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Strategies, policies and tools for an integrated World Heritage management approach: experiences from the city of Regensburg

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F 29,7/8

286

Experiences from the city of Regensburg

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Abstract

Purpose – The purpose of this paper is to outline the strategies, policies and tools used in the World Heritage city “Old town of Regensburg/Germany with Stadthof”, to face specific challenges. Even in a short period of time the city set up a management system which is working with an integrated approach to deal with all World Heritage issues.

Design/methodology/approach – Theoretical and practical UNESCO guidelines are the framework for each World Heritage property. On the local, regional and national level there are a multitude of parameters and stakeholders that must be integrated into the management of urban World Heritage properties to ensure that they are safeguarded.

Findings – This paper makes proposals on how to implement sustainable integrated World Heritage management, giving practical examples on how to include various stakeholders.

Practical limitations/implications – This paper is not a comparative case study using a variety of other World Heritage sites for comparison. The individual structures and different heritage values need specific and adapted solutions in each UNESCO World Heritage site. Nevertheless some of the tools, strategies and policies described can be transferred to other historic cities. Depending on size, number of inhabitants, intensity of tourism, as well as ownership, economical environment, governance, etc., the model has to be adapted to the specific local situation.

Originality/value – This paper presents a novel integrated World Heritage management approach for urban World Heritage sites, describing new tools and strategies to sustainably integrate cultural heritage in the urban development.

Keywords Heritage, Environmental management, Tourism, Germany, Conservation

Paper type Case study



1. Introduction

1.1 UNESCO World Heritage

In 1972 UNESCO expanded its peace policy to cultural sites that were considered universally valuable and deemed worthy of being protected for mankind. Accordingly:

[...] the cultural and natural heritage is among the priceless and irreplaceable assets, not only of each nation, but of humanity as a whole. The loss [...] constitutes an impoverishment of the heritage of all the peoples of the world. For that reason, UNESCO established a special protection for cultural and natural heritage considered to be of “outstanding universal value”.

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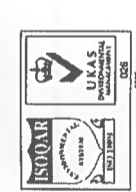
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Being listed as a World Heritage property not only decreases a commitment to humanity for the preservation of the nominated property. Especially in World Heritage cities, governments need to find the balance between the interests of the varied stakeholders, since the World Heritage status affects their lives.

In the book *UNESCO – Weltkulturerbe. Motor oder Bremse der Stadtentwicklung*, Andreas Schweitzer asks if World Heritage works as a motor or a brake for urban development. This article evidences that World Heritage works as a motor for urban development, whenever an integrated World Heritage management system is organized in accordance with the protection of historic monuments and sites and promotes the balance between preservation and development as occurring in Regensburg, Germany.

287

F
29,7/8

288



Plate 1.
Core and buffer zones in
Regensburg

1.2 The Old town of Regensburg with Stadtamhof, Germany

"The Old town of Regensburg with Stadtamhof" is one of the properties recently added to the World Heritage List of, to date, 911 cultural and natural properties and the 32nd World Heritage property located in Germany.

It comprises an historic urban landscape which shows the city to be a unique cultural and functional medieval town. "Located on the Danube River in Bavaria, this medieval town contains many buildings of exceptional quality that testify to its history as a trading centre and to its influence on the region from the ninth century. A notable number of historic structures span some two millennia and include ancient Roman, Romanesque and Gothic buildings. Regensburg's eleventh to thirteenth-century architecture – including the market, city hall and cathedral – still defines the character of the town marked by tall buildings, dark and narrow lanes, and strong fortifications. The buildings include medieval patrician houses and towers, a large number of churches and monastic ensembles as well as the Old Bridge, which dates from the twelfth century. The town is also remarkable for the vestiges testifying to its rich history as one of the centres of the Holy Roman Empire that turned to Protestantism."

Though, its process of candidacy began 17 years before its nomination. In 1989 mayor Friedrich Viehbacher attempted to convince the national government that the historic centre of Regensburg was worthy of being a UNESCO World Heritage property (City of Regensburg, 2004). Only in 2002, the German Reunification realised its potential and the Communal Department for Preservation of Monuments and Historic Buildings has elaborated the dossier on which the application of "The Old Town of Regensburg with Stadtamhof" was based, directed by Dr Eugen Trapp (City of Regensburg, 2004).

In 2004 the application was sent through the different administrative levels, such as the State Ministry of Science, Research and the Arts, the Standing Conference of the Ministers of Education, the Office of Foreign Affairs, and was finally passed on to the World Heritage Centre of UNESCO in Paris (City of Regensburg, 2004).

Along the nomination process, the Operational Guidelines for the Implementation of the World Heritage Convention have changed and more detailed information had to be provided by the States Party. After an in-depth analysis by an ICOMOS-consultant engaged by UNESCO in 2005, Regensburg's application was discussed in 2006 at the 30th Session of the UNESCO World Heritage Committee in Vilnius, Lithuania. On July

10, the "Old town of Regensburg with Stadthof" was inscribed at the World Heritage List (City of Regensburg, 2004), under criteria ii, iii and iv (Plate 1).

