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Urban Conservation Policies and Plans for a World Heritage Site Case: Antique Pergamon City and its Multi-Layered Cultural Landscape

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Abstract. Izmir's Pergamon (Bergama) Antique City and Its Multi-Layered Cultural Landscape entered the UNESCO World Heritage List with the participation of 21 countries in the 38th World Heritage Committee Meeting held in Doha, Qatar's capital in between 15 - 25 June 2014. Bergama became the 999th WORLD HERITAGE. Bergama, which has been in operation since 2010, has entered the list as a Multi-layered Cultural Landscape Area. The main purpose of this paper will explain and summarize of urban and archaeological conservation efforts for Pergamon since 1992 to 2014. In the paper also aimed to give the conservation policies of public administrations which mainly central /Ministry of Culture and Tourism, Ministry of Environment/ and local /Bergama Municipality, Gen. Directorate of Vakiflar. Turkey is one of the 10 original member states to establish UNESCO. 9 cities in Turkey are included in the UNESCO List of World Heritage Sites. Further, 23 sites have been nominated and are included in the tentative list. The activities aimed to include the district of Bergama in the UNESCO World Heritage List are ongoing in the years 2009-2014. All the efforts have been made carry this unique antique city to the UNESCO Heritage List at 2014. As an Urban Conservation Planner, I had a change of preparing the FIRST Conservation Aimed Plans and urban designs for Urban and Archaeological Sites of Pergamon together with my team, in the years between 1992-94. We prepared conservation aimed plans for all of the areas of Acropolis, Middle City and Ottoman period urban conservation areas. Urban and archaeological sites of Pergamon the ancient city today, which is over two thousand years old, where scientists, archaeologists, architects, art historians, urban planners, sculptors and similar arts and culture, men talk about admiration, write about and write praises, face to face some deterioration and destruction. As a conservation planner working on Pergamon since 1992, I will concentrate the following results and conclusions; 1. Urban and Archaeological Sites in Turkey are generally in danger of destruction because of lack of public awareness and lack of sufficient monetary funds and administrative organisations. 2. In the Case Pergamon; this problem mentioned above are already defeated by the local and central governmental bodies. Unfortunately this success costs time and money, as well as more loss in the urban and archaeological areas. Especially loss in old Ottoman Houses and open archaeological sites. 3. The Paper will be aim to handle the governmental policies about the conservation, the inefficiencies in planning and approval of conservation aimed plans.



1. Introduction

Pamukkale, Goreme, Cappadocia, Istanbul, Bogazkoy, Nemrut Mountain, Xanthos-Letoon, Patara and the Great Mosque and Hospital of Divrigi are in the "World Cultural Heritage List".

Izmir's Pergamon (Bergama) Antique City and its Multi-Layered Cultural Landscape (Figure 1), entered the UNESCO World Heritage List with the participation of 21 countries in the 38th World Heritage Committee Meeting held in Doha, Qatar's capital in between 15 - 25 June 2014. Bergama became the 999th WORLD HERITAGE. Bergama, which has been in operation since 2010, has entered the list as a "**Multilayered Cultural Landscape Area**".



Figure 1. Pergamon City Reconstruction Model

2. Objectives of this paper

Urban and archaeological sites of the Ancient City Pergamon (today's Bergama, in Izmir Turkey), which is over two thousand years old, where scientists, archaeologists, architects, art historians, urban planners, sculptors and similar arts and culture, men talk about the City with admiration, write praises, face to face some deterioration and destruction nowadays.

The main purpose of this paper is to explain and summarize of urban and archaeological conservation efforts for Pergamon since 1992 to 2014. In the paper also aimed to give the conservation policies of public administrations which mainly central (Ministry of Culture and Tourism, Ministry of Environment) and local (Bergama Municipality, General Directorate of Pious Foundations, Vakfs).

As being a conservation planner working on Pergamon since 1992, I will concentrate on the following aspects and conclusions:

- Urban and Archaeological Sites in Turkey are generally in danger of destruction because of lack of public awareness and lack of sufficient monetary funds and administrative organisations.
- In the Case of Pergamon; the problems mentioned above are already defeated by the local and central governmental bodies. Unfortunately, this success costs time and money, as well as more losses in the urban and archaeological areas. Especially loss in old Ottoman Houses and open archaeological sites.
- The Paper will be aim to handle the governmental policies about the conservation, the inefficiencies in planning and approval of conservation aimed plans.

