



**EX.PO AUS**

Extension of Potentiality  
of Adriatic UNESCO sites

**CENTRE FOR  
CONSERVATION AND  
ARCHAEOLOGY OF  
MONTENEGRO**



**Management  
planning of the  
UNESCO World  
Heritage Sites**  
*Guidelines for  
the development,  
implementation  
and monitoring of  
management plans*



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With the examples of  
Adriatic WHSs

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# About the “Management planning of UNESCO World Heritage Sites – Guidelines for the development, implementation and monitoring of management plans – with the examples of Adriatic WHSs”

The “Management planning of UNESCO World Heritage Sites – Guidelines for the development, implementation and monitoring of management plans – with the examples of Adriatic WHSs” has been produced within the project **EX.PO AUS (EXtension of Potentiality of Adriatic UNESCO Sites)**, a cross-border project co-financed by the EU within the IPA Adriatic CBC Programme 2007–2013.

The general objective of the EX.PO AUS project is to set up a network between the UNESCO World Heritage Sites of the Adriatic Sea area (including sites on the Tentative List or those planning to apply for inclusion on this list), which will be able to develop in a cross-border context, and diffuse high-quality technical and managerial competences by means of the various public and private actors involved, with the aim of pursuing a joint long-term strategy for the sustainable development of the sites based on high levels of managerial, technological and energy-related innovation. One of the **specific objectives** of the EX.PO AUS project is **cross-border development of the concept and tools for sustainable management of UNESCO World Heritage Sites**.

These guidelines are part of a set of specific

processes and activities related to the management planning process of World Heritage Sites initiated in the framework of **Working Package 3 – Cross-border Sustainable Management of the Adriatic UNESCO Sites**, coordinated by the Centre for Conservation and Archaeology of Montenegro. The activities implemented within this Working Package include: assessing the condition of management plans and general management issues for the World Heritage Sites involved in the project; assessing the effectiveness of management through the drawing up and actual testing of a checklist and indicators; developing a joint cross-border approach to sustainable development of the UNESCO World Heritage Sites in the Adriatic area; and organizing a series of nine seminars/workshops on the preparation and implementation of management plans. These activities are explained in more detail in Chapter 1.2 – Activities related to management planning within the EX.PO AUS project. The present guidelines result from the stated project activities.

**The aim of the guidelines** is to contribute to enhancing the process of management of the World Heritage Sites on the Adriatic, as well as of the sites aspiring to

this status, especially through a framework for developing, implementing and monitoring management plans.

The guidelines are based on the **results of the EX.PO AUS project**, relying on **international guidelines for the management of World Heritage Sites**. It is very important to note that during the realization of the project, a new *World Heritage Resource Manual – Managing Cultural World Heritage*<sup>1</sup> was published in 2013 by the UNESCO World Heritage Centre, ICCROM, ICOMOS and IUCN. In addition to extensive literature on this subject, the material from the Manual was essential in the creation of these guidelines.

The guidelines are **intended** for all stakeholders involved in the process of World Heritage Site management. It is especially important that the guidelines have been prepared in the **languages of all seven countries** participating in the EX.PO AUS project: Albanian, Bosnian, Croatian, Greek, Italian, Montenegrin and Slovenian, as well as English. In this way, the most advanced knowledge and guidelines on management plans will be made available to a larger number of stakeholders in the Adriatic countries.

The guidelines contain the following **chapters**:

The first chapter contains a general introduction to the EX.PO AUS project, the World Heritage Sites on the Adriatic

that are included in the project and the activities implemented within the project related to management planning.

Chapters 2 and 3 present the basic concepts of World Heritage Site management. This section summarizes the basic starting points and framework for a management system of World Heritage Sites. It is based on international documents adopted in this field, especially the documents of UNESCO, including the new *World Heritage Resource Manual – Managing Cultural World Heritage*.

Chapter 4 contains the complete text of Appendix A of the *World Heritage Resource Manual – Managing Cultural World Heritage: A framework for developing, implementing and monitoring a management plan*. We thought it would be very useful to present this material in full.

Chapter 5 states the lessons learnt from the management planning of the World Heritage Sites on the Adriatic included in the EX.PO AUS project, resulting from the EX.PO AUS project's activities.

Although the guidelines, as well as the EX.PO AUS project in general, primarily focus on World Heritage Sites or sites aspiring to this status, they can be useful as a model for managing other cultural heritage areas, as well as a framework for developing, implementing and monitoring management plans.

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1 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.)

## 1.1. About the EX.PO AUS project

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The project **EX.PO AUS** (EXtension of Potentiality of Adriatic UNESCO Sites) is a cross-border project co-financed by the EU within the IPA Adriatic CBC Programme 2007–2013. The project includes twelve partners from four member states of the European Union (Italy, Slovenia, Croatia and Greece) and three Eastern Adriatic states (Bosnia and Herzegovina, Montenegro and Albania) on both sides of the Adriatic Sea: the City of Dubrovnik, the Region of Istria, the City of Split, the Province of Ferrara, the Municipality of Ravenna – City Art Museum, the Municipality of Alberobello; the Aquileia Foundation, the University of Primorska – Science and Research Centre; the Centre for Conservation and Archaeology of Montenegro, the Commission for the Preservation of National Monuments, the Office of Administration and Coordination of Butrint and the Municipality of Corfu. The project duration is 36 months.

The general objective of the EX.PO AUS project is to set up a network between the

UNESCO World Heritage Sites of the Adriatic Sea area (including sites on the Tentative List or those planning to apply for inclusion on this list), which will be able to develop in a cross-border context, and diffuse high-quality technical and managerial competences by means of the various public and private actors involved, with the aim of pursuing a joint long-term strategy for the sustainable development of the sites based on high levels of managerial, technological and energy-related innovation.

To achieve the project's strategic aim, the following specific objectives are being pursued:

- Cross-border development of the concept and tools for sustainable management of UNESCO World Heritage Sites;
- Cross-border improvement of knowledge, techniques and technological support via the exchange of information on best practices and techniques;
- Realization of innovative pilot actions at particular UNESCO World Heritage Sites;
- Joint valorization of Adriatic

UNESCO World Heritage Sites as a whole as well as focusing on specific thematic issues, with the aim of attracting the worldwide-growing segment of tourists interested in culture and nature.

Geographical proximity, combined with the extraordinary density of outstanding cultural and natural heritage acknowledged by UNESCO, makes the cross-border approach the most appropriate one to achieve long-term results for the sustainable development of cultural heritage. UNESCO World Heritage Sites have, by definition, an international dimension going beyond national borders, so it is highly important to compare, share and transfer experience, as well as to develop new joint strategies based on territorial proximity.



## EX. PO AUS

Extension of Potentiality  
of Adriatic UNESCO sites

### 1.2. *The UNESCO World Heritage Sites on the Adriatic included in the EX.PO AUS project*

Fernand Braudel, a French historian famous for his work on the Mediterranean, held that there is no single Mediterranean Sea but a vast, complex expanse composed of many seas. Of all the regions, he believed the Adriatic Sea to be “perhaps the most unified”. Geography, politics, economics, civilization and religion all combine to make the Adriatic a homogeneous world, extending beyond the coasts of the sea. Its civilization is profoundly complex, with western and eastern influences and elements that combine to give this frontier zone its own originality.<sup>2</sup>

The Adriatic Sea is an area of diverse and rich natural and landscape values. The Adriatic has been a crossroads of different civilizations, the main thoroughfare for the Greeks, Romans and Venetians, so it is no wonder that valuable and diverse cultural heritage sites line the coasts of Italy, Slovenia, Croatia, Montenegro, Albania and Greece. The eastern and western Adriatic coast, from the Strait of Otranto to the northern marshes of the Po Valley, is rich in cultural layers and the remains of past cultures and valuable cultural heritage sites.

2 Braudel, F. 1949/1972. *The Mediterranean and the Mediterranean World in the Age of Philip II*

The cultural and natural heritage of the Adriatic includes a large number of sites of Outstanding Universal Value inscribed on the UNESCO World Heritage List. Currently more there are than 20 UNESCO World Heritage Sites by the Adriatic Sea. The EX.PO AUS project includes **11 sites already inscribed on the World Heritage List, two on the Tentative List and one not yet included on the Tentative List.** All these sites belong to the category of **cultural sites.**

Within the EX.PO AUS project the following **UNESCO World Heritage Sites** are participating:

1. The Trulli of Alberobello, Italy
2. The Archaeological Area and the Patriarchal Basilica of Aquileia, Italy
3. Butrint, Albania
4. The Old Town of Corfu, Greece
5. The Old City of Dubrovnik, Croatia
6. Ferrara, City of Renaissance and its Po Delta, Italy
7. The Natural and Cultural–Historical Region of Kotor, Montenegro

8. The Old Bridge Area of the Old City of Mostar, Bosnia and Herzegovina
9. The Episcopal Complex of the Euphrasian Basilica in the Historic Centre of Poreč, Croatia
10. The Early Christian Monuments of Ravenna, Italy
11. The Historical Complex of Split with the Palace of Diocletian, Croatia

The EX.PO AUS Project deals also with two sites on the World Heritage Tentative List:

12. The Natural and Architectural Ensemble of Blagaj, Bosnia and Herzegovina
13. The Natural and Architectural Ensemble of Stolac, Bosnia and Herzegovina

and one not yet included on the Tentative List:

14. The Piran cultural landscape with the salt pans of Secovlje and Strunjan, Slovenia



The present selection has been conditioned by the requirements of the project, on the one hand, as being representative of the overall heritage value of the region, while on the other hand, it is important to feature all geographical areas.

*The Trulli of Alberobello exemplify folk craftsmanship, the Ravenna churches the beauty of early Christian architecture and art. Aquileia is a Roman and early-Medieval town at the crossroads of the wider region. The Episcopal Complex of the Euphrasian Basilica in Poreč is important because of its state of preservation and durability, as is Diocletian's Palace in Split. Dubrovnik is unique for being a walled medieval town beautifully preserved in its integrity, whereas the Kotor region illustrates the interaction between coastal towns and their surroundings, as does Butrint, for all the differences in the historical and natural setting. Bosnia and Herzegovina features*

*in the project with several different sites, the Old City of Mostar being listed by the World Heritage Centre, and Stolac, Blidinje and Blagaj making the Tentative List. The beauty and importance of Corfu resides in its layering of history, architecture, and culture. Piran, on the other hand, is set off by the harmony between the town and the humanized natural surroundings of its salt pans. This harmony is in full swing in the city of Ferrara as well.<sup>3</sup>*

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3 EX.PO AUS project, 2013. EX.PO AUS Extension of Potentiality of Adriatic UNESCO Sites



Alberobello, Italy



Aquileia, Italy



Butrint, Albania



Corfu, Greece



*Dubrovnik, Croatia*



*Ferrara, Italy*



*Kotor Region, Montenegro*



*Mostar, Bosnia and Herzegovina*



*Poreč, Croatia*



*Ravenna, Italy*



*Split, Croatia*



*Blagaj, Bosnia and Herzegovina*



*Stolac, Bosnia and Herzegovina*



*Piran, Slovenia*

### 1.3. Activities related to management planning within the EX.PO AUS project

Within the EX.PO AUS project a set of specific processes and activities related to the management planning process of *World Heritage Sites* has been initiated within the framework of Working Package 3 – Cross-border Sustainable Management of the Adriatic UNESCO Sites, coordinated by the Centre for Conservation and Archaeology of Montenegro. This Working Package includes the following activities:

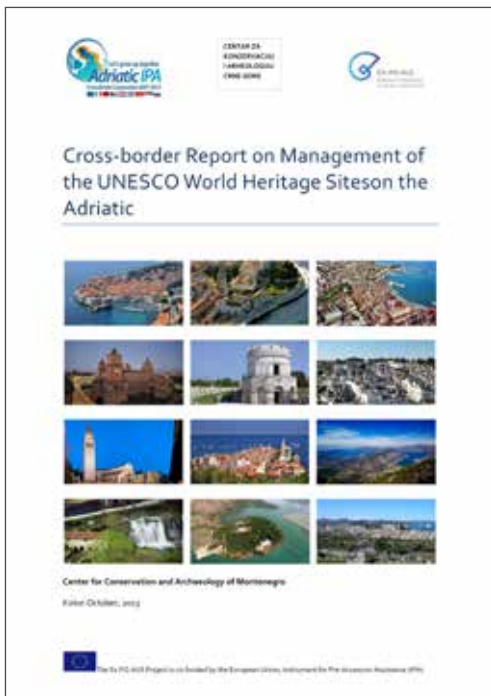
- **Assessing the condition of management plans and general**

**management issues** for the UNESCO World Heritage Sites included in the EX.PO AUS project. The assessment is based on an informative grid prepared and filled in by EX.PO AUS project partners. The analysis of this material is presented in the “Cross-border Report on Management of the UNESCO World Heritage Sites on the Adriatic”, available on the EX.PO AUS project web site: [www.expoaus.org](http://www.expoaus.org).

- A series of nine **seminars/workshops on preparation and implementation of management plans** organized at the local and cross-border levels with the aim of: educating local stakeholders; sharing know-how about the preparation and implementation of management plans; sharing experience of the management planning process at both the international and regional (Adriatic) levels.

