Küçükyalı Archaeopark, Pergamon, Mudurnu, Nemrut, Savur, and Selimiye. This is claimed to be related to two reasons: One is the capacities of local administrations, the other one is the interest of the MoCT to the heritage site. In cases where a politically and technically high-powered local administration exists, then the MoCT may refrain itself from the leading position. This is also relevant for the cases where the site's character is defined by its archaeological feature, such as Ephesus, Nemrut, and Pergamon. But, even in the absence of such administrations, the MoCT may not be leading partner even for other properties, such

as Harran, Küçükyalı Archaeopark, Mudurnu and Savur. This is because that these properties were not on the agenda of the MoCT's for management planning, but the processes were initiated upon the requests raised by the local administrations.

The persons to be appointed in the boards as the representative of institutions may be staff working at any level (technical staff, lower-level or senior-level manager), the decision upon which is taken by the concerned institution itself. When engagement is at the "expert" level, it becomes challenging for these representatives to take the initiative on behalf of their institutions. It is also unknown whether the experts can effectively relay the meeting talks to the managers and whether the managers can be convinced of the urgency and significance of the needs. Participants' openness to forming a consensus is another metric to examine. Contributions of participants who are receptive to cooperation and who plan to utilize their influence to develop and maintain a consensus may differ from those who are there in the meeting solely to assure visible representation. There exist cases in Türkiye where high-ranking representatives were silent during the meetings and also some other cases where experts were quite constructive and contributive to have the issues come to fruition. It proves how variable the effectiveness of governance structures with the same structural form can be among the cases.

This brings us recalling the argument of Ripp and Rodwell on the importance of human factor in heritage governance that the matter is no longer the documentation on guidance or manual, but it is turning to be an issue of discussing the risks, obstacles and even the 'human factor' to implement it on the ground (Ripp and Rodwell, 2016, p.87; 2017, p.247). Similarly, as put forth by Middleton that successful management is not a matter of technique, but of attitude and behavior. A harmonious, participatory and forward-thinking attitude should be the primary responsibility of senior managers and officials. If the attitude is compatible with the changes in society and can respond to the needs of the people, the applied management techniques will follow this change and need (Middleton, 1996, p.4). Turkish experience has noted that individual efforts of some actors led to the making noteworthy impacts on the ground (such as Ani, Aphrodisias, Bursa and Cumalıkızık, Mudurnu, Nemrut, and Yesemek) not seen in the

others. Although the impact remained mostly limited to communication, capacity building and awareness raising due to structural limitations, actors' belief in the power and the value of the management plan has sustained the devoted motivations to certain extents.

Business sector is represented within the governance structure in Türkiye by only few professional chambers, but many local or distant academic staff are included into the structures as part of civil society. This inference is also in conformity with the inferences of Shipley and Kovacs as for that international legislative papers for heritage conservation are more vocal and concerned about the need for skills, knowledge, expertise and professionalism in governance than those of the economy institutions (Shipley and Kovacs, 2008, p.226). This is achieved in Turkish heritage management planning practice to such an extent that the academy now stands out within the governance as a political group on its own, and has risen to a position strong enough to displace the private sector on the triple pillar of governance.

The imbalanced political situation that is likely to occur within the management planning process brings the role of planning teams and process managers to the fore in enabling active and productive dialogue among stakeholders in the plan-making stage. These actors have the opportunity to exceed the structural boundaries for deliberative democracy, but this requires appropriate training, expertise, and experience to advance to implementation, as Cooke and Kothari (2001 as cited in Bixler et al., 2015, p.176) underlined.

The WH listing has been mostly assumed to be main motivation behind management planning in Türkiye, which is falsified by this analysis already. However, if WH status is a motivation for preparation of plans, the impetus for its continuity after the inscriptions to implement, monitor and revise it might be WH committee decisions, requesting revisions or reviews for the plans. This is the structural circumstances defining the quality. But it may not always be followed by the coordinating authorities with the same dedication and enthusiasms. In cases where no monitoring is applied by the WH committee regarding the management planning, then revision process might

either be initiated as in the cases of Bursa and Cumalıkızık, Ephesus, and Pergamon, or not be initiated as in the cases of Ani, Aphrodisias, Çatalhöyük, Diyarbakır, İstanbul-2, Mudurnu, and Selimiye. This is then related to the practical circumstances defined by the actors' roles, attitudes and mind-sets. In summary, the achievements so far and gaps still exist are summarized in the Table 5.1:

Table 5.1: Achievements and Gaps in Turkish Heritage Management Planning Experience

Achievements	**Gaps**
Structure	**Structure**
– Sharing financial and administrative responsibilities for heritage conservation – Localization of policy-making and monitoring – Formal and legal platforms for equal say – Legal networks exceeding hierarchies – Legal intersectoral communication platforms	– State control of the process, centralized plan-making authority – State control for formation of participatory structures – Responsibilities limited to policy-making and monitoring – No legal personality for site management – No sustainable budget for site management – Limited reputation to site management offices – Lack of sanctions in case of inaction – Loss of motivation and achievements following key actors' change – Still feel of hierarchy, power imbalances among members in favor of the state and academia – Based on actors' performance, no structural standards
Process	**Process**
– Collaborative and communicative approach – An interdisciplinary and interpretative approach – More power to academic and professional community – Legal assurance for participatory planning	– Limited deliberations, mostly consultations – Apathy of state representatives to participation – Participation limited to the plan-making stages – Limited opportunity for the direct involvement of local people – Limited know-how about moderation
Document	**Document**
– Integrated and holistic approach – Strategic and lively documents	– Lack of national technical guidelines – Mis-use of hierarchy from policy to action – Ambitious expectations disregarding capacities and authorities
Implementation	**Implementation**
– Increased awareness about heritage values and heritage conservation – Increased communication among partners – More reference to the plans in legal writings	– An understanding that responsibility for implementation rests with key heritage institutions – Not fully adoption of the plan – Limited capacity to manage key heritage management problems – No post-approval dialogue between the plan authors and implementors

Source: Developed by the author

Consequently, departing from the established linked between the new institutionalism and governance approaches in Chapter 2, the above table is the interpretation of Gidden's structuration theory in respect to heritage management planning system in Türkiye. The author argues that even if actors have the ability to make a difference and the capacity to engage and transform the structures, that ability is also influenced by the constraints and opportunities of the networking environment which leads the active agents to make conscious and "appropriate" choices.

Table 5.2: Interpretation of Gidden's Theory of Structuration in Respect to Heritage Management Planning in Türkiye

Structure	**Actors**	**Networking environment**
Rules, regulations, resources	**Knowledgeable agents having the ability to make a difference and capacity to transform social relationships**	**Constrains and opportunities of stakeholder relations defining the appropriate choices by actors**
- International conventions, charters and guidelines on heritage conservation and management - National Act No:2863 on Conservation of Cultural and Natural Properties - National legal regulation on Management Planning - Other national legal regulations related to heritage conservation and spatial planning - Collaboration protocols - Responsible institutions - Financial resources - Institutional frameworks and strategies - Tripartite governance structure - Site management offices (if any) - Party politics and democracy channels - Tender files and tendering process - Digital technologies - Archive records	- Administrative decision-makers (mayors, governors, general directors, ministers) - Site managers - Board members - Institution experts - Planning teams and consultants - National and international professionals - Community - Media	- Partnership quality - Governance experience - Deliberation impact - Desire for collaboration - Political attitude towards negotiation - Resource share - Capacity exchange - Ethical rules

Source: Developed by the author

Compared to other country experiences that Turkish experience has similarities with UK in falling short to guide the practice as expected, even it shares the causes; approaching to the plan as an end in itself, limited skillset of preparers to develop

quality and effective documents, and absence of the commitments by organizations to implement and monitor it (Worthing and Organ, 2020). However, unlikely to Greece experience that many planning processes have paid great attention to include the local community in decision-making whereas Greek plans were mostly (except for Corfu and Paliambela Kolindrou) *"expert studies developed in collaboration with the responsible authority rather than through strategic participatory planning"* (Sakellariadi, 2013, p.14). The Greek experience has common with centrally led management plan processes, such as Çatalhöyük, Göbekli Tepe. The similarities with Italian experience can be counted as proceeding the process with very few key technical experts rather than applying a full-time multidisciplinary approach, disregarding the review stages, and low quality or even absence of quality performance and monitoring indicators, which would all lead the plans to become unpractical tools (Badia and Donato, 2011).

5.2. Recommendations for A Quality Heritage Management Planning Process within the Turkish Context

The research has demonstrated that for a quality heritage management system and experience in Türkiye;

- A balanced approach among different aspects is needed.
- The shared initial motivation must be kept alive for site's integrated conservation and management.
- Localization of the process is key to achieve the aforementioned two aspects.

The issue in heritage management planning arises as how to make a motivation for management planning be built, adopted and sustained. WH listing is not a potent motivation as its achievement or failure may lead to inertia or frustration respectively, as proved by many cases. Motivation for integrated conservation and management, which is the approach's underlying premise, is mainly adopted and maintained inside academic circles, but cannot be diffused into the administrative mechanisms as expected by these scholars. Therefore, main recommendations of this research pertain

to the mechanisms required to build, organize, sustain, strengthen, and revive the motivation for integrated conservation and management.

The author classifies the motivation mainly into two categories; as technical and political motivation. Technical motivation emerges out of the;

- theoretical concerns,
- the needs for integrated conservation and management of heritage places,
- the needs for capacity development
- the need for the agenda setting and prioritization
- the need for effective public services

Political motivation emerges out of the;

- economic considerations (tourism development, fund raising, increased economic income etc)
- political considerations (party politics, elections, ideologies, reputation, recognition, etc)
- administrative considerations (legislative rules, penalties, resource control, etc)

A management plan process is initiated primarily by the formation of a political will that recognizes the value of this work. Decision-makers typically conduct a gain-loss assessment before embarking on such a process, and this assessment establishes the political motivation to mobilize the necessary collaboration if the gains outweigh the losses. Even in the case of a claim from below, political will is required to commence the administrative procedure with the MoCT.

