

# ADALYA



SUNA-İNAN KIRAÇ AKDENİZ MEDENİYETLERİ ARAŞTIRMA ENSTİTÜSÜ  
SUNA & İNAN KIRAÇ RESEARCH INSTITUTE ON MEDITERRANEAN CIVILIZATIONS

# ADALYA



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## ADALYA

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Suna - İnan KIRAÇ Akdeniz Medeniyetleri

Araştırma Enstitüsü Yıllık Dergisi

**Yönetim Yeri:** Barbaros Mh. Kocatepe Sk. No. 25

Kaleiçi 07100 Antalya Tel: +90 242 243 42 74

Faks: +90 242 243 80 13 E-posta: akmed@akmed.org.tr

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Abdullah Sokak No. 17

Taksim 34433 İstanbul

Tel: +90 212 244 75 21 Faks: +90 212 244 32 09

**Baskı:** MAS Matbaacılık A.Ş.

Hamidiye Mh. Soğuksu Cd. No: 3 Kağıthane - İstanbul

Tel: +90 212 294 10 00 info@masmat.com.tr Sertifika No: 12055

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## Yazışma Adresi / Mailing Address

Barbaros Mah. Kocatepe Sk. No. 25

Kaleiçi 07100 ANTALYA-TURKEY

Tel: +90 242 243 42 74 • Fax: +90 242 243 80 13

akmed@akmed.org.tr

www.akmed.org.tr

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# **Integrated Management Policies in Archaeological Sites and the Involvement of Local People: Proposals for the Ancient Olba Territorium, Mersin**

Nida NAYCI\*

## **Introduction**

Coastal areas have historically been highly settled regions since antiquity due to their geographical, strategic and economic advantages<sup>1</sup>. Since the dawn of early civilisation, humans have continually modified coastal regions and exploited its resources. However, the level of interference with the natural state of the land and water was low, due to limited technical and engineering capabilities. After the industrial revolution the scale of modifications to coastal areas dramatically escalated, as a result of the increase in urbanization and development of industrialized areas<sup>2</sup>. In recent years a significant number of conflicts between various sectors, including but not exclusive to industrial development, tourism, agriculture, transportation, leisure, holiday homes and urbanization, have caused the degradation of the natural and cultural resources of coastal regions<sup>3</sup>.

Sustainability and sustainable development have become the new paradigm through which international organizations operate during the late 20<sup>th</sup> century. This in turn has affected policies and methods implemented in the conservation and management of environmentally and culturally sensitive areas<sup>4</sup>. The report "Our Common Future" and the Rio Declaration adopted by the United Nations<sup>5</sup> were an important turning point in raising awareness of the need to find a balance between conservation and development, a balance necessary to ensure that valuable areas will continue to exist for future generations to appreciate. It also brought attention to the need to protect the natural and cultural resources of coastal areas against excessive urbanization, industrialization and tourism development projects. Beginning in the late 20<sup>th</sup> century, coastal areas have fallen under a special management policy area, in relation to environmental policies. The alarming vulnerability

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\* Dr. Nida Naycı, Mersin Üniversitesi, Mimarlık Fakültesi, Mimarlık Bölümü, Çiftlikköy Kampüsü, 33343 Mersin.  
E-mail: nidanayci@gmail.com

<sup>1</sup> Naycı - Şahin Güçhan 2006, 152.

<sup>2</sup> Kay - Alder 1999, 8.

<sup>3</sup> Naycı 2009, 83.

<sup>4</sup> Kay - Alder 1999, 12.

<sup>5</sup> Brundtland Report, "Our Common Future" (U.N., 1987): <http://www.un-documents.net/ocf-ov.htm#I.1>

of coastal areas to the rising sea-levels due to climate change<sup>6</sup> combined with the predictions of a population explosion along coastal areas<sup>7</sup> drew attention to the lack of sustainability in these particular environments. "Poorly planned mass tourism" is the main culprit posing a threat to the rich and unique natural cultural heritage of the Mediterranean coastal areas<sup>8</sup>. This potential ruin of the remaining coastal resources has raised awareness for the need for an "integrated" conservation in policy making. As a result, intergovernmental organizations have discussed the operating principles of conservation and management of coastal resources, with an emphasis on local cultural and social values<sup>9</sup>.

The term "cultural heritage" evolved from defining a single asset to defining cultural landscape areas and includes both tangible (physical) and the intangible value of local communities, including their cultural knowledge. While the definition of what constitutes conservation value is broadening, policies regarding what and how the value must be conserved becomes more complex when taking into account the severity of both human and environmental threats. In addition to changing how to define what entails conservation value, related tools and techniques are also changing. According to Duru<sup>10</sup>, this is the influence and result of the evolution of "governance" methods amongst the public administration sciences, which has spread worldwide. Recent developments brought to light the significance of "locality" and "local community" in the decision-making process of planning conservation programmes<sup>11</sup>. The focus of the Rio Declaration on Environment and Development<sup>12</sup> was to raise public awareness and participation of interest groups, which are classified as "local governments and administrations, NGOs, local people or users affected from the plan". After that, participatory models find ways to include local people as well as their expectations in the planning process<sup>13</sup>. These developments also affected planning and management strategies for heritage sites. Starting with natural heritage conservation areas, rational planning models for protected areas have shifted towards a more community-based, participatory and adaptive style (Tab. 1). Involvement in the development of environmental management strategies by local people living in the protected areas is emphasized through them contributing their knowledge of local traditional practices<sup>14</sup>.

<sup>6</sup> Kadioğlu 2001, 274.

<sup>7</sup> According to estimates, the world's present population along coastal areas is equal to that of the entire global population of the 1950s. The number of people living in coastal zones is projected to increase in the future, resulting in dense urbanisation (Kay - Alder 1999, 21).

<sup>8</sup> Recommendation 1630- Erosion of Mediterranean Coastline: Implications for Tourism (CE, 2003).

<sup>9</sup> The conservation of coastal cultural heritage is mentioned in the "European Code of Conduct for Coastal Zones" as "Scale of activities should be appropriate in relation to natural, cultural and physical characteristics of surrounding areas and should ensure preservation of coastal cultural heritage" (CE, 1999).

<sup>10</sup> Duru 2001, 330.

<sup>11</sup> Şengül 2007, 88.

<sup>12</sup> Principle 10 (U.N. 1992): <http://www.unep.org/Documents.Multilingual/Default.Print.asp?documentid=78&articleid=1163>.

<sup>13</sup> Ersoy 2007, 163.

<sup>14</sup> "States should recognize and support their identity, culture, interests and enable their effective participation in achievement of sustainable development"; Principle 22, Rio Declaration, op.cit. n. 12.



As it was; protected areas were...	As it is becoming, protected areas are...
Planned and managed against people	Run with, for and, in some cases, by local people
Run by central government	Run by many partners
Set aside for conservation	Run also with social and economic objectives
Managed without regarding local community	Managed to help meet needs of local people
Developed separately	Planned as part of national, regional and international systems
Managed as "islands"	Developed as networks
Established mainly for scenic protection	Established for scientific, economic, cultural reasons
Managed mainly for visitors and tourists	Managed with local people more in mind
Managed reactively in short timescale	Managed adaptively for long-term perspective
About protection	Also about restoration and rehabilitation
Viewed primarily as a national asset	Viewed also as a community asset
Viewed exclusively as a national concern	Viewed also as an international concern

Tab. 1 New paradigms for nature conservation areas (Source: Phillips 2002).

Along with the revisions to natural environmental policies, the importance of public participation in the decision-making process for cultural heritage areas is pointed out in the Burra Charter: "Conservation, interpretation and management of a place should provide participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place"<sup>15</sup>. A similar attitude has been adopted in the archaeological heritage areas since it is considered elemental in order to better understand humanity's relation with the natural environment<sup>16</sup>. Integration of archaeological assets into the conservation planning policies and achieving "*integrated conservation policies*" are referenced by a number of international organisations<sup>17</sup>.

Therefore, archaeological assets are not only valuable assets to be protected, but also intangible cultural assets that are valuable tools to understand the historic relationship of humankind and nature. This significant information should be implemented in future environmental and regional planning programmes. Archaeological sites located along coastal areas are a significant part of the value of the local cultural landscape and contain precious information about traditional uses of coastal resources. These valuable assets are located in high-risk areas because of both coastal erosion and human activity. Therefore, it is vital to develop an "integrated" conservation and management strategy for these sites by taking into consideration the wealth of informational value, which can be utilized by coastal planners, decision-makers and heritage managers to plan for these areas in a more sustainable manner. The term "integrated," emphasized in the expressions "integrated conservation" and "integrated management" and which, as previously stated, were used in

<sup>15</sup> Article 12, ICOMOS (Australia, 1999): <http://australia.icomos.org/publications/charters/>.

<sup>16</sup> European Convention on the Protection of the Archaeological Heritage (CE, 1992): <http://conventions.coe.int/Treaty/en/Treaties/html/143.htm>.

<sup>17</sup> Conclusions of the Colloquy on Archaeology and Planning (CE, 1984); Recommendation R(89)5 on Protection and Enhancement of the Archaeological Heritage in the Context of Town and Country Planning Operations (CE, 1989); International Charter for Archaeological Heritage Management (ICOMOS, 1990); European Convention on the Protection of the Archaeological Heritage (CE, 1992).

a number of international publications, gains consequence within the management field. The use of “integrated” refers to the efforts to bring together various parts and disparate elements into a single management system<sup>18</sup>. For this reason achieving integrated conservation and management styles for archaeological sites has become important for heritage managers.

Turkey currently possesses a number of diverse archaeological sites, varying from single buildings to settlement remains, which constitute a significant portion of historical and cultural richness along the Mediterranean coastline. Some sites have been continuously settled, which provides a substantial cultural diversity to the areas. With its abundance of cultural and historical resources, Turkey’s coastal archaeological sites currently face very complex problems. Due to the combined effects of environmental and human threats as well as conservation planning-management conflicts, these coastal sites are eroding faster than the inland areas, which is leading to the irreversible physical degradation of these archaeological assets<sup>19</sup>.

