

## Track 1: Transforming built heritage and landscapes

# Assessing the Transition From Traditional To Participatory Heritage Management In Turkey

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**Abstract:** Turkey is in a unique geographical position with 18 nominated World Heritage Sites. Since 2005, United Nations Educational, Scientific, and Cultural Organization (UNESCO) World Heritage Committee requires a management system through participatory means to guarantee the protection of these sites. In this same year, Turkey enacted the associated legislation by proposing a new actor named *site manager* who has both local and professional knowledge with the main role of coordination of the site management system to ensure protection of the nominated property through participation. Public participation is therefore mandatory in the site management processes in Turkey. The aim of this research is to examine current site management practices in Turkey to understand how they address public participation inferring how the site manager scrutinises public participation during the development of the management plan. A combination of qualitative analyses is proposed to assess information contained in the documentation available for the development of management plans, including the management plans themselves. The focus is on understanding how knowledge from public participation is transferred, from focus group meetings to management plans, considering the actors, actions and outputs involved in the process. This case-based proof of concept provides a set of indicators to model public participation in site management processes to resolve the mistrust issues between authorities and communities and to gauge the level of knowledge transfer by the *site manager*.

**Keywords:** heritage management, community involvement, participation, knowledge engineering, comparative analysis

## Introduction and background

The idea of public participation as a political principle has been part of several agendas for sustainable and economic development. The “Local Agenda 21” (UNCED, 1992) introduced the concept of “capacity building” to widen public participation from national to local government levels. The United Nations Economic Commission for Europe (UNECE) signed a convention with 46 members states in 1998 emphasizing three pillars to promote a healthy environment and securing citizens’ rights based on: access to information, public participation in decision-making and access to justice (Aarhus Convention, 1998). Few years later, the Organization for Economic Co-operation and Development (OECD, 2001) published the handbook on strengthening the relationships between citizens and governments.

Theories and methods related to public participation in urban planning can be found in the works of Arnstein, 1969; Cole, 1974; Davidoff, 1965; Davidson, 1998; Fainstein, 2000; Fischer, 2000; Forester, 1999; Friedmann, 1965; Healey, 1997; Innes & Booher, 2004; Innes, 1996; Sanoff, 2000, to cite a few. Davidoff (1965) pioneered in bringing public participation to urban planning agendas through the idea of advocacy planning. In subsequent

years a series of theories started being developed such as Transactional Planning (Friedmann, 1973), Equity Planning (Krumholz, 1982), Consensus Building (Innes, 1996), Collaborative Planning (Healey, 1997), Cosmopolis (Sandercock, 1998) and the Just City (Fainstein, 2000). The aim behind all these theories was primarily to bridge the communication gap between the public and planning professionals.

In parallel with these theories, there were studies which addressed public participation from a more practical and empirical perspective such as the work of Arnstein (1969) and Davidson (1998). These studies examined the engagement level of public authorities with communities. Arnstein's (1969) model Ladder of Participation was developed to categorize different types of community involvement, from non-participation to citizen empowerment, after assessing the Model Cities program implemented in the USA in 1966. Davidson (1998) reinterpreted Arnstein's model critiquing the idea of levels and replacing it by the Wheel of Participation model which advocated the concept of a non-linear spectrum of participation between government and communities. Gibson (1986) focused on residents' real needs and preferences and raised the Planning for Real method to overcome the communication gap between planners and residents. Glass (1979) created a matrix of objectives and techniques of participation, while Lane (2005) analysed the relationship between planning theories and public participation.

Nowadays the literature in this domain is copious. The realm of public participation is defined, theorized and practiced by its elements, limits, tools, and methods in many areas. However, most of the work related to it still focuses on the processes of engagement between citizens and communities with public authorities assuming that information and knowledge transfer depend primarily upon it. To the best of the authors' knowledge, there are no records in the literature related to the assessment of how successful knowledge from citizens and communities are effectively translated into planning actions i.e. there are no methods to test how much information from community engagement is actually used in the development and implementation of planning decisions to judge if participation is actually happening or if it is merely a paper exercise.

This work proposes to start a discussion in this important aspect of public participation. It focuses on understanding public participation in conservation, tracing how knowledge from public participation is transferred from focus group meetings to management plans considering the actors, actions and outputs involved in the process. The method is illustrated as a proof of concept through a case study in Turkey and provides a set of indicators to model public participation in site management processes in conservation of heritage sites to resolve mistrust issues between authorities and communities and to gauge the level of knowledge transfer by the *site manager*.

### **Participation in site management plans in Turkey**

Management plans are a required document to apply for nomination for UNESCO World Heritage Site since 1994. These documents specify the management system of the heritage site and the way of preservation of its "outstanding universal value" (UNESCO, 2008, IIF.108). They are regulated by an administrative organizational and operational structure and legalise actions to implement management systems in these heritage sites. Since 2005, they impose management system through participatory means "to ensure the effective protection of the nominated propert[ies] for present and future generations" (UNESCO, 2005, IIF.108) requiring countries wishing to apply for UNESCO nominations to adapt their own national legislation and regulatory framework to comply with it.