This collaborative work of heritage management requires devoted support to the process, so emerging political will should be adopted by other partners, too. Partnerships should be established for effective coordination of the process and for sharing its technical, financial, administrative burden. In the stage of formation of political will, technical guidance and support must be provided to competent authorities in order for both briefing the decision-makers properly and wisely, and also achieving a quality process design and the plan document accordingly. Therefore, the partnerships must always include academia as one of the pillars of the alliance. In the

event that decision-makers shift, their position as the permanent link between the former and subsequent teams will assist in preserving the technical reasons.

As the will is generated by the personal evaluations of decision makers, it is susceptible to change in the event of a change in decision maker. Important in this case is the institutionalization of the will in order to ensure its continuation. The written contracts establishing the collaboration, such as protocols, strategies, and approvals with specified, enforceable monitoring conditions, could be the initial step. Despite the fact that the plan will be a joint public contract involving contributions from various actors, the implementation responsibility should not be assumed to still rest with key institutions. Rather, formal commitments from all stakeholders to its implementation must be obtained at this formal contracting stage, with certain penalties. This ethical commitment must be made public and shared with others.

The initial motivation developed upon the political will should turn into a public claim for participatory heritage management. The roles of academia and NGO's as the alliance's non-state legitimate partners are key in this stage to provide the link between state and the community. Their appearance in the fore, declaring their academic support, technical confirmations of benefits lead to the adoption of the process by the broader community as the initiative would no longer be regarded as purely the state project.

From this point onwards, technical motivation becomes more dominating the process. A unit structured by the staff from relevant disciplines should be established, with tasks exclusive to the heritage management planning. Staff should consider these liabilities as their primary job, otherwise the adoption of the process by the technical team would not occur as they will see it as an additional workload. The establishment of such a unit is also for development of capacities with specific knowhow and experience within the institutions for integrated and participatory conservation and management. Following the plan approval, the unit should be charged with monitoring, coordination and communication tasks, which would achieve quality in monitoring and implementation.

The unit team should be in constant contact with the site manager, who must be a person whose legitimacy will be accepted by everyone. Therefore, the site manager should be suggested, assigned and paid by the local alliance. The reputation shown to the site manager will guarantee the administrative adoption of the unit.

A quality process designed and moderated by the experienced staff is also likely to increase the political support of the community. Political motivation to participate in cultural heritage conservation may become more widespread within society as long as the community enters into the direct contact with institutional partners and gets direct benefit out of the process, and community concerns are heard, written, and reflected into the decisions.

The motivation, either political or technical, could typically be maintained until the conclusion of the plan-making procedure by a large number of participants. Political players are able to mobilize the resources necessary to obtain the document. However, many partners view the adoption, approval, and announcement of the heritage management plan as the climax. Partners may now anticipate to receive their profits with no additional investment, as their interest and motivation in the management plans may begin to wane.

On the basis of research findings, examples with implementation and monitoring features distinguish themselves significantly from the rest. Therefore, a number of practical strategies, some of which have been tried and tested in previous circumstances, are offered to prevent the loss of motivation typically observed after the plan's acceptance.

- to include start-up actions in the plan to provide its immediate visibility and adoption,
- to share with process partners the successes achieved through the management plans,
- to continue face-to-face and digital consultations with partners,
- to organize social and public events to celebrate achievements,
- to print out an abridged version of the plan, and make it visible in the offices

Despite to all efforts, if considerable returns may not be noticed in the implementation due to the structural constraints, technical motivation too may diminish with the belief that the efforts invested in the process are wasted. Therefore, it is of the utmost importance to structurally strengthen the overall process, which is currently highly dependent on individuals and practical circumstances. The following modifications must be made to the existing heritage management legislation:

- Authority shifts to local administrations for management planning
- Obliging all heritage places to produce heritage management plans for integrated conservation and management prior to any development plans, landscaping, restoration, and adaptive reuse projects,
- Establishment of site management offices as exclusive branches affiliated with the municipalities, with project implementation, tendering,
- Budget assurances from available or new sources for management plan preparation, implementation, monitoring, and legal structuring (for the alternative new sources see Ulusan and Ersoy, 2018),
- Financial and administrative sanctions for those not preparing, not implementing, not monitoring the plans,
- Developing independent and legal monitoring and heritage impact assessment mechanisms for heritage places, and enactment of new and exclusive legislation to that end,
- Reviewing existing legal regulation on management planning, and developing it in terms of scopes, authorities, liabilities, collaborations, budget assurances, sanctions, planning scales, and plan preparation, evaluation, approval, and monitoring stages,
- Preparing legal technical guidance on management plan preparation, including participatory process design and moderation,
- Definition of ethical rules for site managers, plan makers, governance members, and alliance partners.

The figure below illustrates the relationship between technical and political motives, as well as how to enhance the structure through actor capabilities.

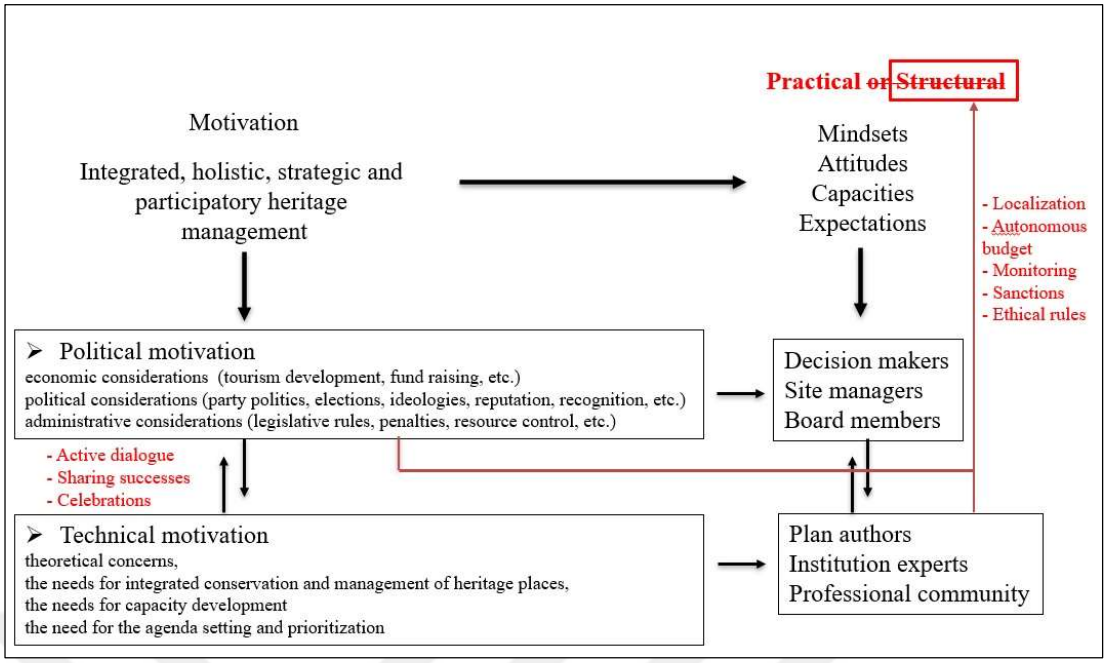

Figure 5.1: The Recommended Relationship Between the Technical and Political Motivations for Structural Strengthenment

5.3. Applicability of the Methodology and Recommendations for Its Further Development

The developed method offers, in accordance with the spirit of the approach, a loaded content and a process based on multiple indicators. The methodology has already proven to be effective for relational and thorough analysis of any heritage management plan experience. It provides notable advantages including:

- A standardized and objective way of overall assessment both for cases and the system,
- Analysis of quality in terms of structure, document, process, and implementation quality, and their impact on and relation to each other,
- Analysis of indicators both independently and comparably among cases,
- Analysis of both system and its practice,
- Analysis of both structures and actors, and their impact to each other,
- Fairness in assessment in terms of site's characteristics,

- Partial applicability of the sections for analysis
- Comparability of earlier and later processes, inferences about changes over time,
- Crosscheck and integration of facts and observations through the analysis of documents and interviews,
- Opportunity to learn from other cases,
- Motivation to self-improvement,
- Integration to the management system, and formal monitoring,
- Interactive, participatory, transparent monitoring,
- Open to further improvement, addition, or deletion.

Such a methodology is characterized by being objective, comparable, dynamic, relational and processual. However, drawbacks or limitations that the methodology involves are also listed below:

- Inaccessibility to the official data as of 14th of October, 2020, no open source about administrative records,
- No standard inventory of structures (such as names, affiliations, positions, professions of members within the governance structures)
- Possible changes of memberships in the governance structures
- Diversified format, size, and scope of plan contents, so do the detail and quality of the data,
- Misused terminology, or hierarchy regarding goal, policy, objective, strategy, principle, activity, action, project, i.e. the muddled scales of expressions
- Diversified level of implementation and monitoring due to different approval dates,
- No standard monitoring format; subjective, non-measurable, unrealistic, or vague statements about level of implementation,
- Unfairness against earlier plans due to the limited knowhow in the first years,
- Limited scientific publication assessing cases, absence of any for certain cases,
- Conflicting judgements based on the perceptions, experience, and level of involvement.