Anatolia as a bridge between Asia and Europe due to the civilizations of Anatolia and developed for thousands of years and has left important works. BC History 7 thousand of up significant traces of Anatolian civilization and sits within the borders of our country with details of the investigation, evaluation, and must be protected. This is from the ages of Anatolia to the present not only never empty, instead of destroyed civilizations established a new one. They were separated in many regions of Western Anatolia in ancient times. Troy, Canakkale today that centre around the north of Troas,

Pergamum Kingdom, which lasted for more below the centre of Bergama. With the land between the Gediz Bakırcay Aiolya, Izmir Menderes was up to the Ionian region. Further behind the Dalaman River, Lake Bafa Kayra territory extending up to.

National history and cultural values that make up our lives, coming up to the present day have formed the nucleus of a great heritage. Historical and cultural heritage, as a bridge between the past and live time, while maintaining our identity formation, and has become a major shareholder. Turkey is one of the 10 original member states to establish UNESCO. 16 Assets in Turkey are included in the UNESCO List of World Heritage Sites. Further, 69 sites have been nominated and are included in the tentative list.

3. Conservation Problems and Efforts of the Archaeological and Urban Sites of Pergamon

Ongoing efforts by focusing on international platforms since the 1970s has taken its place in our country. UNESCO member states in the country in 1983, adopted by the "Convention on the Protection of World Cultural and Natural Heritage," according to the provisions in the territory of signatory states committed to the protection of cultural and natural assets.

However, this small number, as well as a list of heritage, such as the many cultures that carries the settlements PERGAMON unfortunately still did not receive their rightful place in this list. As an Urban Conservation Planner, I had a change of preparing the first "**Conservation Aimed Plans**" and urban designs for "**Urban and Archeological Sites of Pergamon**" together with my team, in the years between 1992-94. We prepared conservation aimed plans for all of the areas of Acropolis, Middle City and Ottoman period urban conservation areas.

Since 1991-94, "Bergama (Pergamon) Preservation-Aimed Implementation Plan", prepared by Akman Project Ltd. [1], there were some failed attempts for conservation plans up to approval of the Conservation Plan prepared by Egeplan Ltd. at 2012 [10].

Municipality of Bergama, approved The Conservation Plan at 2012, the Plan is covering the I. II. and III. Degree with Archaeological Sites and Urban + III. Degrees of Archaeological Sites.

The deliberations on the sites of the historical city Bergama started in 2001. In the first stage of İzmir No 2 Historical and Natural Preservation Council work; Ertugrul and Maltepe Quarters and the Inkilap Quarter were determined as III. Degree Archaeological Area. The archaeological site approved and also the Zoning Plan for Conservation was approved in 2006 and entered into force.

The second Phase of the studies for the I. II. and III. Degree Archaeological Sites and Urban Conservation Area. The Conservation Plan, Plan Implementation Provisions and Plan Inference Reports covering the Archaeological Sites were found to be in line with the resolution no. 996 of the Regional Board for the Protection of Cultural and Natural Property of İzmir No 2 as a result of long reviews. The Municipal Assembly of Bergama unanimously approved the plan. The Plan and Plan Statements were suspended for 30 days starting from 16.07.2012 at the Directorate of Urban Development and Urban Planning.

The activities aimed to include Antique City of Pergamon (Bergama) in the UNESCO World Heritage List are ongoing in the years 2009-2014. All the efforts have been made carry this unique antique city to the UNESCO Heritage List at 2014 (Figure 1) [9].

Urban and archaeological sites of Pergamon, for more than two thousand years, scientists, archaeologists, architects, art historians, urban planners, sculptors and other art and admire the men talk about culture, whether on the research, and talk about articles they write and compliment the historic city in some places today, is in danger of extinction [2].

In particular:

- The city center around the previously removed from the site of part of the urban site and made plans to cut it to concentrate,
- The city which is integrated with the archaeological sites around the illegal constructions (squatters), especially Musalla Hill,

- Who choose to stay on the archaeological remains of military areas and illegal constructions, the city's traditional urban fabric of the Seljuk and Ottoman period, the two most important theater of Roman brought the point of extinction.