In light of such evaluations, this article<sup>20</sup> aims to investigate in a legal context the value of the cultural landscapes and the management problems related to coastal archaeological sites located in Turkey’s natural and rural environments. This subject is limited to natural and rural environments since theoretical discussions related to “urban archaeology”, which developed over the last two decades, has produced its own set of political tactics, tools and techniques. Consequently, archaeological sites located in natural and rural environments, rather than urbanized areas, have been selected to be the subject of discussion in the course of this research. Therefore the focus will be on management values and problems of traditional communities still living within archaeological sites.

Research has been narrowed to a specific case-study area - the Erdemli-Silifke coastal region known as the *Olba Territorium* in ancient times. This was selected to be the case-study area because it possesses one of the largest and richest coastal archaeological sections in the Mediterranean region. The numerous ancient sites located in this region provides dense and diverse archaeological information, including the integration of the natural environment to the traditional value of the existing rural settlements (Fig. 1). However, this distinct and important region is exposed to severe development pressures that arise from conflicts primarily among the conservation, tourism and agriculture sectors. These historical areas will be under considerably more threat in the near future because of the continuing division of the legislative and administrative bodies. Very few recent studies have been performed along Turkey’s coastal area because of management problems regarding the protected areas. Studies are generally conducted in Specially Protected Areas (hereafter SPA) through the efforts of the SPA Agency<sup>21</sup>. Focusing on archaeological sites, this

<sup>18</sup> Kay - Alder 1999, 50.

<sup>19</sup> Naycı - Şahin Güçhan 2006, 154.

<sup>20</sup> This paper is mainly based on an unpublished PhD thesis; Naycı 2010. The author would like to express her gratitude to the thesis advisor, Assoc. Prof. Dr. N. Şahin Güçhan for her invaluable contributions and the Suna-İnan Kiraç Research Institute on Mediterranean Civilizations (AKMED) for its support during this research study.

<sup>21</sup> Some of these studies were conducted in Kaş-Kekova SPA; Datça-Bozburun SPA; Fethiye-Göcek SPA in 2010 by an agency of the SPA, which focused on socio-economic surveys and cultural heritage of settlements including rural components (T.C. Çevre ve Orman Bakanlığı, 2010).



paper discusses the contribution of archaeological assets in relation to cultural landscape values of coastal areas and provides in-depth evaluations of the management problems of archaeological sites. Based on insights gained from case studies, principles to achieve integrated management policies for coastal archaeological environments are proposed along the same lines of the paradigms produced by international bodies. The discussions and proposals of this article are chiefly focused on the integration of interest groups, especially local people living within archaeological sites, into the decision-making process in order to achieve sustainability and develop suitable management strategies.

## 1. Research Content and Methodology

The integration of interest groups into the decision-making process to achieve “integrated conservation and management” principles for archaeological sites is accomplished in two stages. In the first stage a historical-interpretive research method is implemented, through which the creation of national policies is reviewed in order to better understand the evolution of current legislative strategies. The evaluation not only of previous challenges and constraints but also potentials will help to develop more concrete current and future ones. The second stage includes case studies by which theoretical discussions of the first stage are tested through a representative example. The results of the case studies will help to understand previous and current practice that goes into shaping national policies. Assessments of the results of the case studies are presented as “cultural landscape values” of archaeological sites that should be utilized as “potential” for future policies, and “problems” should be evaluated as “constraints” to be overcome through integrated management principles. Since the focus of this article is the integration of interest groups and local people in the decision-making process regarding archaeological sites, the content of the case results is limited to these subjects.

Case studies of the Erdemli-Silifke coastal region (the *Olba Territorium*) include the collection of general information related to the general characteristics of the region such as environmental, geographical and archaeological information; traditional characteristics and current condition of rural settlements in relation to the archaeological sites; current land-use data; and the legislative framework under which it is controlled. In addition to the chronological development of protected sites, the administrative status of current settlements as well as the planning and management studies that have been carried out were surveyed. Integrated evaluations on similarities and differences of values and problems within the region during territorial analysis provided identification of site survey locations and interest groups to be studied in detail during follow-up phases of the research.

To support the research for territorial analysis in the region, three complementary multi-site surveys were conducted, including literature-archive, field and social surveys (Tab. 2).

Phase	Methodology	Source of Information	Content
I	Literature Survey	Literature survey, excavation and survey reports (MoCT) Local newspaper <i>Yeni Mersin</i>	Historical development Archaeological, natural and rural characteristics Sector information (tourism and agriculture) Archaeological survey and excavation results
II	Archive Survey	MoSPW; MoEF Adana RCC Mersin Museum Silifke Museum Municipalities Mersin PLA	Territorial development plans Designation status and boundaries of protected site, Adana RCC's decisions Illegal constructions and other problems Conservation and development plans Conservation programmes and restoration studies Base maps for settlement locations
III	Site Survey	In-situ observations	Identification of archaeological, rural values Problems and threats
IV	Social Survey	In-depth interviews with Mersin Prov. local admin.; municipalities, headmen Social questionnaire & group interviews with local people Social questionnaire for visitors Oral histories	Planning conditions in rural environments, conservation programmes for archaeological sites Planning and management content, experience, problems Socio-economical profiles; state of awareness; problems, future expectations and visions Past events and collective memorial issues related to archaeological assets

Tab. 2 Research methodology for Erdemli-Silifke Coastal Region (the Olba Territorium)

Selection of the locations for multi-site surveys were based on the characteristic of archaeological sites that would best reflect the region's rich history and integration of the traditional values of rural settlements. The second criterion in selection of the sites was its location along the region's historic routes, in order to better understand historic coastal-hinterland and urban-rural settlement relationships. The number of sites to be surveyed was decided so as to understand more fully the variety of problems faced throughout the region. One of the problems is that a conflict of interest exists between the tourism and agriculture sectors' regard for archaeological sites. Another is the legal problems resulting from differences in planning-management experience, administrative status and conservation studies. Based on these criteria, sites along the region's main historical routes (see section 4.1) were selected for detailed site surveys. The first historic route is the Korykos (Kızıkalesi)-Olba-Diocaesaria (Uzuncaburç) route, which includes such archaeological sites as Adamkayalar, Hüseyinler, Canbazlı and Olba-Ura (Uğuralanı). This was the most historically important route of the *Olba Territorium* and comprised a high number of significant archaeological remains. Because of its archaeological magnificence, it is currently one of the most famous tourist routes in the region. Analysis of this route provides comparisons between the region's coastal and hinterland regions. Two other historic routes were



selected for site analysis: Porto Calamie (Narlıkuyu)-Korykon-Antron (Cennet-Cehennem), Elauissa-Sebaste (Ayaş)-Çatıören and Kanytelleis (Kanlıdivane)-Akkale. These were studied in detail in order to comprehend fully development pressures and management problems (Fig. 1). Variety in site studies provided a comparative analysis of the region during discussions because of combined representation of the cultural landscape values of archaeological sites as well as their management problems.

The social survey phase of the research was carried out in two complementary research methods: 1) qualitative research that included in-depth, focus group interviews and oral history studies and 2) quantitative research that included social surveys of the local people living in the Uzuncaburç, Kızılkalesi and Ayaş municipal areas as well as local tourist groups and visitors in Cennet-Cehennem, Kızılkalesi and Ayaş. Social survey locations for the local people were designed to discover some of the similarities and differences between the communities of the coastal and inland (hinterland) areas, what levels of conservation planning did they experience and which economical resources (i.e., tourism and agriculture) did they rely upon. Information related to local residents was gathered through structured questionnaires so that the results would reflect several things: their socio-economic status; state of awareness regarding the value of the archaeological sites in which they lived; conflicts and problems that arise from living within a designated area; and finally their expectations and visions for the future<sup>22</sup>. Similar information was gathered for the rest of the site survey locations through in-depth interviews with headmen and municipal leaders who functioned as representatives of the local people<sup>23</sup>. Another source of information was official records reviewed during the archive survey that would help to understand the issues surrounding the planning and management problems of the archaeological sites. Information gathered from the various sources during the course of the surveys was brought together through the medium of the GIS software programme<sup>24</sup>, which was utilized during the evaluation and assessment phases of the study. Due to the limitations of this article, only some results can be included. Information gathered during the historical research and *in situ* observations is evaluated to determine the cultural landscape values of the archaeological sites. The complementary evaluation of *in situ* observations, social and archive surveys are presented to provide an understanding of legal and administrative problems in the region. They also provide insight into the problems and expectations of local people living in protected sites.

<sup>22</sup> The social surveys of the local people included 119 people from Kızılkalesi, 112 people from Ayaş (Merdivenlikuyu and Yemişkumu neighborhoods) and 112 people from Uzuncaburç who were interviewed (selection was based on a random sampling method). The number of selected samples represents a majority of the people living within the protected area. The social surveys of visitors included 100 people in Kızılkalesi, 100 people in Ayaş-Merdivenlikuyu and 150 people in Cennet-Cehennem. The archaeological sites were selected based on a random sampling method. This visitor profile represents dense use (weekend) of high season (July-August) tourism activities in the region.

<sup>23</sup> In-depth interviews with the headmen of Hüseyinler and Canbazlı were conducted on 10 October 2008 and a headman of Ayaş (Merdivenlikuyu) on 8 August 8 2008. In-depth interviews with municipal representatives were conducted in Kızılkalesi on 14 August 2008; in Ayaş on 15 August 2008; in Uzuncaburç on 16 August 2008 and in Narlıkuyu on 11 October 2008

<sup>24</sup> The Arc.Map 9.2 program was utilized for computer-based analysis applications. GIS analyses were conducted in the GIS Laboratory of Faculty of Architecture, METU during the research phase of my PhD study.



## 2. State Policies and Public Attitudes Regarding Archaeological Sites in Turkey

Since the 1970s, conservation policies implemented through international bodies (some of which are discussed in the introduction of the paper) started to effect Turkey's state policies. An important factor was the increase in the number of international conventions in which Turkey participated<sup>25</sup> followed by the efforts of institutions to adapt international concepts and strategies towards the development of domestic regulations. However, Turkey's legislative experience regarding related policy making is quite a bit older than this forty-year period, since some policies regarding the conservation of archaeological assets date back to the Ottoman period<sup>26</sup>.