**Five local seminars/workshops** on preparation/ implementation of management plans were organized:

- › Old Town Management Plan Development, Split, Croatia, 21 October 2013
- › Local seminar on preparation of the UNESCO site Management Plan, Piran, Slovenia, 25 October 2013
- › Presentation of the Management Plan of the UNESCO site of Aquileia, Aquileia, Italy, 26 October 2013
- › Management plans of UNESCO sites and implementation challenges, case of Butrint, Butrint, Albania, 18–19 May 2014





*Split, Croatia, 21 October 2013*



*Piran, Slovenia, 25 October 2013*



*Aquileia, Italy, 26 October 2013*



*Butrint, Albania, 18-19 May 2014*



*Mostar, Bosnia and Herzegovina, 10 March 2014*



*Piran, Slovenia, 24 October 2013*



*Kotor, Montenegro, 10 April 2014*



*Poreč, Croatia, 12 June 2014*



Dubrovnik, Croatia, 11 September 2014

- › Challenges in the implementation of management plans for World Heritage Sites, Mostar, Bosnia and Herzegovina, 10 March 2014

**Two regional seminars/workshops on preparation/ implementation of management plans were organized:**

- › Cross-border high-level training seminar on preparation and implementation of the UNESCO sites Management Plan in the Adriatic region, Piran, Slovenia, 24 October 2014
- › Sustainable Management of the Adriatic UNESCO World Heritage Sites, Kotor, Montenegro, 10 April 2014

**Additionally, participation in two local conferences /workshops was organized:**

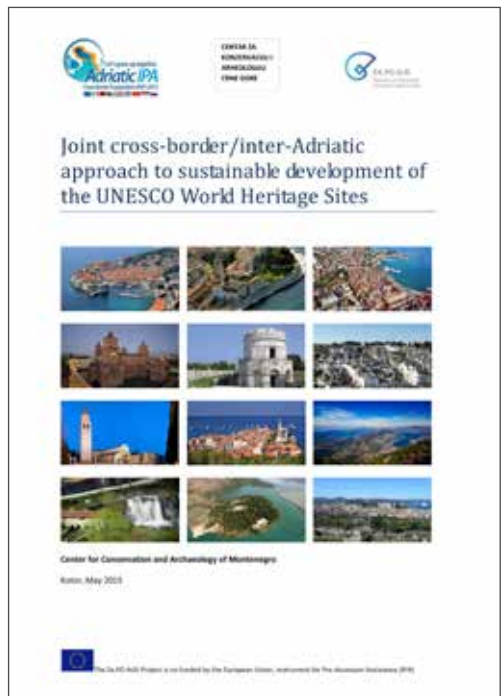
- › Preparation of UNESCO's management plans and their implementation in the wider context of urban development, branding, promotion and a modern approach to the preservation and promotion of heritage, Poreč, Croatia, 12 June 2014



Split, Croatia, 21 October 2013

- › Sustainable Management Solutions“Focus on Management Issues in Historic Centres” Dubrovnik, Croatia, 11 September 2014

- Developing a joint cross-border approach to sustainable development of the UNESCO World Heritage Sites in the Adriatic area, focusing



on World Heritage Site management as one of the crucial processes in the sites' protection. This joint cross-border approach: establishes the basic leading concepts, based on internationally accepted approaches and knowledge, in the protection and management of World Heritage and cultural heritage in general; it emphasizes the key considerations for sustainable and effective management systems of World Heritage Sites and proposes guidelines for a joint cross-border approach, based on the processes and activities initiated within the EX.PO AUS project. The joint cross-border approach is available on the EX.PO AUS project web site: [www.expoaus.org](http://www.expoaus.org).

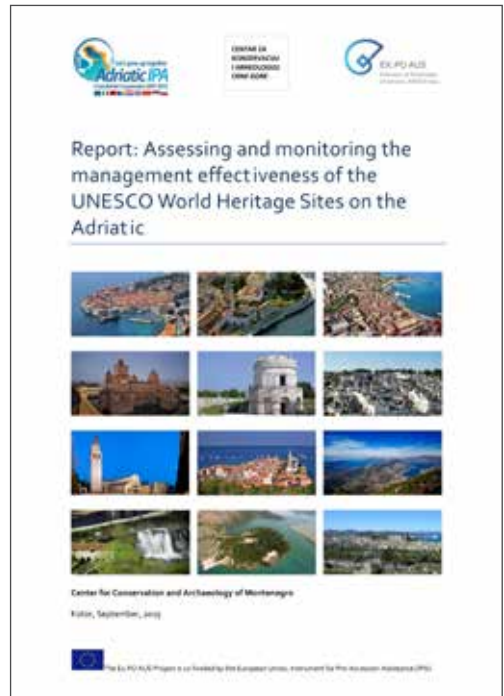
- **Assessing the management effectiveness** of the UNESCO World Heritage Sites on the Adriatic through the detailing and actual testing of a checklist and indicators for effectiveness monitoring. Starting from the existing models for assessing management effectiveness, it was decided that the process of assessing of pilot areas within the EX.PO AUS project should use as a starting point the methodology developed in the “Enhancing our Heritage Toolkit – Assessing the management effectiveness of natural World Heritage Sites”.<sup>4</sup> Two tools from the “Enhancing our Heritage Toolkit” have been tested within the project: a questionnaire was prepared based on

4 Hockings, M., James, R., Stolton, S., Dudley, N., Mathur, V., Makombo, J., Courrau, J. and Parrish, J. (2008). Enhancing our Heritage Toolkit. Assessing management effectiveness of Natural World Heritage sites. Paris, UNESCO World Heritage Centre. (World Heritage Papers 23.) <http://whc.unesco.org/en/series/23/>

them, distributed to project partners and analysed. During the implementation of the project in 2014–2015, Cycle II of the UNESCO Periodic Reporting for Europe and North America was finished<sup>5</sup>, which contains reports from the World Heritage Sites included in the EX.PO AUS project. In order to obtain a complete picture, the data on monitoring from the UNESCO Periodic Reporting was also analysed. The report “Assessing and monitoring the management effectiveness of the UNESCO World Heritage Sites on the Adriatic” is available on the EX.PO AUS project web site: [www.expoaus.org](http://www.expoaus.org).

- **Producing the publication “Management planning of the UNESCO World Heritage Sites – Guidelines for development, implementation and**

5 Accessible online at: <http://whc.unesco.org/>



**monitoring of management plans – with the examples of Adriatic UNESCO Sites”.** The publication is based on the results of the EX.PO AUS project, relying on international guidelines for World Heritage Site management. It is very important to note that during the realization of the project, a new World Heritage Resource Manual – Managing Cultural World Heritage was published in 2013 by the UNESCO World Heritage Centre, ICCROM, ICOMOS and IUCN. The publication aims to contribute to enhancing the process of management of the World Heritage Sites on the Adriatic, as well as of the sites aspiring to this status, especially through a framework for developing, implementing and monitoring management plans.

## 2 Framework for the protection and management of World Heritage Sites

### 2.1. World Heritage context

*Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural heritage and natural heritage are both irreplaceable sources of life and inspiration. They are our touchstones, our points of reference, our identity. What makes the concept of World Heritage exceptional is its universal application. World Heritage sites belong to all the peoples of the world, irrespective of the territory on which they are located.*<sup>6</sup>

The United Nations Educational, Scientific and Cultural Organization (UNESCO) adopted the **Convention concerning the Protection of World Cultural and Natural Heritage** in 1972, with the aim of establishing an effective system of collective protection of the cultural and natural heritage of outstanding universal value, organized on a permanent basis and in accordance with modern scientific methods.<sup>7</sup> By signing the Convention, the countries recognize that the sites located on their national territory, without

prejudice to national sovereignty or ownership, constitute a **world heritage** ‘for whose protection it is the duty of the international community as a whole to cooperate’. States and local communities have therefore a great responsibility to protect and conserve for future generations.

**World Heritage Sites** are inscribed on the **World Heritage List**, which includes the most outstanding cultural and natural heritage sites from all over the world and currently lists **1,031 properties**. World Heritage sites are cultural heritage monuments, groups of buildings, sites and natural heritage features, geological and physiographical formations, which are of Outstanding Universal Value.

*Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.*<sup>8</sup>

6 UNESCO World Heritage Centre. 2008. *World Heritage Information Kit*.

7 UNESCO. 1972. *Convention concerning the Protection of the World Cultural and Natural Heritage*. (World Heritage Convention).

8 UNESCO World Heritage Centre. 2015. *Operational Guidelines for the Implementation of the World Heritage Convention*. (WHC.15/01 8 July 2015)

## 2.2. Basic starting points for the managing of World Heritage Sites

When dealing with the protection and management of cultural heritage in general it is important to have starting points that rely on basic principles in this field. Most of those basic principles are already established in internationally accepted approaches and knowledge. Some of the key issues for managing World Heritage are contained in one of the most recent documents developed by UNESCO/ ICCROM/ ICOMOS/ IUCN – the *World Heritage Resource Manual – Managing Cultural World Heritage*.<sup>9</sup>

We cite some of the starting points recognized in *Chapter 2: Context – managing cultural heritage from this Resource Manual*<sup>10</sup>, which we regard as key for the World Heritage management:

- **Placing World Heritage concerns in a broader framework**

It is important to have as a starting point the **expanding concept of heritage** and the increased importance given to how heritage places relate to their **complex context**. Heritage

9 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.)

10 Extract from UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.) Chapter 2: Context – managing cultural heritage, pp. 12–28.

places cannot be regarded as separate from development activities, isolated from social changes that are occurring, or separate from the concerns of the communities. Heritage places are places where **social and cultural factors** have been and continue to be important in shaping them.

The wider scope of heritage nowadays has led to many more players or stakeholders being involved in its management. It is essential that the heritage bodies work with other stakeholders as far as possible to develop and implement an agreed vision and policies for managing each heritage place within its broader physical and social context.

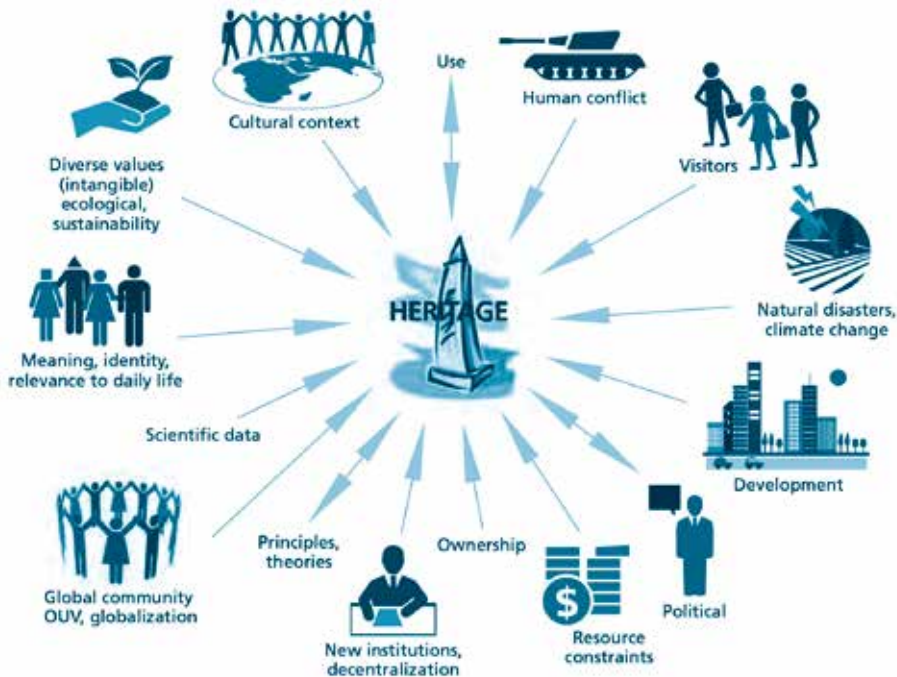
- **The role of cultural heritage in sustainable development**

Cultural heritage, including World Heritage, can play an important and active role in sustainable development. Cultural heritage itself is a **part of the environmental/cultural resources** that should be protected and transmitted to future generations to guarantee their development. On the other hand, there is a significant **contribution that heritage and heritage conservation can make to the environmental, social and economic dimensions** of sustainable development.

- **The values-led approach to conservation and management of heritage**

The values-led approach is a response to the recognition of the increasing

Greater complexity  Greater need for suitable management approaches



Source: UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (*World Heritage Resource Manual*) p. 15

complexity of heritage. It promotes the assessment of the significance of a place – based on the values attributed by all stakeholders (not only by the experts) and the use of a Statement of Significance as a basis for developing conservation and management strategies.

▪ **Managing a changing historical environment**

The management of the historical environment is the management of change. The aim must be the continuing sustainable use of sites in their context and setting, while

keeping and, if possible, reusing what is important from the past, while protecting the OUV of the property. As a consequence, management must also change to accommodate the views of others and the interests of those who live and work in an area.