For a fair and standardized assessment about structures, the most up-to-date governance compositions that could be achieved by the author have been taken into consideration. However, the changes made following 14th of October, 2020 have not been reflected into the assessment as they would not be accessible. Therefore, most of the drawbacks are rooted in data quality which may lead to improper or inadequate assessment about actual pictures. In the absence of quality and transparent data, this method carries the risk of being open to manipulation. Such a methodology can be effective and contribute to the discussions only if the negativities that hinder its objectivity are eliminated. Despite to all limitations, the methodology developed in the research is at a quality to overcome such limitations in the future to conduct a more reflective assessment. To make sure that the method be adopted and integrated into the heritage management system of Türkiye, the limitations in its development process within the scope of this research also need to be overcome. The followings are recommended for its further development to that end:

For methodology development:

- The relevance and effectiveness of already defined 48 indicators should be checked with more feedback from different national and international consultants.
- The indicators should be reviewed at regular basis upon more experience.
- The analysis results should be published to allow more negotiations over the applicability of the methodology.
- The methodology should be adopted as a part of legal monitoring system, but as flexible stages to any further development.

For methodology application:

- The documentation about plan preparation, implementation and monitoring as well as the governance system kept by the official bodies should be made public as open sources.
- The analysis should be made collaboratively and regularly, preferably at the stage of yearly monitoring of the plans within the governance structures.
- The initial analysis should be checked by the independent auditors to verify the objectivity of the results.

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APPENDICES

A. APPROVAL OF THE METU HUMAN SUBJECTS ETHICS COMMITTEE

UYGULAMALI ETİK ARAŞTIRMA MERKEZİ
APPLIED ETHICS RESEARCH CENTER

ORTA DOĞU TEKNİK ÜNİVERSİTESİ
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Sayı: 28620816 /

14 NİSAN 2022

Konu : Değerlendirme Sonucu

Gönderen: ODTÜ İnsan Araştırmaları Etik Kurulu (İAEK)

İlgi : İnsan Araştırmaları Etik Kurulu Başvurusu

Sayın Prof. Dr. H. Tarık ŞENGÜL

Danışmanlığını yürüttüğünüz Evrim ULUSAN'ın "Türkiye'deki Kültürel Miras Yönetim Planlarının ve Yönetişim Sistemlerinin Analizi" başlıklı araştırmanız İnsan Araştırmaları Etik Kurulu tarafından uygun görülmüş ve **202-ODTUİAEK-2022** protokol numarası ile onaylanmıştır.

Saygılarımızla bilgilerinize sunarız.

Prof.Dr. Mine MISIRLISOY
İAEK Başkan

B. CURRICULUM VITAE

Evrim ULUSAN

Languages: English (Advanced)
French (Beginner)

EDUCATION

2003-2006	**Graduate** Middle East Technical University Urban Policy Planning and Local Governments	Graduate Thesis: Evaluation of Financial Instruments within the Conservation Activities Advisor: Prof. Dr. Melih ERSOY
1999-2003	**Undergraduate** Middle East Technical University City and Regional Planning	

WORK EXPERIENCE

2022 -	Yildiz Technical University, Department of City and Regional Planning Part-Time Lecturer	Course Code and Name: SBP3100 Participatory Cultural Heritage Management
2020-	E Plus Planning Project Consultancy Trading Co. Founder Manager	
2008-2020	Ministry of Culture and Tourism, General Directorate of Cultural Heritage and Museums (MoCT) Culture and Tourism Specialist	Specialization Thesis: Site Management Processes: Japan and Turkey Advisor: Dr. Savaş Zafer ŞAHİN
2004-2008	Ministry of Culture and Tourism, General Directorate of Cultural Heritage and Museums (MoCT) Culture and Tourism Assistant Specialist	

SELECTED PROJECTS AND WORKS

UNESCO World Heritage Nominations

2021	Historic Port City of Izmir - Advisor to TARKEM (Historic Kemeraltı Construction Investment Trade Inc)
2021	Alanya Castle and Associated Defensive Structures- Contractor of Alanya Municipality
2018-2020	Arslantepe Mound - Key Expert within the team of MoCT
2014-2017	Aphrodisias- Key Expert within the team of MoCT
2014-2016	Archaeological Site of Ani - Key Expert within the team of MoCT

2010-2015	Ephesus - Key Expert within the team of MoCT
2009-2012	Neolithic Site of Çatalhöyük - Key Expert within the team of MoCT
2007-2011	Selimiye Mosque Complex - Reviewer on behalf of MoCT
2006-2010	Alanya Historic City - Reviewer on behalf of MoCT

Cultural Heritage Management Planning

2021	Alanya Castle and Associated Defensive Structures- Contractor of Alanya Municipality
2018-2020	Yesemek Stone Quarry and Sculpture Workshop Management Plan - Reviewer on behalf of MoCT
2018-2020	Arslantepe Mound Management Plan - Key Expert within the team of MoCT
2011-2017	Sinop Historic City - Reviewer on behalf of MoCT
2009-2015	Archaeological Site of Ani - Key Expert within the team of MoCT
2011-2013	Aphrodisias - Reviewer on behalf of MoCT
2010-2013	Neolithic Site of Çatalhöyük – Key Expert within the team of MoCT
2008-2011	İstanbul Historic Peninsula - Reviewer on behalf of MoCT

Administrative Duties

2019-2020	Aphrodisias Management Plan- Supervision and Coordination Board Member as the representative of MoCT
2014-2020	Ephesus Management Plan- Supervision and Coordination Board Member as the representative of MoCT
2019-2020	Yesemek Upstream Process - Focal Point of Türkiye
2010-2020	World Heritage Convention- Focal Point of Türkiye
2010-2020	World Heritage Periodic Reporting Exercise- Focal Point of Türkiye
2016-2017	Intergovernmental World Heritage Committee- Türkiye Delegation Expert on Cultural Heritage

Other Projects

February – June 2023	Conducting Focus Group Workshops, and Sectoral/Stakeholder Diagnostic Reports for Cultural and Creative Industries Senior Non-Key Expert to DAI Global Belgium SRL (EU-IPA Project namely CREATE IN IZMIR: Entrepreneurial Hub of Cultural and Creative Industries)
May – Oct. 2022	Muğla Cultural and Natural Heritage UNESCO Training Program Contractor to Southern Aegean Development Agency
2021-2022	Cultural Heritage Trainings Contractor to Our City Izmir Associations (EU Funded Project namely A Stronger Civil Society to Conserve Cultural Heritage)
2021-2022	Izmir Intangible Cultural Heritage Strategy Contractor to Our City Izmir Associations (EU Funded Project namely A Stronger Civil Society to Conserve Cultural Heritage)
2018-2019	Chamber of City Planners Site Management Training Program Organizer and Trainer
2015-	ÇEKÜL Academy on UNESCO and Site Management Trainer

PUBLICATIONS

International Journal Papers

ULUSAN, E and ERSOY, M. (2018). Financing the Preservation of Historical Buildings in Turkey. *METU Journal of Faculty of Architecture,* DOI:10.4305/METU.FJA.2018.1.4 (AHCI indexed journal-peer reviewed)

ULUSAN, E. and TUNA YÜNCÜ, Z. (2016). Regulatory Framework for Managing World Heritage Cultural Sites in Turkey. *World Heritage*, *Special Issue: World Heritage in Turkey*, 42-47.

National Journal Papers

ULUSAN, E. (2023). Kültürel Miras Yönetim Planlaması Kavramsal Çerçevesi ve İlgili Lisansüstü Araştırmalar Üzerine Bir İnceleme (Conceptual Framework for Cultural Heritage Management Planning and the Analysis of Related Graduate Thesis Studies). *Planlama* (in press) https://doi.org/10.14744/planlama.2022.93276 (nationally indexed journal - peer reviewed)

ULUSAN, E. (2021). Dünya Mirası Olma Bilinci ve Alan Yönetimi Ofisleri (World Heritage Consciousness and Site Management Offices). *ÇEKÜL Yerel Kimlik Dergisi*, Sayı 65, 22-31.

ULUSAN, E. (2016). Türkiye'de Kültürel Miras Alanlarında Yönetim Planlaması Deneyimi (Turkish Experience on Cultural Heritage Management Planning). *İdealkent,* 19(7), 372-401 (nationally indexed journal - peer reviewed)

ULUSAN, E. ve YILDIRIM, A.E. (2016). Temsili, Dengeli ve Güvenilir Bir Liste İçin: Türkiye'nin Dünya Mirası Adaylıklarının Gözden Geçirilmesi (For A Balanced, Representative and Credible List: An Evaluation of Turkey's World Heritage Candidates). *İdealkent,* 19(7), 444-473 (nationally indexed journal - peer reviewed)

Proceedings Presented in National and International Meetings

ULUSAN, E. (2023). Public and Private Partnerships in Heritage Conservation. In SARIKAYA LEVENT, Y. (Ed.) *Efficacy of Public and Private Partnerships in Heritage Conservation*. Izmir (in press)

SARIKAYA LEVENT, Y. and ULUSAN E. (2023). Legal Regulation in Turkey for Endorsing Public and Private Partnerships in Heritage Conservation. In SARIKAYA LEVENT, Y. (Ed.) *Efficacy of Public and Private Partnerships in Heritage Conservation*. Izmir (in press)

ULUSAN, E. (2022). Arkeolojik Alanların Dünya Miras Listesi'ne Kaydedilmesi: Türkiye'nin Deneyimi. In ÖZ, B.N. & LUKE, C. (Eds.). *Miras, Dünya Mirası ve Gelecek: Ölçek, Koruma ve Diyalog Üzerine Görüşler* (pp. 35-59). Koç Universitesi.

ULUSAN, E. (2022). Inscription of Archaeological Sites: A Turkish Experience with the World Heritage List. In ÖZ, B.N. & LUKE, C. (Eds.). *Heritage, World Heritage and the Future: Perspectives on Scale, Conservation and Dialogue* (pp. 33-56). Koç University.