Turkey incorporates site management plans as defined by UNESCO to its legislation in 2004, by Law no. 5226 making changes in Law on Conservation of Cultural and Natural Assets and Other Laws. This change in law states site management plans as mandatory and defines as "conservation and development projects defined with yearly and five yearly implementation phases and five yearly review plans, generated by considering the management plan, excavation plan and if any, landscape plan or conservation master plan in order to protect, sustain, evaluate of the related site management area." (Law no. 5226, 2004, Article 1(11)). In 2005, the

regulation for the Substance and Procedures of the Establishment and Duties of the Site Management and the Monument Council and Identification of Management Sites becomes effective. Those legal amendments include a mandatory protocol for public participation to become an integral part of site management processes as required by UNESCO. The role of the site manager is then defined in the regulation as the actor who:

“has 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 shall be appointed by the relevant municipality to manage the urban conservation sites and shall be appointed by the Ministry to manage non-urban conservation sites.” (Regulation for Site Management, 2005, 3(14))

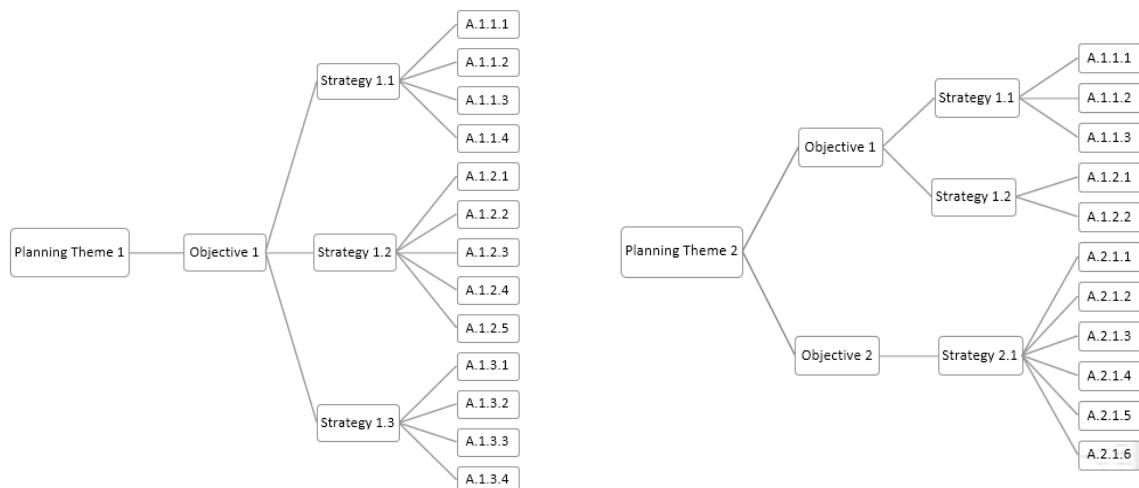
The site manager is supposed to act as a catalyst for the transition from traditional to participatory heritage management once in charge of coordinating the development and implementation of a management plan. However, can this actor coordinate the interpretation and transferring of knowledge gathered from public participation into actions? Do those actions address the problems of the place and enhance its values? How are the different community actors and stakeholders involved in the development and implementation of the actions and outputs defined in the management plan?

### **The proposed method**

Two types of documents were investigated in detail: (i) Reports from focus group meetings and (ii) Site management plan. The former, being the most important record of community participation in the heritage management process, summarises a set of issues raised by the different stakeholders involved in the project, expressing insiders' knowledge of the site and its context. The latter, is the official document, prepared by a project team coordinated by the site manager and contains, in theory, community knowledge embedded in it as it is prepared based on a SWOT analysis which merges a technical assessment of the site with information coming from focus groups.

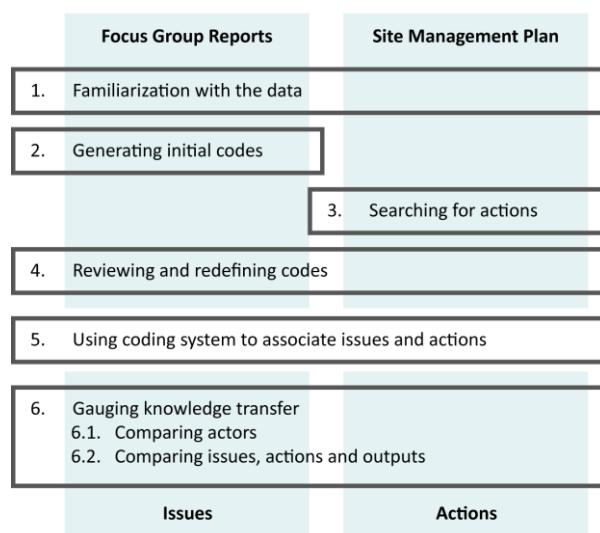
Focus group reports are structured according to a set of themes derived from focus group meetings whereas management plan content is structured according to Figure 1. Each planning theme has a set of objectives, which have a set of strategies with a subsequent set of related actions structuring guidelines for the implementation and monitoring of the management plan.