Policies are categorized by Kay and Alder as "public policy", which includes laws and legislations defined by the State and "non-public policy," which includes attitudes of community groups, non-governmental organizations and private businesses<sup>27</sup>. Public attitudes define social behaviors as well as interest and/or neglect of a community in relation to state policies. Thus, attitudes towards archaeological assets in a community should be discussed under two themes: "state policy" and "public attitudes". Since the aim of this paper is to discuss the integration of interest groups and local people into the decision-making process regarding archaeological sites, historic public attitudes towards archaeological assets in relation to state policies are evaluated in this section. One of the policy issues is the relationship of rural people to the archaeological sites. It is one of the oldest problems in Turkey, beginning from the Ottoman period to present, and prompts the question: *"Have archaeological sites survived up to the present because of the local people that reside within them, or have these local communities caused the ruin of the archaeological remains?"* This question has been asked since travellers began to visit these sites, especially during the 18<sup>th</sup> and 19<sup>th</sup> centuries. The general public's attitudes during this period can be gleaned from official documents gathered from state and local authorities as well as from writings of travelers. Foreign travelers often observed and documented subject matter related to the Ottoman state as well as the economic, political and social structure of society. This type of information source is often subjective since it is based on personal observations. However, integrating several sources together, general opinions on public behavior can be acquired from the notes and diaries of travellers and excavation leaders.

The public's attitude towards conservation during the Ottoman period can be grouped into two phases: before, with the lucrative trade in Anatolian antiquities in the 18<sup>th</sup> century, and after, with the start of archaeological excavations and research. Ottoman society's general attitude towards archaeological assets was simply "reusable material and stone quarry" during the first phase<sup>28</sup>. Ancient ruins that had no practical value were neglected and left untouched. The reuse of ancient building materials without destroying them led to

<sup>25</sup> Turkey's participation in two important international conventions, the UNESCO Convention of 1972 and the Amsterdam Declaration in 1975, brought about new approaches to national legislation.

<sup>26</sup> Şahin Güçhan - Kurul 2009, 19.

<sup>27</sup> Kay - Alder 1999, 112.

<sup>28</sup> According to Chandler, the important Seljuk monuments of Ayasuluk (Selçuk) were constructed with stones brought from Ephesus (Chandler 1971, 78). Texier states that ruins of Hadriani, located in Bursa Orhaneli, were thrown away by the land owners while farming. Beautiful cornices and column drums stood like a hill by citadel walls (Texier 2002, 248). James Dallaway, who visited İzmir in 1795, stated that the seating blocks of an ancient theater were used in the construction of a khan (Pinar 1994, 95).



their preservation<sup>29</sup>. According to Eyice, the first museological movement in Anatolia goes back to the Seljuk period, when ancient ornate building materials were used on the citadel walls of cities<sup>30</sup>. The increase in the destruction of ancient sites in Anatolia began with the increase in interest and trade in antiquities starting after the 18<sup>th</sup> century. The public attitude towards ancient sites changed after it became common for foreigners, travelers, merchants and excavation leaders to remove valuable antiquities. Consequently, the trade in antiquities became a financial activity, and the public considered ancient sites as economic resources. This led to the increased damage of ancient sites, examples of which are cited in the notes of several travellers<sup>31</sup>. As a result, the number of illegal excavations and trade of in antiquities increased and spread throughout the local communities. The Ottoman state tried to regulate through legislation the conflicts that occurred between the state, foreign excavation groups and land-owners who owned the areas being excavated. The first conflict that arose between the state and an excavation group concerned who would own the excavated property. A second conflict occurred as a result of a dispute over an owner's land right and the conservation of archaeological assets. As the head of State Museum (*Müze-i Hümayun*), Osman Hamdi Bey put great effort into the conservation of archaeological assets. He banned the sharing of archaeological findings and forbade the exportation of excavated assets under the *III. Asarı Atika Nizamnamesi*<sup>32</sup> (1884) ruling. Moreover, it was stated that landowners with archaeological assets on their property had no right to destroy or remove them<sup>33</sup>.

Osman Hamdi Bey's efforts and contributions to the conservation of archaeological assets during the Ottoman Period were passed on to the government of the Republic of Turkey<sup>34</sup>. This period was significant in the development of new dimensions and approaches in archaeological surveys. The surveys became an important research tool for the *National History Thesis*, which aimed to link the "roots" of Turkish history to Anatolia's pre-Ottoman period<sup>35</sup>. Hamit Zübeyr Koşay and Remzi Oğuz Arık, who were prominent researchers during the time of the newly founded Turkish republic, developed ethno-archaeological studies in Anatolia that connected archaeological research and the ethnographic data collected from nearby villages. Hamit Zübeyr Koşay noticed similarities between the archaeological records and the ethnographic data he observed in nearby villages during his studies in the Anatolian region<sup>36</sup>. Remzi Oğuz Arık co-directed the first

<sup>29</sup> The traditional houses in Sığacık utilized the ancient ruins of Teos, Texier stated as "several inscription panels that belong to ancient Teos are preserved by staying on walls of the Sığacık settlement" (Ibid., 239).

<sup>30</sup> Madran 2002, 30.

<sup>31</sup> The temple at Aizanoi (Çavdarhisar), one of rarest Greco-Roman temples built on a Phrygian temple, was destroyed by the local people who believed that there was gold hidden in column drums (Texier 2002, 197). Similarly, J. T. Wood expressed in his memoirs that it was a common belief among members of Ottoman society that there were treasures hidden inside wells or marble sculptures. With a desire to find these treasures, they broke the sculptures (Wood 1975, 33).

<sup>32</sup> Asarı Atika Nizamnamesi 1299.

<sup>33</sup> Activities related to ruining, destroying, open-lime quarrying or any other kind of building activity, reusing ruined stones, re-utilizing remains for other uses such as creating a house, a storage shed or a barn were banned within the areas close to archaeological assets (Asarı Atika Nizamnamesi 1301, articles 4-5).

<sup>34</sup> The final Ottoman legislation was adopted in 1906 (IV. Asarı Atika Nizamnamesi) and was used until 1973 (Naycı Şahin - Kurul 2009).

<sup>35</sup> Altınyıldız 2007, 288; Redford 2007, 246.

<sup>36</sup> Takaoğlu 2004, 17.



excavation of Alacahöyük, during when he linked research between Alacahöyük to the nearby Turkish village<sup>37</sup>. Archaeological research conducted after the 1930s was significant in that it led to the recognition and integration of socio-cultural values and to establishing similarities of the local people living in rural environments within an archaeological setting. Despite the local people being recognized as having intrinsic value, they were not integrated into the process of conservation policies. However, their recognition was the initial step in the understanding of the multi-layered characteristics of rural life in Anatolia since ancient times.

After the 1980s Turkey began an enlightened period in conservation practice, including the development of cultural, archaeological and natural environments. Most of the legislation prepared during this period still constitutes the basis of current legislation. The adoption of the Conservation Act no 2863<sup>38</sup> in 1983 was an important turning point, from which the conceptual framework of conservation has been broadened from “artifacts and monuments” to “cultural and natural assets”. The term “Conservation Site”<sup>39</sup>, which was classified “Archaeological, Natural, Historic, Urban and Urban-Archaeological Site”, was introduced for the first time.

Archeological sites are classified into three sub-categories based on usage and types of activities that take place in each zone<sup>40</sup>. On I. Degree Archaeological Sites, which are fully protected zones, all types of activity are forbidden except scientific studies for conservation purposes. On II. Degree Archaeological Sites only simple repairs on unregistered buildings are permitted, while detailed conditions regarding content of interventions are defined by the Regional Conservation Councils. On III. Degree Archaeological Sites new arrangements for development purposes can be conducted according to the conservation-use balance, which is determined by the Regional Conservation Councils. In practice, the designation of I., II. and III. Degree Archaeological and Natural Site statuses are generally applied together, since II. and III. Degrees can be used to provide buffer zones around the strictly protected zone as well as a transition between conservation and development zones.

In order to plan development conditions within conservation sites, a specific planning tool called “Conservation and Development Plans” (hereafter CDPs) was introduced to achieve the integration of conservation sites into the town and country planning through a specific planning tool rather than using the development plans of previous eras. Providing conservation-use balance to a protected area by enforcing bans can give rise to conflicts between the rights of landowners and the inherent vulnerability of the archaeological site. As previously mentioned, this is one of the oldest issues regarding archaeological sites since the Ottoman period. “Expropriation and Exchanges” are the main legislative tools used to deal with problematic private ownership issues in I. and II. Degree archaeological

<sup>37</sup> Redford 2007, 246.

<sup>38</sup> The Act no 2863 - Conservation Act on Cultural and Natural Assets (OG: 23.07.1983/18113).

<sup>39</sup> “Conservation Site” is defined as “Being traces of various civilisations from pre-historic eras onwards reflecting social, economic, architectural aspects of their historical periods; urban areas and remains and the places subjected to social lives where immobile cultural assets are densely found or where significant historical events have occurred” (Act no 2863: article 3/3).

<sup>40</sup> Ministry of Culture and Tourism, High Council; Principle Decision No: 5.11.1999/658 archaeological sites, Protection and Development Principles.

sites<sup>41</sup>. During this period the introduction of new interest groups into the decision-making process and the “decentralization” of planning and administrative control mechanisms, which affected archaeological sites, also took place. From then on CDPs are to be prepared by the local municipalities and approved by the Regional Councils of Conservation for Cultural and Natural Assets<sup>42</sup> on a local level.

Another important state policy developed during this period was the nature conservation policies. New definitions and designation status for nature preserves were introduced resulting in the integration of archaeological assets into the designated criteria of national parks, Specially Protected Areas (SPAs) or “sensitive areas” that should be evaluated during environmental impact assessments during the preparation period of development projects<sup>43</sup>. With numerous legislative and administrative changes during this period, Turkey faced seriously fragmented planning and management of conservation sites because the number of authorities responsible for the development and conservation of designated areas added up to a complex situation<sup>44</sup>. Local authorities added to this already fragmented situation, which resulted in inconsistency among each planning party. The situation was much more complex for coastal areas, where conservation unity and planning integrity was almost nonexistent.

