CULTURAL HERITAGE IN REGIONAL PLANS[1]: REGIONAL DEVELOPMENT AGENCIES' 2014-2023 PLAN REPORTS

KALKINMA PLANLARINDA KÜLTÜREL MİRAS: BÖLGESEL KALKINMA AJANSLARI 2014-2023 BÖLGE PLANLARI

Assoc.Prof.Dr. Gökçe ŞİMŞEK

Aydın Adnan Menderes Üniversity, Faculty of Art and Science, Department of History of Art, Aydın, TÜRKİYE
ORCID: https://orcid.org/0000-0002-8520-0620

ABSTRACT

The importance of cultural heritage in development have been emphasized in last decades. The approach, that views development as a threat to degrade and damage heritage, is replaced by the approach that emphasize the role of cultural heritage as a driver of development. In case of the Paris Declaration, the importance of heritage as an aspect in the development process and its role in social cohesion, well-being, creativity and economic appeal, which are the bases for the approach, are emphasized (ICOMOS, 2011). The impacts of cultural heritage for regional development are practiced through the projects implemented in some countries such as Russia, Germany, England and Turkey. At the practical level, the projects demonstrates that cultural heritage has positive effects for regional development such as the growth in business, increased private investment, and increased cultural infrastructure (Menteş, 2006; Abankina, 2013). On the other hand, the changes in social structures and increased expenses are viewed as negative outcomes of some projects (Abankina, 2013).

In Turkey, regional development agencies were set in 26 statistical regions at the NUTS-II Level according to the Law on the Establishment, Coordination and Duties of Development Agencies (Law No. 5449) that was adopted in 2006. Regional agencies are responsible for regional planning that is expected to provide the framework for development. Regional plans were generally prepared for two terms; the first term between 2010 and 2013 and the second term between 2014 and 2023. Thus, cultural heritage was evaluated in a new spatial context (regional scale) throughout the country, which has not been considered before.

The paper aims to analyze and understand how cultural heritage is included in regional planning through 2014-2023 regional plan reports. Twenty six regional plan reports prepared for the term 2014-2023 and published in the websites of Regional Development Agencies are analyzed in terms of six topics: current situation analysis, plan vision, development strategies, priorities, measures and performance indicators. Finally, it is suggested that regional policy making on cultural heritage should be considered through the "site management" approach in order to ensure sustainability of cultural heritage. Especially, it is recommended that the regional heritage management plan, which offers a road map for the conservation, development and management of cultural and natural heritage for the region, should be the basis for RDA's plan. In addition, it is also recommended to establish an authority that is responsible for preparation and implementation of the regional heritage management plan, establishing a cooperation and coordination between different stakeholders and guiding Regional Development Agencies about regional development policy making on heritage.

Key Words: Cultural heritage, Regional Development, conservation, cultural heritage management and regional development agencies.

---

[1] This paper is an extension of the on post-doctoral research based on the link between archaeological sites and regional development supported by the Higher Education Council.

ÖZ

Kültürel mirasın kalkınmadaki yeri ve önemi son yıllarda giderek vurgulanmaktadır. Kalkınmayı kültürel mirasın bozulması ve zarar görmesinde tehdit olarak gören yaklaşımın yerini, kültürel mirası kalkınmanın itici gücü olarak kabul eden yaklaşım almaktadır. Sözgelimi, Paris Deklarasyonun'da kültürel miras kalkınma sürecinin bir parçası olarak görülmekte ve kültürel mirasın sosyal uzlaşma, refah, yaratıcılık ve ekonomik çekicilik değerleri bu yaklaşımın temelini oluşturmaktadır (ICOMOS, 2011). Bölgesel kalkınmada kültürel mirasın etkileri, Rusya, Almanya, İngiltere ve Türkiye gibi bazı ülkelerde uygulanan projelerle deneyimlenmiştir. Uygulamada, kültürel miras iş dünyasında büyüme, özel yatırımların artması ve kültürel altyapının gelişmesi gibi katkılarıyla bölgesel kalkınmayı olumlu etkilemektedir (Menteş, 2006; Abankina, 2013). Öte yandan, sosyal yapıdaki değişimler ve yaşam giderlerindeki artış bölgesel kalkınma politikalarının uygulandığı bazı bölgeler için dezavantaj olarak kabul edilmiştir (Abankina, 2013).

Türkiye'de, 2006 tarihli 5449 sayılı Kalkınma Ajanslarının Kuruluşu, Koordinasyonu ve Görevleri Hakkında Kanun ile NUTS2 Düzeyinde yirmi altı (26) bölgede kalkınma ajansı kurulmuştur. Buna göre, Bölgesel Kalkınma Ajansları (BKA) bölge planlamadan sorumludur ve bölgesel kalkınma için temel stratejileri belirlemektedir. BKA'nca ilk bölge planları 2010-2013 dönemi ve ikinci bölge planları 2014-2023 dönemi için hazırlanmıştır. Böylelikle, kültürel mirasın ülke genelinde daha önce değerlendirilmediği bir mekânsal ölçekte, yani bölge ölçeğinde değerlendirilmesi söz konusu olur.

Çalışmada, Bölgesel Kalkınma Ajansları'nca 2014-2023 dönemi için hazırlanan bölge plan raporlarında kültürel mirasa ne içerikte yer verildiğinin saptanması ve değerlendirilmesi amaçlanmaktadır. Yirmi altı (26) Bölge Kalkınma Ajansının web sayfasında yayınladığı bölge plan raporları altı başlık altında incelenmiştir; mevcut durum analizi, vizyon, gelişme eksenleri, öncelikler, tedbirler ve performans göstergeleri. Sonuç olarak, kültürel mirasın sürdürülebilirliğini sağlamak için kültürel mirasa ilişkin bölgesel politikaların "alan yönetimi" yaklaşımıyla ele alınması gerekliliği vurgulanmaktadır. Özellikle Kalkınma Ajanslarınca hazırlanan planların dayanağı olacak nitelikte ve kültürel mirasın yönetimini, korunması ve gelişimini gözeten kültürel miras yönetim planlarının geliştirilmesi önerilmektedir. Buna ek olarak, belirtilen yönetim planının hazırlanması ve uygulanmasını sağlamak, bu alanlarda iştigal eden yerel ve bölgesel aktörler arasında koordinasyon ve işbirliğini sağlamak ve kalkınma ajanslarına bu konuda rehberlik etmek üzere yetkili bir kurumun kurulması tavsiye edilmektedir.

Anahtar Kelimeler: Kültürel miras, bölgesel kalkınma, koruma, kültürel miras yönetimi, bölge kalkınma ajansları.

1. INTRODUCTION

The importance of cultural heritage in development have been emphasized in last decades (ICOMOS, 2011; UNESCO, 2012; CE, 2015). The approach, which views development as a threat to degrade and destroy cultural heritage, is replaced by the approach, which emphasize the role of cultural heritage as driver of development, during 2000's. With the development of "bottom-up" regional development approach, which uses local resources and characteristics (Begg, 1999; Gordon, 1999; Boschma, 2004; Halkier, 2006) and aims to promote equality among regions by redistributing economic activity to problem areas (Pezzini, 2003; Halkier, 2006), a new function for cultural resources have been defined in relation with this approach. The emphasis of the "bottom-up" approach is competitiveness. In the field of tourism, the models of destination competitiveness have been developed (Crouch & Ritchie, 1995; Dwyer & Kim, 2003) and cultural heritage sites are evaluated as competitive places. However, in sub-regional scale, the contribution of a cultural landscape on regional development goes beyond the limits of tourism (Şimşek, 2017). In the context of cultural heritage, these developments are reflected in some international documents and projects therein. Especially in the 17th General Assembly of the International Council on Monuments and Sites (ICOMOS, 2011), the emphasis is given on the role of cultural heritage in regional development. In the "Paris Declaration On heritage as a driver of development", the importance of heritage as an aspect in the development process and its role in social cohesion, well-being, creativity and economic appeal, which are the bases for the approach "heritage as a driver of development" are expressed. In recent years, there is also emphasis on the impacts of cultural heritage on identity formation. For instance, EU developed the programme "innovative approaches to urban and regional development through cultural tourism" for understanding the contribution of cultural heritage on the development of European identity (EU).
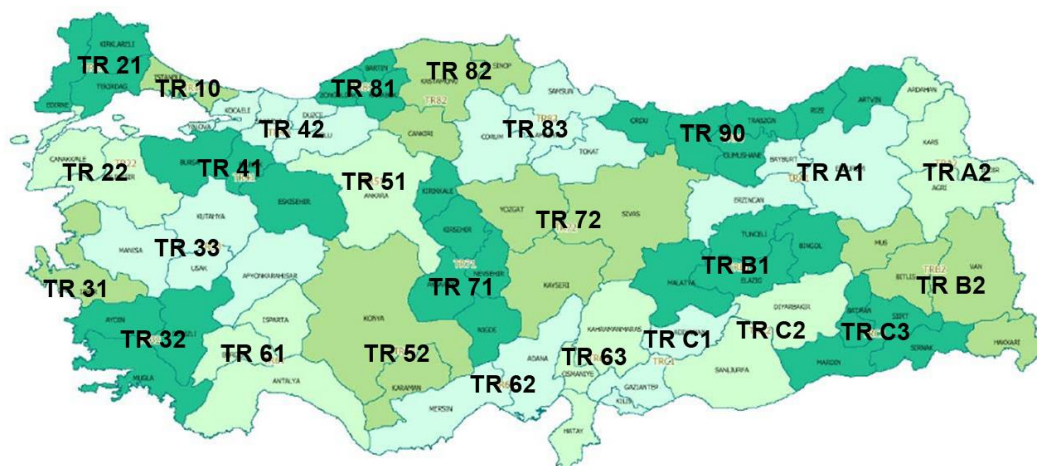
With the establishment of "26 statistical regions at the NUTS-II Level" (Figure 1) in Turkey and the issued Law No. 5449 of 2006 on the Establishment, Coordination and Duties of Development Agencies, the top-down and centralized regional planning approach was attempted to be transformed into bottom-up approach. Regional Development Agencies (RDA) prepared the first regional plans for