ULUSAN, E. (2011). Uygulama ve *Alan Yönetimi (Site Management in Practice).* In TMMOB Şehir Plancıları Odası (Ed.) *Kentsel ve Kentsel-Arkeolojik Sitlerde Planlama*, (pp. 92-98), TMMOB Şehir Plancıları Odası.

ULUSAN, E. (2010). *Alan Yönetimi Mevzuatının Yansımaları: Dünya Miras Listesi Çalışmaları (Reflection of Site Management Legislation: World Heritage List Studies).* Kültür ve Turizmde Yeni Yaklaşımlar Sempozyumu, 12-13 Mart 2010, Ankara

ULUSAN, E. (2002). *Yoksulluk Çelişkisi (Poverty Dilemma).* Yoksulluk, Kent Yoksulluğu ve Planlama Dünya Şehircilik Günü 26. Kolokyumu Öğrenci Paneli, 6-8 Kasım 2002, Ankara

Invited Lectures

Feb. 14, 2023 Izmir	"Participatory Cultural Heritage Conservation" İzmir Jewish Community Foundation – Cultural Wealth of İzmir: Sustaining Jewish Heritage (EU Funded Project)
Jan. 24, 2023 Online	"How can UNESCO Designated Sites Generate Attractiveness and Positive Impacts?" Fondazione Santagata for the Economics of Culture – Academy on UNESCO Designations and Sustainable Development

Nov. 18, 2022 İstanbul	"Strategic Plans and Management Plans" İstanbul Metropolitan Municipality, İstanbul Planning Agency – IPA Course: Cultural Heritage and Conservation
July 29, 2021 Online	"Recommendations for Heritage Sites Listing Processes: The Role of Civil Society" Our World Heritage – Theme: Sustainability
Nov. 17, 2020 Online	"World Heritage Nomination Process" Ankara Science University – UNESCO Process for Ankara
Oct. 12, 2020 Online	"The Preparation Process of Arslantepe Mound for the World Heritage List" Arkeomedya – Theme: Multi-Layeredness
Oct. 6, 2020 Online	"Implementation of the World Heritage Convention in Turkey" Central Anatolia Development Agency – World Heritage Sites in Turkey and Site Management

MEMBERSHIPS

ICOMOS – International Council on Monuments and Sites
ICOMOS – ICLAFI (ICOMOS International Scientific Committee on Legal Administrative and Financial Issues)
ICOM – International Council of Museum
Turkish Architects and Engineers Association, Chamber of City Planners

C. TURKISH SUMMARY / TÜRKÇE ÖZET

1970'lerin sonlarında neoliberalizm, postmodernizm ve çevrecilik hareketlerinin ekseninde yaşanan paradigma değişimi sonucunda gelişen yeni siyasi, idari ve teknik koşullara kendini adapte eden yeni miras koruma anlayışı;

- Politika oluşturma, uygulama ve izleme için miras yönetimi sorumluluğunun paylaşılmasını,
- Mirasın korunması için etkili, sorumlu, katılımcı ve şeffaf yapıların oluşturulmasını,
- Miras alanlarının bütüncül ve bütüncül politikalarla sosyal, ekonomik, idari ve mekânsal tüm boyutları dikkate alınarak sürdürülebilir ve doğru kullanımını,
- Kaynakların etkin ve verimli kullanılmasını, teknik, mali ve beşerî kapasitelerin bunun için seferber edilmesini,
- Farklı disiplinler arasında yoğun fikir alışverişi ve müzakereler için disiplinler arası yaklaşımın geliştirilmesini,
- Dikey (merkezi, bölgesel, yerel) ve yatay (devlet, özel sektör, sivil toplum) hiyerarşilerinin aşılmasını ve ağların oluşturulmasını,
- Hızla değişen koşullara uyum sağlanmasını, esnek ve yaşayan dokümanların üretilmesini,
- Topluluğun karar alma ve izleme sürecine katılma hakkının sağlanmasını,
- Sürecin siyasallaştırılmasını ve koruma uzmanların iletişim, çatışma çözme ve moderasyon becerileriyle de donatılmasını gerektirmektedir.

Miras yönetim planları ise, bu yeni paradigma içinde, miras alanlarında koruma, kullanım ve topluluk ilişkilerinin daha iyi yönetilmesi için yerinde uygulamalara rehberlik edecek etkili araçsal belgeler olarak gelişmiştir. Bu planlar, sistemin sahada etkili bir şekilde uygulanmasını sağlamak için bir belge olarak yönetimin üst bağlamıyla ilişkilidir. İç (yasal, idari, teknik) veya dış (ekonomik kriz, afetler, savaşlar, silahlı çatışmalar) koşullara bağlı olarak sistemdeki herhangi bir değişiklik, yönetim planlarının geçerliliğini ve güncelliğini ve dolayısıyla etkili bir şekilde uygulanmasını

etkileyebilir. Bu nedenle süreç, yalnızca ilk planlama aşamasını değil, aynı zamanda planın uygulanması, izlenmesi ve başarısının değerlendirilmesini, gerektiğinde güncellenmesi aşamalarını da içerir.

Erken tarihli doktrin belgeleri kültürel miras alanları için güçlendirilmiş koruma sistemleri ihtiyacına atıfta bulunsa da bu tür alanlar için özel bir yönetim planından bahsedilmesi Burra Tüzüğü'nün 1999 tarihli versiyonunda olmuştur. Bu belge kültürel miras korumanın değer temelli bir yaklaşım olduğunu, mirasların politika temelli yönetilmesi ve bu politikaların "yönetim planı" olarak bilinen bir belgeye dahil edilmesi gerektiğini belirtmektedir. Dolayısıyla, kültürel miras alanları için yönetim planlaması yaklaşımı, o tarihten beri uluslararası sözleşmelerin sunduğu çerçeve ve yönlendirmeye yanıt olarak birçok ülke tarafından benimsenen bir politika aracı olmuştur.

Yönetim planları, miras yönetiminde izlenecek net fikirleri, politikaları, ilkeleri, eylemleri ve öncelikleri ortaya koyan mekânsal stratejik planlardır. Bir yönetim planı, nihayetinde, mevcut kaynakların alanın ihtiyaçları ve yönetim kapasiteleriyle uyumlu olarak verimli ve koordineli bir şekilde kullanılması için, mirasın korunması alanındaki politikalar, kurumlar ve eylemler arasındaki koordinasyonu ve uyumu sağlamayı amaçlamaktadır. Yönetim planlarının katılımcı süreçlerle hazırlanması, uygulanması ve izlenmesi esastır.

1970'li yıllarda miras yönetiminde bir araç olarak gelişen bu yaklaşım, Türkiye kültürel mirasını koruma mevzuatına, başta Dünya Mirası Sözleşmesi olmak üzere uluslararası anlaşmaların getirdiği gereklilikler nedeniyle, oldukça geç dahil edilmiştir. Türkiye yönetim sistemine uyarlama süreci, teori ve pratik arasındaki yeterliliğin yanı sıra bunun Türkiye bağlamında uygulanamazlığına ilişkin önemli endişelere yol açmış, uzmanlar ve karar vericiler, ilk endişelerin bir kısmını yatıştırmak veya ortadan kaldırmak için ortak bir çaba içinde olmuştur. Bununla birlikte, şimdiye kadarki deneyimler, bu planların üretiminin, en azından tam olarak veya her koşulda, sahada beklenen ve istenen etkiyi sağlamadığını göstermiştir.

Bugüne kadar Türkiye'de 27 adet yönetim planı onaylanarak yürürlüğe girmiştir. Bu planların büyük çoğunluğu (19) Dünya Miras Listesi adaylık gerekliliklerini yerine getirmek amacıyla hazırlanmıştır. 27 planın 12'si arkeolojik alanlar, 9'u kentsel sit alanları ve 6'sı anıtlar için hazırlanmıştır. Üç varlık için revize edilmiş versiyonlar da dahil olmak üzere planların yarısı (14), son üç yıl içinde elde edilmiştir. Ancak Türkiye'de kültürel miras alanlarının yönetimi konusunda yol gösterici olması gereken miras yönetim planlarının ve uygulama belgelerinin bunda büyük oranda başarılı olamadığı gözlenmiştir. Diğer yandan, aynı yasal ve idari sürece tabi olmasına rağmen, bazı örneklerde nitelikli sonuçlar veya tutumlar kaydedilmesi, yapısal belirleyicilerin kaliteyi belirleyen tek faktör olmadığını düşündürmektedir. Ayrıca, sorunların büyük çoğunluğu uygulama aşamasıyla ilgili gibi görünse de köklerinin sürecin tamamında görev alan çeşitli aktörlerin becerilerine, tutumlarına ve kapasitelerine dayandığına inanılmaktadır. Bu amaçla süreçler-çıktılar, yapılar-aktörler, hazırlık-uygulama, teknikler-yasallıklar üzerine odaklanan, yönetim planlarının kapsamlı ve karşılaştırılabilir bir analizinin yapılması, Türkiye'nin yönetim planlama yaklaşımı konusundaki deneyimini anlamaya yardımcı olacaktır.