In order to mitigate administrative conflicts for conservation sites and to minimize difficulties experienced in enforcing Act no. 2863, some changes were made through the Conservation Amendment Act no. 5226<sup>45</sup> passed in 2004. In addition to new planning and management tools, the “Site Plans”<sup>46</sup> for archaeological sites and the “Site Management Plan” (hereafter SMP) for conservation sites were introduced<sup>47</sup>. Since the aim of the SMPs is to coordinate the fragmented authorities responsible for planning and management at the local and central levels, a conflict still remained because it juxtaposed national parks and SPAs, which are also defined as specially planned and managed areas by other central institutions.

Several small rural settlements exist within coastal archaeological and natural sites that economically depend on their traditional lifestyles. Administrative conflicts, due to the juxtaposition of various legal statuses, caused long delays in the planning and management of research studies without providing solutions for conservation-development needs<sup>48</sup>. This caused severe problems, especially for local people, because they are required to obey all prohibitions laws and policies regarding natural, ecological and archaeological

<sup>41</sup> Act no 2863: article 15.

<sup>42</sup> Revised as “Regional Councils of Conservation for Cultural Assets” with legislative changes in 2011.

<sup>43</sup> Three important acts of legislation affected archaeological resources: Act no 2872-Environment Act (OG:11.8.1983/18132); Act no 2873-National Parks Act (OG:11.8.1983/18132); The Council of Ministers’ Decree for the Establishment of an Agency for Specially Protected Areas (OG: 13.11.1989: 20341).

<sup>44</sup> The Ministry of Culture and Tourism and the Ministry of Environment and Forestry were responsible for National Parks and SPAs at the central level; Municipalities and Governorships were responsible for planning Conservation Sites. The Ministry of Public Works and Settlements defined the planning conditions for the shorelines of coastal areas, town and country settlements.

<sup>45</sup> Act no 5226 (OG:14.07.2004).

<sup>46</sup> The aim and content of “Site Plans” is “to open them for visitors preserving their archaeological assets in a controlled manner” (Act no 2863/5226: article 3/a: 9).

<sup>47</sup> Regulation on Foundation and Duties of Site Management and Monument Councils and Condition and Principles related to the Establishment of Management Areas (OG: 27.11.2005/26006).

<sup>48</sup> Tunçer 2007, 202.



conservation. Although the public involvement and participation of special interest groups in the planning process of protected areas has become a major aim in Turkey through recent legislation, there are several problems and conflicts related to the implementation of these principles in practice. Policies based on sector development, especially along coastal areas where policies affecting different constituencies, especially tourism, are strongly enforced, still outweigh conservation issues and concerns for the living conditions of local people on conservation sites and protected areas. Moreover, local people living in coastal villages and rural areas cannot compete with the big investment in mass tourism, which contributes to the loss of traditional resources and lifestyles. Although the definition of “intangible values” was introduced within the content and definition of cultural assets<sup>49</sup>, the integration and utilisation of this valuable local/traditional knowledge in protected areas is still missing in current legislation and gives rise to gaps in enforcement and implementation.

### 3. Evaluations: Cultural Landscape Values And Management Problems of the Olba *Territorium* Archaeological Sites

The aim of this section is to show the results of the case studies. First, the contributions of archaeological assets to the cultural landscape in a historical light are discussed so as to interpret these historical and cultural values as potential tools for sustainable development and integrated management strategies. Second, the development influence on these values is displayed to discuss generative terms, which stem from problems within Turkey’s legislative and administrative bodies.

#### 3.1 Historical Background of the Region

Since ancient times, the territory between the Lamos (Limonlu) and Kalykadnos Rivers (Göksu) has been named the *Olba Territorium*. Historically located within the boundaries of Rough Cilicia (Cilicia Tracheia)<sup>50</sup>, it was governed politically and economically as a unified settlement. The region housed important civilizations throughout history due to its rich and diverse natural resources as well as its location along important networks within the Mediterranean basin. The existence of naturally protected ports, the export of forestry products obtained from the Taurus Mountains and self-sufficient agricultural activities generated in the hinterlands gave rise to community development in the region beginning from its colonization after the 7<sup>th</sup> century B.C.<sup>51</sup> The earliest physical traces and archaeological evidence in the region are dated as far back as the 3<sup>rd</sup> century B.C.<sup>52</sup>; however, it was settled during previous periods as well. According to Durugönül<sup>53</sup>, the use of stone material in construction began during the Hellenistic Period. Ancient sources prove that the production and trade of olive oil and wine were important throughout the

<sup>49</sup> Act No 2863/5226, article 3.

<sup>50</sup> The name Cilicia is spelled first in Hittite inscriptions as *Chalaka* during the 16<sup>th</sup> century B.C. Cilicia is divided into two geographical parts: Rough Cilicia from Korakesion (Alanya) to Soloi-Pompeiopolis; and Plain Cilicia (Cilicia Pedias) from Soloi to Alexandria ad Issum (Iskenderun) (Durugönül 2005, 28).

<sup>51</sup> Mackay 1968; Aydınoğlu 1998 139; Sayar 2005, 14.

<sup>52</sup> During this period, control of the lands between the Kalykadnos (Göksu) and Lamos (Limonlu) Rivers were given to a local Teukrid Kingdom, a type of priest-kingdom system that controlled the region (Durugönül 2005, 29).

<sup>53</sup> Ibid., 28.

Aegean and Mediterranean basins since the Bronze Age<sup>54</sup>. Throughout antiquity olives, grapes and wheat were important agricultural products in the Olba region<sup>55</sup>. Beginning from early times, the inland settlements had rural characteristics since the economy of the region mainly depended on agriculture. The cultivation of olive trees and vineyards on agricultural terraces necessitated the development of industrial areas for olive oil and wine production as fundamental components of ancient rural settlements. Products from the Taurus Mountains were transported to the ports located at coastal areas along various roads, which connected the region through a well-organized network (Fig. 2).

Rough Cilicia was incorporated into the Roman Empire and became one of its provinces after AD 72 during the time of Emperor Vespasian. Due to the political stability after this period, settlement activities in the region accelerated<sup>56</sup>. The Roman Empire contributed to the construction of public buildings and to the development of an infrastructure with road and water systems, all built to the high level of Roman engineering skills<sup>57</sup>. The Olba region's historic routes, which were perhaps initiated during the Hellenistic period, were more fully developed during the Roman era. Most of these routes were centered on Olba (Uğurlanı) and Olba Diocaeseria<sup>58</sup>. The stable political condition during the Roman era also allowed settlements to spread out from introverted citadel-settlements into more extroverted and dispersed settlement units. As a result, Villa Rusticae<sup>59</sup> played an important role in the agricultural organization of rural settlements by replacing the Hellenistic towers that previously held this central role<sup>60</sup>. Therefore, the region's administrative and political unity for integrated planning resulted from the road and water systems. Occupational patterns of ancient settlements within the *Olba Territorium* during the Hellenistic and Roman periods depended on two main aspects: economic relationships between coastal-inland and urban-rural settlements.

During the Hellenistic and Imperial eras, the region's settlement and architectural characteristics continued to survive with very slight differences. However, in Late Antiquity many characteristics changed significantly due to religious and economic changes in the region<sup>61</sup>. At the start of the Byzantine period, the development of new settlements in the region decreased. Instead, pre-existing settlements were revitalized, which caused a change of form and function. The previously robust agricultural activity of earlier eras, which was supported by infrastructural developments such as channels for water, decreased as well.

<sup>54</sup> Diler 1993, 505.

<sup>55</sup> Aydınöğlu 1998a, 64.

<sup>56</sup> Sayar 2005, 25.

<sup>57</sup> Durugönül 2005, 44.

<sup>58</sup> Coastal settlements that had routes leading inland were Korasion, Narlıkuyu-Korykon, Korykos, Elauissa-Sebaste, Akkale and Limonlu. The Seleukia (Silifke)-Claudipolis (Mut) route was the main access route, which is still being used today (Aydınöğlu 1998a, 139 vd).

<sup>59</sup> As a Latin word, Villa Rusticae means "rural residential structures designed for agricultural activities" (Aydınöğlu 1998b, 24).

<sup>60</sup> Products from the Villa Rusticae were transported to the main urban settlements, so there had to be good knowledge of the road network system in the region (Aydınöğlu 1998b, 25). Remarkable examples of Villa-Rusticae can be seen in Üçayak, Gökkale, Keşlitürkmenli, Karakabaklı and Olba today.

<sup>61</sup> Durugönül 2005, 51.



After the establishment of Constantinople as the empire's capital city in the 4<sup>th</sup> century A.D., the economic activity of the Cilician port towns shifted towards the Black Sea and Marmara regions<sup>62</sup>. Later warfare and violence amongst the Byzantines, Arabians, Armenians and Turks between the 6<sup>th</sup> and 15<sup>th</sup> centuries led to the region's economic decline. This caused people to migrate resulting in further economic and commercial loss as well as unstable governmental conditions<sup>63</sup>. When Turkmen groups started to resettle the region during the Middle Ages, most of the settlements, such as Kanytelleis, had been abandoned by the former residents due to instability in the region<sup>64</sup>. According to Koca, some of these Turkmen groups settled in the Erdemli and Silifke region during the Anatolian Seljukian period<sup>65</sup>.

The Erdemli region was conquered by the Ottomans in 1448, while Silifke was conquered in 1473<sup>66</sup>. When the Ottomans gained control of the region, they instituted political arrangements to make the Turkmen settlements into standard towns. Some of today's villages are named after those Turkmen tribes such as Ayaş, Tırtar, Elvanlı and Kızılin<sup>67</sup>. The historical development of the Erdemli-Silifke coastal region, the *Olba Territorium*, can be traced through the remains of ancient eras found in archaeological settlements. These eras include the Hellenistic, Roman, Byzantine and later medieval eras, as well as traditional rural settlements that developed after the 18<sup>th</sup> century.