▪ **An inclusive approach – participatory approach to management**

Increased participation is necessary to address a greater complexity that requires advances in management practice. Management approaches must accommodate the shift to a wider, more inclusive approach to heritage

management and to a greater emphasis on community engagement.

*A participatory approach to management is being promoted in various sectors but particularly in the heritage sector, given the perception of heritage as the shared property of communities and a factor in ensuring the sustainability of those communities. The ownership of a heritage property may be widely diverse, particularly in urban areas or cultural landscapes. This is even more important for World Heritage properties where the identification of OUV implies even broader obligations and ownership, with heritage perceived as the collective property of humankind as a whole, involving an international element in management.*<sup>11</sup>

### 2.3. Protection and management of World Heritage Sites

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When dealing with World Heritage, through a framework set by the World Heritage Convention, the general aim is the “**identification, protection, conservation, presentation and transmission to future generations of cultural and natural heritage**” of **Outstanding Universal Value**.<sup>12</sup>

Since 2005, the requirement of sustainable management has been included in the Operational Guidelines for the Implementation of the World Heritage Convention, serving as guidance on the management of World Heritage properties.

The concept of ‘management’ emerged comparatively late in the forty-year history of the World Heritage Convention. However, the requirement to achieve the goals of successful management – identification, protection, conservation, presentation and transmission to future generations of heritage of Outstanding Universal Value – has been there from the outset.

Sites are added to the World Heritage List and considered to have Outstanding

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11 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.)

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12 In World Heritage Convention, Article 4, it is defined that each State Party recognizes the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage situated on its territory.

Universal Value if they meet:

- one or more World Heritage criteria
- conditions of integrity and authenticity
- the requirement for protection and management<sup>13</sup>

Each World Heritage property must have an adequate **protection and management system** in order to be deemed of Outstanding Universal Value.

**Protection and management of World Heritage** properties should ensure that their Outstanding Universal Value, including the conditions of integrity and/or authenticity at the time of inscription, are sustained or enhanced over time.<sup>14</sup>

.....  
13 UNESCO World Heritage Centre. 2015.

*Operational Guidelines for the Implementation of the World Heritage Convention.* (WHC.15/01 8 July 2015), paragraphs 77–97.

14 UNESCO World Heritage Centre. 2015.

A **management system** for cultural heritage helps to **conserve and manage** a given property or group of properties in a way that protects heritage values, in particular the OUV if it is a World Heritage property and, **where possible, enhances wider social, economic and environmental benefits beyond the confines of each property.** Moreover, it delivers a constructive role for cultural heritage in enhancing human development, which in the long term will bring a return, augmenting the sustainability of the cultural heritage itself.<sup>15</sup>

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*Operational Guidelines for the Implementation of the World Heritage Convention.* (WHC.15/01 8 July 2015), paragraph 96.

15 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage.* Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.)



Diagram: Three pillars of Outstanding Universal Value. Source: UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage.* Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) p. 35.



# 3 Management system of World Heritage Sites

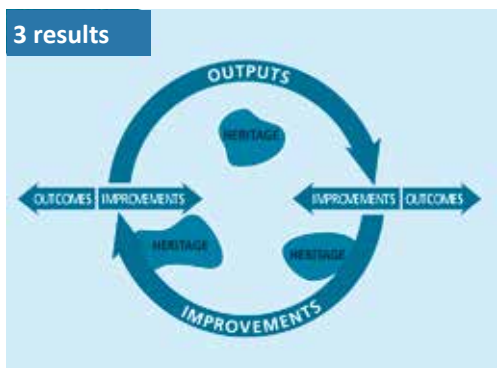
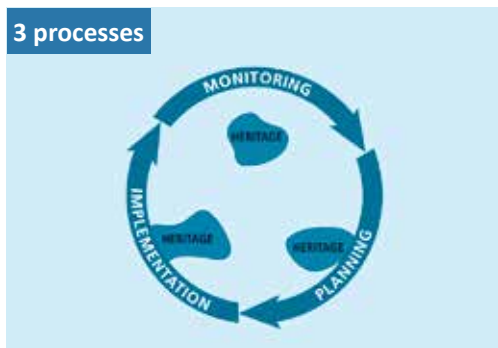
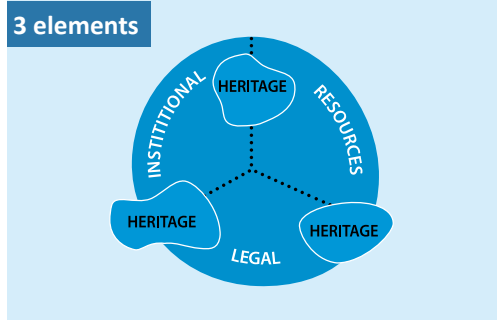
A management system of a World Heritage Site is a system set up in order to achieve the effective protection of the heritage values of a cultural property for present and future generations. A definition and description of a management system is contained in the *World Heritage Resource Manual – Managing Cultural World Heritage, within Chapter 4: Defining, assessing and improving heritage management systems*<sup>16</sup>. In this chapter, we present the key elements described in the Resource Manual.

According to *World Heritage Resource Manual – Managing Cultural World Heritage*, there are nine components<sup>17</sup> that are common to all heritage management systems:

- 3 elements: Legal framework, institutional framework and resources (human, financial and intellectual) which are used to make the system operative

16 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) Chapter 4: Defining, assessing and improving heritage management systems, pp. 53–121.

17 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) p. 53.



Source: UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) pp. 54-55.

- 3 processes: Planning, implementation and monitoring
- 3 results: Outcomes, outputs and improvements to the management system

There is a **diversity of heritage management systems** that vary from country to country, and from site to site. The primary management systems for heritage at the national or regional level often have to enhance their decision-making processes in order to effectively integrate contributions from other systems.

For World Heritage Sites, **different management scenarios** are possible, depending on the type of site and its ownership:

- For properties **owned and managed exclusively by the ‘primary management system’**, the main institution in charge of heritage with its own resources does the planning of conservation, implementation and monitoring, as well as decision making.
- For heritage **properties with multiple owners, occupancy and ongoing uses**, such as historical centres and cultural landscapes, the decision-making process is different, and it involves governing and managing bodies, owners and users. While some decisions may be taken by individual entities, there should be a new mechanism to take joint or collective decisions.
- In most cases, there may be a **variety of entities involved in the management** of the property and the buffer zone, and the

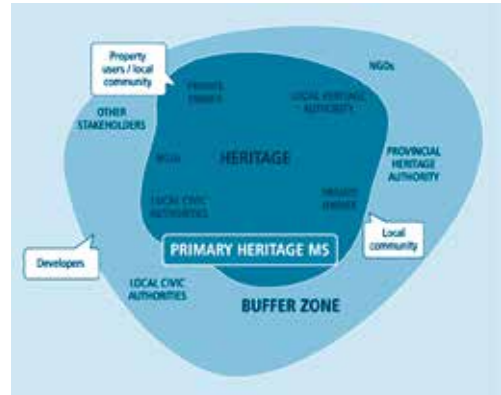


Diagram: Management scenario with a variety of entities involved. Source: UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (*World Heritage Resource Manual*) p. 57.

decision-making process in this scenario becomes even more complex and a new decision-making platform is a prerequisite.

### 3.1. Key considerations for sustainable and effective management systems

A **management system** for each site is shaped by varying cultural perspectives, by the resources available and by other factors. A management system needs to be regularly reviewed and updated to respond to changes to the properties, their setting and the management system itself.

There are number of **issues** that need to be taken into consideration, in order to have sustainable and effective management systems. Some of those issues, which are highlighted in the *World Heritage Resource Manual – Managing Cultural World Heritage*, are<sup>18</sup>:

- **Embracing diversity:** *Each heritage management system will be, to some extent, unique because of being shaped by the specific needs of the heritage in its care, the cultural context and wider social, economic and environmental factors. In the case of World Heritage, see the Operational Guidelines (OG paragraph 110).*
- **Clarity and coordination:** *A management system is cyclical, evaluating its process and achievements, so as to adjust its ongoing activities and to inform the next cycle. Interacting with other management systems or their components, it provides*

*a coordinated and effective management outcome with regard to the values of the heritage and, in the case of World Heritage, the OUV.*

- **Risk preparedness:** *A management system needs to be sufficiently flexible to deal with unforeseeable events, such as natural disasters or fluctuations in the financial or human resources available to it.*
- **A participatory approach:** *A shared understanding of the property and its significance by all stakeholders and their involvement in management processes can radically change how the functions of a management system are discharged. It makes heritage processes more responsive and delivers outputs and outcomes that are better aligned with the actual needs of the property and its stakeholders. It also promotes a constructive role for heritage to contribute to society and to sustainable development.*
- **The role of heritage in sustainable development:** *Establishing an active role for heritage in sustainable development delivers numerous reciprocal benefits, enabling the management system to balance the different and competing needs more effectively, and to locate new forms of support, which are likely to reinforce the heritage values.*

A responsive, effective and complete heritage management system should also be able to meet the additional requirements that the World Heritage system imposes on it, including compliance with the reporting processes and decisions of the World Heritage Committee.

18 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) p. 60.

There are also **additional considerations**<sup>19</sup>:

- *The need to develop a **shared and realistic vision** for the medium- to long-term future of the property that could be shared with the international community.*
- *The need to **address the management changes and challenges** that could arise from being added to the World Heritage List. For example, the implications of a possible increase in visitor numbers due to listing need to be understood and planned for, as must the greater commitment to site interpretation and visitors' facilities.*
- *The need for new or **improved tools for greater management effectiveness** and improved results when countries opt to use existing institutions and resources to implement new management actions associated with World Heritage listing of a cultural property.*
- *The need to integrate new management strategies for World Heritage properties sometimes leads to **new management structures** being introduced. These might form a separate unit within existing institutions and/or be a project-based implementation team or a site-specific institution with its own mandate and resources<sup>20</sup>.*

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19 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) p. 62.

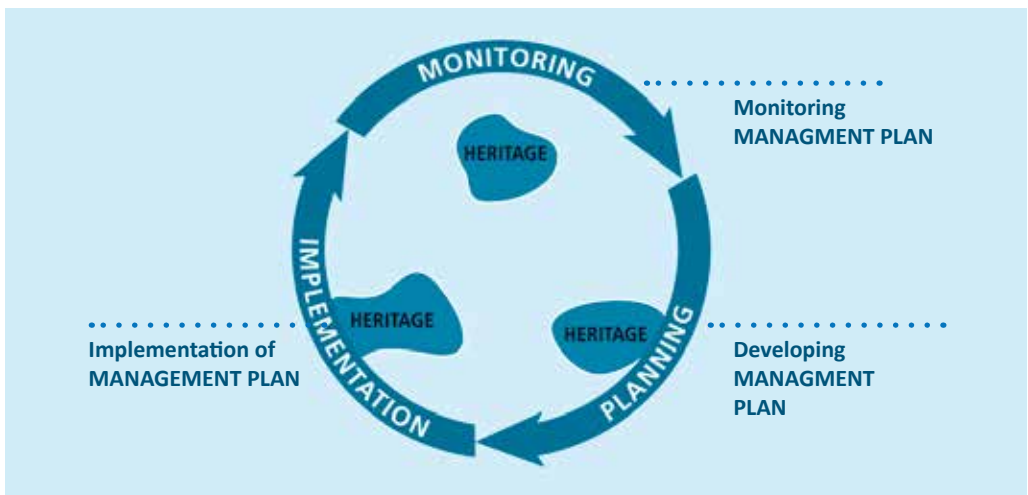
20 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual.)

### 3.2. Management planning process and management plans

**Management planning** is one of the key tools for protecting cultural values and, in particular, Outstanding Universal Value within the World Heritage process. In that process the **management plan** documents in a structured way the management system(s) at a property, and it also helps to identify gaps in the existing system which, in turn, provides feedback to change or improve it.

Preparing and implementing a management plan requires contributions from all nine components of a heritage management system, and the process of **developing, implementing and monitoring of management plan** is very important.

A management plan is a tool developed through a planning phase and then used in implementation and monitoring to assist in those processes. A framework for developing, implementing and monitoring a management plan taken from the *World Heritage Resource Manual – Managing Cultural World Heritage* is presented in the next chapter.





## 4 A framework for developing, implementing and monitoring a management plan

The material presented in this chapter has been taken from the *World Heritage Resource Manual - Managing Cultural World Heritage*. The material is contained in Appendix A of the WHRM entitled *A framework for developing, implementing and monitoring a management plan*<sup>21</sup>. The whole Appendix A of the *World Heritage Resource Manual* has been presented within these guidelines. We believe that the Appendix in its entirety, given that it provides guidelines for developing, implementing and monitoring a management plan, is an important basis for managing World Heritage Sites on the Adriatic, or the sites on the Tentative List or those planning to apply for the World Heritage List nomination in the future. It is very important that the whole guidelines, including this Appendix, have been translated into 7 languages: Albanian, Bosnian, Croatian, Greek, Italian, Montenegrin and Slovenian, and that in this way, the most advanced knowledge and guidelines on management plans will be made available to a larger number of stakeholders in the Adriatic countries.