the 2010-2013 period and the second ones for the 2014-2023 period. The problems[2] and obstacles of regional planning through RDA have been discussed. The first is the debates and controversies that began with the authorization of RDAs to prepare regional plans by the Law No. 5449 of 2006 on the Establishment, Coordination and Duties of Development Agencies. The new NUTS classification (Akgül and Mercan, 2010, 37-8; Republic of Turkey Ministry of Public Works and Settlement, 2009) and the definition of "region" and determination of regional borders were admitted to be problematic (Republic of Turkey Ministry of Public Works and Settlement, 2009; Tekeli, 2011). Moreover, it was argued that there were ambiguities on the content of regional plans, the methods and processes of preparation and the authorized organizations, legal and institutional problems with the preparation and implementation and concerns about the integration of these plans and the national planning system (Republic of Turkey Ministry of Public Works and Settlement, 2009; Kayan, 2012). It was also stated that the link between the plan and its implementation is weakening due to the lack of a systematic framework since various regional plans are prepared by different authorities and, these are not clearly distinguished from each other (Eraydın, 2008). Tekeli proposes solutions to these problems by explaining regional planning tools, the meaning of the concept of region and the relationship between the content of information needed for regional planning and the geography. It is stated that: "Association of a regional plan with the historical geography of that region will contribute greatly to the formation of that plan's identity" (Tekeli, 2013, 43).

Apart from these discussions, it is analyzed that the 2010-2013 period plans were focused on tourism for cultural heritage to contribute to regional development and the measures consisted mainly of preparing inventories, restoration and development of touristic uses for cultural resources. This was the second time cultural heritage was considered at the regional scale after GAP Cultural Heritage Development Program (2003-2007). In this context, the main guiding question is "How can cultural heritage be one of the pillars of regional development?". However, responding to this big question is out of the context of this study.

The aim of this study is to identify and evaluate how issues about cultural heritage was included in regional development plans prepared by RDA for the 2014-2023 period. The analysis and evaluation is from the "eye" of an architect and conservation specialist. Regional plan reports[3] prepared by 26 RDA published on their official web sites will be examined to analyze their cultural heritage content. The analysis will be organized in six main themes: (a) current situation analysis, (b) vision statements, (c) development axes, (d) priorities, (e) measures and (f) performance indicators. Each plan is assessed whether vision statements, development axes, priorities and measures are overlapped or not.

Figure 1. 26 Statistical Regions at the NUTS-II Level

---

2. REGIONAL PLANNING AND CULTURAL HERITAGE

There is no single way of developing cultural heritage based regional policies. For instance, in the context of the Paris Declaration on Heritage as a Driver of Development, heritage and regional development are linked through three dimensions; (1) controlling and redisturbing urban development, (2) revitalizing towns and local economies and (3) preserving space (ICOMOS, 2011). In another case, in the report by the Center for Strategy and Evaluation Services, it is explained that "the elements of 'Classic Investment in Culture' such as the rehabilitation of urban heritage sites and tourism promotion and moves on through the promotion of entrepreneurship, the exploitation of cultural resources, intellectual assets and property to aspects of value creation through image creation and advertising and the development of human capital" (2010).

In the context of this paper, some studies on regional planning including cultural heritage are examined. On theoretical level, some objectives of regional plans deal with creating awareness on the importance of cultural heritage, encouraging local people for participating preparation of regional management plans, practices and increasing education activities about the values and importance of heritage (Menteş, 2006; Council of Europe, 2012; Abankina, 2013). In case of Western Kosovo Regional Development Plan, it is aimed to create awareness and understanding about the importance of cultural heritage, take measures to protect heritage, create a realistic heritage management plan, develop and coordinate appropriate management practices for the protection of heritage in the region (Council of Europe, 2012).

At the practical level, the impacts of cultural heritage for regional development are practiced through the projects implemented in some countries such as Russia, Germany, England and Turkey. The projects demonstrates that cultural heritage has positive effects for regional development in terms of growth in business, increased private investment, and increased cultural infrastructure (Menteş, 2006; Abankina, 2013). On the other hand, the changes in social structures and increased expenses are viewed as negative outcomes (Abankina, 2013). For Menteş, among the main results in implementation of regional plan are (1) planned actions should be supported rather than focusing on grant applications, (2) the diversion of grant sources to restoration and renovation projects that involve expensive construction works leads to additional burdens and delays and limits institutional development's ability to be prevalent and effective, and (3) zoning is important in regional planning. (Menteş, 2006).

As it is mentioned, the outcomes of these projects shows a challenge in terms of safeguarding the social structure and associated intangible values, which are identified by authentic users, their life styles, social relations and uses of historic environment. Besides, in case of Turkey, the emergence of additional burdens and delays in implementation of plan due to the grant sources to restoration and renovation projects are some obstacles.

The issues in relation with cultural heritage are evaluated through two types of regional plans; (1) holistic regional plan including various sectors (i.e. New South Wales and Canada) and (2) the regional plans that are specifically cultural heritage-oriented (i.e. European Union, Western Kosovo Region and Turkey). To understand how regional plans address the relationship between regional development and cultural heritage, the examples from New South Wales[4], Western Kosova[5] and Turkey will be examined.

Firstly, the aims of these regional plans differs. On the one hand, the New South Wales (Wales) Regional Ecologically Sustainable Forest Management/ESFM (including cultural and natural resources) plan, as a multi-sectoral development plan, aims to explain the requirements for the definition, evaluation and management of cultural resources (State Forests of NSW). On the other hand, the Regional Heritage Plan for Western Kosovo Region (Kosovo) and the Southeastern Anatolia Regional Plan are cultural heritage-oriented. The regional plan for Kosovo is defined as a strategy for

---

[4] It is a guiding document that shows how the regional plan (Regional Ecologically Sustainable Forest Management Plans) will address cultural heritage. It should be noted that cultural heritage includes the natural environment that is a part of the aboriginal lifestyle. For more information see http://www.epa.nsw.gov.au/resources/forestagreements/sthculthtgguide.pdf.

[5] The analysis is based on the Regional Heritage Plan Report for the Western Kosovo region. For more information, see: https://www.coe.int/t/dg4/cultureheritage/cooperation/Kosovo/Publications/HeritagePlan-ENG.pdf.

the definition, protection, development, presentation and sustainable management of cultural heritage (Council of Europe, 2012). In the plan for GAP, it is aimed to improve the social and economic conditions for the region's population by developing cultural heritage (Menteş, 2006).

Secondly, the cultural heritage-oriented regional plans are prepared and conducted by a regional office specialized on management and conservation of cultural heritage. In the case of New South Wales (Wales) regional plan, there is a regional public authority that determines how cultural heritage is included in the regional plan. This authority is in charge of research, evaluation, innovative actions, professional development and strategy as well as supporting the preparation of the heritage plan. In other case, the Regional Heritage Plan for Kosovo is prepared by the Office for the Promotion of Heritage Management. The Cultural Heritage Development Program[6] (2003-2007) conducted by the GAP Regional Development Administration and the Delegation of the European Commission to Turkey. It was implemented by a technical support team based in Şanlıurfa, led by the GAP Regional Development Administration and the Çekül Foundation. The Office for the Promotion of Heritage Management's Regional office plans to conduct comprehensive research and create a regional data base that provide local plans and strategies based on comparative research. Both Kosovo Plan and GAP Plan are based on all the existing local plans. In case of GAP, the Plan was prepared to create a mechanism for determining and managing important future projects and to ensure the sustainability of the long term efforts towards developing its cultural heritage.

Thirdly, the plans list all the actions and strategic objectives to be implemented by various authorities. Actors and estimated time frames for each action are indicated. In the Wales regional plan, some planned actions in relation with cultural heritage are (1) preparing annual reports that include environmental and social values related to cultural heritage, (2) determining the conservation state of assets, (3) documenting previous repairs, assets under threat or risk, archeological assets that are excavated or need to be excavated, (4) preparing data on areas with management plans, (5) implementing programs that create awareness about cultural heritage and conservation and (6) identifying the routine necessities of area management (State Forest of NSW). The Kosovo Regional Heritage Plan includes measures in relation with five objectives; awareness raising (7 actions), protection measures (8 actions), planning and design (6 actions), management measures (7 actions), heritage tourism (7 actions) (Council of Europe, 2012). However, the Plan for GAP proposed 36 actions for the region and a total of 94 actions for specific provinces, 9-12 per each province.

The implementation of the Regional Heritage Plan is an essential part of the process and the indicators for these actions are explained in order to measure the effectiveness of the plans. Some of the performance indicators are the number of projects, increase in the number of tourists, number of training programs and participants, employment opportunities created, income indicators, meetings, inventory studies, database creation, added value, amount of investment for product development and others.

Three examples demonstrated that regional plans are developed by a regional authority that consists of conservation experts, who are informed and able to evaluate cultural heritage at the regional level. The authority needs to work as a kind of regional office, determine how cultural heritage is addressed in the regional plan by providing coordination and collaboration between various organizations and playing a role in establishing cooperation among authorities in the monitoring and inspection of heritage-related practices. In addition, inventories need to be comprehensive and complete, so that cultural heritage can be addressed correctly and fully in regional plans, and residents of the region need to be included in the planning process.