1.3 The Urbact II Project HerO (*Heritage as Opportunity*)

The local authorities of Regensburg are the Leading Partner of the URBACT II Project entitled as HerO (Heritage as opportunity), co-financed by the European Commission during 2008-2011. Together with local authorities of seven other World Heritage cities and one non-World Heritage city, the local authorities of Regensburg are developing and implementing an innovative methodology for integrated cultural heritage management systems in European heritage cities.

This methodology makes use of cultural heritage management plans to integrate the different stakeholders and create projects and policies to "facilitate the right balance between preserving the cultural heritage of historic urban landscapes as element of identity and integral part of European history and enabling a sustainable, future-proof urban development to maintain and to strengthen the attractiveness and competitiveness of the historic urban" (City of Regensburg, 2009a, b).

Special emphasis is given to managing conflicts of interests and on capitalising the potential of cultural heritage assets for economic, social and cultural activities. In a series of project meetings and conferences, the HerO partners' exchange and participate at learning activities where the main focus is the development and implementation of integrated management plans for historic urban areas. Priorities are set on topics such as "visual integrity of historic urban landscapes" and "multifunctional old town areas".

To allow an effective impact of the HerO network activities on local policies, each project partner has set up an URBACT Local Support Group by gathering the local key stakeholders with regard to the sustainable management of the historic urban landscape. In an integrated way, future-oriented urban development plans, so called "management plans" for the old town areas will be developed by these working groups throughout the HerO partner cities.

The idea is to start integrated planning processes under the umbrella of urban cultural heritage. Through the integration of local stakeholders, local decision makers and potential funding partners; objectives and actions to safeguard and sustainable develop urban heritage sites can be developed in a very effective way. Within this process, it is given special interest to citizen participation.

The HerO-Network is also bundling the interests of many other historical cities in Europe through its cooperation with the Association of Historic Towns and Regions (EAHTR). In a strategy paper concrete actions for the European Commission to enhance the support and funding opportunities of urban cultural heritage during the next funding period were shaped. In this network World Heritage and non-World Heritage cities are working close together; due to their varied mutual challenges (City of Regensburg, 2010a, b) (Figure 1).

2. Integrated World Heritage management system in Regensburg

When it comes to World Heritage issues there are many stakeholders of varied backgrounds involved and their level of cooperation is crucial to the success of the management system being implemented. Art historians have to work together with masters of business. Communal departments of preservation have to work together

World Heritage Coordination of the City of Regensburg

<p>1. Coordination and Contact Point</p> <p>Coordination of municipal actions and projects related to the topic "UNESCO World Heritage" and development of projects with external partners</p> <ul style="list-style-type: none"> • Contact Point • LK Weilerbe (steering group "World Heritage") • AG Weilerbe (working group "World Heritage") • World Heritage management plan 	<p>2. Monitoring</p> <p>Identification of projects to be reported to UNESCO; exchange and communication with the relevant administrative bodies</p> <ul style="list-style-type: none"> • Periodic Reporting • Reactive Monitoring • Establishment of a World Heritage Steering Committee to monitor new development in the core and buffer zone • Other factors (natural risks, visitor management, etc.)
<p>3. Public relations and raising awareness</p> <p>Communicating the World Heritage idea and Regensburg's World Heritage attributes to residents and visitors</p> <ul style="list-style-type: none"> • Public relations website, World Heritage in Young Hands, brochures, annual reports, etc. • World Heritage inscription ceremony (November 24, 2007) • World Heritage Days (annual event on the first Sunday in June) • Establishment of a World Heritage Documentation Centre 	<p>4. Science and networking</p> <p>Promoting scientific work on the topic "World Heritage" in Regensburg and representing Regensburg in national and international networks</p> <ul style="list-style-type: none"> • Networks (ARGE Historic Cities, OWHC, ICOMOS, etc.) • Scientific research (cooperation with universities, survey on visual axes, etc.) • Conferences • European-funded projects (e.g. URBACT-funded project "HerO")

Figure 1.
The four main areas of World Heritage coordination in Regensburg

with those in charge of developing the city. Marketing officials from tourist and city marketing organisations have to collaborate with museums and local stakeholders as well as home owners. But not only experts from different backgrounds must come to an agreement. Also, the communal administrations which are organised in several sectors need to learn cooperating, despite the different policies they are following.

The communication between these different sectors is often organised in written form. Though, due to the complex nature and the variety of aspects, parameters and stakeholders, a successful management with the aim of defining common objectives, strategies and projects can greatly benefit from the use of an integrated approach.

Only through the integration and identification, the common phenomenon of having local stakeholders feeling excluded can be avoided. Otherwise, they may complain to UNESCO's World Heritage Centre about being ignored on specific development projects that have already been discussed intensely or even, already been approved.

Direct communication, informal planning, round tables, workshops, etc. can assure that complex topics with effects on a large number of inhabitants, visitors and other "users" of the city are dealt with in such a way that all necessary stakeholders are integrated, and the common objectives accomplished. Thus creating an atmosphere of team spirit and strengthening the identification of all stakeholders within a World Heritage property seems to be the key to success.