21 UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) pp. 122–145. Appendix A expands the discussion of the ‘planning’ process in Part 4.3 of the Manual.

The purpose of the Appendix A is to provide help for developing the management plan that is required under Section 5 of the World Heritage nomination format<sup>22</sup>. Management planning is an increasingly popular tool for protecting cultural values and, in particular, Outstanding Universal Value within the World Heritage process. Preparing and implementing a management plan requires contributions from all nine components of a heritage management system<sup>23</sup> and is an opportunity to document in a structured way the management system(s) at a property. It also helps to identify any gaps in the existing system which, in turn, provides feedback to change or improve it. This information is also needed for Sections 3.1 e, 4.5, and 6 of the nomination format.

The Appendix is organized under the following headings:

1. Introduction: management plans within management systems
2. The management planning process
3. Contents of the management plan.

22 The format for the nomination of properties for inscription on the World Heritage List – the Nomination Format, available at <http://whc.unesco.org/en/nominationform>.

23 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.

## 4.1. Introduction: management plans within management systems

### 4.1.1. Management planning: an overview

‘Management planning’ has undoubtedly become one of the most familiar tools within the World Heritage system. States Parties, members of the World Heritage Committee and the Advisory Bodies use management planning as the tool to evaluate the State Party’s commitment to maintain the OUV of a given property and also guarantee that the benefits are delivered to society. The term ‘management plan’ is used more frequently and emphasizes the planning outputs of the tool instead of the management approach and process that it constitutes.

Management planning and the management plans that it produces should, however, be understood in relation to the host management system(s) as described and elaborated in Part 4<sup>24</sup> (see also pp. 89-91 of the *Nomination Manual*<sup>25</sup>). A management plan should be a reflection of the entire management system. As a tool that documents the overall management system, it constitutes an opportunity to describe and assess a given management system, and thus can demonstrate how the State Party is

going to maintain the OUV of a property.

In the case of World Heritage, protecting the attributes that reflect OUV will be a primary objective but cannot be the sole one. As described below in the ‘management planning process’, a management plan will address the overall cultural values of a property and the changes in the immediate vicinity of the property that might have an impact on them. This inclusive approach is one of the qualities of the management planning approach since it requires links with other plans (such as local or regional land use planning or development plans) and stakeholders outside the heritage system.

Management planning beyond the physical confines of the property aims to better protect the OUV and other cultural values, and to secure those benefits to society that heritage can offer and that the property can gain from greater community involvement<sup>26</sup>.

24 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.

25 UNESCO, ICCROM, ICOMOS and IUCN. 2011. *Preparing World Heritage Nominations*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual). Second edition.

26 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 2.3 on Sustainable Development

## GOOD TIPS

The preparation of a management plan is closely linked to the preparation of a nomination dossier. Once OUV has been established, it would be a good idea to start assessing the management systems in relation to Section 5 of the nomination format (OG<sup>27</sup> Annex 5) and to start the process outlined below. Sections 4, 5 and 6 of the format (OG Annex 5) should be completed, using the information gathered for the management plan.

The principal objective of the management planning process is the strategic long-term protection of cultural heritage sites. A fundamental part of this is developing a framework for decision-making and for managing change at a particular cultural heritage property. When this framework is documented, along with the management goals, objectives and actions that are determined by the collective effort of those involved in managing the cultural heritage property, it is referred to as a 'management plan'. Essentially, a management plan is the guidance document developed within, and describing, a particular management system. It is an important tool for all phases of the management cycle (planning, implementation, monitoring) at a cultural heritage property and needs to be periodically reviewed and renewed.

## 4.1.2. Management plan

A management plan is a relatively new tool which determines and establishes the appropriate strategy, objectives, actions and implementation structures to manage and, where appropriate, develop cultural heritage in a effective and sustainable way so that its values are retained for present and future use and appreciation. It balances and coordinates the cultural heritage needs with the needs of the 'users' of the heritage and the responsible governmental and/or private/community bodies.

The context and nature of a management plan vary considerably, depending on the type of property. For example, a management plan for an archaeological site or an urban centre would be more complex than that for a single building. The management plan will also depend on the character of its primary management system. The plan will specify how the OUV (or potential OUV in the case of a nomination) will be sustained through protection and conservation and demonstrate practically effective measures for achieving on-ground conservation outcomes.

As explained before, producing a management plan is the result of a collective and participatory approach, and provides:

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27 UNESCO World Heritage Centre. 2015. *Operational Guidelines for the Implementation of the World Heritage Convention*. (WHC.15/01 8 July 2015)

- In the case of World Heritage, an official commitment to further the obligations of the World Heritage Convention;
- Opportunities for all stakeholders<sup>28</sup>, especially property owners and managers, to be involved and have a shared understanding of the property, leading to strong support for the plan;
- A clear description of the property as the basis for assessment of its values, particularly its OUV;
- A transparent description of how the existing system functions and how it can be improved;
- A Statement of OUV of the cultural property, as agreed by or proposed to the World Heritage Committee, identifying attributes to be managed and the conditions of authenticity and integrity that need to be maintained;
- An assessment of the other values of the property since these will need to be taken into account in its management;
- An overview of the current condition of the property and various factors that may have positive or negative effects on attributes, authenticity and integrity;
- A collective vision for the management of the property (e.g., where it should be in the next 20-30 years);
- A range of management policies and/or objectives to achieve the vision, over a period of usually about five years;
- A series of actions (for conservation, interpretation and presentation, contributions to society, etc.);
- An implementation strategy, including monitoring and review;
- Integration as necessary of multiple plans or systems, or ensuring that they are complementary;
- Heritage benefits to society which in turn secure benefits for the property (enhancing all values, securing new forms of community support).

A management plan can:

- Describe the overall management system for the property;
- Provide a structure for analysis of complex processes;
- Provide a framework to make informed decisions and to manage change;
- Provide guiding principles for coordination of activities / responsibilities on the site;
- Help to manage collaboration among different interest groups in the public and private sectors;
- Ensure that interventions are thoughtfully designed to protect OUV and other values as far as they are compatible with protecting OUV;

.....  
 28 In this context, stakeholders may include local people, indigenous peoples, property owners and managers, government at all levels, commercial interests including tourism, and NGOs.

- Help to rationalize existing resources and facilitate funding.

The plan should also reflect:

- Participation by key stakeholders and the wider community from the time of the preparation of the nomination, a shared understanding of the concept of World Heritage and of the implications of listing for property management;
- A shared understanding of the current management system (the legal and regulatory framework,
  - management structures and approaches), development plans and policies, as well as land uses which currently exist at the property;
- A shared understanding among stakeholders of the OUV of the heritage property, the conditions of authenticity and integrity, and the factors affecting the property;
- Shared responsibility and support among all stakeholders for the management approaches and actions required to maintain the property's OUV;
- An inclusive approach to planning, sharing the task between all relevant authorities and stakeholders to draw up a feasible framework for decision-making that will ensure the sustainable management of the property into the future;
- Management structures are in place to implement the plan and a readiness and the capacity to achieve the management

actions required. In this way the plan is a 'means to an end' (and not an end in itself which can be a danger in the planning process).

Its contents must:

- Focus on protecting the OUV of the property while responding to management issues of local relevance;
- Provide baseline information on the state of conservation of the property, including an adequate description of it;
- Describe the management system: legislation and regulatory and policy protection measures,
  - management structures and practices at the property (those actually in force, not only those applicable in principle);
- Be accessible and easily understood by all stakeholders, avoiding excessive use of jargon;
- Present a vision and long-term goals for the World Heritage site and actions required to achieve these goals;
- Outline the status of the management plan in relation to other plans (development /conservation) in force at the property;
- Be useful for the purposes of education and sustainable development;
- Take risk management into account;
- Be strategic in its approach: make use of lessons learned from past actions to anticipate the direction of management into the future;

- Describe how the plan and management system will be implemented, monitored and reviewed;
- Outline the final plan and its expected achievements directly linked to the resource.

Producing a management plan involves two complementary tasks; the process (planning and development) and the contents (outputs and outcomes - the plan as a management tool).

## 4.2. *The management planning process (various stages)*

### Management planning process

This section outlines several stages in the process of preparing a management plan for World Heritage.

The process is as important as the final product for developing a collective understanding of the OUV, for gaining the consensus of all concerned and for sharing responsibility for protecting the property. The plan is a tool for maintaining a dialogue with stakeholders and for continuously reviewing the protection of the OUV and other values.

The management planning process may start under one of three different scenarios: 1. while preparing a nomination, 2. for a property already inscribed, 3. revising an existing management plan/master plan/conservation plan. For the first scenario, following every step in this section systematically will help in completing Sections 3.1 e, 4.5 and 6 of the nomination format.

For scenarios 2 and 3, some of the steps will already have been covered. For example, a Statement of Outstanding Universal Value is now a necessary part of the nomination process but, for a property already inscribed on the World Heritage List, it may already exist and cannot be changed.

As for revising a management plan, it is essential to evaluate comprehensively the successes, failures and weaknesses of the existing plan(s) and to address them<sup>29</sup>. Few earlier management plans were grounded on approved Statements of Outstanding Universal Value since these were not required until 2007; and only in 2005 was the condition of integrity introduced for the management of World Heritage cultural heritage properties. The impacts of these two innovations are unlikely to be reflected in earlier management plans.

The development of a management plan has the following stages:

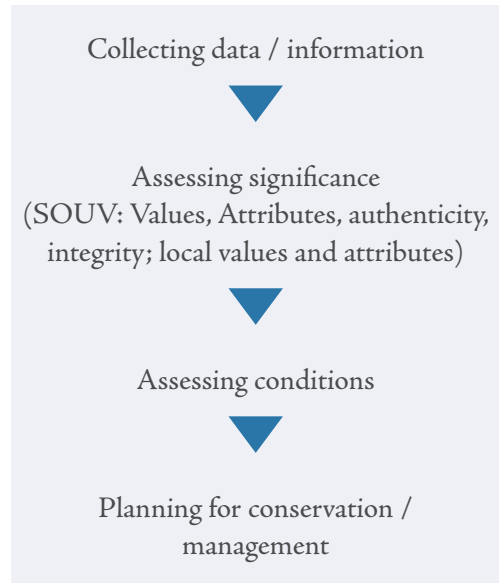
**STAGE ONE:** Preparation

**STAGE TWO:** Data/information gathering

**STAGE THREE:** Significance/condition assessment

**STAGE FOUR:** Developing responses/proposals

These are explored in more detail below. The planning process that they represent is based on the values-led approach<sup>30</sup>:



*Table 1. The values-led approach for World Heritage Management planning*

The planning process required by management planning is neither linear nor top-down (as in diagram below) but circular as in figure 2, ideally an iterative process as in figure 3, in which each stage constantly refers back or forward to other stages. For instance, while assessing the condition of a property, it might be necessary to go back to the data-gathering stage to collect supplementary information. This interaction is illustrated in the Diagram below.

The planning process, on the other hand, has strong links to implementation and monitoring and they can unfold in parallel, because the management plan is not a static document but requires constant review. Implementation and monitoring are separate processes, but they are identified in the diagram as number 5 in

29 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.5.

30 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 2 and Part 4.3

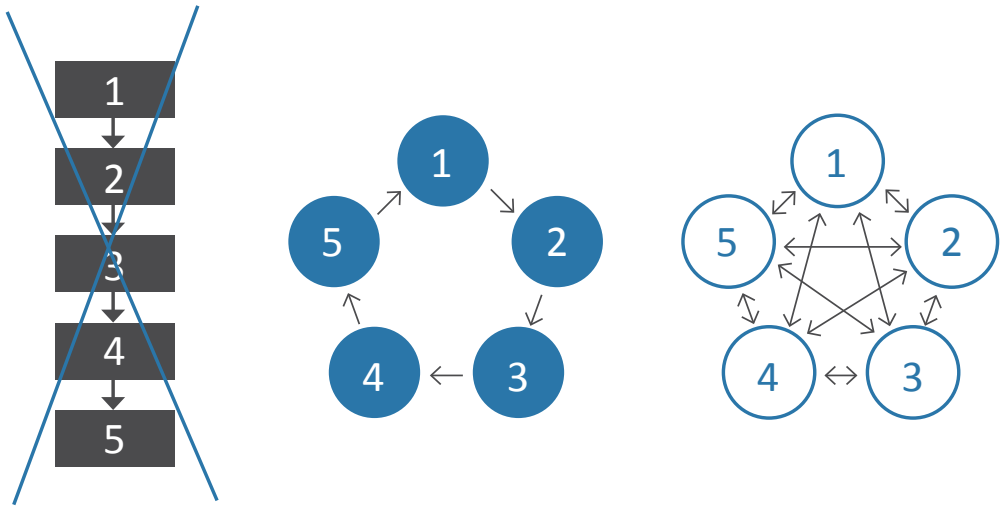


Diagram: Nature of the planning process. Source: UNESCO, ICCROM, ICOMOS and IUCN. 2013. *Managing Cultural World Heritage*. Paris. UNESCO World Heritage Centre. (World Heritage Resource Manual) p. 128.

order to illustrate their continual linkage to the planning process.