3. CULTURAL HERITAGE IN THE 2014-2023 REGIONAL PLANS OF RDA

The following section will focus on the cultural heritage content of the regional plans prepared by RDA. It is important to repeat that this section is based on the examination and evaluation of "pdf files" that include 2014-2023 regional development plans prepared and published on the website of

---

[6] The program consists of two components. The first component is supporting selected projects submitted by local entrepreneurs from the GAP region from the grant's 12 million Euro budget. The second component is preparing the Integrated Strategic Action Plan (ESEP) in to ensure the sustainability of efforts towards cultural heritage.

RDA. Some of these plan reports contain more than one "pdf file", and some have a separate "pdf file" that presents the analysis of the current situation.

After examining 26 regional plans, a terminological incoherence was identified and analyzed. It was found that the same term can be used in different plans to indicate different levels of interventions, which creates confusion for readers. To prevent confusion here, each criteria ("findings,""development axis,""priority" and "measure") will be defined, and then the kind of content offered under these criteria will be examined.

3.1. Current Situation Analysis

This study's findings include analyses that offer data on the current situation, problems, potentials and resources of the region. Some plans present a very detailed analysis, while others present an evaluation of the region only in the development axes and priorities sections. This study considers both the information given in the current situation analysis and the findings about cultural heritage in other sections.

In regional plans, findings on cultural heritage generally include the names of sites that have touristic potential. The names of well-known and important cultural assets (buildings, archeological ruins, historical city centers and so forth) in the region, the names of assets on the World Heritage List or UNESCO's Tentative List, the number of important assets in terms of cultural heritage or tourism, the spatial distribution of cultural assets and the number of museums and visitors are the most common data given in the plans. Regional plans can be categorized in three groups in terms of the distribution of this data within them: (1) plans that focus on the names of certain cultural assets and do not offer quantitative data, (2) plans that include some quantitative data in addition to names and some quantitative data (3) plans that include names and quantitative data on registered cultural assets[7] and their spatial distribution. It was found that 73% of the plans (19) include only names and no quantitative data on cultural assets, while 15% (4) include names and some quantitative data, and 12% (3) include names, quantitative data and spatial distribution of these assets within the region.

There are some quantitative data in plans that are considered in the second category. For instance, the İstanbul Regional (TR10) Plan presents the number of conservation sites and their types in the city, while Bayburt-Erzincan-Erzurum (TRA1) Plan presents the number of the region's assets with touristic potential, and the Bilecik-Bursa-Eskişehir (TR41) Plan includes registered conservation sites, registered cultural and natural assets and local activities. In addition, the analysis of the social situation in the Artvin-Giresun-Gümüşhane-Ordu-Rize-Trabzon (TR 90) Regional Plan states: "Cultural policy has been addressed not merely with a static approach to protect cultural heritage, but also to include the reproduction and intergenerational transfer of culture," indicating the plan's approach towards the protection of cultural heritage. Aside from the plans that include tourism-oriented findings, a small number of plans mention problems under development axis. For instance, in the Aydın-Denizli-Muğla (TR32) Regional Plan entitled "Diversity and Quality in Tourism" and related to the "Four Season Tourism" development axis, a number of problems related to cultural heritage, such as lack of awareness among the local population about tourism, insufficient integration between regional products, cultural values and tourism, neglected restoration needs of ruins and museums and low number of visits to archeological sites are explained. The Afyonkarahisar-Kütahya-Manisa-Uşak (TR33) Regional Plan is in the group that includes spatial distribution of historical and cultural assets, while Bilecik-Bursa-Eskişehir (TR41) Regional Plan is among the very few that include a table containing the distribution of priorities and measures between sub-regions, in addition to their spatial distribution.

---

[7] Quantitative data on the registered cultural assets are based on inventories. Some of the plans mention inventories of cultural assets and inventory studies. For instance, the TR42 Level 2 Regional Plan proposes encouraging inventories on intangible cultural heritage, TR72 Level 2 regional Plan proposes creating and updating cultural heritage inventories and developing the informational infrastructure and the TR 52 Level 2 Regional Plan states that the existing inventories are incomplete and insufficient in meeting the needs. These statements all show that inventory work at the regional level is insufficient.

3.2. Vision Statement

The vision statement of a plan describes and represents the outlines of an accessible future for the region. It was found that 19% (5) of the plans address cultural heritage in their vision statements[8]. When we classify these vision statements, the emphasized roles of cultural heritage in the regions' future are: (1) conserving cultural heritage for the future (i.e. Bilecik-Bursa-Eskişehir/TR41 and Bitlis-Hakkari-Muş-Van/TRB2); (2) using cultural heritage to distinguish itself (i.e. Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir/TR71); (3) taking advantage of its cultural heritage (Ağrı-Ardahan-Iğdır-Kars/TRA2) and (4) combining cultural assets with entrepreneurship and innovation (Aydın-Denizli-Muğla/TR32).

The distribution of the regions that address cultural heritage in their vision statements shows that these regions are located in the western, central and eastern parts of Turkey. Bursa-Eskişehir-Bilecik/TR41 and Aydın-Denizli-Muğla/TR32 in the west, Aksaray-Kırıkkale-Kırşehir-Nevşehir-Niğde/TR71 in the center and Bitlis-Hakkari-Muş-Van/TRB2 and Ağrı-Ardahan-Iğdır-Kars/TRA2 regions in the east aim to develop with the help of their cultural heritage.

3.3. Development Axes

Development axes/strategic goals are the main directions of social, economic and spatial development that will ensure achieving the vision of a plan. Among the regional plans that were examined, Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir/TR71 is the only one that includes cultural heritage as a development axis/strategic goal. In the TR71 Regional Plan's "Preserved and Kept Alive Natural and Cultural Heritage" development axis, it is emphasized that the region, which includes Cappadocia, has imprints of various civilizations and is the crib of important schools of thought such as Bektashism and the Ahi Order. The plan aims to support the preparation of inventories to preserve cultural and historical heritage as well as the conservation and touristic use of elements that have touristic potential. In this vein, the plan includes supporting restoration, development, rehabilitation and renewal work, preservation of natural assets, offering these assets to the benefit of first the local community and domestic and foreign tourists and encouraging sustainable management systems.

3.4. Piorities

Priorities can be defined as the elements that constitute the main goals identified for developing the social, economic and spatial structure of a region. This study examines priorities that are presented in the "priorities," "objectives" and "goals" sections of regional plans. The terms, "cultural assets," "cultural values" and "cultural tourism," were used as well as "cultural heritage" in explaining these plans' priorities. It was found that regional plans were addressing cultural heritage as a priority with different contents and at varying levels (Table 1). Here, these levels are divided into three groups: (1) plans with more than one priority related to cultural heritage; (2) plans with a single priority related to cultural heritage and (3) plans with no priorities related to cultural heritage. (Table 1)

The first group includes only one plan, the Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir (TR71) Regional Plan. This plan has three priorities related to cultural heritage. It can be said that more than one priority addresses cultural heritage because cultural heritage is a development axis in this plan. The three priorities included in the "Protected and Kept Alive Natural and Cultural Heritage" development axis are (1) protecting the cultural heritage and integrating it with modern life, (2) improving the sustainable management of natural assets and (3) conservation and renewal of the historical environment for future generations.

The emphasis on the "protecting the cultural heritage and integrating it with modern life" as a priority makes the TR71 Level 2 Regional Plan unique. The plan indicates that the region is the center of the Bektashi and Ahi Order cultures, well known for folk poets and that the Anatolian minstrel (âşık) tradition is recognized and included in the Intangible Cultural Heritage List by UNESCO in 2009. Moreover, the plan mentions handicrafts including the traditional pottery of Avanos, naturally dyed

---

[8] The vision statements include phrases such as "… carrying the heritage of the past to the future by adding value …" for the TR41 Level 2 Region, "… conserving and using the natural and cultural heritage …" for the TRB2 Level 2 Region, "…distinctive… with its cultural and historical assets …" for the TR71 Level 2 Region, "…taking advantage of the cutlural haritage that reaches beyond borders …" for the TRA2 Level 2 Region and "… integrating its historical and cultural assets with entrepreneurship and innovativeness …" for the TR32 Level 2 Region.

pure wool, the hand woven carpets of Taşpınar, Aksaray and the onyx carving and jewelry. The plan also mentions Göreme National Park, Ihlara Valley, Hasan Mountain, Aladağlar National Park and Seyfe Lake among the region's natural assets that need to be protected and sustained.

The priority "improving the sustainable management of natural assets" includes updating the existing inventories of natural assets in the region, registering them and taking measures for protection and rehabilitation. In relation to this priority, the plan mentions the Fairy Chimneys, a natural rock formation found in the region, and archeological excavation sites (Aksaray province: Acemhöyük, Aşıklıhöyük and Güvercin Kayası; Nevşehir province: Ovaören; Niğde province Tepecik Höyük area; Kırıkkale province Büklükale; Kırşehir province Kaman district: Kalehöyük).

The "conserving and renewing the historical environment for future generations" priority" is not specific to a region; rather a general statement. It implies increasing conservation work on historical and cultural assets that are already included in inventories and opening them for touristic uses after restoration.

The second group of plans has one priority related to cultural heritage. As Table 1 shows, there are 10 regional plans (38%) that directly address cultural heritage in the priorities section (shown with bold characters in Table 1). These plans contain "cultural heritage," "cultural assets," "cultural and historical fabric," "historical and cultural heritage," "cultural values" and "religious and cultural tourism." The points related to cultural heritage in these plans can be grouped into four: (1) conservation, (2) conservation and development, (3) development and diversifying access and (4) cultural tourism/improving cultural infrastructure.