*Figure 1: Management Plan Structure*



A content based thematic analysis was undertaken to extract patterns of knowledge transfer (Braun & Clarke, 2006). The first stage of this analysis comprised familiarization with the documents to understand the types of discussions happening in focus group meetings and the types of actions defined in the management plan. Initially, recurrent issues or patterns of issues were extracted from focus group reports for the different geographic locations within the boundaries of the heritage site, generating an initial coding system<sup>1</sup> around which different stakeholders could be grouped. Stakeholders involved in the different focus group meetings were then associated, according to the different issues they raised, to this initially generated coding system. This coding system was used to search for actions in the management plan which would, in theory, respond to issues raised by the different stakeholders. However, this association was not linear and involved a series of iterations between searching and re-coding, until a final coding system was produced (Figure 2).

*Figure 2: Methodology Diagram*



Associating actions in the management plan with issues raised by interactions with all stakeholders involved in focus group meeting was the first step to assess knowledge transfer from community participation to management plan implementation. This association enables one to gauge, at least qualitatively, how much issues raised by the community are translated into actions in the management plan. Qualitative gauging is defined at three different levels: (i) Actions which are a direct translation from issues raised by different stakeholders, (ii) Actions which are partially or indirectly translated from issues raised by different stakeholders and (iii) Absence of actions to address issues raised by different stakeholders. This gauging is undertaken for the actions which are directly, indirectly or partially translated from issues raised by stakeholders according to the following types of assessment:

- Verifying whether stakeholders from focus group meetings are transformed into actors responsible for implementing the action, beneficiaries of the action or consultants on the action being implemented;
- Verifying if there is a designated budget for the action;

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<sup>1</sup> Coding system in Social Science means essentially labelling recurring themes in a data source

- Discussing if an issue raised in the focus group report is translated into an action reported in the management plan considering the corresponding outputs used to monitor its success.

Knowledge is considered transferred when there is correspondence between community stakeholders from focus groups and implementers, beneficiaries and/or consultants in the management plan. An action is considered implemented if a budget is allocated to it. When they mitigate issues, actions' outputs are compared to ideal scenarios to monitor their implementation.

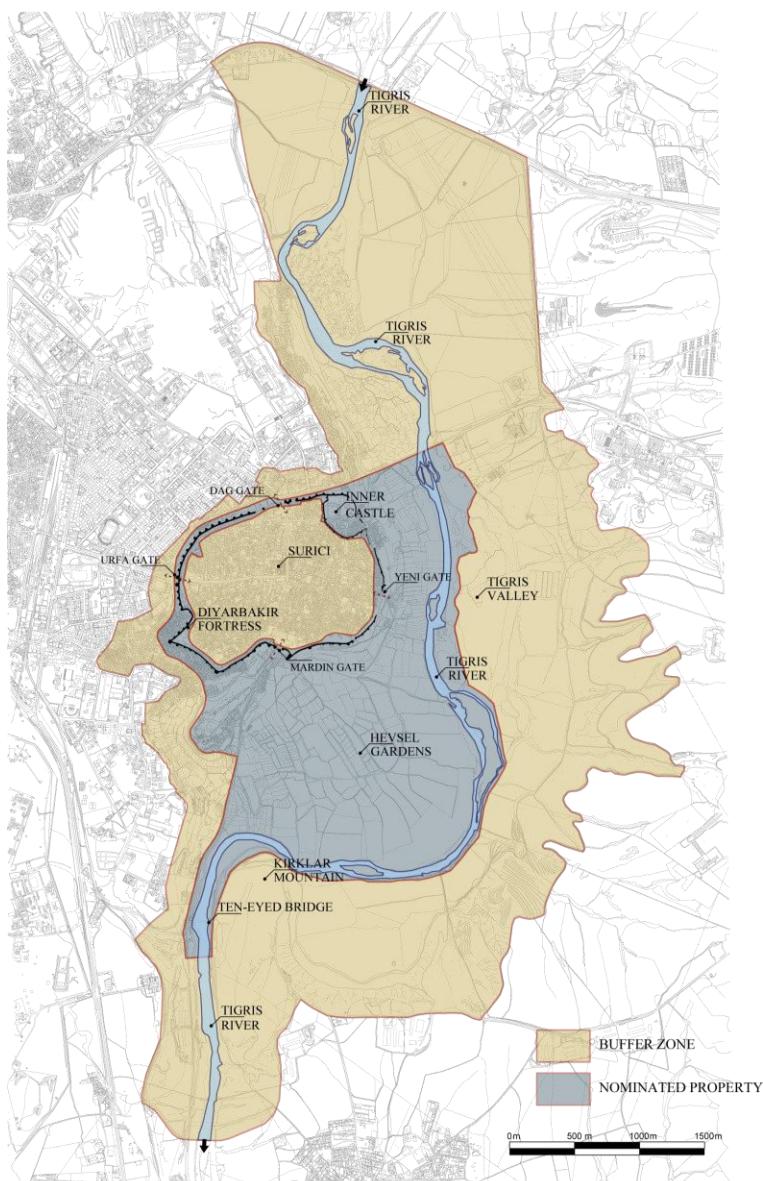
The method is applied to the case of Diyarbakir Fortress and Hevsel Gardens Cultural Landscape which is inscribed by UNESCO World Heritage Committee as a world heritage site in July, 2015 (Decision: 39 COM 8B.32, 2015). In 2000, the site was included in the temporary nomination list of UNESCO World Heritage List (WHL). Diyarbakır Greater Municipality started the process of the preparation of site management plan and UNESCO WHL application dossier in January, 2012. The site management plan was completed in November, 2013 and official nomination dossier was presented to UNESCO WHL in February, 2014.