World Heritage is a joint task for the whole local community rather than only an administrative issue that can be dealt with by a top-down approach. Information, public participation, shared objectives and responsibilities are the main strategies toward achieving a sustainable level of identification among local stakeholders and sometimes even among the different departments from the local administration.

In Regensburg, the World Heritage management system is organised in the extra-created office called "World Heritage Coordination". To date, the unit consists of three permanent employees and one temporary employee in charge of the European-funded project HerO. It is part of the Department of Planning and Building and is directly assigned to the Councillor for Planning and Building Affairs.

These employees have various professional backgrounds, ranging from geography and preservation through tourism background to city planning and architecture. The exchange and flow of information with other parts of the administration is organised in a series of round tables, regular talks and project-related working groups.

The decisions and strategies concerning different sectors of the administration are developed by a Steering Group, including the Mayor, the Councillor for Planning and Building Affairs, the Councillor for Cultural Affairs, the Councillor for Economical and Financial Affairs, and the Press Department.

A regular "working group" includes representatives of the building authority, the Planning Department, the local tourist organisation, the Communal Press Department, the Department of International Relations, the Department of Preservation, the World Heritage Coordination and, depending on the topic, additional stakeholders.

This "working group" prepares the decisions, coordinates common projects, exchanges information and discusses problems and innovative ideas. Soft factors are essential when working with an integrated approach. Motivation of the stakeholders to take an active role, creation of a common understanding and spirit and identification with the main common objectives are therefore of utmost importance (Figure 2).

2.1 Policies

In Regensburg, the existing preservation policies and legal frameworks have so far been proven to be sufficient to guide the safeguarding of its monuments, already before the inscription of the historic centre of Regensburg on the World Heritage List.

Since 1973, the *Bavarian Law for the Protection of Historical Buildings and Monuments* ensures the safeguard of the historic centre of Regensburg applied to the whole core area of the World Heritage property (*Bavarian Law for the Protection and Preservation of Monuments* from 25 June 1973 (BayRS 2242-1-K), last revised 27 July 2009 (GVBl, 2009, p. 385, 390ff).

In accordance with the terms of article 6 of this law anyone who wants to build or implement renovation measures within the environs of these ensembles or any of their historical buildings or monuments is required to apply for curatorial permits (City of Regensburg, 2008).

The *Bavarian Law on Nature Conservation, Landscape Protection and Outdoor Recreation* in the version revised 2010 forms the legal basis for a number of ordinances at local authority level, which affects both core area and the buffer zones (*Bavarian Law for the Protection of Nature, Conservation of Landscape and Recreation in the Open Air* from 23 December 2005 (GVBl, 2006, p. 2, BayRS 791-1-UG), last revised 25 February 2010 (GVBl, p. 66).