Bu nedenle araştırma, 2004 yılından bu yana kültürel miras yönetim planlaması konusunda Türkiye'nin deneyiminin analiz edilmesini amaçlamaktadır. Planların 1) Türkiye'deki miras alanlarının daha iyi yönetilmesine ne kadar katkı sağladığı; 2) görünür başarıların ve başarısızlıkların nedenleri ve bunların birbirini nasıl etkilediği; 3) Türkiye bağlamında kaliteyi belirleyen koşulların ne olduğu incelenmiştir. Bu araştırmadan elde edilen çıkarımlara dayalı olarak bu politika aracının etkinliğini artırmaya ve Türkiye bağlamına uygun olabilecek en iyi miras yönetim planlama sistemini yapılandırmaya yönelik öneriler getirilmiştir. Bu nedenle bu çalışma, yazarın politika oluşturma sürecine katkıda bulunmayı amaçladığı bir kamu politikası analizi olarak değerlendirilmelidir.

Araştırmanın geliştirilmesine yardımcı olan soru, “yönetim planlarının niteliğini genel süreç içindeki yapısal koşullar mı belirler pratik koşullar mı?” olarak belirlenmiştir. Aşağıdaki diğer sorular da analiz çerçevesini tanımlamak için araştırma tasarımına da rehberlik etmiştir:

- Bir miras yönetim planının neyi başarması beklenmektedir?
- Türkiye'de yönetim planlaması ile şimdiye kadar neler başarılmıştır?
- Bu başarılara nasıl ulaşılmıştır?
- Neden tüm beklentilere ulaşılamamıştır?
- Türkiye örnekleri hangi yönlerden nitelikli sayılabilir? Türkiye bağlamında niteliği hangi koşullar belirlemektedir?
- Politika kapasitesini artırmak için Türkiye'deki yönetim planlama sisteminde ne gibi değişiklikler yapılabilir?

Araştırmanın hipotezi şu şekilde belirlenmiştir: **"Türkiye'deki nitelikli kültürel miras yönetim planları için belirleyici olan faktör, yerelde farklı düzeylerdeki aktörleri bir araya getiren ve merkezi otorite ile siyasi bağları güçlü bir ittifakın varlığı ile korumada iş birliğine yönelik bir motivasyonun ve bağlılığının mevcut olmasıdır. Bu nedenle, niteliğin büyük ölçüde bu süreçte yer alan aktörlerin zihniyetlerine, tutumlarına ve bireysel kapasitelerine bağlı olduğu varsayılmaktadır."**

Bir miras yönetim planının temel koşulları taşıdığı sürece nitelikli olacağı araştırmadaki temel varsayımdır. İlgili yazının birlikte değerlendirilmesi sonucunda, "yönetişim yapısı", "süreç", "doküman" ve "uygulama performansı", bir miras yönetimi planlama sisteminin temel bileşenleri olarak tanımlanmıştır. Buna göre, bir yönetim planının nitelikli olup olmadığı, ancak bu dört bileşenin birlikte ve ilişkili biçimde değerlendirilmesiyle anlaşılabilecektir. Diğer varsayım, bu bileşenlerden herhangi birindeki yeterlilik veya niteliğin -veya yetersizlik veya niteliksizliğin- diğer bileşenlerdeki niteliği ve bir bütün olarak sürecin niteliğini etkileyebileceğidir. Önemli olan, aralarındaki varsa belirlenim ilişkisini ortaya çıkarmak ve anlamlandırmaktır. Üçüncü varsayım ise, miras yönetimi planlamasının bir süreç olduğundan hareketle, niteliğin zaman içinde değişken olduğudur.

Araştırmada uygulanan yöntem, 1) yönetişim yapılarının niteliklerini ve etkinliğini, 2) planlama süreci tasarımının ve uygulanmasının niteliğini, 3) plan belgelerinin niteliklerini ve 4) planların uygulama düzeyini ve etki gücünü ortaya çıkarmaya

yardımcı olacak şekilde yapılandırılmıştır. Bu nitelik analizi, nihayetinde araştırmanın, planların gözlemlenebilir başarılarına veya başarısızlıklarına yol açan belirli koşulları veya arka plan hikayelerini açığa çıkarmayı amaçlamaktadır.

Aynı yasal ve idari mekanizmaya tabi olsalar da planların farklı düzeylerde başarı veya başarısızlık göstermiş olmaları, araştırmanın yapı-aktör diyalektiği çerçevesinde ele alınmasını gerektirmiştir. Bu nedenle, Giddens'ın yapılaşma kuramı, araştırmanın yöntemsel zemini için teorik bir çerçeve sunmuştur. Bu yaklaşıma uygun olarak veri toplama ve yorumlama süreci üç aşamada gerçekleşmiştir. İlk aşama, yaklaşıma ilişkin temel kavramsal ve teknik gereklilikleri anlamak için bilimsel makalelerin ve teknik rehberlerin analizini kapsamıştır. İkinci aşama, hem standartlaştırılmış hem de esnek yönleriyle ülke içindeki ulusal ve uluslararası idari, teknik ve mali süreci anlamak için yasal mevzuatın ve arşiv belgelerinin analizini içermiştir. Buraya kadar olan veriler "yapıyı" tanımlamıştır. Ancak sahadaki ince ayrıntıları elde etmek ve ayrıca 1) aktörlerin yapıları etkileme ve dönüştürme kapasitelerini; 2) aktörlerin zihniyetlerinin ve tutumlarının genel sürecin niteliğini etkileyip etkilemediği ve nasıl etkilediği ve 3) kendi vakalarında genel sürecin niteliği ve etkinliğini nasıl değerlendirdiklerini anlamak için süreçte görev alan kişilerle mülakatlar gerçekleştirilmiştir. Buradan elde edilen verilerle ise "aktörlere" ilişkin boyutun anlaşılmasına katkı sağlamıştır. Özetle, araştırma için temel veri kaynakları şunlardır:

- Devletin yeniden ölçeklenmesi, planlama paradigmaları, miras koruma ve ulusal ve uluslararası yönetim planı deneyimleri ile ilgili bilimsel yayınlar,
- Stratejik planlama, yönetim planlaması, katılımcı karar alma süreçleri ile ilgili teknik rehberler,
- Kanunlar, yönetmelikler ve sözleşmeler dahil olmak üzere ulusal ve uluslararası yasal belgeler,
- Bakanlık arşivi (resmi yazılar, teknik uzman raporları, resmi denetim raporları, maka onayları dahil yazışma dosyaları),
- Miras yönetimi planlarının kendileri,
- Dünya Miras Listesi adaylıkları, korunma durumu raporları ve yönetim planlarına ilişkin ICOMOS değerlendirme ve inceleme raporları,

- Kayıtlı Dünya Miras varlıkları için Taraf Devlet (Türkiye) tarafından UNESCO Dünya Miras Komitesi'ne sunulmak üzere hazırlanan koruma durumu raporları,
- Kayıtlı Dünya Miras varlıkları hakkında UNESCO Dünya Miras Komitesi kararları,
- Gözlemler ve kişisel notlar (toplantı tutanakları, e-postalar)
- Süreçlerde rol alan aktörler (alan başkanları ve plan müellifleri) ile mülakatlar.

Yazar, Kültür ve Turizm Bakanlığı uzmanı olarak 2004-2020 yılları arasında Ani, Arslantepe, Aphrodisias, Çatalhöyük, Efes, İstanbul-1, Mudurnu, Selimiye ve Yesemek yönetim planlama süreçlerinde görev almıştır. Dolayısıyla, kişisel deneyimi ve gözlemleri, analizin detaylandırılmasına katkı sağlamıştır, ancak bireysel değerlendirmeleri mülakatlar yoluyla da farklı görüşlerle sınanmıştır.

Buna göre, bir yönetim planının niteliğini ölçmek için bir yöntem geliştirmiş olması bu çalışmanın alana özgün katkısıdır. Yöntem dört aşamada gelişmiştir:

İlk adım, literatür taraması, yasal idari süreç, ulusal ve uluslararası deneyimler ve yapılan mülakatlar neticesinde, yönetişim yapısı, süreç, doküman ve uygulama düzeyi açısından bir miras yönetim planının taşıması gereken temel koşullar belirlenmiş, ardından bu koşulların varlığını tespit etmek için nelere bakılacağına dair bir "göstergeler listesi" tanımlanmıştır. İkinci adımda, yazar 1) göstergelerin uygunluğu, 2) tablodaki yerleşimlerinin uygunluğu, yani ilişkilendirildiği boyut ile uygunluğu ve 3) nitelik üzerindeki etkilerinin büyüklüğü konusunda, ilk elden, deneyime dayalı bakış açılarını öğrenmek için, konu hakkında kapsamlı teorik veya pratik bilgiye sahip olan deneyimli 7 farklı uzmanın değerlendirmesini almıştır. Üçüncü aşamada verilen yanıtlara frekans analizi uygulanmış, farklı uzman görüşleri ile göstergelerin anlamlı olup olmadığı, nitelikte etkili olup olmadığı konusunda varsa görüş ayrılıkları izlenmiştir. Metodoloji danışma süreci, nitelik değerlendirmesi için tanımlanmış göstergelerin anlamlı ve nitelik üzerinde çok etkili olduğunu teyit etmiştir. Buna göre, belirlenen 48 gösterge şunlardır:

Tablo Appendix C.1: Yönetim Planlarının Niteliğini Ölçmek için Göstergeler

	Yönetişim Yapılarının Niteliği ve Etkinliği
	A. Devlet ve devlet-dışı çeşitli paydaşları bir araya getiren iş birliği ağları yaratılmalı.
1	Yerel ölçekte sahiplenen bir devlet kurumu veya yönetici olmalı.
2	Sürecin yönetimi için teknik ve mali iş birliğine dayalı yerel bir ittifak kurulmalı.
3	Yerel sivil toplum örgütleri, meslek odaları, akademisyenler ve yerel halk temsilcileri yönetişim yapısında yer almalı.
4	Yönetişim yapısında farklı ölçeklerden (merkezi, bölgesel, yerel) temsilciler yer almalı.
5	Yönetişim yapısı içinde devlet ve devlet dışı paydaşlar dengeli olmalı.
	B. Sorumlu, sürdürülebilir, etkin bir yapı oluşturulmalı.
6	Aktif, yetkin ve miras yönetimi konusunda uzman bir alan başkanı olmalı
7	Yerel yönetimin merkezi hükümetle diyalogu iyi olmalı
8	Yerel otoriteye bağlı, yeterli donanıma sahip bir alan yönetimi ofisi olmalı
9	Yöneticilerdeki değişiklikler sürece zarar vermemeli
10	Süreci başlatan motivasyon sürdürülebilir olmalı
11	Yönetişim yapısındaki temsilciler inisiyatif alabilmeli/kullanabilmeli
	C. Şeffaf, hesap verebilir ve etkin işleyen izleme mekanizmaları olmalı.
12	Düzenli izleme raporları tutulmuş olmalı
13	Düzenli aralıklarla izleme toplantıları yapılmış olmalı
14	İzleme raporları tüm paydaşlar ile paylaşılmış olmalı
	Planlama Sürecinin Tasarımı ve Uygulanması
	D. Farklı bilgi, deneyim ve uzmanlıkları sürece dahil etmeli.
15	Planlama ekibinde farklı disiplinlerden uzmanlar aktif bir şekilde yer almalı
16	Planlama sürecinde yerel bilgi/uzmanlıklar dikkate alınmış olmalı
17	Yönetişim yapısındaki temsilciler alanın niteliğiyle uyumlu uzmanlıklardan olmalı
18	Kültürel miras korumanın farklı boyutlarından sorumlu paydaşlar yönetişim yapısına dahil edilmeli
	E. Uygun katılım yöntemleri kullanmalı
19	Plan kapsamında kapsamlı bir paydaş analizi yapılmış ve bu analize planda yer verilmiş olmalı
20	Planlama sürecinde kimseyi dışarda bırakmayan bir katılım stratejisi uygulanmış ve bu stratejiye planda yer verilmiş olmalı
21	Planlama sürecinde farklı katılım yöntemleri birlikte kullanılmış olmalı
22	Mevzuatta öngörülen zorunlu toplantılardan daha yoğun katılım yöntemleri kullanılmış olmalı
	F. Paydaşlar sürece aktif katılmalı
23	Yerel halk sürece doğrudan dahil edilmiş olmalı
24	Toplantılara davet edilen paydaşların katılımı yüksek olmalı
25	Toplantılarda söz alan paydaşların sayısı fazla olmalı
26	Paydaşların yorumları plana entegre edilmiş olmalı

Tablo Appendix C.1 (devam)

	Planın Niteliği
	G. Bir yönetim planında olması gereken temel unsurları içermeli
27	Varlığın tarihsel ve coğrafi bağlamı dikkate alınarak belirlenmiş, yönetilebilir bir planlama sınırı olmalı
28	Yeterli düzeyde alan analizi yapmış olmalı
29	Alanın önem ve değerlerini tanımlamış olmalı
30	Alandaki sorunları, ihtiyaçları ve beklentileri tespit etmiş olmalı
31	İhtiyaçlar önceliklendirilmiş olmalı
32	Ortaklaşılmış bir vizyona sahip olmalı
33	Genel yaklaşım koruma odaklı olmalı
34	Bütünleşik ve bütüncül yönetim politikaları ile ölçülebilir hedefler belirlemiş olmalı
35	Akılcı bir eylem planına ve uzlaşılmış uygulama ilkelerine sahip olmalı
36	İzleme stratejisi ve izleme göstergeleri tanımlanmış olmalı
37	Politikalar ve eylem planı mekansallaştırılmış olmalı
38	Plan kullanıcı dostu olmalı
	H. Kaynakları ve kapasiteleri etkin kullanmalı
39	Eylem planı alanın ihtiyaçları ile uyumlu olmalı
40	Eylem planı paydaşların kapasiteleri ile uyumlu olmalı
41	Projeler için farklı kaynaklar / kapasiteler bir araya getirilmiş olmalı
42	Uygulama aşamasında sürdürülebilir yeni kaynaklar yaratmış olmalı
	Uygulanma Düzeyi ve Etki Gücü
	I. Yönetim sistemine entegre edilmeli.
43	Yönetim planı yerel kurumsal onamalardan geçmiş olmalı
44	İlgili kurumlar yönetim planını sahiplenmeli ve dikkate almalı
	J. Uygulama performansı ve etkinliği yüksek olmalı
45	Eylem planı zaman takvimine uygun olarak uygulanmış olmalı
46	Uzun süredir çözülemeyen bir sorunu çözümüne katkı sağlamış olmalı
	K. Yönetim sisteminde iyileştirmelere neden olmalı
47	Kapasitelerin güçlendirilmesine katkı sağlamalı
48	Paydaşlar arasındaki iş birliği ve iletişim arzusunu artırmalı

Özetle; Türkiye'deki yönetim planları, süreci başlatan motivasyon ve kurumlar açısından dört ayrı kategoride sınıflandırılmıştır. Bununla birlikte, her bir grup içinde, miras alanının karakterinden ortaya çıkan varyasyonları izlemek de mümkün olmuştur. Bu kategoriler; 1) Dünya Miras Listesi adaylığı motivasyonu ile belediyeler tarafından yürütülen süreçler, 2) Dünya Miras Listesi adaylığı motivasyonu ile Kültür ve Turizm Bakanlığı tarafından yürütülen süreçler, 3) Halihazırda kültür turizmi için sağlanan

fonlar nedeniyle yürütülen süreçler, 4) bütünleşik koruma ve yönetim motivasyonuyla yürütülen süreçler.

Göstergeler üzerinden yapılan analize göre; Türkiye'nin 18 yıllık miras yönetim planlaması deneyiminin bilançosu olarak genel nitelik 18 miras yönetim planı üzerinden %36,7 olarak ölçülmüştür. Türkiye deneyimi süreç tasarımında daha başarılıyken (%47,1) etkin, hesap verebilir, sürdürülebilir bir yönetişim sistemi yapılandırmada başarısız olmuştur (%24,2). Katılımcı yaklaşım, planlama aşamasındaki karar alma süreçlerinde bir miktar dikkat çekse de tüm süreç için etkili bir sisteme dönüşememiştir. Diğer bir deyişle katılım, hazırlık süreçleri ile sınırlı kabul edilmekte ve tanımlanmaktadır.

Türkiye'deki miras yönetimi planlamasına ilişkin bu çalışmanın ana çıkarımları ise şunlardır:

- Türkiye, etkili, işbirlikçi ve sürdürülebilir yönetişim yapıları; katılımcı, disiplinler arası ve toplum temelli bir süreç tasarımı; stratejik planlama yöntemi ve tekniği ve planların uygulama düzeyi konusunda yüksek niteliklere sahip değildir. Süreç tasarımında daha başarılıdır, ancak en çok yönetişim sistemlerini geliştirmede başarısız olmuştur.
- Yönetişim yapısı, süreç, doküman veya uygulama düzeyi için nitelikli olduğu değerlendirilen bazı örnekler vardır, ancak iki vaka (Mudurnu ve Yesemek) daha yüksek genel niteliği yakalamıştır.
- Vakaların çoğu (12) için süreçler, Dünya Miras Listesi kaydı aracılığıyla (9) veya değil (3) öncelikle kültür turizmi motivasyonları için başlatılmıştır; ancak 3 plan için (Ani, Afrodisias, Mudurnu) için Dünya Miras adaylığı, planın onaylanmasından sonra azalması muhtemel olan uygulama motivasyonunu canlandırmak ve sürdürmek için kullanılmıştır. Ancak araştırma, bütünleşik koruma ve yönetim motivasyonunun bir parçası olsa bile kültür turizminin uygulama motivasyonunu sürdürmek için hala gerekli olduğunu ortaya koymuştur.

- Kültür ve Turizm Bakanlığı veya yerel yönetimler tarafından yürütülen Dünya Miras Listesi motivasyonu, kayda değer bir niteliğe neden olmamaktadır. Tutumları ve yatırım düzeyini etkiler, ancak sürdürülebilir değildir.
- Yerelleşme işe yaramaktadır. Yerel tarafından sahiplenilmeyen planlama süreçleri, etkili yapılar oluşturmada başarısız olmaktadır. Başka bir deyişle, yerel düzeyde sürecin yönetilmesi tartışmasız daha işbirlikçi, etkin ve sürdürülebilir yönetişim yapılarıyla sonuçlanmaktadır.
- Bütünleşik koruma ve yönetim, bir bütün olarak niteliği en üst düzeye çıkarmak için en etkili motivasyondur. Bu kategorideki örnekler, boyutlardan birine diğerini yok sayacak ölçüde ağırlık vermez veya yatırım yapmaz, aksine her yönüyle nitelikli bir yönetim sürecine ulaşmak için her boyutu dengeli şekilde ele alır. Bu, yerel yönetimler tarafından yürütülen süreçler için de geçerlidir, ancak bütünleşik koruma ve yönetim motivasyonu grubunun genel kalitesi daha yüksektir.
- Uygulamanın niteliğini ve planın yönetim sistemi üzerindeki etkisini belirleyen bir dizi pratik ve yapısal koşul olduğundan, uygulama performansının niteliğini herhangi bir boyuta bağlamak doğru değildir. Bir aktör performansı, bir motivasyon, bağlayıcı ve aktif bir izleme mekanizması bunlardan bazılarıdır.
- Türkiye'deki planlama deneyimleri çoğunlukla izleme süreçlerinde başarısız olmuştur. Bir alan yönetim ofisinin varlığı ve alan başkanının çabaları ile izleme daha sağlıklı yürütülmektedir, nitekim izlemede en başarısız vakalar her ikisinden de yoksundur.
- Planın uygulanmasındaki başarı, sahada doğrudan olumlu etkilere, yani miras yönetim sistemi içinde artan kapasitelere, iletişime ve iş birliğine yol açmamaktadır; bu etkiler daha ziyade, kilit aktörlerin ve alan yönetimi ofislerinin özverili ve iş birlikçi çabalarının sonucunda izlenebilmektedir.
- Tarihi kentsel peyzajlar için bütüncül, bütünleşik ve uygulanabilir yönetim politikaları oluşturmak plan yapıcılar için zorlu bir iştir. Diğer yandan, bir yönetim planının süreç ve içerik gerekliliklerine ilişkin bilgi birikimi ve deneyim ile süreç içerisindeki yapısal sınırlamaların üstesinden gelebilme yeteneği, doküman kalitesinde belirleyicidir.