### **The Diyarbakir Fortress and Hevsel Gardens Cultural Landscape**

The site is located in the city of Diyarbakir, in South-eastern Anatolia Region of Turkey and includes a fortified city with its adjacent and surrounding landscape. The city walls are the longest ones in the world after the Great Wall of China and were constantly modified throughout the Hellenistic, Roman, Sassanid, Byzantine, Islamic and Ottoman periods as the city was a regional capital. The Tigris River and the Hevsel Gardens supply food and water for the area, hence being site and cultural landscape due to their outstanding universal value, respectively defined as *works of man* and *combined works of nature and man* in the UNESCO World Heritage Convention (UNESCO, n.d. Article 1). The nominated property with its 7000 years history has six components: Amida Mound, City Walls, Hevsel Gardens, Ten-Eyed Bridge, Tigris Valley and natural resources (Figure 3).

The Amida Mound is an archaeological area known as inner castle and located on the northwest of the fortress, built on the Fiskaya cliff with 4 gates and 19 bastions (Figure 3). The city walls are 2 meters wide, comprise 82 bastions, and extend through 5.8 km once the inner castle is included. Bastions are built in three or four storey with the first two enclosed and used for storage or military purposes. Upper levels are built as terraces and have a wider surface area. The city walls have four gates opening to north, south, west and east (Figure 3). Hevsel Gardens are both agricultural lands as a source of livestock and cultural landscape, combined works of nature and man as defined by UNESCO. They are located in the southeast of the fortress and cover an area of 400 hectares. Ten-Eyed bridge is on the southern border of the property and its name comes from its ten arches.

*Figure 3: Diyarbakir Fortress and Hevsel Gardens Cultural Landscape*



(Map from the site management plan, 2014)



City Walls and Urfa Gate (2014)



Surici & Hevsel Gardens (2014)



Hevsel Gardens and Fortress (2014)



Ten-Eyed Bridge (Tuncay Cilasun 2019)

As inscribed in the UNESCO WHL, this heritage site has a management plan, which was informed by community involvement through participatory meetings, cf. Article 108 of (UNESCO, 2005). Records of community meetings are documented in focus group reports and the resulting management plan should in theory reflect the interests, ideas, problems and needs of the people who have a stake on the heritage site. Both documents will be used as a basis to illustrate a proof of concept of the proposed method to assess community knowledge transfer throughout the planning process.

## **Proof of concept and discussion**

Community engagement took the form of: (i) Focus group meetings and (ii) Search workshops to inform the SWOT analysis.

The project team conducted eight focus group meetings to list and discuss current issues and needs of the heritage site according to the viewpoint of its different stakeholders. Each focus group had clear theme and a predefined area of common interest to all stakeholders taking part on the meeting. One can infer three different criteria used to organise focus group meeting: (i) Documentation and management of heritage and tourism, (ii) Management of urban and agricultural land use and (iii) Special needs of specific groups of people. Table 1 shows an extract of areas of interest and the participants involved in each of these eight focused groups. Participants included a comprehensive list of stakeholders: public authorities (municipalities, etc.), NGOs, development agencies, universities and, different types of chambers, associations and foundations. A summary of the discussion which happened in each of these eight meetings is documented in a single report.

Besides focus group meetings, the project team also organised two search workshops for the heritage site focused on Hevsel Gardens Cultural Landscape and Diyarbakir Fortress with Surici Area. These workshops were designed to inform a SWOT analysis used in the development of the management plan. Outcomes of it are presented in the management plan as a single summary table which does not form part of this analysis as it lacks detail and information related to different stakeholder participation.