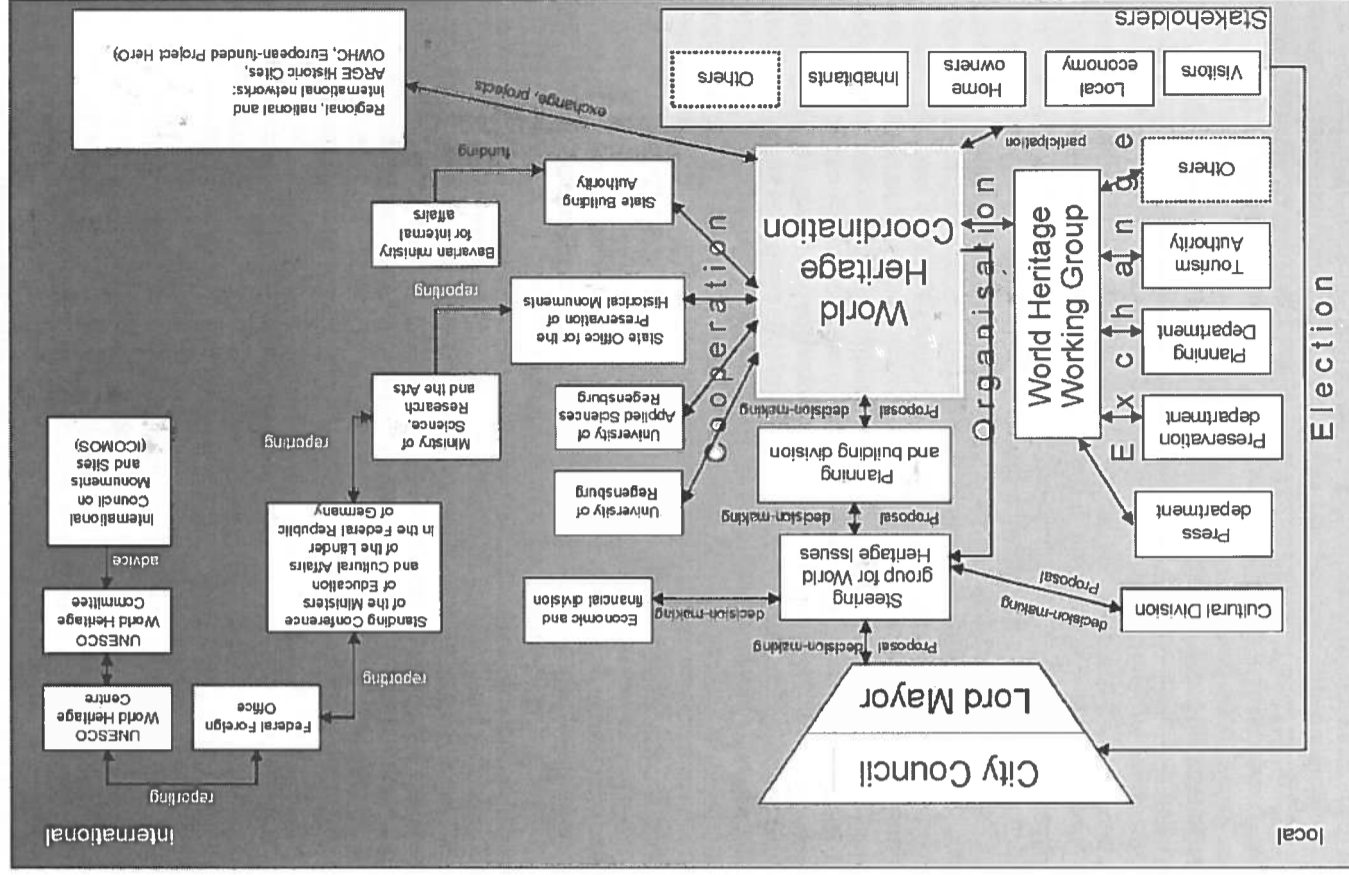


Figure 2. Organisation of World Heritage management for the World Heritage site "Old town of Regensburg with Stadthof".

The *Federal Law on Nature Conservation and Landscape Protection* was revised in 2002 and provides regulations mainly for the flora, fauna and the whole eco-system, but also to the recreational value of nature and countryside (Federal Nature Conservation Act of 25 March 2002 (BGBI. [Federal Law Gazette] I, p. 1193).

The *By-Laws on Local Building Regulations for Protecting the Old City Centre of Regensburg* (Altstadtschutzsatzung) are communal laws that were approved in 1982 by the City Council (Ordinance for local Building Regulation for Protection of the Old Town of Regensburg (Altstadtschutzsatzung) from 4 December 2007), City of Regensburg (2007).

In this policy it is clearly defined what alterations are permitted on historic buildings, e.g. roofing, outside walls, windows and other openings, advertisements, outdoor cables and antennas. This policy guides the day-to-day planning and is widely accepted by the local population.

All these policies have been contributing to the good state of conservation of the historic centre of Regensburg. Though, the secret to their success lays on their implementation, as all new building applications are discussed and evaluated in a weekly round table session, joining all relevant departments. Besides saving time, this work model allows controversial statements to be confronted and clarified in person.

The strict use of the *By-Laws on Local Building Regulations for Protecting the Old City Centre of Regensburg* strongly contributed to the preservation of the historic centre and its visual integrity. The most frequent proposal for alterations being rejected concerns roofing. House owners or developers want to install roof terraces or embedded roof windows, though that would gradually change the well-preserved historic roof-landscape, which is one of the attributes of outstanding universal value in Regensburg (City of Regensburg, 2004).

The *Federal Preservation Law (Bavarian Law for the Protection and Preservation of Monuments 2009)* is still the only legal basis at national level for the protection of cultural heritage. As this law do not echoes the aims of the World Heritage Convention is lacking the means to preserve the outstanding universal value and/or the visual integrity when it comes to the planning of high-rise development in or close to World Heritage properties, e.g. Cologne.

Moreover, there are more regulations to ensure the safeguarding of the built urban heritage, e.g. concerning serving food and beverages outdoors or the modality to advertise (City of Regensburg, 2008).

2.2 Network of stakeholders

The local authorities of Regensburg have decided to make use of a broad network of stakeholders to take part in their integrated World Heritage management system. Follow a brief explanation on the main groups of stakeholders which are respectively, the World Heritage coordination, the working groups, the steering committee, the architectural advisory board, the curator of the city of Regensburg and the information centre world heritage.

2.2.1 World Heritage coordination. The office "World Heritage Coordination" was purposely created in 2007 to coordinate all issues related to the World Heritage Status of Regensburg. It is integrated in the Department of Planning and Building and is directly assigned to the Councillor for Planning and Building Affairs. To date, there are three permanent and one temporary employee in charge of the European-funded

project HerO. These employees have various professional backgrounds, ranging from geography and preservation through tourism to city planning and architecture.

2.2.2 Working groups. The exchange and flow of information between the office World Heritage Coordination and the other departments within the local authorities is organised in a series of round tables, regular talks and project-related working groups.

A regular "working group" includes representatives of the building authority, the Planning Department, the local tourist organisation, the Communal Press Department, the Department of International Relations, the Department of Preservation, the World Heritage Coordination and, depending on the topic, additional stakeholders.