- Herhangi bir boyutun (yani yapı, süreç, doküman ve uygulama) nitelikleri arasında doğrudan ve birbirine bağlı bir ilişki yoktur, ancak nitelik için tek doğrudan ilişki, yerel sahipli ve yönetişim niteliği arasında; aktörlerin motivasyonu ile yönetişim yapılarının sürdürülebilirliği arasında; yetkin alan başkanlarının ve alan yönetim ofislerinin bir arada bulunması ile izleme performansı arasında; izleme performansı ile uygulama düzeyi arasında; farklı boyutlara yapılan dengeli yatırım ile genel nitelik arasında izlenmiştir.
- Yerel düzeyde katılımcı koruma ve yönetim taahhüdü oluşturulmazsa ve sürdürülmezse, bir yönetim planlama sürecinin başarısız olması muhtemeldir. Bu motivasyon herhangi bir nedenle kaybedilirse, oluşturulan siyasi ve teknik ittifaklar bile dağılabilmekte, yönetim planlama yükü bir veya birkaç kurum veya aktörün omuzlarına yüklenmektedir. Bu nedenle, bireysel sorumlulukların verimli bir şekilde yerine getirilmesi, ancak diğerlerinin kendi sorumluluklarını yerine getirmesi düzeyinde başarıya katkıda bulunabilir, bu nedenle uygulama aşamasında da ittifak gereklidir.
- Sonuç olarak, nitelik büyük ölçüde bu motivasyonu oluşturan, sürdüren ve denetleyen aktörlerin zihniyetlerine, tutumlarına ve bireysel kapasitelerine bağlıdır.
- Yönetişim yapılarının iyileştirilmesi veya tutumların değiştirilmesi, birçok sürecin zaman içinde niteliklerinin artmasını sağlayacaktır.

Analiz, hipotezin kısmen geçerli olduğunu kanıtlamıştır. Motivasyonun yerel düzeyde oluşturulması ve sürdürülmesi önemlidir, ancak yerelde bir ittifakın kurulması o kadar kritik değildir; nitekim motivasyon kilit aktörler tarafından sürdürüldüğü sürece de niteliğe ulaşmak mümkündür (Bursa ve Efes). Ayrıca, ilk motivasyon ne olursa olsun, bir yönetim planının benimsenmesi ve uygulanması için temel motivasyon kültür turizmidir. İrade ve teknik beceriler bu motivasyonu oluşturmakta, örgütlemekte, sürdürmekte, güçlendirmekte ve canlandırmakta, böylece niteliğin elde edilmesini sağlamaktadır. Bu aynı zamanda niteliğin yapısal koşullardan çok pratik koşullara bağlı olduğunu da göstermektedir. Yapısal kısıtlamaları aşabilen karar vericiler, alan başkanları, plan müellifleri ve kurum uzmanları, öngörülen koşullar altında sahada fark ve etki yaratabilmektedir.

Yönetim planlaması yaklaşımının Türkiye koruma mevzuatına dahil edilmesi, miras alanları için iletişimsel ve katılımcı bir yönetişim sistemi için yasal fırsatlar sunmuştur; ayrıca devlet karar alma ve izleme yetkisini yerel bir yönetim birimine kaydırarak farklı ölçeklerdeki ve farklı yetkilere sahip aktörleri yönetim planlaması bağlamında bir araya getirmiş, yerel olarak örgütlenmiş resmi bir yönetim birimi oluşturmuştur. Alan başkanlığı yapıları, Türkiye'de, tüm tarafların, sorumlulukları ve yetkileri ne olursa olsun, miras yönetimi sürecinde politika oluşturma ve izleme için eşit söz hakkına sahip resmi ve yasal bir platformu paylaştığı tek yönetim organıdır.

Ancak, onu gerçek bir ademi merkeziyetçi yönetim biçimi olmaktan ayıran şey, Türkiye'nin resmi idari hiyerarşisinde yer verilmemiş olmasıdır. Özerk bir bütçesi ve tüzel kişiliği yoktur. Kültürel miras alanlarının yönetiminde kendi bütçesini kullanma ve geliştirme sorumluluğu ve hatta imkânı yoktur. Hizmet satın alma, ihale yapma, proje geliştirme ve uygulama, günlük yönetim için gerekli faaliyetleri yürütme gibi yasal yetkileri haiz değildir. Ortaklık ve ağ oluşturma, yalnızca yönetim ihtiyaçları için politika oluşturma ve gündem belirleme ve bunların izlenmesi için geliştirilmektedir ve bu yetki sadece yönetim planlarına istinaden kullanılabilmektedir; diğer bir deyişle yönetim planı yoksa bu organın bu yetkileri de yoktur. Devlet, miras yönetiminde (dokümantasyon, planlama, projelendirme, işletme, sunum, onay vb.) politika uygulama yetkisinin hiçbirini ve uygun bir özerk bütçeyi bu yapıya devretmemektedir. Miras yönetimi faaliyetleri, yönetim planında belirlenen politikalar ve öncelikler dikkate alınarak kazı başkanlıkları, belediyeler, müze müdürlükleri ve ilgili bakanlıklar arasındaki mevcut hiyerarşik yapı çerçevesinde yürütülmektedir.

Görüşmecilerin çoğu, uygulamadaki en büyük eksiklik olarak, yönetişim sisteminin idari ve mali özerkliği olan siyasi bir gücünün olmamasını, plan hükümlerinin uygulanmamasına ilişkin ilgili yaptırımların olmamasını ve bu yaklaşımın ruhunun ve metodolojisinin Türkiye'nin yönetim sistemi gelenekleri içinde uygulanamaz olmasını öne sürmüştür. Pek çok örnek, korumaya ilişkin asli sorumluluğun Kültür ve Turizm Bakanlığı, belediyeler, kazı başkanlıkları ve müzelerin sorumluluğunda kaldığını göstermiştir. Mirasın korunmasında doğrudan sorumluluğu olmayan diğer ortaklar, izleme toplantılarına katılmaktan, mirasla ilgili faaliyetler için bütçe ayırmaktan

kaçınabilmektedir. Yönetim planının uygulanması için sürdürülebilir bir bütçe olmadan, kaynakların etkin ve verimli kullanımına yönelik kapasitelerin çeşitlendirilmesi ve etkinleştirilmesi girişimleri de sahada garanti edilememektedir. Bunun tersinin geçerli olduğu durumlar da mevcuttur. Yerel yönetimler bünyesinde kurulan alan yönetim ofislerinin yetki ve sorumlulukları her zaman kazı başkanlıkları, müze müdürleri, koruma kurulu müdürleri gibi kilit miras yöneticileri tarafından benimsenmemektedir. Bu kişi ve yapılar, alıştıkları düzen ve hiyerarşinin dışına çıkmamakta, yaptıkları ve planladıkları işlerle ilgili olarak alan yönetim ofislerine bilgi akışı sağlamaya veya onlara danışmaya gönüllü olmamaktadır.

Sürecin teknik boyutuna ilişkin olarak ise iki ana çıkarım mevcuttur; biri miras yönetim planından beklentilerle ilgilidir, diğeri ise miras yönetimi planlayıcılarının rolüdür. Bazı görüşmeciler akademik bir metin niteliği taşıması gereken bu planla, koruma ve yönetim sorunlarının tamamını çözebileceğimiz, yasal kısıtlamaları ve bağlayıcı hükümleri aşabileceğimize dair bir yanılgı olduğunu belirtmişlerdir. Bazı plan müellifleri ayrıca, yönetim plancılarının, izlemede onlara rehberlik etmesi ve uygulamada bir aksama olması durumunda planda gerekli revizyonları yapması için plan uygulayıcıları ile sürekli iletişim halinde olması gerektiğini belirtmişlerdir. Bu, özellikle yerel yönetimlerin bu tür teknik kapasitelerden yoksun olduğu alanlarda gereklidir. Aksi halde koordinasyon yükü sadece alan başkanlarına veya belirli kurum personeline ait olmakta, bu da uygulamadaki niteliği düşürmektedir.

Türkiye deneyimi, katılım etkinliklerinin güç ilişkilerinden etkilendiğini de doğrulamıştır. Agonizm, bir dereceye kadar plan yapma sürecinde yaşansa da bu, plancının katılım tasarımı ve moderasyondaki etkinliğiyle doğrudan ilgilidir, ancak yönetişim yapıları içinde agonizm geçerli değildir. Oluşturulan yönetişim yapıları, plan hazırlama sürecinde farklı aktörler arasında yoğun müzakereler yapılmadığı sürece, kurumların meşruiyetini ve kararlarını sağlayacak araçlar olarak mevcut yönetim sistemine iliştirilmiştir.