This is one of the theaters, is rare in Anatolia, Side and Aspendos-like, without any natural basis is constructed as a totally artificial. Another feature to be built by establishing a ceiling vaults over the leaves and cut in front of the water from time to time is also used for water sports and shows [3]. Theaters in the door and the other is called Viran Kapi (Ruined Gate), olive trees grown in the structural form is trying to protect slums. This theater is completely surrounded by non-legal buildings; road, water, electricity, such as rehabilitation and reconstruction of urban infrastructure services deeds brought opened the way of delivery.



Figure 2. Pergamon Zeus Altar and Acropolis (Reconstruction Drawing)

Looking at the Acropolis in the city, unfortunately, incompatible with 2000 year the city's silhouette (Figure 2), and the looks of the tissue, disrupted by an ugly concrete blocks, and in places Without losing observed that the city's identity [3].

Between 1992-95, which has been prepared by the Ministry of Culture, but as a force not in court, "Conservation Plan"; a section of the zoning plan, but able to intervene and reduced floor heights. However, this Protection Plan and disapproved and a new plan for a long time the particle approaches and decisions tried to be kept in this important world heritage site [6]. Another threat, the Pax Romanum (Roman Peace) Period in Anatolia, which is one of the most important symbols, made for the Gods of Egypt, and translated into the basilica during the Byzantine Period in Anatolia, which is one of the largest temples of Serapis Temple (Red Basilica) (Figure 3), and where on The Vault (the tunnel) of the Roman period are in.



Figure 3. Serapis Temple (Red Basilica) at the End of 19th century

However, the Kozak-Bergama-Soma Road going next to the Kızıl Avlu upon this vault-tunnel and the load and the vibrations caused by the recently-increased heavy-vehicle traffic is damaging this building, which has stood for 2000 years, significantly.

It can even be remarked that the vault-tunnel is in danger of caving in. It is required that this route be shifted further south, be cleared of heavy-vehicle traffic, and that a new bridge be built on the Bergama Stream south-east of the town, arranging the Kızıl Avlu and its proximity as a pedestrian-concentrated “Open-Air Museum”.

4. Suggestions towards the solutions for the problems of Pergamon antique city

4.1. Legal and administrative suggestions

On the matter of “Preservation of the Historical Environment”, the Central Administration and the Local Administrations should, together and in co-operation, develop deep-rooted administrative, legal, economic and financial solution paths. The Central Administration and Local Administrations (Municipality of Bergama) have been given certain duties and authorities with the Preservation of Cultural and Natural Valuables Law (numbered 2863 and 3386), the Implementation Law (3194), and the Municipalities Law (5393) on the matter of the preservation of the historical environment inside of the borders of conservation area (Figure 4) [4].

However, it is not possible to say that in particular the local administrations are utilising these points of authority completely and correctly. The problems of historical environment occur in ways specific to each region. The problems of the historical environment are also of the “*local and common*” problems. Hence, it can be said that the problem of preserving the historical environment is firstly the problem of the local administration.