"Working groups" discuss preservation issues, decides upon proposals for building permits, coordinate common projects, exchange information, share problems and innovative ideas; in short, everything that is may affect the outstanding universal value of Regensburg. Soft factors are also essential when working with an integrated approach. Motivation of the stakeholders to take an active role, creation of a common understanding and spirit and identification with the main common objectives are therefore of utmost importance.

2.2.3 The steering committee. The steering committee is a committee that includes the Mayor of Regensburg, the Councillor for Planning and Building Affairs, the Councillor for Cultural Affairs, the Councillor for Economical and Financial Affairs, and the Press Department.

In Germany, the line of communication from World Heritage properties to UNESCO's World Heritage Committee is a particular long one. The federal states are in charge of preservation law, because the World Heritage Convention has not been transferred to national law yet. Therefore the federal ministries in charge (in Bavaria the "State Ministry of Science, Research, and the Arts") are the first link in the chain followed by the Standing Conference of the Ministers of Cultural Affairs (*Kultusministerkonferenz*), Ministry of Foreign Affairs, the German ambassador to UNESCO and the UNESCO World Heritage Centre.

Thus, the steering committee is an attempt to simplify and tighten the administrative procedures and ensure a greater level of protection for the World Heritage property. All affected administrative levels agreed to meet twice a year, in a three-year pilot, to discuss the relevant developments, in accordance to Section 172 of the Operational Guidelines for the Implementation of the Convention concerning the Protection of the World Cultural and Natural Heritage (in the following: Operational Guidelines).

According to the By-laws, the "Steering Committee for the Monitoring of Constructional Development in the World Heritage Site 'Old Town of Regensburg with Stadthof'" shall examine and evaluate the constructional projects and plans presented to it with regard to their World Heritage compatibility. Furthermore, it shall early identify possible conflicts of urban development projects with the cultural heritage, as well as safeguard the World Heritage compatibility of constructional measures in the core and buffer zones." (City of Regensburg, 2008, p. 1).

This integrated approach is providing the opportunity to achieve coordinated assessment within a tolerable timeline. Though, only projects with a potential impact on the visual integrity or the authenticity of the World Heritage site are discussed. The committee can then give advice to the planning authorities to either approve the project

as it does not endanger the outstanding universal value of Regensburg; or to propose the project to be revised.

In Section 7 of the By-laws the rules of procedure are defined:

(3) If one member of the steering committee expresses concerns regarding the compatibility of a project with the World Heritage status, this project will be subject to discussion in the following session.

(4) If the steering committee unanimously decides that a construction project respects the outstanding universal value of the World Heritage Site "Old Town of Regensburg with Stadthof", this evaluation shall be immediately communicated to the UNESCO World Heritage Centre. Detailed reasons are to be included for the evaluation. The UNESCO World Heritage Centre shall be given an appropriate period of time during which the evaluation of the steering committee may be challenged.

(5) If a planned project does not receive the approval of the steering committee, the committee may either immediately inform the UNESCO about the project or give the responsible party the possibility of a revision, as long as the requirements of Section 172 of the Operational Guidelines are met and especially no construction steps are planned which can only hardly be reversed. In case of a resubmission, the steering committee shall disclose tangible criteria on how to avoid a conflict with the World Heritage status (City of Regensburg, 2008, pp. 3-4).

The first meetings of the steering committee took place in 2009. The atmosphere of this integrated round table approach was very positive. The advice from the steering committee had already been taken into account in the ongoing planning processes. The real benefit for the World Heritage city is that planning projects can be discussed in a very early stage. The meetings of the steering committee are not public and are strictly confidential. So, no further information can be published on the projects subject to debate or the respective advices (Figure 3).

2.2.4 Architectural advisory board. The architectural advisory board (*Gestaltungsbeirat*), is an independent committee of experts in the field of architecture set up in 1998 that gives advice to the local authorities of Regensburg in questions concerning to architectural and urban design projects, either public or private, with special relevance to the city development.

2.2.5 Curator of the city of Regensburg. The curator of the city of Regensburg is an expert advisor and promoter of the preservation of the cultural heritage of the city of Regensburg, appointed for a period of six years. The curator works in an honorary capacity and is meant to serve as an independent advisor when conflicts and discussions occur regarding issues of preservation.

2.2.6 Visitor Centre World Heritage Regensburg. Education about the World Heritage Convention is a permanent challenge that has to be fulfilled by the States Parties and the local authorities managing World Heritage properties. In the Operational Guidelines it is stated in Section 217: "States Parties are encouraged to raise awareness of the need to preserve World Heritage. In particular, they should ensure that World Heritage status is adequately marked and promoted on-site."

Besides the permanent efforts to educate the visitors and citizens about the World Heritage Convention in general, the local authorities of Regensburg considered important to make public the history and implementation of the World Heritage Convention specifically to Regensburg.