*Table 1: Focus Group participants and area of interests*

Focus Group and its acronym	Area of interest	Participants of the meeting
<b>HM</b> Heritage Management and Tourism	Institutional structure of the heritage management based on its preservation, economic development, and institutional capacity of competent authorities	<ul style="list-style-type: none"> <li>. Diyarbakir Provincial Directorate of Culture and Tourism</li> <li>. Diyarbakir Cultural Values Conservation Committee</li> <li>. Diyarbakir Greater Municipality Site Management Unit</li> <li>. Museum of Diyarbakir</li> <li>. City Planners Chamber</li> <li>. Landscape Architects Chamber</li> <li>. Architects Chamber</li> <li>. Yenisehir Municipality</li> <li>. Karacadag Development Agency</li> <li>. Diyarbakir Greater Municipality Coach Station</li> <li>. Special Provincial Administration</li> </ul>
<b>SM</b> Spatial Management	Spatial structure of the area, urbanisation, conservation, infrastructure and built environment quality of the heritage area and its surrounding	<ul style="list-style-type: none"> <li>. Diyarbakir Provincial Directorate of Urbanism and Environment</li> <li>. Diyarbakir Provincial Directorate of Culture and Tourism</li> <li>. Diyarbakir Cultural Values Conservation Committee</li> <li>. Diyarbakir Greater Municipality Site Management Unit</li> <li>. Museum of Diyarbakir</li> <li>. City Planners Chamber</li> <li>. Architects Chamber</li> <li>. Sur Municipality</li> <li>. Yenisehir Municipality</li> </ul>
<b>HG</b> Hevsel Gardens	Agricultural structure of Hevsel Gardens, its management, production and marketing problems, importance of agriculture for local communities	<ul style="list-style-type: none"> <li>. Farmers</li> <li>. University representatives</li> <li>. Sarmasik Association</li> <li>. Professionals Association</li> <li>. Agriculture General Directorate</li> <li>. Diyarbakir Greater Municipality Infrastructure Department</li> <li>. Diyarbakir Greater Municipality Public Health Department</li> </ul>

		<ul style="list-style-type: none"> <li>. Agriculture City Directorate</li> <li>. Diyarbakir Cultural Values Conservation Committee</li> </ul>
<b>ICH</b> Intangible Cultural Heritage	Detection, documentation and protection of intangible cultural heritage	<ul style="list-style-type: none"> <li>. Diyarbakir Greater Municipality Culture and Tourism Directorate</li> <li>. Diyarbakir Provincial Directorate of Culture and Tourism</li> <li>. South-eastern Anatolia Municipalities Association</li> <li>. Diyarbakir Museum</li> <li>. Artisans</li> <li>. Tigris University</li> <li>. Folk poets (Dengbej)</li> </ul>
<b>W</b> Woman	Problems women face in the social life in terms of education, health, recreation, culture, and safety	<ul style="list-style-type: none"> <li>. AÇEV – Mother Children Education Foundation</li> <li>. ÇATOM – Multi-purpose Commercial Centre</li> <li>. Ceren Women Association</li> <li>. South-eastern Anatolia Municipalities Association</li> <li>. Woman Branch / Local Agenda 21</li> <li>. Sarmasik Association</li> <li>. Woman Education, Mental Health Consultancy Service Centre</li> </ul>
<b>C</b> Children	Access to social services and education, safety and drug addiction risks, children employment, issues within the families	<ul style="list-style-type: none"> <li>. ÇATOM – Multi-purpose Commercial Centre</li> <li>. Greater Municipality of Diyarbakir / Camasir Evi</li> <li>. Greater Municipality of Diyarbakir Social Services Directorate</li> <li>. City Council / Local Agenda 21</li> <li>. Umut Isigi Woman Cooperative</li> <li>. South-eastern Anatolia Municipalities Association</li> <li>. Immigration Trustee (Göç Vakfi)</li> </ul>
<b>Y</b> Youth	Education, social services, social life quality, relationships with family and society, drug addiction risks	<ul style="list-style-type: none"> <li>. City Council / Youth Branch</li> <li>. MEGAM</li> <li>. Greater Municipality of Diyarbakir</li> </ul>
<b>D</b> Disabled	Position in social life, accessibility of public facilities, rehabilitation and social services	<ul style="list-style-type: none"> <li>. Disabled Council</li> <li>. Physically Disabled Association</li> <li>. Greater Municipality of Diyarbakir Social Services Directorate</li> <li>. Disabled Branch / Local Agenda 21</li> <li>. Visually Impaired Sports School Association</li> </ul>

The familiarization stage involved a detailed reading of the focus group reports and management plan. Information was extracted from the issues found in the focus group meetings for the two different types of predominant land uses of this heritage site: Urban land-use in Diyarbakir Fortress and Surici area and agricultural land-use and natural landscape in Hevsel Gardens and Tigris Valley. Common issues related to the heritage site as a whole, its management and coordination between different types of land uses were also identified. The management plan was used to review and refine the information extraction strategy so issues and actions could be associated and qualitatively gauged against each other.