Yönetim planlama sürecinde oluşması muhtemel güç dengesizlikleri, plan yapma aşamasında paydaşlar arasında aktif ve verimli diyalog sağlanmasında planlama

ekiplerinin ve süreç yöneticilerinin rolünü de ön plana çıkarmaktadır. Nitekim, tüm yapısal kısıtlılıklara rağmen, Türkiye deneyimi, bazı aktörlerin bireysel çabalarının bazı örneklerde (Ani, Aphrodisias, Bursa ve Cumalıkızık, Mudurnu, Nemrut ve Yesemek gibi) sahada kayda değer etkiler yaratmasına yol açtığını kaydetmiştir. Yapısal sınırlamalar nedeniyle etki çoğunlukla iletişim, kapasite geliştirme ve farkındalık yaratma ile sınırlı kalsa da aktörlerin yönetim planının gücüne ve değerine olan inancı, özverili motivasyonları belirli ölçülerde sürdürdüğü görülmüştür.

Araştırma göstermiştir ki, Türkiye'de nitelikli bir miras yönetim sistemi ve deneyimi için;

- Farklı yönler/boyutlar arasında dengeli bir yaklaşıma ihtiyaç vardır.
- Varlığın bütünleşik korunması ve yönetimi için ortak bir motivasyon oluşturulmalı ve bu motivasyon süreç içinde canlı tutulmalıdır.
- Sürecin yerelleştirilmesi, yukarıda belirtilen iki hususu elde etmek için gereklidir.

Dolayısıyla, yönetim planlaması için bir motivasyonun nasıl inşa edileceği, benimseneceği ve sürdürüleceği miras yönetim planlamasındaki ana mesele olarak ortaya çıkmaktadır. Bu nedenle, bu araştırmanın ana önerileri, bütünleşik koruma ve yönetim motivasyonunu oluşturmak, örgütlemek, sürdürmek, güçlendirmek ve canlandırmak için gerekli mekanizmalar sunmak olmuştur. Sahadaki tüm bu çabalara rağmen, yapısal kısıtlamalar nedeniyle uygulamada önemli getiriler sağlanamazsa, sürece verilen emeğin boşa gittiği inancıyla teknik motivasyon da azalabilecektir. Bu nedenle, şu anda büyük ölçüde bireylere ve pratik koşullara bağlı olarak ilerleyen sürecin yapısal olarak güçlendirilmesi de son derece önemlidir. Mevcut miras yönetim planlama mevzuatında aşağıdaki değişiklikler yapılmalıdır:

- Yönetim planlaması için yetki yerelleşmelidir.
- Tüm miras alanlarını, herhangi bir imar planı, çevre düzenlemesi, restorasyon ve yeniden işlevlendirme projelerinden önce bütünleşik koruma ve yönetim için miras yönetim planları üretmeye zorlamak,
- Proje uygulama, ihale gerçekleştirme vb yetkilerle donatılmış belediyelere bağlı münhasır şubeler halinde alan yönetim ofislerinin kurulması,

- Yönetim planının hazırlanması, uygulanması, izlenmesi ve yönetişim yapılarının örgütlenmeleri için mevcut veya yeni kaynaklardan bütçe güvenceleri sağlanması (alternatif yeni kaynaklar için bkz. Ulusan ve Ersoy, 2018),
- Planları hazırlamayan, uygulamayan, izlemeyenlere mali ve idari yaptırımlar getirilmesi,
- Miras alanları için bağımsız yasal izleme ve miras etki değerlendirme mekanizmalarının geliştirilmesi ve bu amaçla yeni ve münhasır mevzuatın çıkarılması,
- Yönetim planlamasına ilişkin mevcut yasal düzenlemenin gözden geçirilerek kapsam, yetki, sorumluluk, iş birliği, bütçe güvenceleri, yaptırımlar, planlama ölçekleri, plan hazırlama, değerlendirme, onaylama ve izleme aşamaları açısından geliştirilmesi,
- Katılımcı süreç tasarımı ve moderasyon da dahil olmak üzere yönetim planının hazırlanmasına ilişkin yasal teknik rehber belgelerin üretilmesi,
- Alan başkanları, plan müellifleri, yönetişim üyeleri ve ittifak ortakları için etik kuralların tanımlanması.

Araştırma kapsamında geliştirilen yöntem, yaklaşımın ruhuna uygun olarak, yüklü bir içerik ve çoklu göstergelere dayalı bir süreç sunmaktadır. Yöntemin, herhangi bir miras yönetim planı deneyiminin ilişkisel ve kapsamlı analizi için etkili olduğu halihazırda kanıtlanmış olup sunduğu avantajlar şunlardır:

- Hem vakalar hem de sistem için standartlaştırılmış ve objektif bir genel değerlendirme yöntemi sunması,
- Niteliğin yapı, süreç, doküman ve uygulama açısından ve bunların birbirleri üzerindeki etkileri ve ilişkileri açısından analiz edilebilmesi,
- Göstergelerin vakalar arasında hem bağımsız hem de karşılaştırmalı olarak analize imkân sunması,
- Hem sistemin hem de uygulamanın analiz edilebilmesi,
- Hem yapıların hem aktörlerin hem de bunların birbirlerine etkilerinin analiz edilebilmesi,
- Alanın karakteristiği açısından değerlendirmede adil olunabilmesi,

- Analizin kısmi (bölümler özelinde) uygulanabilirliği
- Önceki ve sonraki süreçlerin karşılaştırılabilmesi, zaman içindeki değişiklikler hakkında çıkarımlar yapılabilmesi,
- Belgelerin ve görüşmelerin birlikte analizi yoluyla bilimsel gerçekler ile gözlemlerin çapraz kontrolünün ve entegrasyonun yapılabilmesi,
- Diğer vakaların deneyimlerinden öğrenme fırsatı sunması,
- Bireysel gelişim için motivasyonu sunması,
- Yönetim sistemine ve resmi izlemeye entegre edilebilecek olması,
- Etkileşimli, katılımcı, şeffaf izlemeye katkı sağlaması,
- İyileştirmeye, eklemeye veya silmeye açık bir yöntem olması.

Böyle bir yöntem nesnel, karşılaştırılabilir, dinamik, ilişkisel ve süreçsel olmakla, metodolojinin içerdiği dezavantajlar veya kısıtlıklar da aşağıda listelenmiştir:

- 14 Ekim 2020 tarihi itibariyle resmi verilere erişilememesi, idari kayıtlara ilişkin açık kaynak bulunmaması,
- Yönetişim yapılarına ilişkin standart bir envanterin mevcut olmaması (yönetim yapılarındaki üyelerin isimleri, unvanları, pozisyonları, meslekleri gibi)
- Yönetişim yapılarında olası üyelik değişiklikleri
- Plan içeriklerinin biçim, boyut ve kapsam açısından çeşitli olması, bununla birlikte verilerin ayrıntısı ve kalitesinin de tutarlı olmaması,
- Amaç, politika, hedef, strateji, ilke, faaliyet, eylem, proje ile ilgili terminoloji veya hiyerarşinin yanlış kullanılması, ifadelerin ölçeklerinin karışması,
- Farklı onay tarihleri nedeniyle çeşitlendirilmiş uygulama ve izleme düzeyi,
- Standart izleme formatının olmaması nedeniyle; uygulama düzeyi hakkında öznel, ölçülemez, gerçekçi olmayan veya belirsiz ifadeler bulunması,
- İlk yıllardaki sınırlı bilgi ve deneyim nedeniyle önceki planlara karşı haksızlığa açık olması,
- Vakaları değerlendiren bilimsel yayınların az olması, bazı vakalar için hiç olmaması,
- Algılara, deneyime ve katılım düzeyine dayalı çelişkili yargıların olması.

Kısıtlılıkların çoğu, gerçek durum hakkında yanlış veya yetersiz değerlendirmeye yol açabilen veri kalitesinden kaynaklanmaktadır. Kaliteli ve şeffaf veri olmadığında bu yöntem manipülasyona açık olma riskini taşımaktadır. Böyle bir metodoloji ancak nesnelliğini engelleyen olumsuzluklar giderildiğinde etkili olabilir ve tartışmalara katkı sağlayabilir. Araştırmada geliştirilen yöntem, tüm sınırlılıklarına rağmen gelecekte bu tür sınırlılıkları aşarak daha yansıtıcı bir değerlendirme yapabilecek niteliktedir. Yöntemin benimsenmesi ve Türkiye'nin miras yönetim sistemine entegre edilmesi için bu araştırma kapsamındaki geliştirme sürecindeki sınırlılıkların da aşılması gerekmektedir. Bu nedenle, yöntemin geliştirilmesi için aşağıdakiler öneriler sunulmaktadır:

Yöntemin geliştirilmesi için:

- Halihazırda tanımlanmış 48 göstergenin uygunluğu ve etkinliği, farklı ulusal ve uluslararası danışmanlardan daha fazla geri bildirim alınarak kontrol edilmelidir.
- Göstergeler, daha fazla deneyim üzerine düzenli olarak gözden geçirilmelidir.
- Yöntemin uygulanabilirliği konusunda daha fazla müzakereye izin vermek için analiz sonuçları yayınlanmalıdır.
- Yöntem, yasal izleme sisteminin bir parçası olarak, ancak alanların karakterine göre esneyecek şekilde benimsenmelidir.

Yöntemin uygulaması için:

- Plan hazırlama, uygulama, izleme ile yönetişim sistemine ilişkin resmî kurumlar tarafından tutulan belgeler açık kaynak olarak kamuoyuyla paylaşılmalıdır.
- Analiz, tercihen planların yıllık izlenmesi aşamasında, yönetişim yapıları içindeki iş birliği içinde ve düzenli olarak uygulanmalıdır.
- İlk analiz, sonuçların tarafsızlığını doğrulamak için bağımsız denetçiler tarafından ayrıca kontrol edilmelidir.

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