### 3.2 The Integration of archaeological sites within their Natural and Rural Environment

Detailed studies conducted on the historic *Olba Territorium* show that the region has a diverse and dense amount of archaeological value that merged with the natural and rural surroundings. The ancient settlers of the Olba region paid great attention to detail, and took into consideration the natural potential and limits of their environment when planning their settlements and structures. Considering all the advantages and disadvantages of its geological, topographical and climatic conditions, they left behind diverse and various remains and structures of settlements that illustrate the perfect integration of human workmanship within the natural environment. The utilization of bays to develop protected harbors; the remarkable number of necropolis areas located within the valley basins that include human reliefs carved into their rock façade; the utilization of small geological depressions as farmland within harsh topographical conditions; the large number of farmhouses and Villa Rusticae accompanied by olive-oil and wine production spaces carved into the rocky terrain; cisterns and water networks created to supply fresh water for their cities and agricultural lands utilizing the region's topographical advantages: these are just some of the examples of how the residents adapted to their to the region's natural environment<sup>68</sup>. Despite topographical and climatic limitations regarding agriculture, they managed to develop a rich economy based on the cultivation and trade of agricultural products.

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<sup>62</sup> Aydın 2005, 56.

<sup>63</sup> Ibid., 59; Koca 1994.

<sup>64</sup> Ceylan 2007, 256.

<sup>65</sup> Koca 1994, 194.

<sup>66</sup> Ibid., 194; Aydın 2005, 66.

<sup>67</sup> Koca 2005, 198.

<sup>68</sup> Naycı 2009.



In addition to the physical, practical and economic needs, they were also spiritually and religiously bound to nature. Similarities in socio-religious aspects, such as spiritual beliefs, myths or proverbs, persisted. The topographical boundaries - valleys or natural formations such as geological pits considered sacred - became important religious or cult areas. Many important religious monuments like temples, monasteries, churches and tomb structures were built in the region. Geological formations such as the geological pit at Kanytelleis (Kanlıdivane) and at Korykon-Antron (Cennet-Cehennem) are primary examples of such sacred places. Residents of Kanlıdivane used to believe that the Pit was sacred<sup>69</sup>. Symbolic values or superstitious beliefs developed by earlier peoples continued into later periods. Cennet-Cehennem is the most popular archaeological site attracting the highest number of visitors due to its symbolic meaning of "Heaven" and "Hell", the leading intangible values of the Islamic religion<sup>70</sup>.

Throughout the region during the 18<sup>th</sup> and 19<sup>th</sup> centuries the settlement process of Turkmen groups into permanent villages followed the traces and remains of ancient settlements. Ancient roads were used as the main routes by the new locals to reach their farmlands or to connect to villages even up until a few decades ago in Canbazlı, Kızıkalesi, Merdivenlikuyu, Kanlıdivane and Uzuncaburç. The remains of many Roman roads can still be seen today. The traditional houses of rural settlements were constructed using stone masonry. In addition to the region's geographical factors, one of the reasons that local people used stone masonry stems from the dense amount of archaeological remains. Today the reuse of ancient building stones can be observed in several traditionally constructed rural houses. Almost every traditional house was located next to an ancient cistern, since finding fresh water was still a problem during that period. Ancient agricultural terraces located within geologically depressed areas continued to be used for agricultural purposes especially for wheat cultivation, just as in ancient times. Although there are far fewer vineyards and olive trees when compared to the past, their cultivation still continues in some of the higher elevations of Uzuncaburç.

In summary, ancient settlements affected subsequent cultures in many ways including physical, architectural, socio-economic, religious and cultural aspects. Similarly, the existence of traditional rural settlements in the region provided conservation and sustainability of the archaeological remains. Therefore, the unity of archaeology within a rural environment has both advantages and disadvantages based on the natural surroundings (Fig. 3). The region not only exemplifies physical integration based on material needs and practical purposes, but also socio-cultural integration based on past experiences and knowledge passed down through the generations. Although the Turkmen are late settlers in the region, they continued to carry on traditions of past cultures, while adding their own distinctive cultural, social and economic characteristics (Fig. 4). They represent the transference of local knowledge and traditions based on both the socio-economic and socio-cultural aspects that are unique to this region. Taking into account all these different aspects, the history of Erdemli-Silifke's coastal region (the former *Olba Territorium*) must be defined as cultural landscape area<sup>71</sup> possessing:

<sup>69</sup> Oral history reserach in Kanlıdivane on 18 November 18 2008.

<sup>70</sup> A questionnaire for visitors in Cennet-Cehennem revealed that some of them came to Cennet-Cehennem to see "Heaven" and "Hell" rather than the archaeological content of the site.

<sup>71</sup> Cultural landscape area is defined by Council of Europe as "specific topographically delimited parts of landscape,

- *Integration values* created by contributions of various civilisations within a natural environment
- *Intangible values* are a result of collective memory and local knowledge possessed by local people
- *Conserved and homogenous tissue* covers a large geographical area and is created when similar lifestyles, physical and climatic conditions continue over an extended period of time
- *Continuity values* occur when cultural diversity and the layering of cultural assets are enriched by different cultures which have blended together and lasted over several generations
- *Economical and use values* result from continuing to live traditional rural lifestyles that participate in agricultural activities

### 3.2 Development Pressures

The cultural landscape value of the ancient *Olba Territorium's* archaeological assets is severely threatened by the combination of development pressure due to urbanization, tourism, agriculture and infrastructural expansion. One of leading the factors that led to the increase of urbanization in the region is population growth. The establishment of the Erdemli district in 1954 led to stabilization in the area. This in turn allowed for agricultural improvements along the coastal plains, which then caused an increase in the population of the area<sup>72</sup>. The second factor that accelerated the population increase in coastal towns was rise of tourism in the 1970s. As the population continued to grow along coastal areas, traditionally rural settlements located at significant archaeological sites such as Kızılkalesi, Ayaş, Narlıkuyu and Uzuncaburç, were administratively transformed, beginning in 1992, from a village status into a municipality. As a consequence, they became responsible for setting up development and conservation zones at the local level.

The development of rural coastal areas on existing ancient settlements faces many of the same dilemmas faced by traditional inland settlements. On one hand, the existence and active use of these settlements has prevented the total loss and destruction of the archaeological sites, which are spread over a wide geographical area. However, that people continue to live their everyday traditional lifestyles without restrictions can have a negative impact on their archeological value. The residents still tend to make use of the ancient remains, such as reusing stone material. In addition, simply digging in their gardens also puts underground archaeological assets at risk. Another negative rural development impact is the use of agricultural machinery. Since the 1990s, as the secondary housing and tourism sectors developed, the occupation of coastal plains with fertile farmlands (with I. and II. degree fertility) were replaced by mass construction. Thus agriculture shifted from the coastal plains towards upper elevations that had only a VII. degree agricultural productiv-

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formed by various combinations of human and natural agencies, which illustrate evolution of human society, its settlement and character in time and space and which have required socially and culturally recognized values at various territorial levels, because of the physical remains reflecting past land use and activities, skills or distinctive traditions, or depiction in literary and artistic works, or the fact that historic events took place there" Rec. No. (95) 9 Integrated Conservation of Cultural Landscape Areas as part of Landscape Policies (CE, 1995).

<sup>72</sup> Koca 1994, 99.



ity potential<sup>73</sup>. After the expansion of irrigation in the region, local people using dynamite and heavy machinery created additional agricultural lands. Unfortunately, this modernization of agriculture on such a large scale resulted in the destruction of various archaeological assets (Fig. 5).

The increase in population over the last twenty years created a need for a better regional infrastructure. The construction of highways and roads, marinas and hotels were the inevitable consequence of trying to meet the needs of the expanding tourism industry. In order to improve the region's agricultural capabilities, additional irrigation projects were developed. However, these developments have caused the degradation of archaeological sites. These problems aside, the main issue for designated archaeological sites is the illegal constructions. Such buildings are being built without permission from the proper authorities and/or against CDPs rulings.

As urban growth and development rates continue to rise, the number of illegal intrusions on to archaeological and natural sites has also increased. In addition to the current problems generated by development and human activities, the future development policies severely risk the region's archaeological and natural value. The future policies were structured around the two main economic sectors: tourism and agriculture. According to the Mersin-Karaman Planning Region Territorial Development Plan (hereafter TDP), the municipal population of Kızkalesi and Ayaş is projected to reach 30,000 by 2025<sup>74</sup>. This means that there will be more development pressures among the archaeological sites (Fig. 7). Theft and illegal excavations severely threaten the archaeological assets in the region since it is difficult to monitor such a large number of archaeological sites scattered across a sizeable geographical area. This is especially true for those sites in remote areas where a large number of visible ruins remain. These are more vulnerable to illegal excavations seeking ancient treasures. Such excavations were observed in the areas of Hıdırlıkale, Hüseyinler, Olba and the northern section of Korykos.

### 3.3 Legal and Administrative Problems

As previously mentioned, Turkey's legal and administrative conflicts are caused by the present legislative practices and management planning strategies. Based on the case studies, the management problems regarding archaeological sites can be summarized as follows:

#### *3.3.1 Problems related to the registration process: Lack of heritage definition regarding cultural landscape and rural heritage characteristics*

As observed in the Olba case, the ancient settlements possess evidence of ancient rural elements and farmlands located within their territories. These components define the value of the cultural landscape which reflects humanity's earlier use of the natural environment. However, there is no designated status for "cultural landscape areas" within Turkey's national legislation. Such areas are generally designated as Archaeological and Natural Sites. Conservation conditions as outlined in III. Degree Archaeological and Natural Site status are not sufficient; therefore these areas are vulnerable and can be easily split by new

<sup>73</sup> Koca 1994, 297-312.

<sup>74</sup> Mersin-Karaman TDP planning notes prepared by Ministry of Environment and Forestry in 2005 (T.C. Çevre ve Orman Bakanlığı 2005).

development zones. Thus a new designation status related to “cultural landscape areas” is required. Similar to ancient cultural landscape areas, there are not any heritage definitions regarding traditional rural characteristics. They are protected as an Immobile Cultural Asset or as an Urban Conservation Site. Traditional rural sites that were built based on the local environment and traditional farmlands should be defined as “rural landscape areas”.