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29,7/8

296

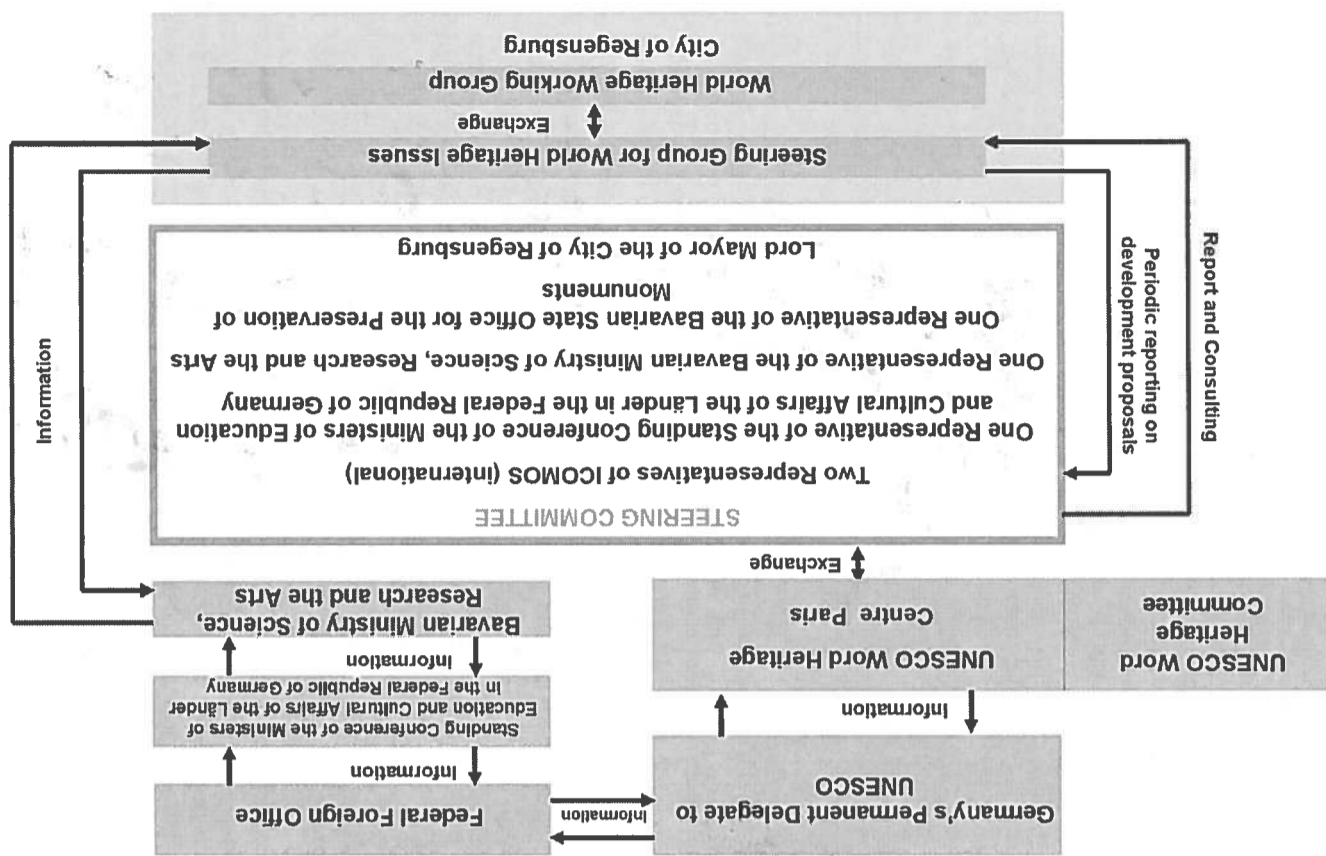


Figure 3.
The steering committee in
Regensburg

Especial leaflets for tourists in different languages, an extensive web site with information about many individual buildings and the ensemble, a bronze-model of the historic World Heritage area and a yearly conducted World Heritage day are all successful actions that have been proven to raise the awareness and educate those you express interest for Regensburg.

The next action to raise World Heritage awareness will be the opening of specially designed Visitor Centre World Heritage Regensburg in the historic salt barn, a very central historic building. Targeting not only tourists but also locals, about 700 square meters will be designed to inform their visitors about the UNESCO, the World Heritage Convention, the World Heritage properties and the World Heritage for children; but also, about Regensburg and its World Heritage site, entitled "Old Town of Regensburg with Stadthof". Visitors will be guided to experience the outstanding universal value of Regensburg, not only on the past but also on the persistence of important functions up till today and to the future.

The development of the Information Centre World Heritage started with the definition of functions. Those were respectively:

- chapters where guests could learn about the World Heritage program in general, about several thematic fields of the history of Regensburg that are connected to the World Heritage nomination;
- a multifunctional area that can be used for events;
- an area where school classes can be educated;
- an area where the guided city tours can have a quick start with reference to the city development;
- an information point where people can get touristic and practical information; and
- an area where guests can find additional information through media.