#### 4.2.1. STAGE ONE: PREPARATION

This stage can be viewed as the preplanning stage when the groundwork is laid and consensus gained on the aims of the management planning process and on who should be involved.

##### The preparatory steps

The preparation of a management plan should be authorized by a relevant institution and have the support of the key stakeholders who will have to approve its adoption and enable its implementation and updating. The approval of the plan may also require a sign-off from property owners or from the World Heritage Committee, or an official endorsement from multiple organizations (government

or private) brought together for the purpose (in the case of World Heritage, possibly as part of the nomination process).

It is often policy at a national level that leads to management planning being adopted and to it becoming a requirement. But the impetus to initiate and draft it should be at the property level (or at a local level in the case of a group of properties). This is vital to ensure that stakeholders participate on an equal footing and develop a sense of ownership of the process and the plan that it produces.

Project management skills are very useful at this point to define the critical path or schedule of the management planning process and to control its timing and budget once it has begun.

A person or a team (in the case of a complex property or group of properties) should be identified and assigned the responsibility for managing the ‘project’ (i.e. the management planning process) at this point.

### Who leads and delivers the plan?

The lead organization(s) of the primary management system<sup>31</sup>, in consultation with others, should assemble a project team with a competent leader who can coordinate different skills to start the process and identify the required financial, institutional and human resources to prepare the plan. The leader coordinates the activities of others and is the main driver behind the preparation of the plan, giving priority when assembling the team to in-house specialists and/or those who will implement the management plan.

In some countries, external consultants are employed to lead the process. In that case, their role should be only to guide the process, with the stakeholders also leading the process and feeling ownership in the plan. The terms of consultancy appointments or job descriptions must be clear. The team working on the plan must be well-acquainted with the existing management system applicable to the property (or properties) in question. In some countries a steering group oversees the development of a management plan, its implementation and review.

### GOOD TIPS

A steering group comprising top officials from the primary management systems and others who are engaged in the nomination process can present progress and request any needed support.

### The project team and its responsibilities

The team leader needs to assemble a working team of members whose competencies are multidisciplinary and which collectively amount to:

- An understanding of the requirements of the World Heritage Convention and the World Heritage Committee,
- Detailed local knowledge of the property and its heritage values and a good understanding of the factors affecting them,
- An understanding of management systems for heritage and of the particular system(s) operating for the property under consideration,
- An understanding of the property under consideration, in both technical conservation terms and historical background,
- An understanding of the legal / regulatory / policy framework within which the property must be managed,
- An understanding of the social and economic issues that affect the property, its surroundings and its stakeholders

31 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.1

(and how the property affects social and economic issues),

- Abilities in preparing costed programmes of actions,
- Skills in communicating effectively (both in writing and orally),
- Expertise in information management,
- Negotiating / advocacy and facilitation skills,
- Political sensitivities and an ability to build rapport and credibility with others,
- Flexibility / tolerance and a willingness to recognize the needs of others,
- Project management skills,
- Direct knowledge of / involvement with 'end-users' (e.g. visitors, local communities).

At the preplanning stage the team leader, in consultation with the other members of the working group and the relevant authorities, should decide on the relative weighting to be given to the four basic elements of a project: resources (human and financial), time, quality and scope – so that they are adjusted as project objectives are clarified. These elements are all interrelated and must be managed effectively to ensure the success of the management planning process. The preplanning stage must first outline the scope of the project (in this case the property or properties that are the target of the management planning process and a first outline of the objectives to

be achieved). Once the scope has an associated timeline and budget, human and financial resources can be deployed.

The team leader therefore has to:

- a. Define the scope of the activity and develop a programme,
- b. Assess the skills required,
- c. Identify other stakeholders,
- d. Define the nature of the consultation process (participatory approach),
- e. Prepare a timetable,
- f. Identify financial, human and technical equipment, etc.) resources required.

A steering group consisting of representatives of key stakeholders should be assembled to oversee planning and implementation processes. For World Heritage nominations, this should be set up earlier than the preplanning stage.

A steering group is essential for properties that extend beyond one administrative area (nearly always the case for cultural landscapes and for serial properties) or countries (transboundary properties). It should be assembled at the earliest possible stage and a calendar drawn up for its regular meetings and consultations.

### Identifying stakeholders

- A stakeholder is any person or organization that can be affected by the plan or that could influence its success. Other stakeholders are those who have an

entitlement resulting from an obligation or from the requirements of the law. They fall into four broad categories:

- Those engaged in the primary heritage management system (institutions owning heritage sites and managing them),
- Private owners of heritage sites,
- Those from other management systems which provide secondary sources for managing heritage (e.g. a city council with the legal power to control buffer zones),
- Communities and other interest groups.

### **The importance of working with stakeholders**

The management planning process takes for granted that stakeholder understanding and 'ownership' of heritage helps the stakeholders and the responsible agency to protect the heritage property. Working with stakeholders provides the opportunity to share information, increase stakeholder commitment, engender collective responsibility and gain their knowledge, consent and support for those actions that will protect and enhance the property's heritage values, authenticity and integrity.

But the process of being inclusive must remain manageable to be effective. The number of stakeholders may be very high, for example in urban centres. There are more than seven hundred owners of Hadrian's Wall, which is part of the transnational Frontiers of the Roman

Empire World Heritage property. In such cases, stakeholder involvement needs to be kept manageable from the start of the process.

### **Participatory process**

In a participatory approach, all stakeholders at different levels take part in the decision-making process. The management team must develop a strategy for this during the preplanning stage.

### **Decision-making processes**

With the involvement of more stakeholders and other management systems, a new decision-making mechanism has to be evolved and this process can be led by the primary management system. A very clear decision-making process, identification of roles and responsibilities during the planning process and at the implementation stage, has to be agreed upon at this preparatory stage.

#### **4.2.2. STAGE TWO: DATA/ INFORMATION GATHERING**

Information-gathering can be such an open-ended process that those involved can easily get lost. It is therefore important to identify at the start what type of information is required, how it will be obtained and how to manage it. Information is required for assessing values and the OUV of the property, for identifying attributes that embody those values, and for evaluating authenticity

and integrity. Other information will be needed for assessing the significance of the other values for which a property has to be managed; for understanding and defining the property and for planning purposes; and finally for assessing the physical condition and factors that could affect the OUV and other values. This information may form the basis for future monitoring. Additional information can always be collected to support decision-making at later stages of the management planning process.

Some of this information may have been collected for the preparation of the nomination dossier, or included in the ICOMOS evaluation of the nomination. How useful this inherited information will be for the management planning process will depend on how long ago the property was inscribed on the World Heritage List.

### Probable sources of information

The property itself is the principal source of information. It may involve collecting material from existing sources or seeking new information (including carrying out research). Existing sources may be: archives, surveys, building records, museum collections, photograph archives, mapping / cartographic agencies (national survey offices), libraries, site files, other ministries / agencies / organizations and stakeholders (often a good source for old photographs, among other things). The traditional knowledge systems of stakeholders can also be drawn upon.

New information needs may include: new mapping / cartography, surveys, geophysical surveys, recording buildings, photographs (regular, rectified, etc.), detailed inventories, developing databases, physical (visual) surveys, written or oral surveys of various kinds, interviews and oral histories, commissioning of in-depth studies and research (e.g. comparative studies).

### A basic checklist

The following information will be the minimum that is required:

- Information to assess the (potential) OUV, authenticity, integrity and other values of the property;
- Information on the physical conditions (impacts from various factors, risks and vulnerabilities)
- Information on boundaries and the surroundings (including adjoining land use and development activities and plans);
- General<sup>32</sup>

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<sup>32</sup> *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4, checklist

## Checklist for information gathering

### Part 1 – Information to assess the (potential) OUV, authenticity, integrity and other values of the property

Theme	Sources
Values, significance and history	<ul style="list-style-type: none"><li>▪ Written / oral histories</li><li>▪ Photographs</li><li>▪ Interviews / discussions with stakeholders</li><li>▪ International comparisons</li><li>▪ Past analyses, often archaeological or building analysis</li><li>▪ Map regression, etc</li><li>▪ Traditional knowledge systems</li></ul>
Current uses of the site	<ul style="list-style-type: none"><li>▪ Land use maps or plans</li><li>▪ Written descriptions</li><li>▪ Current ownership information including indigenous and traditional owners</li><li>▪ Different uses – rituals, practices, etc.</li></ul>
Stakeholders' views and concerns	<ul style="list-style-type: none"><li>▪ From interviews, discussions with stakeholders</li></ul>

It may prove necessary to collect information and go ahead with assessing the potential OUV while still collecting other information. It will then be easier to recognize the important attributes that carry those values and to define authenticity and integrity, followed by an assessment of the physical condition of the attributes, authenticity and integrity and of the impacts affecting them.

Condition recording will identify positive and negative impacts, current and future impacts, and their source, whether from within the site or outside it (see below).

## Checklist for information gathering

### Part 2 – Information on the physical conditions (impacts from various factors, risks and vulnerabilities)

Theme	Sources
The state of conservation – Effects on materials (decay, etc.), structures (deformation, etc.), sites (landscapes, functions)	<ul style="list-style-type: none"> <li>▪ Visual records</li> <li>▪ Scientific studies</li> <li>▪ Current monitoring practices</li> <li>▪ Previous conservation records</li> </ul>
State of conservation – Factors impacting on heritage and their effects	<ul style="list-style-type: none"> <li>▪ Some possible factors impacting on heritage (buildings and development, transportation infrastructure, utilities or service infrastructure, pollution, biological resource use/modification, physical resource extraction, local conditions affecting physical fabric, social/cultural uses of heritage, other human activities, invasive/alien species or hyper-abundant species, management and institutional factors, climate change and severe weather events, sudden ecological or geological events,               <ul style="list-style-type: none"> <li>▪ Studies, reports, development plans, international studies, e.g. sources of information on the (potential) effects of disasters:                   <ul style="list-style-type: none"> <li>- Records of disasters in the recent and more distant past, and of current risks / threats</li> <li>- Information on potential changes which could cause disasters</li> <li>- Information on existing plans for mitigating risks and managing disasters for the heritage or more generally</li> <li>- Information on agencies assigned disaster risk Management</li> <li>- Information on current monitoring practices for disaster risks</li> </ul> </li> </ul> </li> </ul>
The state of conservation, current activities	<ul style="list-style-type: none"> <li>▪ Existing approaches, plans (conservation, master plans) written reports</li> <li>▪ Ongoing activities of conservation</li> <li>▪ Traditional practices if being used</li> </ul>
Interpretation, presentation and visitor management practices	<ul style="list-style-type: none"> <li>▪ Reports on existing approaches/plans for interpretation and visitor management</li> <li>▪ Existing facilities for visitors (ticketing, refreshments, bathrooms, etc.)w</li> <li>▪ Surveys on visitor perceptions, their impacts</li> <li>▪ Available educational resources</li> <li>▪ Any current proposals for improvements</li> </ul>
Monitoring	<ul style="list-style-type: none"> <li>▪ Existing policies, procedures</li> </ul>

## Checklist for information gathering

### Part 3 – Information on boundaries and the surroundings, (including adjoining land use and development activities and plans);

Theme	Sources
Boundaries and physical features	<ul style="list-style-type: none"> <li>▪ Maps and plans of the site and its surroundings</li> <li>▪ Architectural or archaeological drawings (if applicable)</li> <li>▪ Aerial photographs</li> <li>▪ Applicable heritage and planning legislation</li> <li>▪ Other planning instruments that impact on site</li> <li>▪ Details of indigenous/traditional ownership</li> </ul>
Other planning instruments relevant to for the site	<ul style="list-style-type: none"> <li>▪ Land-use plans</li> <li>▪ Zoning plans</li> <li>▪ Infrastructure schemes</li> <li>▪ Resource use plan/extraction of minerals, etc./ agriculture/indigenous usages</li> </ul>
Local, regional and national planning and development activities	<ul style="list-style-type: none"> <li>▪ Municipal or regional planning activities and applicable regulations, e.g. land use plans for the vicinity</li> <li>▪ Mineral and other extraction plans</li> <li>▪ Environmental protection plans</li> <li>▪ Local, regional and national development plans</li> <li>▪ Legislation related to relevant activities, e.g. agriculture</li> <li>▪ Infrastructure development</li> </ul>

## Checklist for information gathering

Part 4 – General	
Theme	Sources
Current legal and institutional frameworks, planning processes, resources, both those available and potentially available	<ul style="list-style-type: none"> <li>▪ All legal instruments influencing the site (national, provincial, local and site specific)</li> <li>▪ Organizational chart (at different levels)</li> <li>▪ Written descriptions of decision-making and planning processes</li> <li>▪ Job descriptions for those carrying responsibility</li> <li>▪ The human, financial, intellectual resources available</li> <li>▪ Annual budgets</li> <li>▪ More detailed budgets for specific sectors</li> <li>▪ Information on extra-budgetary projects</li> <li>▪ Information of past funding sources</li> <li>▪ Information on current monitoring practices</li> <li>▪ Existing stakeholder responsibilities and contributions</li> <li>▪ Potential stakeholder responsibilities and contributions</li> <li>▪ Other related stakeholder problems or issues</li> <li>▪ Details of special units to deal with World Heritage, if any</li> </ul>
Elements of traditional management systems	<ul style="list-style-type: none"> <li>▪ Written records (principles, monitoring methods through taboos, etc.)</li> <li>▪ Oral traditions</li> <li>▪ Methods of data gathering for decision-making</li> <li>▪ Linking with larger administrative systems at national and/or regional levels (Recording some of these topics may encounter restrictions)</li> </ul>
Elements of economic and social benefits	<ul style="list-style-type: none"> <li>▪ Sources that can bring social/economic benefits such as potential employment</li> </ul>

### 4.2.3. STAGE THREE: SIGNIFICANCE/ CONDITION ASSESSMENT

This stage involves assessment of the OUV (if it has not been done already), of other values and attributes that manifest those values and the authenticity and integrity of those attributes. (The following step will be condition assessment and identifying key management issues.)