In the priorities, the conservation of cultural heritage is articulated as: "İstanbul's protected memory and cultural heritage" (İstanbul/TR10), "the cultural values and distinctive cultural structure of the region's cultural heritage will be protected" (Aydın-Denizli-Muğla/TR32), "guiding economic development in a balance between conservation and use, protection of natural resources and historical and cultural heritage" (Bilecik-Bursa-Eskişehir/TR41), "conserving cultural assets while learning about the past" (Bolu-Düzce-Kocaeli-Sakarya-Yalova/TR42), "conservation of natural habitats and cultural heritage" (Kayseri-Sivas-Yozgat/TR72) and "speeding up restoration projects within the region" (Adıyaman-Gaziantep-Kilis/TRC1). For instance, the Edirne-Kırklareli-Tekirdağ/TR21 Plan describes the conservation and development of cultural heritage as, "conservation and development of the cultural and historical fabric." The priority described in Ankara/TR51 Plan is "developing Ankara's cultural assets and diversifying its accessibility." The priority of improving cultural tourism and cultural infrastructure is described in Artvin-Giresun-Gümüşhane-Ordu-Rize-Trabzon/TR90 Plan as, "utilizing natural and cultural values as well as sports and healthcare infrastructures with a service sector approach," and in the Hatay-Kahramanmaraş-Osmaniye/TR63 Plan as, "improving the religious and cultural tourism infrastructure of the TR63 region." Among these plans, the Bilecik-Bursa-Eskişehir/TR41 Regional Plan is especially valuable for mentioning guiding economic development by maintaining the balance between conservation and use together with the conservation of historical and cultural heritage. This statement actually indicates how historical and cultural heritage should be used to lever regional development, and it points out the need to create a balance between the conservation and the use of historical and cultural heritage since they are authentic and nonrenewable resources. It should be noted that this approach should be adopted by other plans as well.

Table 1. Priorities in Regional Plans

	REGIONAL PLAN	PRIORITIES
1	TR10.İstanbul	-City Image and Effective Promotion/*Kentsel İmaj ve Etkin Tanıtım* -Integrated Urban Transformation/*Bütüncül ve Kapsayıcı Kentsel Dönüşüm* -Authentic Urban Environment lived in joy and Sustainable Environment/*Keyifle Yaşanan Özgün Kentsel Mekanlar ve Sürdürülebilir Çevre* -Conserved Memory of Istanbul and Cultural Heritag/ *Korunan İstanbul Belleği ve Kültürel Miras*
2	TR21.Edirne-Kırklareli-Tekirdağ	-Consevation and Development of Historical and Cultural Fabric/*Kültürel ve Tarihi Dokunun Korunarak Geliştirilmesi* -Development of Tourism through Regional Collaboration/*Turizmin Bölgesel İşbirlikleri Çerçevesinde Sürdürülebilir Gelişimi*

3	TR22.Balıkesir-Çanakkale	-Development of Tourism in the Region/*Bölgede turizm sektörünün geliştirilmesi*
4	TR31.İzmir	-Izmir as an attractive center in Mediterrenean Region/*Akdeniz'in çekim merkezi İzmir*
5	TR32.Aydın-Denizli-Muğla	-Conservation of cultural properties, cultural values and structure and encouraging public participation in cultural activities/*Bölgenin sahip olduğu kültür varlıkları, kültürel değerleri ve kendine özgü kültürel yapısı korunacak, kültür ve sanat faaliyetlerine katılım özendirilecek*
6	TR33.Afyonkarahisar-Kütahya-Manisa-Uşak	-Increasing and diversifying tourism ectivities/*Turizm faaliyetleri çeşitlendirilecek ve artırılacak* -Rehabilitation of Urban Environment/*Kentsel Çevre İyileştirilecek*
7	TR41.Bilecik-Bursa-Eskişehir	-Balancing Conservation and Use of Natural and Cultural Resources in order to ensure spatial and economic development/*Mekânsal ve Ekonomik Gelişmenin Koruma ve Kullanma Dengesi İçinde Yönlendirilmesi, Doğal Kaynakların, Tarihi ve Kültürel Mirasın Korunması* - Improving Socio-cultural Infrastructure and development of urban culture/*Sosyokültürel Altyapının ve Kent Kültürünün Geliştirilmesi*
8	TR42.Bolu-Düzce-Kocaeli-Sakarya-Yalova	-Conservation of Cultural Properties through ensuring promotion/*Geçmişi Tanıyarak Kültür Varlıklarının Korunması* -Tourism based on regional potantials and target groups/*Turizmde bölge potansiyellerine ve hedef kitlelere göre şekillenilmesi*
9	TR51.Ankara	-Development of cultural heritage of Ankara and diversifying their access/*Ankara'nın kültürel varlığını geliştirmek, erişilebilirliğini çeşitlendirmek*
10	TR52.Karaman-Konya	-Developing tourism and upgrading income in rural areas in order to use its tourism potantials/*Turizmin Geliştirilmesi ve Bölge Kırsalında Alternatif Gelir Kaynakları Oluşturmak Amacıyla Turizm Potansiyellerinin Kullanılması*
11	TR61.Antalya-Burdur-Isparta	-Distributing tourism activities within the region/*Turizm Faaliyetlerinin Coğrafi Olarak Bölge Geneline Yayılması* -Extending tourism activities over twelve months/*Turizm Faaliyetlerinin 12 Aya Yayılması* -Varying target groups in tourism/*Turizmde Hedef Kitlenin Çeşitlendirilmesi*
12	TR62.Adana-Mersin	-Upgrading tourism potantials in the region/*Bölgenin Turizm Potansiyelini Harekete Geçirmek* -Developing physical quality of urban environment/*Kentlerde Fiziki Çevre Kalitesini Yükseltmek*
13	TR63.Hatay-Kahramanmaraş-Osmaniye	-Rehabilitating religional and cultural infrastructure of TR63/ *TR63 Bölgesi'nin inanç ve kültür turizm altyapısının iyileştirilmesi* -Developing culinary tourism in TR63/*TR63 Bölgesi'nde gastronomi turizminin geliştirilmesi*
14	TR71.Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir	-Conservation of cultural heritage and reuse for contemporary purposes/*Kültürel mirasın korunması ve çağdaş yaşam ile bütünleştirilmesi.* -Upgarding sustainable management of natural properties/*Tabiat varlıklarının sürdürülebilir yönetiminin iyileştirilmesi.* -Conservatio and renovation of historic environment and transmitting it to future generations/*Tarihsel çevrenin korunması ve yenilenerek gelecek nesillere aktarılması*
15	TR72.Kayseri-Sivas-Yozgat	-Conservation of cultural heritage and habitat/*Doğal Yaşam Alanları ve Kültürel Mirasın Korunması* -Development of service sectors/*Hizmetler Sektörünün Geliştirilmesi*
16	TR81.Bartın-Karabük-Zonguldak	-Developing and diversifying tourism/*Turizmin Çeşitlendirilerek Geliştirilmesi*
17	TR82.Çankırı-Kastamonu-Sinop	-Developing infrastructure about culture, art and sport/ *Kültür, Sanat ve Spor Altyapısının Geliştirilmesi* -Diversifying and developing tourism/*Turizmin Geliştirilmesi ve Çeşitlendirilmesi*
18	TR83.Amasya-Çorum-Samsun-Tokat	-Planning and ensuring security of the city/*Kentlerin Güvenli ve Planlı Biçimde Geleceğe Hazırlanması* -Development and Promotion of regional tourism/*Bölge Turizminin Çeşitlendirilerek Geliştirilmesi ve Tanıtımı*
	TR90.Artvin-Giresun-	- Evaluating cultural and natural values and infrastructure related to sport and

19	Gümüşhane-Ordu-Rize-Trabzon	health for the sake of service sector/*Doğal ve Kültürel Değerler ile Spor ve Sağlık Altyapısını Hizmet Ticareti Bilinciyle Değerlendirmek* - Planning tourism for increasing welfare and quality of life/*Turizm Sektörü Gelişimini Bölge Halkının Refah Ve Yaşam Kalitesini Artıracak Şekilde Planlamak*
20	TRA1.Bayburt-Erzincan-Erzurum	-Increasing socio-economic benefits of tourism and related sectors/*Bölgede turizmin değer zincirindeki tüm alt sektörlerle beraber mümkün olan en yüksek sosyoekonomik faydayı sağlaması*
21	TRA2.Ağrı-Ardahan-Iğdır-Kars	-Rehabilitating urban infrastructure/*Kentsel altyapının iyileştirilmesi* -Branding regional tourism/*Turizmde bölgesel marka olunması*
22	TRB1.Bingöl-Elazığ-Malatya-Tunceli	- Developing types of tourism/*Alternatif turizm türlerinin geliştirilmesi*
23	TRB2.Bitlis-Hakkari-Muş-Van	-Bringing in different types of tourism potantials into tourism sector and increasing tourism income in a sustainable manner/*Bölgenin turizm çeşitliliği potansiyelinin sektöre kazandırılması ve turizm gelirlerinin sürdürülebilir bir şekilde artırılması* -Preparation of tematic plans and projects in related with urban issues/*Kentleşmenin bileşenlerine ilişkin tematik planların ve projelerin hazırlanması*
24	TRC1.Adıyaman-Gaziantep-Kilis	-Accelerating restoration of cultural heritage in urban areas within the region/*Bölge illerindeki restorasyon çalışmalarının hızlandırılması* - Bringing the projects "Faith Corridor", "Kahta as a Tourism City" and "Gaziantep as a Brand City" projects, that are menioned in Tourism Strategy 2023, in tourism/*Türkiye Turizm Stratejisi 2023'te yer alan "İnanç Koridoru", "Kâhta Turizm Kenti" ve "Gaziantep Marka Kent"lerinin bölge turizmine kazandırılması ile ilgili çalışmaların yapılması* -Ensuring continuity of "Grape and Grape Juice Festival in Kilis/*Kilis'te "Üzüm ve Şıra Festivali" düzenlenmesinde süreklilik sağlanması* -Upgrading Festivals of peanut, grape, pepper and culture in Gaziantep and Festival of Nemrut Kommagene in Adıyaman to international level/*Gaziantep'teki Fıstık, Üzüm, Biber, Kültür Festivalleri ve Adıyaman'daki "Nemrut Kommagene Festivali"nin ulusal ve uluslararası platformlara taşınması sağlanmalı*
25	TRC2.Diyarbakır-Şanlıurfa	-Developing tourism and increasing its share in regional economy/*Turizmin Geliştirilmesi ve Bölge Ekonomisi İçindeki Payının Artırılması* -Transforming poor imgage of region into positive image and management of urban image/*Kentsel İmaj Yönetimi ve Markalaşma Stratejisi ile Bölgeye Yönelik Oluşmuş Olumsuz İmajın Ortadan Kaldırılması*
26	TRC3.Batman-Mardin-Şırnak-Siirt	- Upgrading cultural life in the region and distributing sport activities/*Bölgedeki Kültürel Yaşamın Geliştirilmesi ve Sporun Yaygınlaştırılması* -Enchance competativeness in regional tourism/*Bölge turizminin rekabetçiliğinin arttırılması*