There were several constraints to the rehabilitation of the historic salt barn into an information centre, e.g. the individual layout and its former use as a storehouse, as well as the demands from the fire department and the accessibility for handicapped visitors. To help the local authorities finding the best solution a call for tender was launched to find an architectural firm who could develop the architectural concept and make a preliminary cost estimation.

In 2008, the office of Bertron, Schwarz & Frey was selected to carry out this task. After the preparation of a first draft concept a second call was launched to find a team of experts who then did prepare a concept about the more concrete themes, subjects and objects that would be displayed within the permanent exhibition.

A scientific advisory board was settled to support the whole process. The members were experts from the local preservation unit, the head of communal museums, the head of local tourist agency, a private heritage specialist, a professor of art and art history and an expert on museums. The scientific advisory board cooperated with the team of external experts to work out a scientific concept for the content of the permanent exhibition.

The local authorities of Regensburg have applied for funding for this 1.95 million euros project by the European Fund for Regional development and the Federal Ministry of Transport, Building and Urban Development. In 2009 funding was granted

F for 1 million euros from the Federal Ministry of Transport, Building and Urban Development and additionally 300.000 euros from European Regional Development Fund (ERDF).

29,7/8

In August 2009, the local authorities of Regensburg decided to implement the project. During 2010 and in the beginning of 2011 the renovation of the premises have been carried out, in parallel the specific works to install the permanent exhibition, e.g. the development of media content, the preparation of a new interactive city-model, etc. which will also be organised through a call for tenders and then implemented. The opening of the Information Centre to the public is scheduled to June 5, 2011 (Figure 4).

298

2.3 Management plan and citizens participation

The implementation of management systems that properly protect the outstanding universal value of their properties are an obligation for all States Parties holding UNESCO-World Heritage properties. Accordingly, "each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means".

World Heritage management plans do not have a defined standard model yet. Though, few attempts have been found with the purpose to clarify their structure and contents (Ringbeck, 2008). Though, equally important to the elaboration of a management plan is the management system that keeps implementing and evaluating the impact of this plan in the World Heritage property.

The local authorities of Regensburg have prepared a first version of their management plan during the nomination process, though already in 2008 they decided

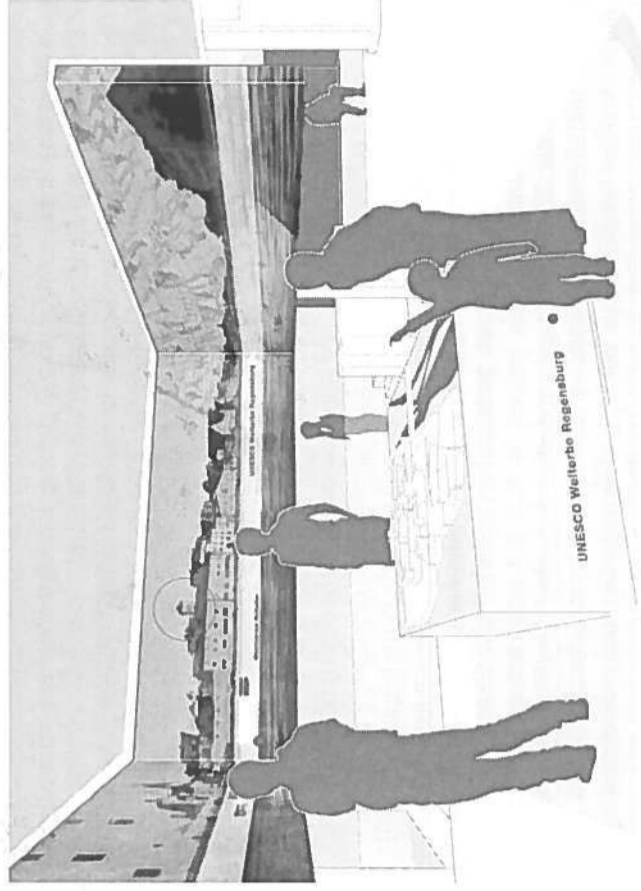


Figure 4.
Visitor Centre World
Heritage Regensburg

to review it and make use of a more integrated approach, including citizens participation. This process was integrated in the URBACT II Project HerO (Heritage as opportunity) and launched in 2009.

A working group with members of different communal departments and external stakeholders was settled to develop a plan with a list of concrete actions. By the end of the process, also representatives from the Bavarian state, the European Funding and National Funding (*Städtebauförderung*) have been included in the working group. After designing the process and the definition of the objectives and potential stakeholders, a call for tender was carried out to find an external expert to moderate the process and to summarize the results in the reviewed management plan.

The first task of the external expert was to analyse the existing policies and concepts for their heritage-relevant content. In a series of meetings, the working group defined six fields of actions. Because of the strong interests in this process, the working group was quite large. For this reason a special leader was chosen among the members for each field of action.

These leaders had the responsibility to:

- bundle the comments for one field of action;
- help with the editing work at the end of the process;
- moderate between conflicting interests within the group; and
- moderate the fields of action within an event for the citizens' participation.

During 2009 the working group defined and reviewed the objectives for each field of action and selected the most important actions. In 2010 after giving the leaders a special coaching for moderation techniques, a public event for the citizens and more stakeholders was organised. Around 70 persons attended the event, where they were split up in six groups for the different field of actions.