An example of the information extraction strategy for this case study is displayed in Table 2 which presents the geographic location in which the issue arises with a brief description of what the problem is followed by the code attributed to it. For consistency purposes, codes were kept identical when a similar type of issue is raised in different geographic locations. Table 2 illustrates for instance that issues related to coordination can happen in the urban area, rural area or over the heritage site however differences arise in relation to what is being coordinated and therefore who is involved in this coordination. A total of 41 entries were produced for this case study, 20 are attributed to Diyarbakir Fortress and Surici Area; 14 are attributed to Hevsel Gardens and Tigris Valley and 7 are attributed to the heritage site as a whole.

*Table 2: Illustrating the information extraction strategy: each row in the table is an entry*

<b>Geographic location:</b> Diyarbakir Fortress and Surici Area <b>Issue description:</b> Due to the increasing obscurity in Surici, there is an urgent need of coordination among institutions and NGOs. <b>Code Label:</b> Coordination
<b>Geographic Location:</b> Hevsel Gardens and Tigris Valley <b>Issue description:</b> Due to the large number of authorised institutions in the area, different projects planned by different authorities without coordination and this damage the natural structure of Hevsel Gardens and Tigris Valley. Coordination between authorities should be provided to solve the pollution and production problems. <b>Code Label:</b> Coordination
<b>Geographic location:</b> The Heritage Site as a whole <b>Issue description:</b> Lack of coordination between institutions cause to fragmentary and unreliable documentation of intangible cultural heritage. Only through coordination, the multi identity of heritage can be maintained. <b>Code Label:</b> Coordination

An example of the association of actions and issues is presented in Table 3. This case study has a total of 242 actions, from which 207 of them somehow relate to focus group meetings. The 35 actions not related to information coming from focus group meetings mainly refer to the preservation of tangible and intangible cultural values, improvement in the quality of life, and tourism activities with the respective spatial organizations related to it. Four of these actions are expanded to illustrate the analysis process in detail. The first two actions are related to the need to increase the number of food markets in the Surici area whereas the third and fourth refer to universal spatial accessibility in public spaces and historic sites. These issues illustrate special needs of specific groups of people who participated in focus group meetings, providing iconic examples of community knowledge inputs to the participatory process.

*Table 3: Coded issues for Diyarbakir Fortress and Surici Area*

Diyarbakir Fortress and Surici Area		
Coded issues	Focus Group	Management plan actions
Coordination	SM HM	PT5 - S 1.1: Action 1.1.3:
Food Market	W	PT2 - S 1.2: Action 1.2.1: Reviewing the Suriçi market structure to conduct food demand forecasts in neighbourhood scale and increase the number of food stalls and market clusters in the area. PT2 - S 1.2: Action 1.2.2: Developing an organizational structure that can monitor the food prices in an effective and dynamic way and stabilise the market rate.
Accessibility	HM, SM, W, D	PT3 - S 4.3: Action 4.3.1: Action 4.3.2: PT3 - S 6.1: Action 6.1.3: Conducting spatial arrangements to make public spaces handicap-friendly and transforming public spaces to areas that can be easily used by women, disabled and disadvantaged groups. PT5 - S 6.1: Action 6.1.4: Action 6.1.5: PT5 - S 6.1: Action 6.1.6: Creating a safe and accessible structured environment for the elderly, the handicapped and the children.
Hevsel Gardens and Tigris Valley		
Coordination	HG	PT5 - S 2.1: Action 2.1.1: PT5 - S 2.2: Action 2.2.3:
Unregistered Activities	ICH SM Y HG HM	PT3 - S 5.1: Action 5.1.1: Action 5.1.2:
Water Pollution	HG SM	PT3 - S 4.2: Action 4.2.1: Action 4.2.4: Action 4.2.8: PT3 - S 5.2: Action 5.2.1: PT5 - S 1.4: Action 1.4.16: Action 1.4.17: PT5 - S 2.2: Action 2.2.1: PT5 - S 2.3: Action 2.3.2: Action 2.3.3:

Heritage Site as a Whole		
Coordination	ICH	PT6 - S 1.1: Action 1.1.1: Action 1.1.3: Action 1.1.4: Action 1.1.7:
Holistic Approach	ICH HG SM HM	PT1 - S 1.1: Action 1.1.1: Action 1.1.2: PT5 - S 2.1: Action 2.1.2: Action 2.1.3:
Staff	SM HM	PT1 - S 1.1: Action 1.1.3: PT3 - S 5.1: Action 5.1.5: Action 5.1.6:

The purpose of associating issues with actions is to analyse how the first informed the latter; i.e. to analyse how issues in focus group meetings were, in theory, used to inform actions in the management plan. This analysis comprises examining whether stakeholders from focus group meetings are beneficiaries, implementers and/or act as consultants for the actions listed in the management plan (Table 4). The analysis is complemented by examining how each issue, as reported in the focus group meeting, is translated or re-written in the form of an action in the management plan including the corresponding output used to monitor its success (Table 5).