3.5. Measures

Measures/projects are actions that will achieve the planned development, and these sections of the plans explain the details of implementation. The details of a measure/project include its aim, justification, beneficiaries, executors, implementation tools and financing. The measures/projects suggested by the plans were examined using content analysis, and their themes were identified. Some of them are: conservation and use, documentation, creating and updating inventories, publicity and access to information, raising public awareness, identifying touristic routes, excavating to reveal cultural assets, branding local products, utilizing sites for tourism, building and arranging touristic infrastructure, providing and improving access, measures for renewal projects in historical sites, a holistic approach to conservation, issues related to conservation authorities and developing cooperation between them, innovative methods and practices of conservation, planning activities on cultural heritage, financial aspects ssf conservation, diversification of cultural and touristic products, promoting the inclusion of cultural heritage on the UNESCO Heritage List, , supporting collectors and private museums, completing development projects within the historical fabric and establishing an

Office of Conservation, Implementation and Inspection (KUDEB). The content and locations of these measures/projects are explained below (Table 2).

Conservation and use includes repairing and using tangible cultural heritage elements such as historical and cultural fabric and structures and protecting intangible cultural heritage elements such as handicrafts. Almost half the regional plans include this measure. The distinctive plans in this respect are the TRC3 Plan and the TR 81 Plan, which indicate that repairs should take into consideration the balance between conservation and use, and the TR83 Plan indicating that this balance will be provided with a participatory model and support from local stakeholders.

Documentation, creating and updating inventories means documenting historical and cultural assets, local cultural and folkloric values to create inventories and an active data base. At least 25% of the plans contain this statement, which indicates that some regions do not have complete data bases of their cultural heritage. It should be noted that the existing inventories include cultural assets to be protected, and that extensive data bases that contains various values including cultural activities and handicrafts that can contribute to cultural development do not exist. Moreover, it should be emphasized that until now, inventories of cultural assets to be protected were created at the provincial level (NUTS 3).

Promotion and access to information includes the creation of works and artifacts such as short films, documentaries, books and documents in order to promote cultural values, organizing art festivals, promotions in national and international tourism fairs, creating shared infrastructure for providing access to information, coordination between relevant authorities and organizations and using cultural heritage actively to promote the region. At least ten of the 26 regional plans mention using cultural values to promote the region.

Raising public awareness includes public service announcements about conservation, awareness raising projects, developing educational programs and materials with support from universities and adding cultural education to preschool and primary education curricula. There is a very valuable awareness about cultural heritage activities, museums and conservation in regional development plans. It indicates that these plans aim to contribute to the development of social capital and even creation of social reconciliation via cultural heritage. Almost a third of the regional plans include actions intended to raise public awareness about cultural heritage.

Utilizing cultural heritage for tourism, building and arranging tourism infrastructure includes transforming the cultural heritage of the region into touristic value, creating recreation areas designed with tourist's needs in mind, landscaping, developing tourism infrastructure, improving physical conditions, promoting assets to contribute to tourism income and increasing the capacity of tourism facilities. More than half of the plans include utilizing cultural heritage for tourism and building and arranging tourism infrastructure as a measure. However, utilizing cultural heritage specifically for tourism can lead to problems such as corruption of socio-cultural values and the loss of authentic social structure of historic environments through overuse. Therefore, encouragement of local actors in participating management process should be adopted. One such approach was taken by the TR83 Regional Plan, in which natural and cultural heritage should be utilized for tourism with the principle of sustainability.

Providing and improving accessibility includes building and renewing transportation infrastructure for historical, cultural sites and providing continuous public transport service to these areas. Very few of the plans (almost 20%) mention problems with transportation and propose providing and improving accessibility. Accessibility is essential for both the conservation and the presentation of cultural properties.

Identifying touristic routes includes determining touristic routes and corridors for tourism (i.e. cultural tourism, religious tourism, or thematic tourism). These routes should extend to neighboring or nearby regions. For instance, the Antalya-Isparta-Burdur/TR61 Regional Plan states: "The Saint Paul Trail, which stretches from Antalya to Yalvaç, Isparta, and the Lycian Way, which begins in Kemer and leads to the Southern Aegean, crossing all of the districts in the western coast of Antalya, will become the main arteries for alternative tourism activities in the Western Mediterranean Region." Another

example is the Zonguldak-Karabük-Bartın/TR81 Regional Plan, which proposes a Cultural Tourism Corridor on the Ereğli-Devrek-Eskipazar-Safranbolu-Filyos-Amasra-Kuruca-Şile line. Similarly, almost 25% of the plans propose measures for creating touristic routes based on cultural values.

Issues related to conservation authorities and developing cooperation between them includes improving the technical capacity of conservation authorities and developing cooperation between the local governments that are responsible and authorized for interventions on cultural heritage and relevant organizations such as NGO's. This type of measure was only found in two plans.

Statements about planning studies related to cultural heritage are included in some regional plans. These statements address four topics: (1) identifying the meanings of the main values that constitute the memory of the region and planning to keep these values alive, (2) preparing conservation plans that maintain the balance between conservation and use and adhere to the principle of sustainability, (3) ensuring local citizens' participation in conservation planning and implementation and (4) integrating conservation plans into other planning processes. Only two regional plans, the Amasya-Çorum-Samsun-Tokat/TR83 and İstanbul/TR10 Plans explain the way planning studies related to cultural heritage should be conducted. TR10 Regional Plan mentions a holistic approach to conservation[9].

Establishing and improving museums to promote cultural heritage includes establishing new museums and qualitatively and quantitatively improving those already established, opening museums and museum complex areas and increasing institutional capacity in museums and adopting modern museological practices. Measures related to museums are found in at least nine regional plans. These measures include making the region more active in the field of cultural heritage and improving existing and establishing new museums to improve the region's competitiveness.

Issues related to excavations are addressed in some of the regional plans. These include revealing new cultural assets in archeological excavations and registering them (TRC3), speeding up the excavation and conservation of all important archeological sites (TR42), conducting excavations and documentation at archeological sites (TR83), completing ongoing excavations and utilizing their artifacts for tourism (TR33) and preventing unauthorized and haphazard excavations (TR72). One region's plan mentions discovering assets in excavations, another plan adds documentation, and another adds conservation.

In addition to the measures above, there are those that are proposed by only one or two plans. These measures can be seen as having five main themes: (1) conservation, (2) research, (3) presentation, (4) promotion-tourism and (5) renewal.

Encouraging collectors and private museums (TR31), completing development projects within the historical fabric (TRC2), establishing KUDEB (TR83), financial aspects of conservation (TR10), supporting the inclusion of cultural heritage in UNESCO cultural heritage lists (TR31, TRC2) and encouraging innovative methods and practices in cultural heritage conservation (TR10) are included in the conservation theme. As indicated above, a variety of measures for the conservation of cultural heritage are found in regional plans.

Table 2. Measures and Their Distribution Among Regions

	MEASURES	REGIONAL PLAN
1	Conservation and Use/*Koruma ve kullanma*	TR62[10], TRC3, TR51, TR81, TR41, TR10, TRA1, TR82, TR42, TR72, TR83, TR71 and others.
2	Documentation, inventory and its update/*Belgeleme, envanter oluşturulması ve güncellenmesi*	TR62, TR81, TR31, TR72, TR83, TR71 and others.
3	Promotion and Access to information/*Tanıtım ve bilgiye erişim*	TR10, TRC2, TR62, TRB2, TR61, TR63, TR22, TR52, TRB1, TR32 and others.
4	Raising awareness and upgrading public consciousness/*Kamuoyu bilincinin yükseltilmesi ve farkındalık oluşturulması*	TR62, TRC3, TR51, TR22i, TR10, TR31, TR71, TR32 and others.

---

[9] It indicates a conservation approach where collaboration between stakeholders such as local governments and NGO's is developed, based on the principle of participation (İstanbul Development Agency, 2014).
[10] Here, 26 NUTS 2 Regions are written only with its code. For instance, "TR62" refers to "TR 62 NUT 2 Region".