The leaders were the moderators for the sessions and guided the citizens after asking for their individual needs to collect their ideas for actions and to choose the most important ones. The results of the event were a list of actions which are most favourable to the citizens.

As an ongoing process, the next steps will be to review the ideas for actions and report to the back to the local authorities. Many of the proposed actions require funding, so funding shall have to be secured. The other parts of the management plan, e.g. the description of legislative and preservation tools, the description of the OUV will be reviewed in collaboration with the local preservation department.

The complete reviewed management plan will be ready in the beginning of 2011 and the local authorities will deliberate on the subject. After, the implementation of the actions is planned to be monitored by a permanent interdisciplinary working group. In regular intervals, events for citizen participation will also take place.

The main advantage of this process is that not only actions concerning the protection of the World Heritage properties but also development projects are discussed and therefore it is ensured that they only enhance the World Heritage qualities. Another benefit is that not only objectives, but many concrete actions are developed and can be carried out instantly (Plate 2).

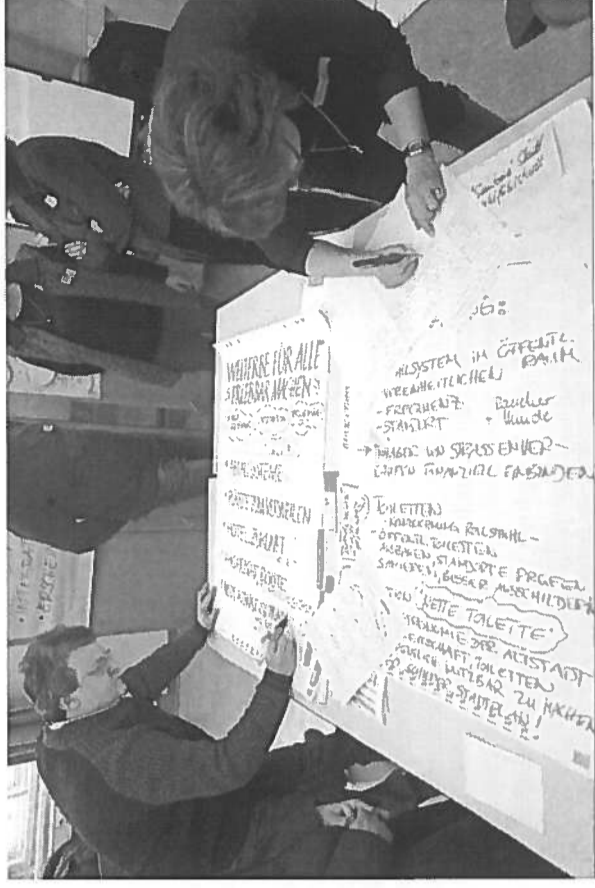


Plate 2.
Citizens participating on
the review of the
management plan

3. Conclusions

The UNESCO World Heritage status has had a great impact in Regensburg, including on how the local authorities managed their city and the sustainability of the foreseen urban developments. Owing to the consequent raise of complexity on the parameters, problems and range of stakeholders involved, the local authorities of Regensburg have chosen for an integrated approach and have managed to achieve a very successful level of professional World Heritage management.

Particularly, the establishment of a special administrative unit that coordinates all World Heritage-related issues, entitled "World Heritage coordination"; in combination with the development of a professional strategy to balance between the safeguarding of the urban cultural heritage and economical development have proven to work quite efficiently.

The management plan has also helped local authorities determine coherent objectives, strategies and actions to deal with urban cultural heritage. The whole process has proven to be a great method to integrate the broad range of stakeholders and their differing interests, find compromises towards solutions and develop strategies for actions that are supported by a broader range of involved parties. A higher level of identification within the local stakeholders and citizens has been generated through thorough citizen participation and the local community, who now also play an active role on the implementation of the common objectives with shared strategies and responsibilities.

The integrated World Heritage system has also proven to facilitate agreements. Though, strategies and policies have proven to be enough for having the objectives implemented on the daily practice. New support tools and networks need to be developed. The multidisciplinary nature and raise of complexity consequent to the

inscription of the historic centre of Regensburg at the World Heritage List require new ways of integrating the different stakeholders and deal with the cultural heritage in a more holistic manner.

The local authorities of Regensburg were glad to verify that their efforts to broaden the network of stakeholders involved have contributed to a stronger commitment, identification and greater awareness by the citizens concerning the outstanding universal value of Regensburg. Also, the local authorities realised that despite the effort of the local parties involved, the lack of political support and financial resources can also go against a well structured and integrated management plan.

Last, there are also other external parameters that may affect the World Heritage status such as demography, energy efficiency, economic development or regulations (European or international) which are permanently changing. So, the collaboration between local authorities throughout networks, exchanging good-practices and sharing similar problems, can facilitate the development of common positions and therefore offer possibilities to influence common policies and funding schemes to better meet the needs of World Heritage properties such as Regensburg.

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302

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