#### Value assessment

Assessing significance<sup>33</sup> should include assessing values that will describe the potential OUV and other values that may not be part of the OUV but should be retained.

This can be done in two steps: (1) assessing the OUV and developing the SOUV that identifies attributes that carry OUV and their authenticity and integrity; and (2) assessing other values and identifying the attributes that carry those values. Assessment should be done together with the relevant stakeholders.

As mentioned above, assessing OUV uses the values-led approach to the conservation and management of heritage (for assessment of OUV, see the *Nomination Manual*).

### Statement of Outstanding Universal Value (SOUV)

If not already adopted, a 'Statement of Outstanding Universal Value' must be drawn up, based on the OUV and conditions of authenticity and integrity. This will be the key reference for the effective protection and management of the property in the future<sup>34</sup>. A SOUV identifies the attributes that convey the OUV and the conditions of authenticity and integrity that need to be maintained.

#### Other values and the statement of significance

The SOUV is based on the OUV but properties invariably carry other values, both heritage values and others (such as economic, social, environmental) that are of importance at local, regional or even national levels. It is not practical to manage attributes that carry OUV in isolation from those carrying other values, and can lead to values being prioritized where there is potential conflict between them. As for social and economic values, if the property has ongoing land use, for example, the concerns of farmers need to receive sufficient attention in order to manage agriculture. While the emphasis of this manual is on the protection of OUV, authorities preparing management plans should formulate a comprehensive Statement of Significance (see above)

33 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 3

34 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 3 and Nomination Manual

which captures OUV and these other values and use it as the basis for managing the property.

### Condition assessment

Now that we have identified the attributes, authenticity and integrity, the next step is to assess the various factors affecting them, both positively and negatively. This exercise has come to be known as a 'condition assessment'. Its purpose is to understand the various factors impacting attributes, authenticity and integrity, with a view to managing them in the long term. Another purpose is to identify and deliver benefits that can be derived from heritage and other associated values by local communities and society at large. Condition assessments identify the issues that will emerge and help in defining future management objectives (sometimes known as 'policies') and actions.

The Advisory Bodies and the World Heritage Centre, in consultation with several States Parties and site management authorities, have developed a list of factors that can affect heritage (work undertaken for the Second Periodic Reporting Process, started in 2009). These have key headings and a number of subfactors under each factor.

- Buildings and development
- Transportation infrastructure
- Utilities or service infrastructure
- Pollution

- Biological resource use/modification
- Physical resource extraction
- Local conditions affecting physical fabric
- Social/cultural uses of heritage
- Other human activities
- Climate change and severe weather events
- Sudden ecological or geological events
- Invasive/alien species or hyper-abundant species
- Management and institutional factors
- Other factor(s)

Section 4 of the nomination format refers to only some of the above factors but, for developing a management plan, the broadest possible range of factors affecting a given property should be considered.

At this stage, we try to assess the impacts of various factors on heritage and identify both threats and opportunities. We can examine the causes or sources that can affect heritage as well as the community. It is customary to look at the negative impacts on heritage caused by various factors but not all of them have negative impacts. So we need to examine positive impacts as well. For instance, tourism can have a serious impact on attributes (e.g. wear and tear) and on the sacred environment of a church or a temple which may have been identified as an important aspect of authenticity. However,

in some cases, it can help to create the income that is much needed to maintain such places. Similarly, the spirituality of a sacred environment can have a positive impact on a community. Management and institutional factors may also have negative or positive impacts. For example, adequate conservation policy, regulations and resources can have positive impacts on heritage while a lack of them can have negative impacts. If the institution is not willing or does not have sufficient power to consult communities, decisions will be taken unilaterally by the experts and will most likely have negative impacts on those communities. If decisions are made on day-to-day matters by a central authority in the capital, an officer in charge of a remotely located property will face difficulties.

At the same time, it is necessary to assess potential impacts as well as the current ones. Tourism may not currently have a negative impact, but may increase dramatically with the award of World Heritage status, potentially causing negative and/or positive impacts in the future. It is not always possible to predict the potential impacts of tourism, but they should be subjected to study. Not all factors will originate from within the property; for example, a hotel development immediately outside the boundaries of a property can negatively impact its visual aspects, and proposals for interpretation at a property may have a negative impact on underlying archaeological layers.

Identifying those broad factors and subfactors that affect heritage led to the

following template being developed to help with condition assessment:

**Main factor:**

3.8 Social and cultural use of heritage

**Sub-factors:**

3.8.1 Ritual/spiritual/religious and associative uses

3.8.2 Society's valuing of heritage

3.8.3 Indigenous hunting, gathering and collecting

3.8.4 Changes in traditional ways of life and knowledge system

3.8.5 Identity, social cohesion, changes in local population and community

3.8.6 Impacts of tourism/visitor/recreation

3.8.1 Ritual / spiritual / religious and associative uses							
Name		Impact				Origin	
		Positive	Negative	Current	Potential	Inside	Outside
3.8.1	Ritual / spiritual / religious and associative uses						

3.8.2 Society's valuing of heritage							
Name		Impact				Origin	
		Positive	Negative	Current	Potential	Inside	Outside
3.8.2	Society's valuing of heritage						

Table 2. A template used in the current Periodic Reporting process to assess the factors affecting heritage

Whether or not such a template is used, it is necessary to assess the impacts on heritage, identifying both the threats and opportunities that the analysis reveals. These may be quantitative or qualitative or collective decisions of the stakeholders. Tools such as SWOT analyses ('strengths, weaknesses, opportunities and threats') are being utilized to this end. They help to isolate key issues that need to be prioritized and management actions to be taken. This is explained in the stage four.

Some of the common issues are related to the following themes:

- Conservation
- Maintenance
- Use
- Social and economic situation
- Site interpretation
- Visitor management
- Natural and man-made risks and threats (disaster risk management)
- Relations with the community
- Special audiences
- Implementation and monitoring
- Research
- Specific World Heritage issues
- Management (structure, human resources, finance)
- Planning and urban design
- Infrastructure

#### 4.2.4. STAGE FOUR: DEVELOPING RESPONSES / PROPOSALS

To develop responses proposals, it is wise to think of the property in its overall context and envisage its long-term future, perhaps potentially as a property on the World Heritage List (if it is not already). A vision of where the site should be in the next 20-30 years would be a useful starting point. This Vision Statement could provide the basis for elaborating management policies, annual work plans, and an implementation strategy. A programme for reviewing the plan should be agreed with the stakeholders.

#### A 'Vision Statement'

A Vision Statement describes how the property will be in 20-30 years' time and the steps needed to safeguard the OUV and other values of the property, to transmit the benefits of heritage management to the community at large, and to ensure a positive contribution to sustainable development. The Vision Statement should be a result of collective effort by all stakeholders and should guide the development of objectives and an action plan. If necessary, it can be supported, or even replaced, by fuller 'guiding principles', to guide the development of objectives.

#### Objectives

The next step is to develop objectives or 'outcomes'<sup>35</sup> that will help to achieve

35 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.4

the vision through which OUV will be protected and benefits provided to society. (Some tend to call them broader 'policies' under which actions are developed.)

The objectives underpin, elaborate and convey aspects of the Vision Statement in order to address those key issues identified in Part 4<sup>36</sup>. The objectives should be 'SMART': Specific, Measurable, Attainable (or Achievable), Relevant, Trackable (or Time-bounded).

#### Action plan

The next step is to develop an action plan indicating how the objectives will be realized through a series of specific actions delivering products or services. These tangible results are also known as outputs<sup>37</sup>. The action plan should define outputs in terms of budget, the parties responsible for implementation, the time required for each action, the other resources needed (human, intellectual, organizational, and equipment) and the sequence in which the actions will be carried out. In other words, the action plan constitutes the main opportunity to prioritize the activities and better utilize the resources available. An action plan will set targets, outputs and indicators against which success or failure can be measured. It should consist of annual activities and long-term activities.

An action plan can be a series of strategies, or plans such as a visitor management

36 *Managing Cultural World Heritage*. (World Heritage Resource Manual)

37 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.4

plan, a conservation plan, a disaster risk management plan or a monitoring plan. These will help respond to Sections 4, 5, 6 of the nomination format.

## Implementation plan

The previous stage focused on the development of a vision, objectives (outcomes) and the identification of a series of activities to deliver outputs. The next important stage in the management planning process is developing a strategy to implement these activities<sup>38</sup>.

It is best to use an existing unit within the organization that is empowered to carry out the implementation of the plan. In some cases, new units are also being established. If the property is large and/or divided among many stakeholders, this unit may be focused more on coordinating than directing it. It will initially revisit and reorganize the decision-making process with the following aims:

- Have a strong leader or coordinator with the requisite authority.
- Establish a coordinating mechanism among the organizations involved (the diverse components in the case of a serial property, or countries in the case of a transboundary property).
- Obtain approval from the relevant owners/organization(s).
- Identify and allocate resources.

- Identify appropriate specialists, contractors and suppliers.
- Identify appropriate procurement routes to ensure transparent and effective appointments that respect the parameters of quality, cost and time for each action.
- After selecting specialists, contractors and/or suppliers, verify that contractual relationships sufficiently protect the paying client and the wider interests of the stakeholders in the site<sup>39</sup>.
- After appointing staff and starting activities, implement a structured approach to team reporting and meetings to optimize coordination and outputs.
- Adopt a communication policy which ensures that all stakeholders and steering group(if any) are well informed.
- Maintain links with the national authority responsible for international links (e.g. with the World Heritage Centre).
- Engage in monitoring the state of conservation as well as implementation of the plan.
- The action plan should include an annual work plan.
- The form of the implementation unit will vary if there is a diverse range of stakeholders on properties with serial components or on larger sites such as city centres or cultural landscapes.

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38 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.3

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39 *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 2

A manager may be appointed solely for coordinating the stakeholders, with day-to-day management devolved to different organizations and their respective leaders.

## Monitoring in the context of the management plan

Monitoring is an essential step in the management process as it provides the information necessary for the review, adaptation and updating of management actions. The monitoring plan puts in writing the agreed strategy to measure:

- a) the progress and,
- b) the outcome/outputs

of the management plan in order to inform the management authorities about what is happening at the property, *how much* of the planned programme (actions and their outputs) has been implemented, and *how effectively* it has been implemented (outcomes achieved). In other words, monitoring measures the implementation of the management plan in both quantitative and qualitative terms, the latter being the sustaining OUV.

In addition, it is necessary to develop indicators against which changes can be measured<sup>40</sup>. The results and information gathered from these assessments are instrumental for future revisions or changes to the plan.

Measuring the *progress of the plan* in its implementation stage provides

information on whether the management plan is working and if it is being delivered according to the time and budget set out in the plan (output evaluation). It tests the efficiency of the manager and the plan. Outcome evaluation is the true test of management effectiveness.

Monitoring is a tool to observe, to gather information and to measure the rate of progress; it is not an end in itself but rather the means to an end. It is an essential and ongoing part of the management process and is used to *measure and plan for change*, allowing management policies to be adapted and the management plan to be reviewed when necessary. Since it can be a time-consuming and expensive process, managers need to be selective when deciding which aspects of the plan require monitoring, identifying indicators and deciding how these will be monitored.

Some properties have developed regular monitoring mechanisms, mainly to assess the state of conservation. However, all monitoring strategies (in the case of World Heritage properties) should aim to provide information for achieving the principles outlined in the *Operational Guidelines* and should be linked to World Heritage requirements such as State of Conservation, Reactive Monitoring and Periodic Reporting processes.

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<sup>40</sup> *Managing Cultural World Heritage*. (World Heritage Resource Manual), Part 4.3 – Monitoring

## Monitoring indicators – examples from the Stonehenge World Heritage Site management plan<sup>41</sup>

*The purpose of monitoring is to assess how the values of the World Heritage site are being maintained over time and to measure whether the objectives of the World Heritage site management plan are being achieved. Measuring progress is essential to be able to adapt and improve the management of the site. Identifying key threats early on is necessary to be able to put in place remedial measures before the damage gets too great. Regular monitoring is necessary to re-assess priorities in view of new issues and progress made. Monitoring indicators need to be firmly linked to the values and objectives identified in the World Heritage site management plan.*

*A set of nineteen monitoring indicators for the Stonehenge and Avebury World*

*Heritage site was produced jointly by the two coordinators, with input from a number of partners, and endorsed by the Stonehenge WHS Committee in 2003. Their aim is to measure progress with the protection, interpretation and management of the site. Although most indicators are common to Avebury and Stonehenge, there are some minor differences reflecting the specificity of each site. It was agreed that the indicators should be simple, meaningful, easy to gather and constant, so that comparisons over time could be possible. Now that attributes of OUV have been identified, it is essential during the lifetime of this plan to review the indicators to see whether they should be made more relevant to them.*

*See Table 3 for indicators*

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41 Extracts from Young, C., Chadburn, A. and Bedu, I., 2009. Stonehenge. World Heritage Site Management Plan 2009. London, English Heritage.