5	Use of cultural heritage for tourism and installation of tourism infrastructure/*Kültürel mirasın turizme kazandırılması, turizme yönelik altyapı çalışmalarının yapılması ve düzenlenmesi*	TR22, TRC3, TR51, TR61, TR 81, TR63, TR62, TR 52, TR31, TRC2, TRA2, TR33, TR83, TR71, TR32 and others.
6	Upgrading accessibility of cultural properties/*Erişilebilirliğin sağlanması ve iyileştirilmesi*	TR61, TR10, TRA2, TR83, TR32 and others.
7	Determination of tourism routes/*Turizm rotalarının belirlenmesi*	TRB2, TR61, TR81, TR63, TRA1, TRC1 and others.
8	Issues related to conservation institutions and development of collaborations between them/*Korumayla ilgili kurumlara ilişkin konular ve kurumlar arasında işbirliğinin geliştirilmesi*	TR10, TR72 and others.
9	Planning of cultural properties/*Kültürel mirasa ilişkin planlama çalışmaları*	TR83, TR10 and others.
10	Establishment of museums and upgrading existing ones/*Kültürel mirasının sergileneceği müze(ler) kurulması ve mevcutların iyileştirilmesi*	TR42, TR31, TR82, TR62, TRC3, TR90, TRC1, TRC2, TRB1 and others.
11	Issues related to excavations/*Kazıyla ilgili konular*	TRC3, TR42, TR72 and others.
12	Other measures/*Diğer tedbirler*	TR10, TR31, TRC2, TR31, TR83, TR81, TRB1, TR71, TR32 and others.

Research on cultural assets is one of the least often mentioned subjects in regional plans. The only plan that includes a measure to support archeological studies is the TR71 Regional Plan. Opening and lighting museums and archeological sites in evening hours (TR32) and using ancient theaters as venues for national/international activities (TR32) are considered in the presentation category. Then there are measures in regional plans that propose utilizing cultural heritage for tourism: turning historical areas into attractions

(TR31), diversifying cultural and touristic products (TR31), branding local products (handicrafts, strawberry, linen and so forth) to increase the touristic potential of the region (TR 81), marketing local products that have geographical indication and are packaged in souvenir packaging as well as souvenirs such as magnets, key chains and postcards (TRB1), establishing tourism information offices in city centers and information booths in airports, bus stations and train stations (TRB1) and initiatives for including museums and archeological sites in travel agencies' itineraries (TR32).

In addition to these measures, one regional plan (TR10) mentions renewal in accordance with Law No. 5366 on Conservation by Renovation and Use by Revitalization of the Deteriorated Historical and Cultural Immovable Property. "Evaluating and preventing the negative effects of renewal projects and land use decisions on urban heritage in historical areas" is included in the framework of renewal.[11]

Besides, some plans address the harmony between historical fabric and new developments. For instance, the TR10 Plan proposes ensuring harmony and interaction between historical urban fabric and cultural heritage and modern developments in their immediate surroundings. The Plan for TRA2 proposes development by protecting construction and architectural styles. Another example is the Aydın-Denizli-Muğla/TR32 Regional Plan, which proposes, "working towards turning ancient theater structures into venues for national and international activities".

3.6. Performance Indicators

Another important element of a regional plan is performance indicators, which are checks for whether the plan achieves its goals after proposed measures are implemented. The most important aspect of performance indicators is measuring the performance of the hierarchically divided sections of the plan.

---

[11] In the context of renewal, it was stated that "… renewal zones were identified especially in the Historical Peninsula and Beyoğlu areas where restoration studies renewal have started. Renewal zones are concentrated in Ayvansaray, Sulukule and Fener-Balat in Fatih district and Tarlabaşı in Beyoğlu district. Renewal work addresses physical fabric with restoration and architectural design and continues in areas where cultural heritage that forms a part of İstanbul's urban identity most intensively remains standing. These projects can be considered as extensive urban transformation efforts and they have been a source of experience on aspects such as conservation methods, communication with and participation of current users, urban design activities and collaboration with stakeholders."

The issues to be taken into consideration are effectiveness, effect on management quality and ease of financial implementation (Dolsar Engineering Ltd., 2006). In order to measure performance indicators easily, quantitative goals are usually preferred. These performance indicators are divided into three main groups: (1) indicators related to promotion, (2) indicators related to conservation and use and (3) indicators related to tourism (Table 3).

Indicators related to promotion include increasing participation in national and international events where the region is promoted, preparing promotional materials and organizing promotional events. Organizing a certain number of national and international events to promote cultural values, increasing the number of audio-visual promotion materials, the number of national and international fairs at which the region is promoted, number of organizations that participate in promotional fairs, numbers of exhibitions and film-photography contests that promote the region and visitor numbers of regional tourism web sites are among these indicators.

Indicators related to conservation and use are about activities that involve conservation, repair, presentation and landscaping cultural assets. In regional plans, the number of structures utilized for tourism after restoration, the number of historical artifacts that are restored, the amount and ratio of actually conserved areas within the historical fabric that is designated for conservation, the number of historical/cultural assets that have been landscaped and the number of museums that contain portable assets are identified as indicators.

Indicators related to tourism include the number of visitors, increases in income and employment in the tourism sector, increase in the number of touristic products and their sales on domestic and international markets. Increase in the number of foreign and domestic tourists, increase in the number of visitor to museums and archeological sites, increase in the income from the tourism sector and tourism income/average spending per person are usually among these indicators.

In addition to the indicators that are directly related to cultural heritage, the plans also contain performance indicators that are directly related to tourism, such as increases in the number of touristic products and facilities. These include: increasing the number of distinctive and value-added touristic products in the Bayburt-Erzincan-Erzurum Region/TRA1, sales of distinctive and value-added touristic products in domestic and international markets and rate of capacity increase and number of facilities with touristic business licenses in the Bayburt-Erzincan-Erzurum Region/TRA1 and the Bitlis-Hakkari-Muş-Van/TRB2 and increasing number of overnight stays in facilities with touristic business licenses in the Karaman-Konya/TR52, Adana-Mersin/TR62, Kayseri-Sivas-Yozgat/TR72 and Ağrı-Ardahan-Iğdır-Kars/TRA2 Regions.

Table 3. Content of Performance and Their Indicators

TITLE	PERFORMANCE INDICATORS	REGION
Performance Indicators Related to Promotion	Executing a certain number of events at national and international level where cultural values will be introduced/*Kültürel değerlerinin tanıtılacağı ulusal ve uluslararası düzeyde belirli sayıda etkinlik gerçekleştirilmesi*	TR 72, TR71
	Increasing the number of audiovisual materials to promote the region/*Bölgeyi tanıtıcı görsel-işitsel materyal sayısının arttırılması*	TRB2
	Number of domestic and international trade fairs/*Katılım sağlanan yurtiçi ve yurtdışı tanıtım fuar sayısı*	
	Number of institutions participating in exhibition fairs/*Tanıtım fuarlarına katılım sağlayan kurum sayısı*	
	Exhibition of the region and film - photo contest numbers/*Bölgeyi tanıtıcı sergi ve film - fotoğraf yarışması sayıları*	
	Number of clicks on regional based tourism website/*Bölgesel tabanlı turizm web sitesinin tıklanma sayısı*	
Performance Indicators Related to Conservation and Use	Number of venues restored to tourism/*Restore edilerek turizme kazandırılan mekân sayısı*	TR51
	Number of restored historical buildings/*Restorasyonu*	TRB2

	tamamlanan tarihi eser sayısı	
	The size and ratio of protected area within the historic tissue hat needs to be protected/*Korunması gereken tarihi doku alanı içinde korumaya alınan alan ve oranı*	TR 83
	Number of landscaped historical and cultural properties/*Çevre düzenlemesi yapılan tarihi-kültürel varlık sayısı*	TRB2
	Increasing number of museums/*Müze sayısının arttırılması*	TRC1
	Number of traditional production systems registered/*Geleneksel üretim sisteminin tescil edilmesi (patentinin alınması)*	TR71
Performance Indicators Related to Tourism	Increase in the number of foreign/local tourists visiting the region/*Bölgeyi ziyaret eden yabancı/yerli turist sayısında (kişi) artış*	TR31, TR22, TR33, TRB2, TRC2
	Increasing the number of visitors to museums and historical sites/*Müze ve ören yerleri ziyaretçi sayısının arttırılması*	TR61,TR63, TR41,TRC1, TR31, TR82
	Increase in income through tourism/*Turizm sektöründen elde edilen gelirlerde artış*	TRB2, TR90
	Increase in income through expenses per capita/*Turizm geliri/ortalama kişi başı harcamanın arttırılması*	TR31

4. EVALUATION

After examining 26 regional plans, the fact that the findings on cultural assets generally do not go into detail in current state analysis. Besides, the plan reports that are not overwhelmed with quantitative data is considered positive. However, it is not sufficient to mention the names of some well-known assets of the region in a plan report. The main problems are the fact that registered cultural assets and cultural assets that can potentially contribute to regional development were presented with different content and detail, and that quantitative and spatial distribution at the regional level was usually omitted. There are other problems as well, including incomplete inventories of cultural assets in some regions and the lack of inventories prepared for development purposes. Creating regional cultural heritage policies based on inventories and priorities that are incomplete and unsuitable for regional development cannot be described as an appropriate and scientific approach.