### *3.3.2 Administrative fragmentation and lack of coordination among responsible authorities*

Since ancient times, the historic region of Olba has been planned and managed as a whole, taking into consideration its natural and topographical characteristics. However, the current administrative boundaries do not directly match the region’s topographical boundaries. This results in administrative fragmentation and management problems along coastal areas as well as in areas between the coast and hinterlands<sup>75</sup>. This fragmentation causes coordination problems. Collaboration among existing authorities both in the planning and managing stages is required. Although administrative control and monitoring processes are properly defined through legislation, illegal construction cannot be controlled in practice due to the difficulty in managing such a large geographical area as well as the lack of technical (i.e., information management), financial and human resources within local administrations and museums.

Despite the recent efforts to decentralize the planning and management authorities in heritage areas by shifting the responsibility to local administrations and municipalities, permission and control mechanisms for archaeological sites remain more centralized. This stems from the avoidance to take risks in intervening and planning for vulnerability of archaeological assets. Previous and current regional plans<sup>76</sup> caused damage to the region’s archaeological and natural values. This is because the inventory of the region and its conservation sites is not properly considered during the preparation stages of these plans. Subsequently, planning and control programmes carried out by central authorities run the risk of missing local potential and failing to meet the needs of the region. On the other hand, the newly founded municipalities have weak planning experience, since they do not have enough technical, financial and professional personnel resources within their organizational structure to handle such important and vulnerable heritage areas. Therefore, the CDPs studies of archaeological sites are not sufficient enough, which leads to severe problems and conflicts in the development and conservation actions.

<sup>75</sup> There are only two municipalities located in the inland areas. Planning and development activities throughout the villages are executed by the Mersin PLA. In settlements like Uğuralanı, some neighborhoods fall under the jurisdiction of the Uzuncaburç municipality, while the Mersin PLA is responsible for the remainder of the settlements. Additionally, due to the designation of Narlıkuyu-Cennet Cehennem as a “Culture and Tourism Conservation and Development Area”, the Ministry of Culture and Tourism is responsible for the planning in this area. Since the ancient *Olba Territorium* currently falls under the jurisdiction of the Erdemli and Silifke districts, the Mersin and Silifke museums are responsible for controlling all of the activities at the archaeological sites.

<sup>76</sup> Two regional plans, the “Western Icel Coastal TDP” approved by the Ministry of Public Works and Settlements in 1993 and the Mersin-Karaman TDP were prepared and approved by Ministry of Environment and Forestry in 2005. While coastal plains are available for secondary-housing and tourism development, the former regional body also approved the inlands areas for development.



### 3.3.3 Weak involvement of interest groups and local people in the planning process: Definition of "values, problems and goals": Who will define these issues?

The identification of goals and future expectations for archaeological and natural heritage sites become a difficult task since priorities may differ according to which person or group will define these - the local people (users), scientific experts, municipalities or sector stakeholders. When defining the problems of a conservation site, it is important to consider by whom the problem will be defined. In some cases, issues not thought to be of any importance by responsible authorities or scientific experts may be considered as a serious problem for the people occupying the area. Also the reverse case is possible. Although there are not any problems defined by the users living within archaeological and natural conservation site, problems may exist for the responsible authorities or scientific experts. For example, in the Cennet-Cehennem and Kanlıdivane cases, local people living in a rural setting were moved to a setting outside the protected area because they were considered to be harming the archaeological assets. Similar actions are currently being carried out in Uzuncaburç. Therefore, the definition of a problem depends on the points of view of the various participants and a solution brought forth by one group may be problematic for the other. What is considered of value may also change based on the group that defines them. Scientific experts generally focus on the socio-cultural and scientific values of the sites - historic, cultural, social, symbolic, aesthetic, informational and educational. However, stakeholders or people living on a heritage site may include economic values, such as functional and application values. So the defining of problems, values and goals is a challenge in the decision-making process, which often results in "conflicts" among the different groups associated with the protected areas.

Although the involvement of interest groups, especially NGOs and local people, during the preparation stage of planning has become major goal of the Turkish legislative body, the results of social surveys conducted in Kızkalesi, Ayaş and Uzuncaburç (Tab. 3) show that involvement of local people in the planning process and a consensus of the institutions responsible for the region's protected areas were largely ignored.

Q. Do you have any information related to forthcoming projects related to agricultural, touristic and infrastructural investments in your settlement?

	Ayaş		Kızkalesi		Uzuncaburç	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Yes	9	8	5	4.2	0	0
No	103	92	114	95.8	112	100
Total	<b>112</b>	100%	<b>119</b>	100%	<b>112</b>	100%

Tab. 3 Awareness of local people about forthcoming development projects in the region

### 3.3.4 Dilemmas arise between the scientific realities regarding archeological sites and the people living there

The centralisation of the decision-making process for archaeological sites leads to another dilemma. It is between the scientific facts of the archaeological sites and the rights of the people living in these areas. On one hand the problems of people living on conservation sites include adapting their houses, making infrastructural changes, or changing the

socio-economic climate according to their needs. On the other hand there is the scientific reality that new information may be discovered by the excavation of archaeological sites. Most of the time, these two circumstances are in contradiction to each other. Therefore archaeological sites are truly complex areas. Both practical living conditions and scientific purposes need to be satisfied, while trying to take into account all the multi-faceted issues including the social, cultural, economical and scientific aspects of the site's heritage. However, since the Ottoman period, legislative policies have given priority to the conservation of archaeological assets and excavation studies, while completely disregarding the needs of local people living within these sites, especially in the rural environments. Consequently, the decision-making process and permission granted for these sites historically ignored the needs and expectations of the local people living in them. Through the change of planning and management strategies over past few decades, the involvement of the local people in the decision-making process is now considered a "public right". So a consensus must be reached through an authoritative party in order to satisfy both the scientific aspects of an archaeological site and the needs of the local people living there. In summary, though changes in planning and management strategies took place over the past few decades (meaning the "public right" of increased involvement of the local people in the decision-making process), achieving a consensus to satisfy the scientific realities of the protected site and meeting the needs of local people remains a difficult task.

### *3.3.5 Problems related to the implementation process: Ownership problems and the planning of expropriation and exchange programmes*

There is a high rate of private ownerships of dwellings and farmland within conservation sites spread out over a wide geographical area in the region. Expropriation and exchange are important legislative methods that are applied in order to transfer legally the ownerships rights of landowners to other areas outside the strictly protected archaeological and natural sites. There are severe problems that need to be overcome regarding the application of expropriation and exchange programmes. The significant number of private owners and the need for consensus through a bartering system make the expropriation process long, difficult and expensive. Defining and planning of new areas, where selected families will be relocated to, is another problem. This is especially the case when it involves the elderly who have lived in these areas their entire lives and believe that these areas belong to them as a familial inheritance. Since they naturally feel a socio-cultural connection to their homeland, they do not want to move out. As in the case in Uzuncaburç, most residents wanted to remain in the protected area as long as living conditions improved (Tab. 4).

The Ministry of Culture and Tourism has carried out two such relocation measures. The local people living in Kanlıdivane (Artıklı) and Cennet-Cehennem were removed from the archaeological site after they were designated as a I Degree Archaeological Site in 1984-1986. The uprooting of rural settlement dwellers, who have contributed to the cultural diversification and continuation of the region, were removed without any documentation at the time of their cultural history. This has led to the loss of social and cultural knowledge unless oral history studies are currently documenting them.



Q.49 Would you prefer to move out if an alternative place outside of the conservation site was suggested as a solution to the existing problems?

	Ayaş		Kızkalesi		Uzuncaburç	
	Freq.	Percent	Freq.	Percent	Freq.	Percent
I'd never prefer to move	8	7.1	18	15.1	3	2.6
I'd prefer the improving of existing conditions	29	25.9	70	58.8	21	18.8
I'd prefer to move but continue to work here	75	70.0	27	22.7	88	78.6
I'd absolutely prefer to move	0	0	4	3.4	0	0
Total	112	100%	119	100%	112	100%

Tab. 4 Opinions of respondents concerning moving out from the archaeological sites

### 3.3.6 Problems defined by the municipalities and local people

Based on in-depth interviews with municipal representatives in Ayaş, Kızkalesi, Uzuncaburç and Narlıkuyu, the major problem regarding archaeological and natural sites is considered to be the “changes of designation status of protected sites”. All of the representatives of the different municipalities believe that archaeological excavation studies will contribute to the recognition of their towns and perceive they will bring potential tourism development. However, the municipalities believe that the excavators’ lack of willingness to share information with them impedes this development. Because the two sides cannot collaborate, no programs can be created to solve the problems of users living in the conservation sites or aid in the development of high-class tourism in the region. In addition, due to both practical and political issues, the municipalities are incapable of solving the problem of illegal construction by the local people. They are also having infrastructural problems as well as trouble servicing the needs of people living within archaeological sites in order to provide a better environment for visitors and tourists. To sum up, the main problems faced by the municipalities stem from a lack of knowledge and technical personnel, collaboration with other responsible parties related to the preparation of CDPs and site planning projects for the archaeological and natural sites.

The local people living in Ayaş, Kızkalesi and Uzuncaburç identified the major problems as “limitations on imposed on construction and agriculture, infrastructural issues, as well as legal and administrative problems”. The legal and administrative problems they faced include: “revisions of designation status, the bureaucracy process related to granted authorization especially in areas where research and excavation is being carried out, the lack of proper planning studies (especially CDPs) and the overall lack of information provided by authorities so the local people clearly understand how to follow implemented rules”.

### 3.3.7 Loss of cultural identity in archeological sites

Through the historical research of the case study area and the in-depth interviews conducted in traditional rural settlements, it is clear that local people attach meanings to the archaeological assets they reside in. However, the rapid development over the last thirty years has the caused loss of several traditions. The removal of local people from their rural settings, as in the cases of Kanlıdivane and Cennet-Cehennem, caused changes to the



traditional agricultural methods, that until recently were similar to the ancient methods practiced, such as utilizing cisterns or cultivating ancient agricultural lands. In addition to the migration of numerous families to coastal cities, starting from 1960s, the development of tourism in the region accelerated this process. So today the meaning of archaeological assets for the local people shifted from a “cultural identity” to “tourism assets” (Tab. 5).