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Objectives	Key monitoring indicators	How and who?	How often?	In place?
Conservation of archaeological sites	1. Existence of updated records for the archaeological sites	Sites and Monuments Record maintained by the Wiltshire County Council (WCC)	As appropriate	Yes
		Stonehenge Geographical Information System (GIS) maintained by English Heritage (EH)		Yes
	2. Condition of archaeological sites	WHS Condition Survey funded by EH	Every six years	Yes
		Regular monitoring of sites by National Trust (NT) volunteers and EH Historic Environment Field Assistants	As appropriate	Yes
	3. Hectares of grass restoration and number of sites protected from plough damage	Map and figures collated by WHS Coordinator, Defra, National Trust	Annual update	Yes

Table 3. Monitoring indicators – Stonehenge World Heritage site management plan

## Review of the management plan

Preparing a management plan is an iterative and ongoing process and not a fixed or one-off exercise. All stakeholders need to understand that the management plan will be regularly reviewed (annually or biannually). Information obtained from monitoring processes should be evaluated and used for reviewing the plan.

In addition to regular review, it may be necessary to review parts or the whole of the plan due to the following circumstances:

- a. When urgent attention is required, based on the results of the monitoring process,
- b. When faced with a catastrophic situation (e.g. a disaster),
- c. When the property is inscribed by the Committee on the List of World Heritage in Danger, or
- d. If major changes make implementation of parts of the plan impossible.

The review process must follow the participatory approach used in preparing the plan, involving any new stakeholders as necessary (e.g. defence authorities if the property is attacked by terrorists).

The review process must be part of the management plan and agreed with the stakeholders, particularly for the emergency scenarios mentioned above. The review process needs to be articulated in terms of annual reviews, five-yearly reviews

and major reviews, etc. as necessary, with supplementary reactive reviews being carried out in the case of emergency scenarios.

## 4.3. Contents of the management plan

### 4.3.1. Contents of the management plan

The final stage of the planning process outlined above is to draft the management plan. If all the material is in hand, this is the moment to consider how to communicate the contents effectively: how the final document is to be presented, its style, its structure and its hierarchy of content headings. It should be in language that is easy to understand and have a simple structure. If it contains any restricted-access information, its distribution may also have to be controlled.

The plan should be internally consistent and describe systematically how the heritage site will be managed and how its significance will be conserved and promoted for all those with an interest in the property.

The plan may have the following contents:

#### Management plan: Contents

- Purpose
- Process (how it was prepared and who was involved), including a decision-making process diagram
- Property description
- Significance (with OUV for World Heritage sites)

- Identification of key issues
- A Vision Statement/guiding principles, policies/objectives
- Actions to meet policies/objectives (including timing, priorities, resources and indicators)
- Implementation plan; annual work plan, project formulation, indication of resources
- Monitoring plan
- Timetable for review

### 4.3.2. Post-preparation actions

The success of a management plan depends on the authority given to it during its preparation and after completion. The organizations which were identified at the beginning of the process should now approve and commit themselves to the management plan, providing the resources (e.g. staff for implementing it) that they pledged in the planning process and obtaining additional ones. Where possible, the plan should be accorded a legal status within the existing management system. Once the plan receives authority, it should be implemented, following the implementation plan previously prepared. The day-to-day management activities of the management planning implementation now start. Refer to the management plans associated with properties inscribed on the World Heritage List. (<http://whc.unesco.org/en/list/>)



## 5 *Lessons learnt from the management planning of the World Heritage Sites on the Adriatic*

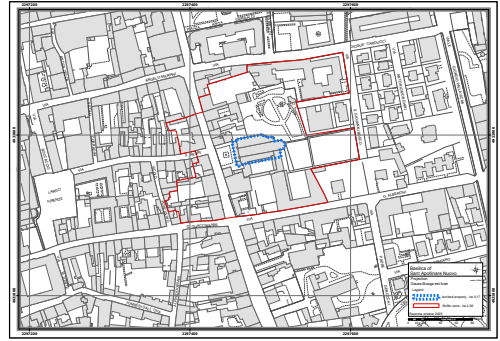
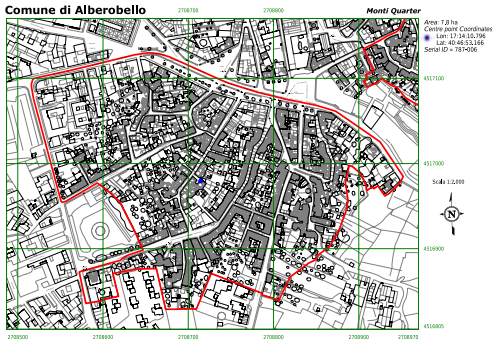
This chapter presents the lessons learnt from the management planning of the World Heritage Sites on the Adriatic included in the EX.PO AUS project, resulting from the implemented project activities. In the first part, the results from the assessment of the state of management plans and general management issues are presented. The assessment was based on an informative grid prepared and filled in by the EX.PO AUS project partners. The analysis of this material is presented in the “Cross-Border Report on Management of the UNESCO World Heritage Sites on the Adriatic”, available on the EX.PO AUS project web site: [www.expoaus.org](http://www.expoaus.org).

There are **14 sites** included in the EX.PO AUS project. Eleven of them are on the UNESCO World Heritage List; two are on the Tentative List, and one is in the process of being added to the Tentative List.

Based on the information provided in the informative grid these sites represent **different types of cultural heritage sites:**

- **Archaeological areas** (the Archaeological Area and the Patriarchal Basilica of Aquileia, Butrint)
- **Single monuments and complexes** (the Episcopal Complex of the Euphrasian Basilica in the Historical Centre of Poreč)
- **Assemblies of single monuments** (the Early-Christian Monuments of Ravenna – that consist of eight single monuments)
- **Segments of urban areas** (the Trulli of Alberobello, Old Town of Corfu, Old Bridge area of the Old City of Mostar)
- **Urban areas** (the Historical Complex of Split with the Palace of Diocletian)
- **Urban areas and landscape** (the Old City of Dubrovnik, with the extension of Lokrum Island)
- **Natural and Architectural Ensembles** (the Natural and Architectural Ensemble of Blagaj, the Natural and Architectural Ensemble of Stolac)
- **Natural and Cultural-Historical Region** (Natural and Cultural-Historical Region of Kotor)
- **Cultural landscapes** (Ferrara, City of Renaissance and its Po Delta, the Piran cultural landscape with the salt pans of Sečovlje and Strunjan)

Different types of cultural heritage sites  
 (source: <http://whc.unesco.org/en/list/>)



Single monuments

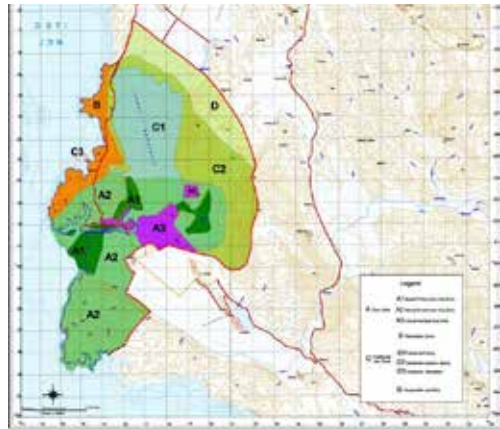
Segments of urban areas



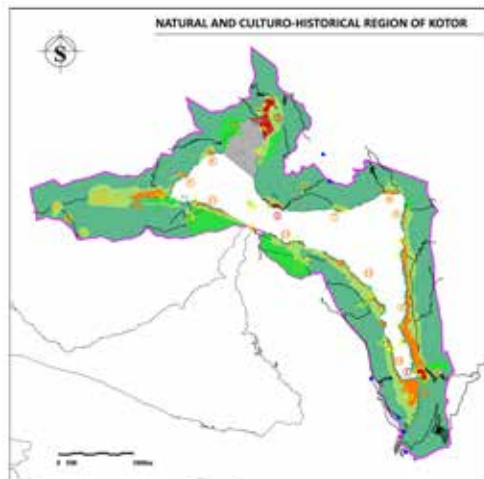
Urban areas and landscape



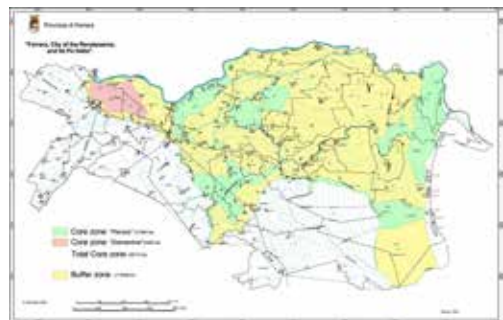
Urban areas



Archaeological areas



Natural and Cultural-Historical Region



Cultural landscapes

As for the **time of inscription on the World Heritage List**, the EX.PO AUS project includes various sites, from those inscribed early in the 1970s, the majority in the 1990s and after 2000, to those that have not been included on either the World Heritage or Tentative List.

- The sites inscribed in the **1970s** (**three** sites: the Old City of Dubrovnik; the Historical Complex of Split with the Palace of Diocletian; the Natural and Cultural-Historical Region of Kotor)
- The sites inscribed in the **1990s** (**six** sites: the Trulli of Alberobello; the Archaeological Area and the Patriarchal Basilica of Aquileia; Butrint; Ferrara, City of Renaissance and its Po Delta; the Episcopal Complex of the Euphrasian

Basilica in the Historical Centre of Poreč; the Early-Christian Monuments of Ravenna)

- The sites inscribed **after 2000** (**two** sites: the Old Bridge area of the Old City of Mostar; the Old Town of Corfu)
- The sites **inscribed on the Tentative List** (**two** sites since 2007: the Natural and Architectural Ensemble of Blagaj, the Natural and Architectural Ensemble of Stolac)
- The site **not yet included on the Tentative List**: the Piran cultural landscape with the saltpans of Sečovlje and Strunjan, for which the application documentation for the Tentative List will be collected during the project

	Site name	Country	Type of the site	Inscription on the WHL	Year of inscription	Criteria
1.	The Trulli of Alberobello	Italy	Urban area	Yes	1996	3,4,5
2.	Archaeological Area and the Patriarchal Basilica of Aquileia	Italy	Urban, archaeological area	Yes	1998	3,4,6
3.	Butrint	Albania	Archaeological landscape	Yes	1992	3
4.	Old Town of Corfu	Greece	The Old and New Fortresses; Urban Plan and Roads; Open Spaces, Squares and Parks; Buildings; Cultural Characteristics	Yes	2007	4

	Site name	Country	Type of the site	Inscription on the World Heritage List	Year of inscription	Criteria
5.	Old City of Dubrovnik, Lokrum Island	Croatia	Urban centre, cultural and landscape	Yes	1979, 1994 island	1,3,4
6.	Ferrara, City of Renaissance and its Po Delta	Italy	Cultural landscape	Yes	1995-1999	2,3,4, 5,6
7.	Natural and Cultural-Historical Region of Kotor	Montenegro	Natural and Cultural-Historical Region (cultural landscape)	Yes	1979	1,2, 3,4
8.	Old Bridge area of the Old City of Mostar	Bosnia and Herzegovina	National monument -Historical urban area	Yes	2005	6
9.	The Natural and Architectural Ensemble of Blagaj		Natural and architectural ensemble	On the Tentative List (2007)		
10.	The Natural and Architectural Ensemble of Stolac					
11.	Piran cultural landscape with the salt pans of Sečovlje and Strunjan ( <i>to be confirmed</i> )	Slovenia	Cultural landscape with rural and urban components	No		

	Site name	Country	Type of the site	Inscription on the World Heritage List	Year of inscription	Criteria
12.	<b>Episcopal Complex of the Euphrasian Basilica in the Historical Centre of Poreč</b>	Croatia	Single monument	Yes	1997	2,3,4
13.	<b>The Early-Christian Monuments of Ravenna</b> (The Basilica of San Vitale, the Mausoleum of Galla Placidia, the Neonian Baptistry, The Arian Baptistery, The Archiepiscopal Chapel, the Basilica of Sant'Apollinare Nuovo, the Mausoleum of Theodoric, Basilica of Sant'Apollinare in Classe)	Italy	Eight single monuments	Yes	1996	1,2,3,4
14.	<b>Historical Complex of Split with the Palace of Diocletian</b>	Croatia	Urban area	Yes	1979	2,3,4

Table 4. Identification of UNESCO sites within the project

**Management plans of the sites included in the EX.PO AUS project – current state**

The sites included in the EX.PO AUS project are in different stages as far as their management plans are concerned. The presented analysis of the management plans condition is based on the informative grid filed in by the project partners.