In individual plans, it is determined that vision statements, development axes and priority statements are not overlapped with each other in terms of content. Only one of the five plans that address cultural heritage-related issues in their vision statements, the Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir/TR71 Plan, deals with cultural heritage in its development axes. Only two of them, the Aydın-Denizli-Muğla/TR32 and the Bilecik-Bursa-Eskişehir/TR41 Plans deal with priorities. Two plans, the Ağrı-Ardahan-Iğdır-Kars/TRA2 and Bitlis-Hakkari-Muş-Van/TRB2 Plans, emphasize cultural heritage in their vision statements, but do not include cultural heritage in either the development axes or the priorities and only mention certain actions related to cultural heritage in measures. Besides, the regional plan such as the Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir/TR71 (Cappadocia Region), where natural and cultural heritage are indicated as a main development axis, that are not prepared or supported by dedicated authorities that can determine, coordinate and inspect planning processes related to cultural heritage at the regional level is a problem.

As indicated above, performance indicators focus on quantitative assessments and economic data such as tourist numbers, overnight stays and tourism income, and qualitative evaluations are usually omitted. Aiming to increase visitor numbers without any consideration of the features, values and capacities of cultural assets, which are authentic, unique and nonrenewable regional components, and without bringing alliances between inhabitants and other actors can put the regional plan at risk. Long-term success of regional plan and policies on cultural heritage is dependent on building strategic alliances between various actors and destined change decided with society itself.

Statements about planning studies related to cultural heritage are included in some regional plans. It should be noted that these statements are very valuable since there is generally no dedicated authorities/organizations that can determine, coordinate and manage planning processes related to

cultural heritage at the regional level. It is necessary to establish regional authority for the region that put cultural heritage at the center of regional development such as Aksaray-Kırıkkale-Kırşehir-Niğde-Nevşehir/TR71. In addition, there is a great need for establishing a link between RDA and a regional office specialized in heritage management and conservation. In that case, the statement "working towards turning ancient theater structures into venues for national and international activities" in the plan for Aydın-Denizli-Muğla/TR32 can be included in the regional plan after analyzing and evaluating capacities and problems of the ancient theaters by the regional office related to cultural heritage.

5. CONCLUSION

In Turkey, regional plans point out the sectors that are prioritized for the socio-economic development of the region and their spatial development. Regional planning has problems and interregional inequalities are at significant levels, even if regional development goals are achieved by regional policies that are focused on increasing quantitative data such as tourist numbers and overnight stays and based on competitiveness. It will be difficult to ensure sustainability of cultural heritage due to lack of regional management frameworks for cultural heritage, full assessment of cultural, natural and human resources including public and private actors and mechanisms for the coordination of the activities between those actors. Although the implementation of planned actions (rather than focusing on grant applications), the limits and burdens due to grant sources to restoration and renovation projects and importance of zoning (Menteş, 2006) are emphasized as the results of Southeastern Anatolia Project, which focused on use of cultural heritage in regional development, the regional plans and its implications still focus on these issues.

The comparison between international examples and the practices in Turkey reveal that subjects related to cultural heritage should be addressed within a management framework that is specifically prepared for each region, and these processes should be managed, guided and inspected by a regional authority that employs cultural heritage experts. The existing plans prepared by RDA should be based on regional heritage management plans that offer a road map for the conservation, development, presentation and management of cultural heritage, and that are built on complete inventories appropriate for use in regional development policy making. It is also necessary to establish an authority including experts specialized in conservation and management of heritage for sustainability of cultural resources in regional level. The authority can guide RDA throughout the planning process from the preparatory stages to the end of implementation. It is recommended that the first examples of these can be established in regions, where the cultural properties are placed at the center of regional development.

It is suggested that regional policy making on cultural heritage should be considered through the "site management" approach in order to ensure sustainability of cultural heritage. Even if only at the sub-regional level, the concept and understanding of a management plan that is applied especially to archeological sites by Law No. 2863 (modified by by Law No. 5226 in 2004) can set an example for issues related to cultural heritage in regional planning. This would ensure both the sustainable management of cultural values and contributions to sustainable development by expert organizations following the principles of governance and participation.

To summarize, the focus should be the contribution that cultural heritage can make to sustainable development while heritage is sustainably conserved and local people participation is ensured.

REFERENCES

"5449 sayılı Kalkınma Ajanslarının Kuruluşu, Koordinasyonu ve Görevleri Hakkında Kanun", Official Gazette, http://www.resmigazete.gov.tr/Eskiler/2006/02/20060208-1.htm [1.10.2013].

Abankina, T. (2013). "Regional development models using cultural heritage resources", International Journal of Culture, Tourism and Hospitality Research, 7 (1): 3–10. https://www.hse.ru/pubs/share/direct/document/98177196.

Ahiler Kalkınma Ajansı, "TR 71 Düzey 2 Bölgesi Bölge Planı 2014-2023", http://ahika.gov.tr/assets/ilgilidosyalar/TR71_BP_2014-2023_V7.pdf [12.09.2015].

Akgül, B. & Mercan, E. (2010) "Dünyada ve Türkiye'de Bölge Planlama Çalışmaları ve Bunların Karşılaştırılması", Çağdaş Yerel Yönetimler, 19(4): 19-45.

http://www.todaie.edu.tr/resimler/ekler/5b44a8bcb68ce21_ek.pdf?dergi=Cagdas%20Yerel%20Yonetimler%20Dergisi.

Ankara Kalkınma Ajansı, "Ankara Bölge Planı 2014-2023",

http://www.ankaraka.org.tr/bolge-plani/ankara-bolge-plani-2014-2023.pdf [12.09.2013].

Begg, I. (1999). "Cities and competitiveness", Urban Studies, 36: 795–809. Doi:10.1080/0042098993222.

Batı Akdeniz Kalkınma Ajansı, "Bölge Planı 2014-2023 TR61 Düzey 2 Bölgesi Antalya-Isparta-Burdur, http://www.baka.org.tr/uploads/1391759531TR61Duzey2Bolgesi2014-2023BolgePlani.pdf", [12.09.2015].

Batı Karadeniz Kalkınma Ajansı, "Gelişme Ekseni, Öncelik ve Tedbirler Batı Karadeniz Bölgesi Zonguldak-Karabük-Bartın", http://bakka.gov.tr/assets/BolgePlani/2%20-%20GELISME_EKSENI_ONCELIK_VE_TEDBIRLER.pdf, [12.09.2015].

Boschma, R. A. (2004). "Competitiveness of regions from an evolutionary perspective", Regional Studies, 38(9): 1001-1014. Doi:10.1080/0034340042000292601.

Bursa Eskişehir Bilecik Kalkınma Ajansı, "Bursa Eskişehir Bilecik Bölge Planı 2014-2023",

http://www.bebka.org.tr/admin/datas/yayins/bolgeplani2014_2023web.pdf [12.09.2015].

Centre for Strategy and Evaluation Services, "Study on the Contribution of Culture to Local and Regional Development - Evidence from the Structural Funds Final Report September 2010",

https://nck.pl/upload/attachments/302412/study_on_the_contribution_of_culture_to_local_and_regional_development._evidence_from_the_structural_funds.pdf

Council of Europe, (2015). "Namur declaration, The ministers of the states parties to the European cultural convention meeting in Namur on 23-24 April 2015", https://www.coe.int/t/dg4/cultureheritage/heritage/6thConfCultural.Heritage/Namur-Declar_en.pdf.

Council of Europe, "Regional Heritage Plan for Kosovo West", https://www.coe.int/t/dg4/cultureheritage/cooperation/Kosovo/Publications/HeritagePlan-ENG.pdf [10.10.2015].

Crouch, G. & Ritchie, J.B.R. (1995). "Destination competitiveness and the role of the tourism enterprise", Proceedings of the Fourth Annual Business Congress, Istanbul, Turkey (43–8).

Çukurova Kalkınma Ajansı, "2014-2023 Çukurova Bölge Planı", http://www.cka.org.tr/dosyalar/CukurovaBolgePlani09102015.pdf, [12.09.2015].

Denise Cook Design, "Regional Heritage Strategic Plan For the Regional Distirct of Okanagan-Similkameen, https://www.rdos.bc.ca/departments/development-services/planning/projects/heritage-sites/regional-heritage-strategic-plan, [10.10.2015].

Dicle Kalkınma Ajansı, "TRC3 Mardin-Batman-Şırnak-Siirt 2014-2023 Bölgesel Gelişme Planı",

http://www.dika.org.tr/photos/files/TRC3_2014-2023_B%C3%B6lgesel_Geli%C5%9Fme_Plan%C4%B1.pdf [12.09.2015].

Doğu Akdeniz Kalkınma Ajansı, "*TR63 Bölge Planı 2014-2023",* http://www.dogaka.org.tr/Icerik/Dosya/www.dogaka.gov.tr_603_GE7J97UV_TR63-Bolge-Plani-2014-2023.pdf, [12.09.2015].

Doğu Anadolu Kalkınma Ajansı, "2014-2023 Dönemi TRB2 Bölgesi Bölge Planı",

http://www.daka.org.tr/panel/files/files/yayinlar/trb2_2014_2023_bp.pdf [12.09.2015].

Doğu Karadeniz Kalkınma Ajansı, "TR90 Doğu Karadeniz Bölge Planı", http://www.doka.org.tr/

pdf/#dosyalar/publication/page_8/1443452887-Bolge_Plani_2014-2023.pdf, [12.09.2015].

Doğu Marmara Kalkınma Ajansı, "TR 42 Bölge Planı Bolu, Düzce, Kocaeli, Sakarya, Yalova (2014-2023)", http://www.marka.org.tr/Uploads/Files/MARKA_%202014-2023_B%C3%B6lge_Plan%C4%B1.pdf [12.09.2015].