*Table 4: Verifying stakeholders' involvement in focus group meeting and management plan*

Action	Community Stakeholders from focus group	Beneficiaries	Consultants	Implementers
PT2 - S 1.2: Action 1.2.1: Reviewing the Suriçi market structure to conduct food demand forecasts in neighbourhood scale and increase the number of food stalls and market clusters	W  <u>Consumers:</u> AÇEV – Mother Children Education Foundation; ÇATOM – Multi-purpose Commercial Centre; Ceren Women Association; Woman Branch / Local Agenda 21; Sarmasik Association; Woman Education Mental Health Consultancy Service Centre	Hevsel Gardens producers, Consumers  Budget: ~=88.359 EUR (580.000 TRY)	Tigris University Faculty of Agriculture; Agricultural Engineers Chamber; Diyarbakır Greater Municipality Information Technology Directorate; South-eastern Anatolia Project Regional Development Administration; Diyarbakır Chamber of Commerce and Industry; Diyarbakır Chamber of Agriculture	Diyarbakır Greater Municipality Resource Development Directorate; Diyarbakır Provincial Directorate of Food Agriculture and Livestock
PT2 - S 1.2: Action 1.2.2: Developing an organizational structure that can monitor the food prices in an effective and dynamic way and stabilise the market rate		No Target Group  No budget	Diyarbakır Chamber of Commerce and Industry; Diyarbakır Chamber of Agriculture; Diyarbakır Greater Municipality Strategy Development Directorate; Diyarbakır Greater Municipality Resource Development and Affiliates Branch Directorate	Diyarbakır Provincial Directorate of Food, Agriculture and Livestock
PT3 - S 6.1: Action 6.1.3: Conducting spatial arrangements to	W, D  <u>Relevant NGOs:</u> Disabled Council;	No Target Group  Budget:	Relevant NGOs; Sur Municipality Construction and Urbanisation	Diyarbakır Greater Municipality Social Services Directorate;

make public spaces handicap-friendly and transforming public spaces to areas that can be easily used by women, disabled and disadvantaged groups	Physically Disabled Association; Disabled Branch / Local Agenda 21; Visually Impaired Sports School Association;	4.000.000 EUR	Directorate	Diyarbakır Greater Municipality Construction and Urbanisation Directorate
PT5 - S 6.1: Action 6.1.6: Creating a safe and accessible structured environment for the elderly, the handicapped and the children	AÇEV – Mother Children Education Foundation; ÇATOM – Multi-purpose Commercial Center; Ceren Women Association; Woman Branch / Local Agenda 21; Sarmasik Association; Woman Education Mental Health Consultancy Service Centre	No Target Group  No budget	Diyarbakır Greater Municipality Construction and Urbanisation Directorate; Sur Municipality Construction and Urbanisation Directorate; Yenisehir Municipality Construction and Urbanisation Directorate	Diyarbakır Greater Municipality Transportation Directorate

Table 5: Issue from focus group with corresponding action and output

Issue	Action	Output
Food market  The prices in the food markets are reasonable because they supply vegetables and fruits from Hevsel Gardens.  Local people request to increase the number of food stalls and market clusters.	PT2 - S 1.2: Action 1.2.1: Reviewing the Suriçi market structure to conduct food demand forecasts in neighbourhood scale and increase the number of food stalls and market clusters in the area	Analysis reports showing food demand predictions; Number of market places established based on these reports
	PT2 - S 1.2: Action 1.2.2: Developing an organizational structure that can monitor the food prices in an effective and dynamic way and stabilise the market rate	Establishment of the organizational structure that can stabilise the market rate; The number of experts who monitor the food prices as a part of this organizational structure
Accessibility  The occupation of streets by commercial activities make women feel unsafe and uncomfortable to walk in the streets.  Bastions and city walls should be accessible to disabled people. At least, the most important ones.	PT3 - Action 6.1.3: Conducting spatial arrangements to make public spaces handicap-friendly and transforming public spaces to areas that can be easily used by women, disabled and disadvantaged groups	Number of public spaces that have become disabled friendly; Length of the pedestrian walkway on which tracking bricks are laid; Number of traffic lights with sound warning system; Number of disadvantageous groups that use public spaces
	PT5 - S 6.1: Action 6.1.6: Creating a safe and accessible structured environment for the elderly, the handicapped and the children	The number of interventions undertaken for the elderly, disabled and children on bus roads, stops, ramps, traffic lights and pedestrian walkways

Table 3, illustrates that issues related to food market are raised by one focus group only, the one related to the special needs of women in the area. However, Table 4 shows that women related NGOs are not clearly represented in either of these actions. Beneficiaries are only listed for Action 1.2.1 and stated as generically the ones trading and consuming in these markets. Interestingly, Hevsel Garden producers, despite being direct beneficiaries are not included as either implementers or consultants to this action. From Table 2, one can infer

their interest might be represented through consultants from professional association which attended the Hevsel Garden focus group meeting, but there is no documentary evidence for this. As a whole, in both of these actions, there is no documentary evidence of contact between implementers and the community. Implementers of Action 1.2.1 are mainly the greater municipality and the provincial directorate, which did not take part on the women or Hevsel Garden focus group meetings.