Q30. What is your opinion about archaeological assets of your town?

	Ayaş		Kızkalesi		Uzuncaburç	
	Freq.	Percent	Freq.	Percent	Freq.	Percent
1. Cultural heritage	16	14.3	23	19.4	19	17.0
2. Touristic-economic resource	68	60.7	75	63.0	61	54.5
3. Our heritage from our ancestors	14	12.5	21	17.6	6	5.4
4. Not Responded	14	12.5	0	0	26	23.2
Total	112	100%	119	100%	112	100%

Tab. 5 Interpretation of local people concerning archaeological assets in their settlements

#### 4. Conclusions drawn for Turkey: The involvement of interest groups in archaeological Site Management Policies

The purpose of this final section is to suggest proposals to achieve the integration of interest groups and local people for the sustainable management of coastal archaeological sites through current Turkish legislation and management programmes based on information acquired from the case studies.

##### 4.1 The Involvement of Local People

As previously stated, the involvement of local people, most of whom are located within the natural and rural environments, in the management process must be made a priority in order to achieve integrated conservation and continued sustainability of the archaeological sites. When interest groups, who are directly affected by the related management plans and programmes, are involved in the preparation stages of the planning process, they will support the subsequent stages and participate in the implementation process because they were allowed to express their concerns, visions and expectations to the authoritative parties. However, interest groups and local people will ignore the plans and programmes that are prepared without their input, which is the present situation. Therefore, a comprehensive legislative policy needs to be created to ensure that local people are integrated in the management process with reference to management and planning tools for archaeological sites (i.e., site management plans, CDPs). The recognition of the tangible and intangible values of local people will provide better opportunities for Turkey to sustain its archaeological assets for future generations. The involvement of local people in the planning and management of cultural landscape areas including archaeological, natural and rural assets, such as in the case of *Olba Territorium*, is important because:

- They provided continuity to the agro-biodiversity of natural landscapes, which is similar to the methods that were developed in antiquity.

- Their presence provides protection of the archaeological assets, which cannot be protected by the police force alone because it encompasses a sizeable geographic area. Therefore, by educating local people, thereby increasing their awareness concerning archaeological and cultural assets, it should intensify their desire to keep the assets safe.
- As stated in the Rio Declaration, there is unique and valuable knowledge possessed by small communities that should be utilized for sustainable development and environmental management of a given area. Consequently, traditional knowledge related to agriculture, traditional lifestyles, spiritual/mythological meanings attached to archaeological and natural assets must be considered as valuable. Furthermore, this knowledge should be utilized in cultural, landscape and rural management strategies.

Therefore, the perpetuation of cultural landscape areas can be achieved through local people living within these sites and carrying on their rural and traditional lifestyles. Their integration into management should be planned along two parallel tracks. The first track, their future expectations and visions, should be defined according to the tools and methods based on participatory planning models. Some of these expectations may be in conflict with the scientific concerns and clash with conservation and sustainable development principles. The second track that should be implemented is raising the awareness of local people about cultural and natural values significance. So when local people are describing their expectations and visions, they should be able to take into consideration the values and vulnerability of that site as well.

Social surveys were conducted on-site in the *Olba Territorium* in order to ascertain the potential for continuity and motivations of local people in Uzuncaburç, Kızkalesi and Merdivenlikuyu (Ayaş). It was learned that, despite the fact that local people have serious problems stemming from living within archaeological sites, they do not want to move outside the conservation zones (Tab. 4). Instead they prefer that improvements be made to their existing conditions or to move somewhere else as long as they can continue to work at that particular archaeological site. In short, they prefer not to lose their connection with that site. The reason may be economic based (they want to benefit from the increase in local tourism) or socio-cultural based (they feel that they culturally belong to that area) (Tab. 5).

Unsustainable touristic developments and modernized agricultural techniques are a substantial threat to the region's natural and archaeological assets. In order to achieve a conservation-development balance in these areas, sustainable development of both the agricultural and tourism sectors must be achieved. Instead of focusing on large-scale touristic developments, branching out into eco-tourism and agro-tourism can help sustain the natural and archaeological conservation sites. This will encourage the continued existence of local landscape characteristics instead of replacing traditional farmlands with expanding sprawling urbanization, as well as secondary-housing and touristic developments, as seen in the case-study area (Fig. 6).

#### 4.2 Administrative and Institutional Integration: Sharing Management Responsibility

There is a long history, going back to the Ottoman period and the early years of the Turkish Republic, of legislating archaeological assets as well as research conducted in order to better understand the cultural relationship of rural communities with the



archaeological sites they live in. Despite this long history, the involvement of interest groups and the potential benefit of including local people in the development of sustainable management strategies of archaeological sites are still overlooked. The primary reason for this circumstance is the administrative fragmentation of the responsible authorities. Despite the recent reforms and legislative changes within the institutional organizations, the present situation is even more conflictive. Until recently, the Ministry of Culture and Tourism and the Ministry of Environment and Forestry were the main central authorities responsible for the protected areas. Because of recent changes to administrative bodies, all natural conservation areas fall under the authority of the newly established Ministry of Environment and Urban Planning, including the institutional power to designate "natural sites". However, the management of archaeological and natural sites is generally combined together, as cited in several case studies. Therefore, the administration of these sites remains severely divided between the two ministries. To achieve integrated management in these areas, good governance models for conservation sites are required. Such models must accomplish the "horizontal integration" of related governmental agencies, while bringing together representatives of the various business sectors. It also must provide "vertical integration" between local, regional and national/central authorities. Sharing the responsibility of management will help better meet the needs of the local people, expand financial resources, increase the level of technology used as well as provide access to professional staff throughout all stages of the decision-making process. This includes: related survey and registration, preparation of related plans, implementation programmes and control and monitoring phases. In addition to the administrative integration of different institutions, an interdisciplinary management study programme, which will assemble various specialists (archaeologists, historians, sociologists, ethnographers, biologists, conservation specialists, public administrators, etc.), is required in order to identify clearly the cultural landscape and the potential of traditional knowledge of the protected areas.

Some discussion topics in this paper are valid for archaeological sites located in both inland and coastal areas. However, there are some key points that are specific for coastal areas, such as coastal erosion and the overdevelopment of coastal tourism. In addition, planning and management conditions of coastal archaeological sites are affected by coastal legislations and related planning restrictions. As seen in the *Olba Territorium* case, ancient coastal sites had an economic relationship as well as a visual relationship, for defensive purposes with ancient sites located in their hinterlands. Evidence of this unity can be seen throughout the region's historic routes. Altogether they reflect the previous use and historic relationships of ancient settlements along the coastal areas. In geographical terms a thirty kilometer area from the coastline up to inland areas must be defined as a "coastal zone", by which coastal planning projects must incorporate both coastal and hinterland areas. "Shore strips" should be defined according to the archaeological and cultural characteristics of each individual region instead of general metric zoning that applies to the whole country. Lastly, a control mechanism related to height-zoning is needed for the introduction of "Front-view" and "Back-view" zones, which will help provide visual buffer zones between the coastal and hinterland areas.

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## Özet

### Arkeolojik Alanlarda Bütünleşik Koruma Politikaları ve Yerel Halkın Katılımı: Antik Olba Bölgesi (Mersin) için Öneriler

Kara ve su ekosistemleri arasında önemli geçiş bölgeleri olmaları sebebi ile tarih boyunca insanoğlu tarafından önemli yerleşim alanı olarak seçilmiş kıyı alanları; ilkçağlardan günümüze insanoğlunun kıyılarla ilişkisini aktaran zengin ve değerli arkeolojik kalıtlara sahiptir. Ancak, doğal ve insan kaynaklı baskıların yoğunluğu, planlama-yönetim çatışmaları kıyıların içbölgelere göre daha hızla bozulmasına ve sahip olduğu arkeolojik değerlerin geri dönüşmez biçimde yok olmasına sebep olmaktadır. Yirminci yüzyıl sonlarından itibaren uluslararası ortamda giderek önem kazanan sürdürülebilir gelişme ilkeleri, doğal ve kültürel koruma alanlarının yönetimine ilişkin politika ve yaklaşımları da etkilemiştir. Bu bağlamda; kıyı alanları çevre politikalarının içerisinde ayrı bir konu olarak ele alınmaya başlanmıştır. Giderek önem kazanan bütünleşik kıyı yönetimi politikaları ile kıyı alanlarının sahip olduğu doğal, tarihi ve kültürel peyzaj değerlerinin koruma-kullanım dengesi içerisinde gözetilerek gelecek nesillere aktarılması ve bu alanların sürdürülebilir planlamasında kültürel peyzaj alanlarının sahip olduğu bilgi değerlerinden yararlanılması önem kazanmıştır. Bu dönemden itibaren öne çıkan bir başka konu ise koruma alanlarının yönetiminde farklı ilgi gruplarının ve yerel halkın karar verme sürecine katılımının sağlanarak bütüncül koruma politikalarının geliştirilmesidir.

Bu değerlendirmeler ışığında bu yazının amacı; Türkiye kıyılarında doğal ve kırsal çevre içerisinde bütünleşerek korunagelmış arkeolojik değerlerin birlikte tanımladığı kültürel peyzaj özelliklerinin araştırılması ve mevcut yasal mevzuat bağlamında yönetim sorunlarının tartışılmasıdır. Yazının odağını oluşturan tartışma ve öneriler, farklı ilgi gruplarının özellikle arkeolojik alanlarda yaşayan yerel halkın kültürel peyzaj alanlarının doğru yönetim stratejileri ile ele alınmasını sağlamak üzere yönetim sürecine olan katılımlarının sağlanmasını amaçlamaktadır. Bu nedenle, Akdeniz kıyılarının önemli ve zengin arkeolojik bölgelerinden biri olan ve eskiçağlarda Olba Territoriumu olarak adlandırılan Mersin İli, Erdemli-Silifke bölgesi örneklem alanı olarak seçilmiştir. Bölge, sahip olduğu zengin ve bütüncül arkeolojik-doğal-kırsal değerleri ile yüzlerce yıllık insan-doğa birlikteliğini ve insanoğlunun kıyılarla olan ilişkisini yansıtan önemli bir kültürel peyzaj alanıdır.