Dolsar Mühendislik Limited Şirketi, "Yeşilırmak Havza Gelişim Projesi (Amasya, Çorum, Samsun, Tokat) Bölgesel Gelişme Ana Planı", http://www.oka.org.tr/Documents/bolgesel-gelisme-ana-plani.pdf, [12.09.2015].

Dwyer, L. & Kim, C. (2003). "Destination competitiveness: Determinants and indicators", Current Issues in Tourism, 6(5): 369-414, http://www.tandfonline.com/doi/pdf/10.1080/13683500308667962.

Eraydın, A. (2008), "Politikalardan Süreç Tasarımına: Yeni Bölgesel Politikalar ve Yönetişim Modelleri", 2. Bölgesel Kalkınma ve Yönetişim Sempozyumu "Çok Düzlemli Yönetişim" Bildiri Kitabı, 25-26 Ekim 2007, Ege Üniversitesi, İzmir, 5-23. http://www.tepav.org.tr/upload/files/1321363134-0.2._Bolgesel_Kalkinma_ve_Yonetisim_Sempozyumu_Bildiri_Kitabi.pdf [12.01.2014].

EU, EuroAccess Macro Regions, https://www.euro-access.eu/about_us,[21.01.2019].

Fırat Kalkınma Ajansı, "TRB1 Bölge Planı 2014-2023 Bingöl Elazığ Malatya Tunceli",

http://www.fka.org.tr/ContentDownload/TRB1%20B%C3%96LGE%20PLANI%20(2014-2023).pdf

[12.09.2015].

Gordon, I. R. (1999). "Internationalisation and urban competition", Urban.Studies 36: 1001-16.

Doi:10.1080/0042098993321.

Güney Ege Kalkınma Ajansı, "TR32 Düzey 2 Bölgesi Bölge Planı 2014-2023",

http://www.geka.gov.tr/543/tr32-duzey-2-bolgesi-2014-2023-bolge-plani, [12.09.2015].

Güney Marmara Kalkınma Ajansı, "TR22 Güney Marmara Bölgesi Bölge Planı (2014-2023)",

http://www.gmka.org.tr/uploads/downloads/dosya/bolge_plani/TR%2022%20G%C3%BCney%20Marmara%20B%C3%B6lgesi%202014-2023%20B%C3%B6lge%20Plan%C4%B1.pdf [12.09.2015].

Halkier, H. (2006). "Regional development agencies and multilevel governance: European perspectives", in Bölgesel Kalkınma ve Yönetişim Sempozyumu Bildiri Kitapçığı, (pp.3-17), http://www.tepav.org.tr/upload/files/1321362529/2.Bolgesel_Kalkinma_ve_Yonetisim_Sempozyumu_Bildiri_Kitabi.pdf.

ICOMOS. (2011). "The Paris declaration on heritage as a driver of development, adopted at Paris, UNESCO headquarters, on Thursday 1st December 2011", http://www.icomos.org/Paris2011/GA2011_Declaration_de_Paris_EN_20120109.pdf.

İpekyolu Kalkınma Ajansı, "TRC1 Bölge Planı (Adıyaman, Gaziantep, Kilis)(2014-2023)",

http://www.ika.org.tr/upload/yazilar/TRC1-Bolge-Plani-2014-2023-632757.pdf [12.09.2015].

İstanbul Kalkınma Ajansı, "2014 - 2023 İstanbul Bölge Planı", http://www.istka.org.tr/content/pdf/2014-2023%20istanbul%20bolge%20Plani_opt.pdf [12.09.2015].

İzmir Kalkınma Ajansı, "İzmir Bölge Planı 2014-2023",

http://izka.org.tr/files/2015/2014-2023_izmirBolgePlani.pdf [12.09.2015].

Karacadağ Kalkınma Ajansı, "TRC2 (Diyarbakır-Şanlıurfa) Bölgesi, 2014-2023 Bölge Planı",

http://karacadag.org.tr/dosyalar2014/TRC2_Bolgesi_2014_2023_Bolge_Plani.pdf [12.09.2015].

Kayan, A. (2012). "Türkiye'de Bölge Planlaması: Sorunlar ve Çözüm Önerileri", Mustafa Kemal Üniversitesi Sosyal Bilimler Enstitüsü, 9(20): 103-134. http://sbed.mku.edu.tr/article/view/1038000350/1038000181 [11.10.2015].

Kuzey Anadolu Kalkınma Ajansı, "TR82 Düzey 2 Bölgesi (Kastamonu, Çankırı ve Sinop İlleri) Bölge Planı 2014 – 2023", http://www.kuzka.org.tr/Icerik/Dosya/www.kuzka.gov.tr_8_HO1N88OG_2014-2023-bolge-plani.pdf [12.09.2015].

Kuzeydoğu Anadolu Kalkınma Ajansı, "Kuzeydoğu Anadolu Bölge Planı 2014-2023",

http://kudaka.org.tr/apb/KUDAKA_Bolge_Plani_2014_2023.pdf [11.10.2015].

Menteş, G. "Kültürel Mirasın Korunması ve Turizmin Geliştirilmesi İçin Bir Yönetişim Modeli, Güneydoğu Anadolu Örneği", Bölgesel Kalkınma ve Yönetişim Sempozyumu Bildiri Kitapçığı, 7-8 Eylül

2006 ODTÜ, 319-337. http://www.tepav.org.tr/upload/files/1321362529-2.Bolgesel_Kalkinma_ve_Yonetisim_Sempozyumu_Bildiri_Kitabi.pdf [01.02.2015].

Mevlana Kalkınma Ajansı, "Konya-Karaman Bölgesi 2014-2023 Bölge Planı",

http://planlama.mevka.org.tr/attachments/article/30/BOLGE%20PLANI.pdf [12.09.2015].

Mutlu, S. (2009). "Türkiye'de Bölge Planlama Deneyimleri: Eleştirel Bir Yaklaşım", 3. Bölgesel Kalkınma ve Yönetişim Sempozyumu "Planlamadan Uygulamaya, 27-28 Kasım 2008, Mersin, Bildiri Kitabı, 227-253. http://www.tepav.org.tr/upload/files/1321362124-6.3.Bolgesel_Kalkinma_ve_Yonetisim_Sempozyumu_Bildiri_Kitabi.pdf [08.01.2014].

Orta Anadolu Kalkınma Ajansı, "TR 72 Bölgesi 2014-2023 Bölge Planı", http://www.oran.org.tr/materyaller/Editor/document/PlanlamaBirimi/TR72_2014-2023_ BolgePlani.pdf [12.09.2015].

Serhat Kalkınma Ajansı, "TRA2 Bölgesi (Ağrı, Ardahan, Iğdır ve Kars) 2014-2023 Bölge Planı",

http://www.serka.gov.tr/store/file/common/d195519db5158e516ec2d2874c6adaf3.pdf [12.09.2015].

State Forests of New South Wales, "Regional Ecologically Sustainable Forest Management Plans", http://www.epa.nsw.gov.au/resources/forestagreements/sthculthtgguide.pdf [10.10.2015].

Şimşek, G. (2017). "Examining the Role of Cultural Landscape in Regional Development: Defining Criteria and Looking at Ephesus", ICONARP International Journal of Architecture and Planning 5(1): 42-65.

Pezzini, M. (2003). "Cultivating Regional Development: Main Trends and Policy Challenges in OECD Regions", http://www.alternativasycapacidades.org/sites/default/files/biblioteca_file/Pezzini%20Mario.%20Cultivating%20regional%20development.pdf.

Republic of Turkey Ministry of Public Works and Settlement, "T.C. Bayındırlık ve İskan Bakanlığı Bölgesel Eşitsizlik, Yerel Kalkınma ve Rekabet Edilebilir Kentler Komisyonu Raporu", http://www.kentges.gov.tr/_dosyalar/sura_raporlari/kitap8.pdf, [11.08.2015].

Republic of Turkey Ministry of Development, "Bölgesel Gelişme Ulusal Stratejisi 2014-2023 'Daha Dengeli, Topyekun Kalkınma' Bölgesel Gelişme ve Yapısal Uyum Genel Müdürlüğü, Ağustos 2013, *Taslak*", http://www.oka.org.tr/Documents/BolgeselGelismeUlusalStratejisi(2014-2023).pdf [11.08.2015].

Tekeli, İ. (2011). Türkiye'de Bölgesel Eşitsizlik ve Bölge Planlama Yazıları (İkinci Basım), Tarih Vakfı Yurt Yayınları, İstanbul.

Tekeli, İ. (2013). "Türkiye'de Bölge Planlamanın Öyküsü ve Beşeri Coğrafyayla İlişkisi Üzerine", Beşeri Coğrafya Dergisi, 1 (1): 39-50. http://www.cd.org.tr/fc_images/file/ Beseri_Cografya_Dergisi/Makale_IlhanTekeli.pdf [13.08.2015].

Trakya Kalkınma Ajansı, "TR21 Trakya Bölgesi 2014-2023 Bölge Planı Taslağı",

http://www.trakyaka.org.tr/ uploads/docs/2014%20-%202023%20B%C3%96LGE%20PLANI%20TASLA%C4%9EI%20BASKI.pdf] Erişim Tarihi [12.09.2015].

UNESCO, "Operational guidelines for the implementation of the World Heritage Convention",

http://whc.unesco.org/archive/opguide12-en.pdf.

Zafer Kalkınma Ajansı, "TR33 Bölgesi 2014-2023 Bölge Planı", http://www.zafer.org.tr/jdownloads/Planlar/Blge%20PlanlarAe/zeka-tr33-bolge-plani-2014-2023.pdf [12.09.2015].