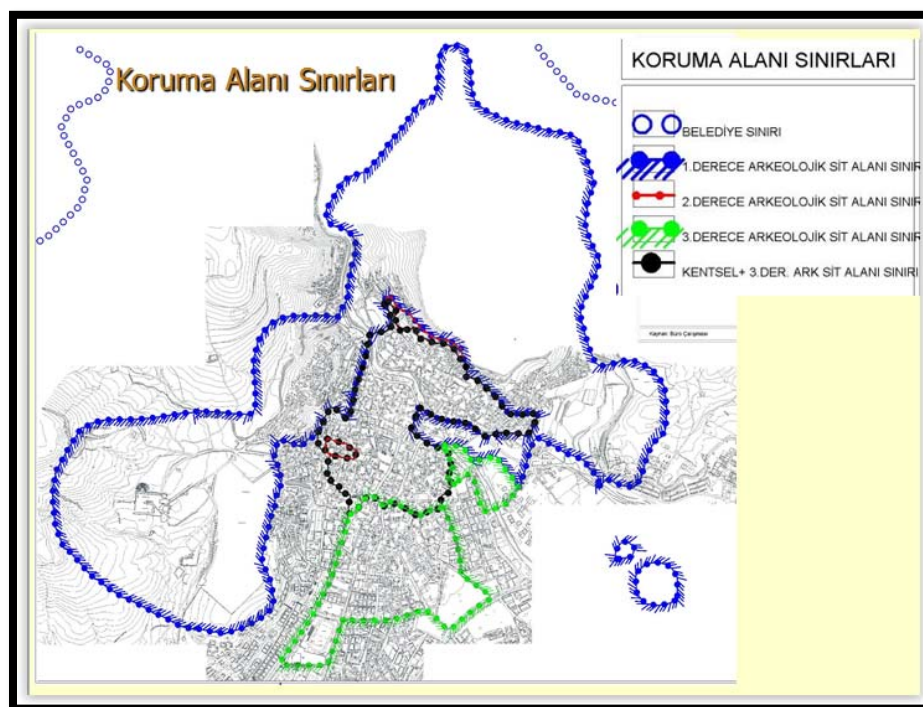


Figure 4. Borders of Archaeological, Urban + Archaeological Site Areas of Bergama (2012)

The municipalities are primarily responsible for regulating urban life. The municipality legislations have provided the municipalities with significant possibilities with the goal of regulating the urban life environment. Among these possibilities are the preparation of administrative regulating texts, applying the municipality penalty system and procedures like permissions and permits.

Certain articles Municipality Law has given the municipalities important authority and duties on preservation, environment arrangements and reforms.

Hence, the organisation structure of the municipality should be arranged with a futuristic outlook, **“Historical Environment Preservation Department”** should be established directly answerable to the mayor and the implementation manager, and these units should be equipped by related, expertise professionals like Bergama Municipality’s Historical Conservation Unit.

The archaeologist, the art historian, the restoration-expert architect and the city planner should be the basic positions in these units. A responsibility such as leading and providing education for the attempts of the preservation of the historical environment falls to the Ministry of Culture, the Ministry of Internal Affairs, the Ministry of Environment and the Ministry of Buildings and Settlement.

5. Conclusions: Strategies for The Preservation of the Historical Environment for The Municipality of Bergama and Pergamon Antique City

5.1. Preservation Policies for Archaeological Sites

Time, damage done by the humankind in the Bergama Archaeological and Urban Sites and erosion present a complex bouquet of problems. Along with the erosion of natural forces such as temperature change, earthquakes, wind and water etc., the centuries of plundering and damage by the mankind have caused unreplaceable losses in the region. Through internationally accepted methods of excavation, restoration and preservation (Venice Charter and other Regulations of ICOMOS, ICOM et al.), the abrasion of nature on archaeological sites and monumental buildings could be delayed.

A well-planned and well-executed advertisement and tour program would support the awareness today on this cultural heritage, which should be preserved for the next generation. The Municipality of Bergama prepared a **“Archaeological Area Management Plan of Pergamon”**, after establishing **“Bergama UNESCO World Heritage and Management Unit”** at year 2011 for the whole archaeological and urban sites (Figure 5), [9].

The most important of these processes is the prevention of squatters (gecekondu) occupation and illegal buildings within and around archaeological sites [5]. Preventing multi-storey buildings and controlling the silhouette of Pergamon Acropolis are of first importance. In places where the pattern is being disfigured, precautions should be taken with priority through **“Preservation-Aimed”** planning and project works [8].

Supporting the archaeological structures still in the open air and the preservation of building remains on the ground are significant within the Archaeological Sites. The archaeological remains should be protected, covered with light covers, be removed from the region with the aim of temporary storage or exhibition, or, where applicable, the work should be restored (anastilosis) according to its original form, following the restoration principles. By gathering together, the architectural structure elements which have broken off and scattered away from the original building for various reasons and by anastilosis applications, a sight of intactness would be given to the Antique Town [7].

For the **“Archaeopark”**; which is included in the Pergamon Urban and Archaeological Sites Conservation Implementation Plan (1/1000), an **“Archaeological Master Plan”**, similar to the one having prepared by the Greater Municipality of Ankara, should be prepared and the reports of excavations, drilling and researches of various periods should be brought together scientifically.

By preparing the **“Reconstruction Plan”** of the Pergamon, the town pattern of the Hellenistic and Roman periods should be determined for certain, and, following that, detailed planning and project work should be undertaken according to the principles of archaeology, restoration, planning, landscape architecture and urban furniture.