Yazının birinci bölümünde; Osmanlı döneminden günümüze Türkiye’de arkeolojik alanların korunmasına ilişkin ulusal politikalar ışığında yasal mevzuatın gelişimi ve yerel halkın arkeolojik değerlere karşı tutum ve davranışlarına yönelik değerlendirmeler aktarılmaktadır. Bu tartışma; günümüzde arkeolojik alanlarda yaşanan yönetim sorunlarının anlaşılması; ve mevcut yasal araçların yerel halkın karar verme sürecine olan katılımı



konusundaki olanak ve kısıtları açısından değerlendirilmesine olanak sağlamıştır. Yazının ikinci bölümünde örnekleme alanı olarak seçilen antik Olba Territoriumu'nun sahip olduğu kültürel peyzaj değerleri ve yönetim sorunları aktarılmaktadır. Yazının sonuç bölümü, örnekleme alanından elde edilen deneyimler ışığında Türkiye kıyılarının sahip olduğu kültürel peyzaj değerlerinde önemli bir yer tutan arkeolojik alanlara yönelik geliştirilecek bütünsel yönetim politikalarında farklı ilgi gruplarının ve yerel halkın karar verme sürecine olan katılımının sağlanmasına yönelik önerileri içermektedir.



Fig. 1  
The Olba  
Territorium in  
Erdemli-Silifke  
coastal region  
and site survey  
locations in the  
case study area

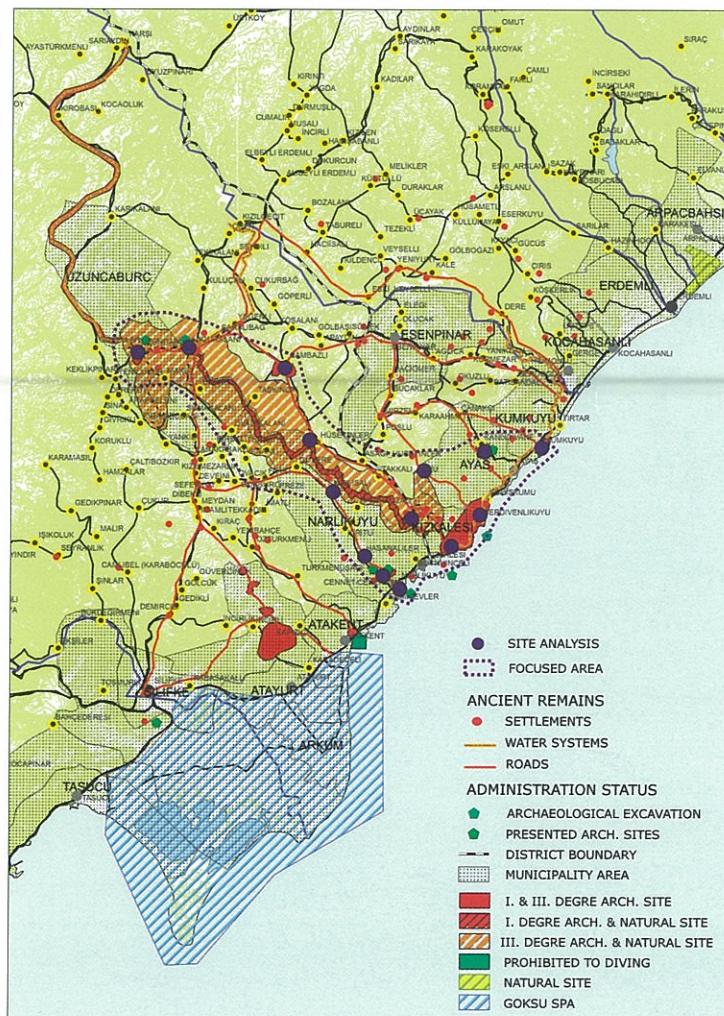


Fig. 2  
Historic  
relationships of  
ancient rural-  
urban and  
coastal-hinterland  
settlements in the  
Olba Territorium





Fig. 3 New vineyard on traditional farmland in Uzuncaburç located by an ancient cistern and wine production remains showing continuation of past land usage

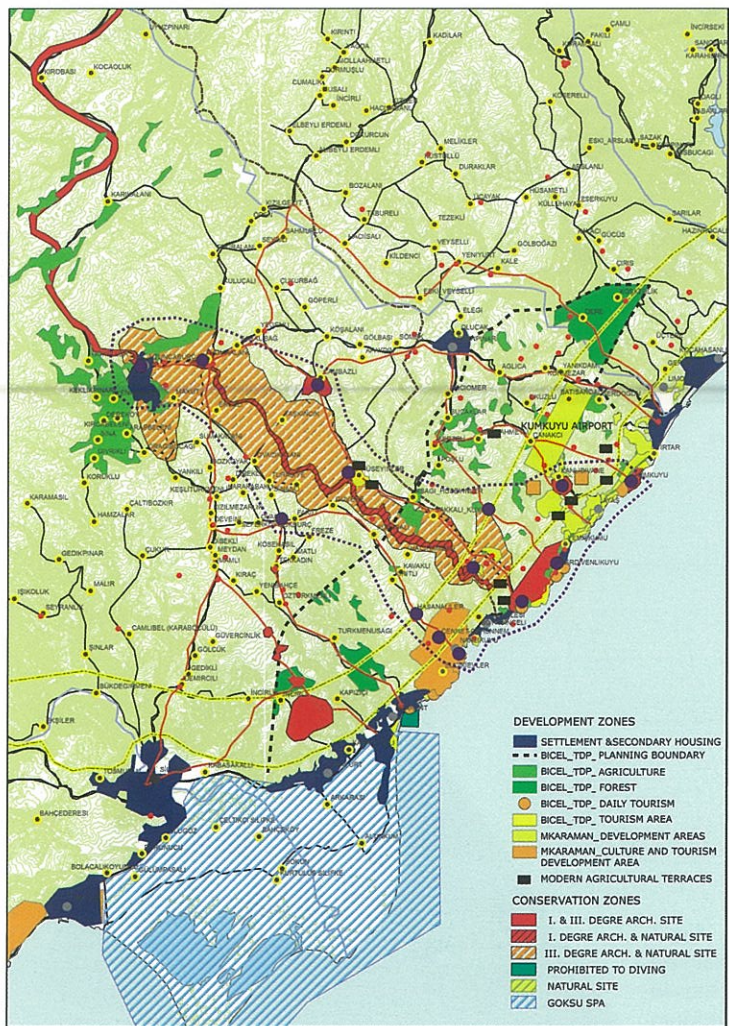


Fig. 4 Relation of cultures and their contribution to cultural landscape values

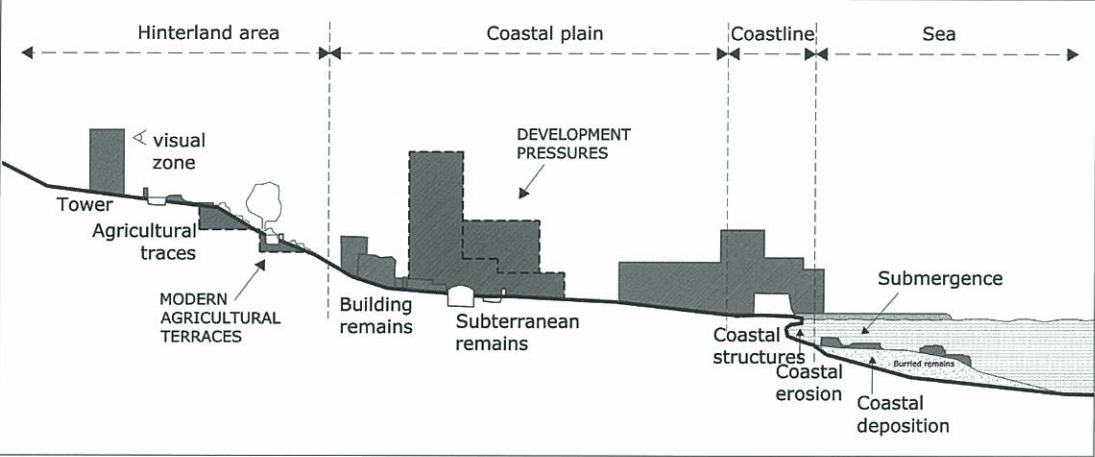


Fig. 5  
Destruction of the remains of an ancient road during terrain modification for a modern agricultural terrace

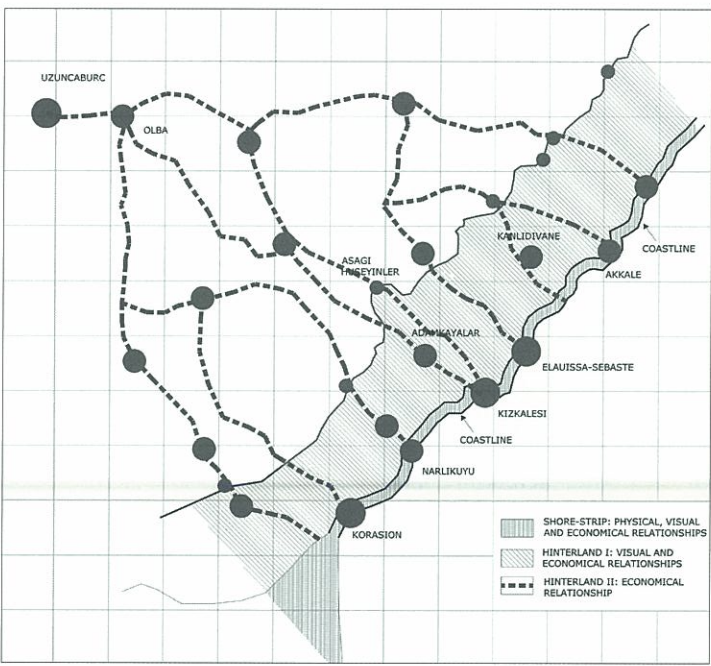


Fig. 6  
Proposals related to sectoral integration in relation with conservation-use balance of cultural landscape areas

Fig. 7  
Development impact on archaeological sites in Olba Territorium