When looking at Table 5, it is possible to see that the community claims prices are reasonable and therefore should be maintained. This request is directly translated into the proposal of a regulatory structure to control food prices with outputs which, in spite not directly measuring this implementation and not having a designated budget assigned to it, seem to suggest it will be provided. The action and its outputs might attend consumer requests but no evidence is provided in relation to how producers will take part in this decision-making process, making it a potential focus for community tensions.

Table 5 also illustrates the community requests to increase the number of food stalls and market clusters. This action is translated into an assessment, comprising a review of current market infrastructure followed by a forecast on demand with outputs dependent on results from this analysis. Outputs however, are mainly quantitative, i.e. they relate to demand predictions with numbers of places established based on them. There is no documentary evidence in relation to the placement and positioning of these new food stalls and market clusters in space as well as no documentary evidence in relation to how the community will have a say on these and will be taken into consideration in demand assessments.

Table 3 illustrates that issues related to accessibility are raised by four different focus groups. Two of them contain community representatives from women in the area and people with disabilities whereas the other two contain representatives of heritage management and tourism as well as representatives of urban land use management. For the purpose of illustrating the community role in relation to this issue, only community focus group stakeholders are listed in Table 4. No target groups are specified for these actions and community representatives are supposed to be part of the list of consultants as ‘relevant NGOs’ in Action 6.1.3. One can infer that community interests might be represented by the Diyarbakır Greater Municipality Social Services Directorate, an implementer of Action 6.1.3, which attended the focus group discussion for people with disability but there is no direct community involvement other than through this municipality actor. Implementers in this case are mainly the Diyarbakır Greater Municipality departments while other municipalities are acting as consultants.

Issues raised by the community, as reported in Table 5, mainly refer to conflict of use in the urban space, lack of universal accessibility to heritage monuments and problems related to pedestrian vehicle segregation. Action 6.1.3 relates to the implementation of principles of universal accessibility to public spaces, whereas Action 6.1.6 refers to general improvements in accessibility for children, the elderly and people with disabilities despite no budget being assigned to it. Outputs are unspecific in relation to the types of solutions proposed with the exception of traffic light systems, ramps and pavement. They are also purely quantitative, i.e. not referring to any specific areas to be transformed, not even heritage monuments despite them being clearly listed in issues coming from focus group meetings.

As a whole, the four actions examined enable one to conclude that there is a weak involvement of the community in this part of the decision-making process. Despite initial consultation, members of the community are partially listed explicitly as beneficiaries and also partially or indirectly involved as consultants to the actions proposed. Actions’ outputs are mainly quantitative, i.e. with no specific site location for them to be implemented, despite community clarity in this respect. The lack of budget for two of the actions (Action 1.2.2 and Action 6.1.6) examined suggest their implementation is no more than a paper exercise, especially considering they have clear costs associated to the proposed outputs.

## **Conclusion and future work**

This paper proposed a method to assess and understand how knowledge from public participation is transferred from focus group meetings to management plan considering the actors, actions and outputs involved in the process. A proof of concept of the method is demonstrated through the assessment of parts of the UNESCO WHL application dossier for the Diyarbakir Fortress and Hevsel Gardens Cultural Landscape in Turkey. This proof of concept is supposed to be the starting point in the development of a method to test how much information from community engagement is used in the development and implementation of planning decisions to judge if participation is actually happening or if it is merely a paper exercise.

By extracting and relating some of the information in reports from focus group meetings with the some of the information contained in the management plan available for this area, it was possible to start assessing the level of control and influence communities had in relation to the implementation of the different actions proposed in this plan. It was also possible to see how communities would benefit from the implementation of the different proposed actions and to what extent the outputs proposed for these actions would better integrate communities to the related world heritage site.

The assessment was qualitative and undertaken for only part of this case study. However, the method has proven already useful as it could clearly identify different degrees of community involvement in the decision-making process as well as gauge how actions proposed in the management plan could benefit them. The method will be used to assess the 207 actions of this case study and also applied to two other UNESCO World Heritage Sites in Turkey in future studies. Through that, the authors expect to develop a set of recommendations for declaring community involvement more effectively in management plans and better translating issues raised by them into a set of actions with outputs that are not only measurable but also more clearly related to the effective protection of the nominated sites. Work in this area can contribute to the development of new guidelines which can empower UNESCO to check the effectiveness of public participation in WHL applications.

Besides that, assessing knowledge transfer, in general, is important in reinforcing the need to maintain community participation throughout site management processes. However, further studies are needed to enable the identification of patterns and types of actions to produce a proper theory generic enough to assess knowledge transfer in different types of participatory projects. For instance, clarity is needed in relation to which pieces of information need to be extracted from reports of community meetings and management plans to prove or disprove community engagement.

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