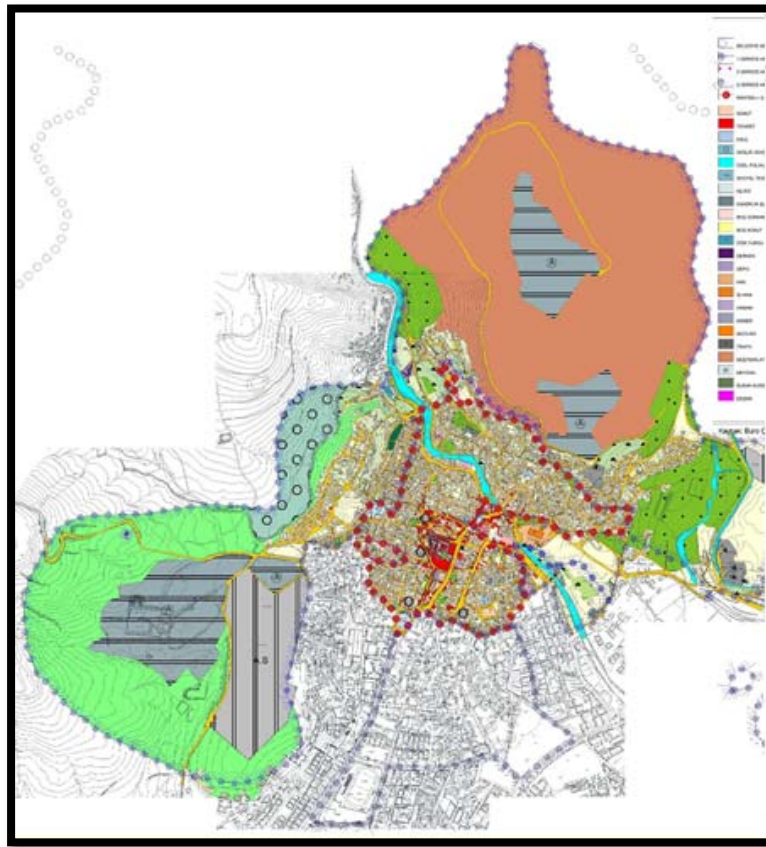


Figure 5. Land Use Map of Bergama: Urban Historic Site with Old Market Area and Archaeological Areas (Source: Uyar, N., 2013)

5.2. Preservation Policies for The Urban Sites

a) Macro Policies:

The Municipality of Bergama should determine the land and land plot stocks in public possession (treasury, foundations etc.) within the Municipality boundary and these lands should be used towards the **“Preservation-Aimed Implementation Plan”** without being transferred to private possession.

For the end goal of a healthy control over the town’s development, the municipality should obtain plots of land within developing residential areas and, creating the infrastructure of these areas, should produce as many residences as it could; by assigning plots of land to those people which are resident in the areas marked for evacuation within archaeological or urban sites and by aiding those who construct their own homes, and by providing building materials, should support their owning homes.

The municipality should realise the application of the Article 18 of the Implementation Law (3194), which is an important legal tool for the goal of the application of the **“Bergama Conservation (Preservation-Aimed) Plan”** and the realisation of applications and preservation which are for the good of the public. This way, public-intended applications (roads, squares, parks, car parks, kindergartens, green areas etc.) will be in public possession without payment and the Municipality of Bergama would have a land stock which is important in applications.

b) Policies Towards the Preservation and Improvement of the Urban Site:

The making and application of preservation decisions constitute an inter-organisational decision process. Although the Protection of Cultural and Historical Assets Supreme Council and the Izmir Preservation Council are decision-making establishments, the rights of application, control and financial

resource allocation have been assigned to other public establishments, and especially to local administrations.

Bergama's Urban Site Areas, first the infrastructure could be reformed and completed; restoration and renovation arrangements could come later.

The contemporary problems of preservation of many monumental and environmental building in the urban sites of Bergama and the long-lasting preparation procedure of the preservation-aimed implementation plan are not mentioned in this article; rather, the general and first-priority problems are emphasized. We bear the hope that the central and local authorities, who were very particular about the Altar of Pergamon, would consider the problems mentioned above urgently.

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