	Site name	Year of inscription on WHL	Management plan (MP) status					Year of MP adoption
			MP does not exist		MP exists			
			MP does not exist	MP is in the phase of development	MP has not yet been implemented	MP is being implemented	MP is implemented and updated regularly	
1.	The Trulli of Alberobello	1996				x		2010
2.	Archaeological Area and the Patriarchal Basilica of Aquileia	1998		x				-
3.	Butrint	1992					x	2012
4.	Old Town of Corfu	2007				x		2005
5.	Old City of Dubrovnik, Lokrum Island	1979, 1994	x					-
6.	Ferrara, City of Renaissance and its Po Delta	1995-1999					x	2011
7.	Natural and Cultural-Historical Region of Kotor	1979				x		2011

8.	Old Bridge area of the Old City of Mostar	2005				x		2005
9.	Natural and Architectural Ensemble of Blagaj	-		x				-
10.	The Natural and Architectural Ensemble of Stolac	-	x					-
11.	Piran cultural landscape with the salt pans of Sečovlje and Strunjan (to be confirmed)	-				x*		2011*
12.	Episcopal Complex of the Euphrasian Basilica in the Historical Centre of Poreč	1997		x				-
13.	Early-Christian Monuments of Ravenna	1996				x		2005
14.	Historical Complex of Split with the Palace of Diocletian	1979				x*		.....

Table 5. Management plan condition at the sites included in the project

Out of the 11 **sites that are on the World Heritage List** only one does not have a management plan and has not yet started preparations (Old City of Dubrovnik).

At two sites their management plans are in the phase of development and will be finished by the end of the project (the Archaeological Area and the Patriarchal Basilica of Aquileia and the Episcopal Complex of the Euphrasian Basilica in the Historical Centre of Poreč).

The management plan for the Historical Complex of Split with the Palace of Diocletian has been drafted but not adopted yet. At present, the Plan is being revised.

Four sites have and implement their management plans (The Trulli of Alberobello, Old Town of Corfu, Old Bridge area of the Old City of Mostar, The Early Christian Monuments of Ravenna), while the management plan for the Natural and Culturo-Historical Region of Kotor has only been partly implemented. At two sites management plans are implemented and updated regularly (Ferrara City of Renaissance and its Po Delta, Butrint).

None of the **three sites not included on the World Heritage List** have management plans. For the Natural and Architectural Ensemble of Stolac, the development of a management plan has not yet begun, while for the Natural and Architectural Ensemble of Blagaj, the plan is under way. The Piran cultural landscape with the saltpans of Sečovlje and Strunjan has a management plan for part of the area

planned to be nominated for the Tentative List, a ten-year management plan for the Landscape Park of the Sečovlje saltpans (2011–2021), but not for the whole area.



Cover page of the Management plan for the Early-Christian Monuments of Ravenna, 2005

## 5.1. Development and implementation of management plans – process, lessons learnt and challenges

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In the part of the informative grid related to management plans, there were two questions about the experiences during the development, updating and implementation of management plans (process, positive and negative aspects, challenges, lessons learnt). This part of the informative grid was completed by the sites that have management plans.

Some of the **key topics** recognized in the process of **development of management plans** are:

- There are **different models of preparation** of management plans that include different phases and entail the involvement of different stakeholders. These models depend on the legal and institutional framework of the country, type of site, specific characteristics of the site and the local context, etc.
  - › For the implementation of the management plan of the site, a **steering committee** made up of people responsible for the site **mandated a technical group** that wrote the management plan and then monitored its implementation. Currently the technical group has prepared a general long-term profile, within which it would be possible to

foresee individual actions to implement the usability of the site, its protection and proper preservation. (Ferarra)

- › The management plan was drawn up on the initiative of the Municipality of Corfu and the Corfu Branch of the Technical Chamber of Greece. The preliminary preparation of the management plan was entrusted to **two architects**, who drew up the first draft on the basis of the data concerning the Property and their own wide experience. That first draft of the management plan was **submitted to select committees** of the two bodies responsible for its preparation and was then revised and expanded. Once it had been accepted, it was **presented to the local community** and sent to the Ministry of Culture (Directorate of Byzantine and Postbyzantine Antiquities), to other parties involved in the management of the site and to the Regional Authority of the Ionian Islands and the Prefecture of Corfu for their assent. Finally, **after widespread consultation and discussion, it was approved** by the Municipal Council in 2005. (Corfu)
- › The process of the management plan development was realized in two phases (2006–7 and 2011). It was led by the Regional Institute for Cultural Heritage Protection in Kotor and the Ministry of Culture of Montenegro. In order to draw up a draft management plan the following bodies were formed: a **Coordination Team** (9 members), **Working Group** (22 members) composed of representatives of the

relevant state and local institutions, media, non-governmental organizations and an **Advisory Body** (5 members) composed of prominent individuals in the fields of science, education and culture. In the second phase, when it was necessary to detail the draft management plan in accordance with the suggestions provided by the UNESCO, a Working Group (16 members) was formed composed of representatives of the relevant state and local authorities and institutions, faculties, Municipality of Kotor and the NGO sector. In addition, two ICOMOS experts were involved in the process as expert consultants, as well as representatives of the Municipalities of Tivat and Herceg Novi for the part of the plan regarding the Kotor Region's buffer zone. The process of development

of the management plan included the following activities: training of staff, presentation of experiences of developing the management plan, a study tour, as well as a workshop in order to formulate a Draft Statement of Outstanding Universal Value. (Kotor)

- In the process of preparation of management plans, **the involvement of stakeholders in the process** proved to be very important
  - › The process of preparation of the management plan has **provided numerous initiatives to ensure adequate information and participation of citizens and of all the parties concerned** by the developments and the direct effects of the plan; **public meetings**



Different activities within the process of the Kotor Region management plan preparation (working groups meetings, field work during experts' visit, workshops, public hearing)



Citizens of Alberobello

were held to present the project and also round tables, with the involvement of administrators, technicians, operators of the sectors concerned. The management plan started to take shape even from the considerations, the reflections and the awareness established in the course of these meetings and comparisons with the institutional and non-institutional actors, during which it always pursued research of expectations, solutions and strategies. (Alberobello)

› In order to make the plan sustainable, it is very important to **achieve a consensus**. That is why a series of round tables for different stakeholders interested in issues regarding the city's historical core need to be organized. (Split)

› It is important to inform and engage the public in the process of creating the management plan through different activities. (Kotor)

▪ **Data and information gathering** is very important in the initial phase of preparation of a management plan, and it can be challenging when the necessary



Workshop in Split

material has not been collected or when there are several previously developed plans that need to be integrated into the current one

› It is a challenge to use the existing material, especially if several management plans have been previously developed (Butrint)

› In cases when there is no available information and data, this made the process of development of the plan difficult. However, the documentation collected and compiled during the process of management plan creation has been very useful for subsequent activities. (Kotor)



Part of the material collected during the process of preparing the documentation for UNESCO Tentative List for Piran Cultural Landscape with the Salt Pans of Sečovlje and Strunjan

▪ During the process of creation of the management plan, in the phase of condition assessment or development of proposals **different useful tools can be used**, such as a SWOT analysis or a logical framework development.

› *In order to present opportunities for development of the site and to support the identification of all those actions that are necessary to achieve the objectives of protection and enhancement identified by UNESCO, a SWOT analysis can be useful, considering the strengths and weaknesses inside the site, and recognizing the opportunities and threats. (Alberobello)*

› *The development of a Logical Framework of the management plan proved to be very useful because it connected the key recognized topics, factors, aims, priority tasks, guidelines, measures and regimes of protection and activities. (Kotor)*

▪ For the complex sites that have both **cultural and natural values**, it is a challenge to deal with both in a management plan and to come up with an integrated plan.

› *The main challenge in preparing a management plan for the site that has cultural and natural values/properties was to cover all the issues, as well as to prepare an Integrated Management Plan (Butrint)*

▪ As a strategic document for managing World Heritage Sites, a management plan is linked with different aspects of the site's

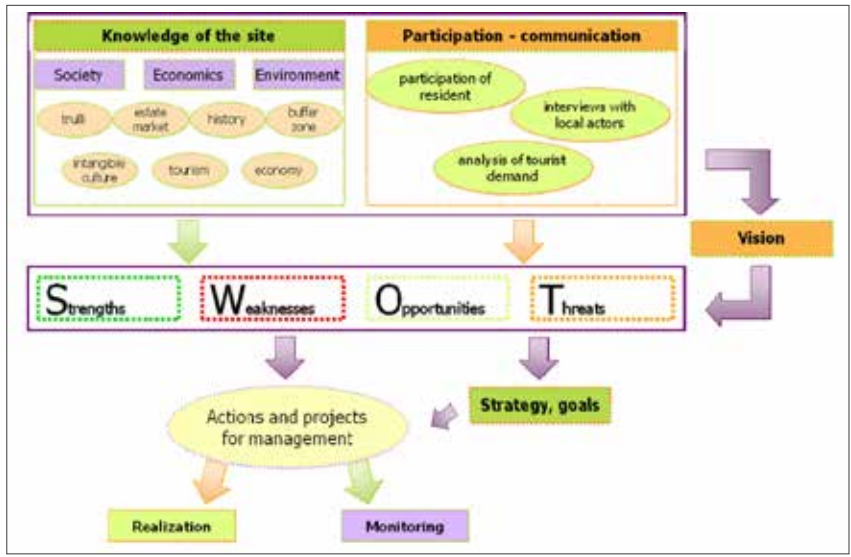
development and can become a **political issue**.

› *The management plan has become a political issue because these discussions about the plan were used as a platform to criticize not only the overall situation in the old city core, but also the inability of the local government to cope with the problems of running the city in general, and the lack of adequate democratic procedures in making strategic decisions. (Split)*



Butrint Archeological Park

Scheme of the adopted procedural model, The Management Plan for the UNESCO World Heritage Site "Trulli di Alberobello", 2010



SWOT analysis from the Management plan of the Ferrara City of Renaissance and its Po Delta, 2011

SWOT AREA SOCIO DEMOGRAFICA E WELFARE			
S (punti di forza)	W (punti di debolezza)	O (opportunità)	T (minacce)
<ul style="list-style-type: none"> <li>• Presenza di forte associazionismo</li> <li>• Iniziative equo solidali del privato sociale e del terzo settore (last minute market, commercio equo solidale, ecc)</li> <li>• incremento della popolazione dovuto all'immigrazione</li> <li>• miglioramento degli indicatori del mercato del lavoro</li> </ul>	<ul style="list-style-type: none"> <li>• Emigrazione di giovani altamente qualificati</li> <li>• Scarsa attrattività di giovani immigrati</li> <li>• Elevata età media</li> <li>• Offerta scolastica insufficiente (liste attese scuole d'infanzia)</li> <li>• indice di vecchiaia in aumento</li> <li>• tasso di disoccupazione più alto della media regionale</li> </ul>	<ul style="list-style-type: none"> <li>• Distretto Altra Economia</li> <li>• Presenza di Istituti Tecnici per la formazione di manodopera specializzata</li> <li>• aumento della forza lavoro immigrata</li> <li>• sviluppo di servizi alla persona, in particolare agli anziani (telemedicina, caso domestico, ecc..)</li> <li>• l'alta qualità del territorio ferrarese rappresenta un'area favorevole per l'insediamento degli anziani e la cura della salute</li> </ul>	<ul style="list-style-type: none"> <li>• Calo demografico della popolazione, in particolare in età lavorativa</li> <li>• Criticità legate all'inclusione degli immigrati</li> <li>• Disoccupazione di lungo periodo over 40</li> <li>• progressivo invecchiamento della popolazione</li> </ul>

Logical Framework of the Kotor Region management plan: topics - factors - aims - priority tasks- measures and regimes of protection - activities, 2011

166	MEMORANDUM PLAN PRIPOROZI I KULTURNO-ISTORISKO POKRAJCU KOTOR	LOGICNI OKVIRI MEMORANDUM PLANA			
Topic	Factors	Object	Priority tasks	Measures and regimes of protection	Aims
Kotor Region	<ul style="list-style-type: none"> <li>• Factor 1: ...</li> <li>• Factor 2: ...</li> <li>• Factor 3: ...</li> <li>• Factor 4: ...</li> </ul>	<ul style="list-style-type: none"> <li>• Object 1: ...</li> <li>• Object 2: ...</li> </ul>	<ul style="list-style-type: none"> <li>• Priority task 1: ...</li> <li>• Priority task 2: ...</li> </ul>	<ul style="list-style-type: none"> <li>• Measure 1: ...</li> <li>• Measure 2: ...</li> </ul>	<ul style="list-style-type: none"> <li>• Aim 1: ...</li> <li>• Aim 2: ...</li> </ul>

Analysing the process of **implementation of a management plan**, some of the sites recognized the following as important to share:

- The management becomes very **complex** when sites are complex and large, especially when many actors are involved

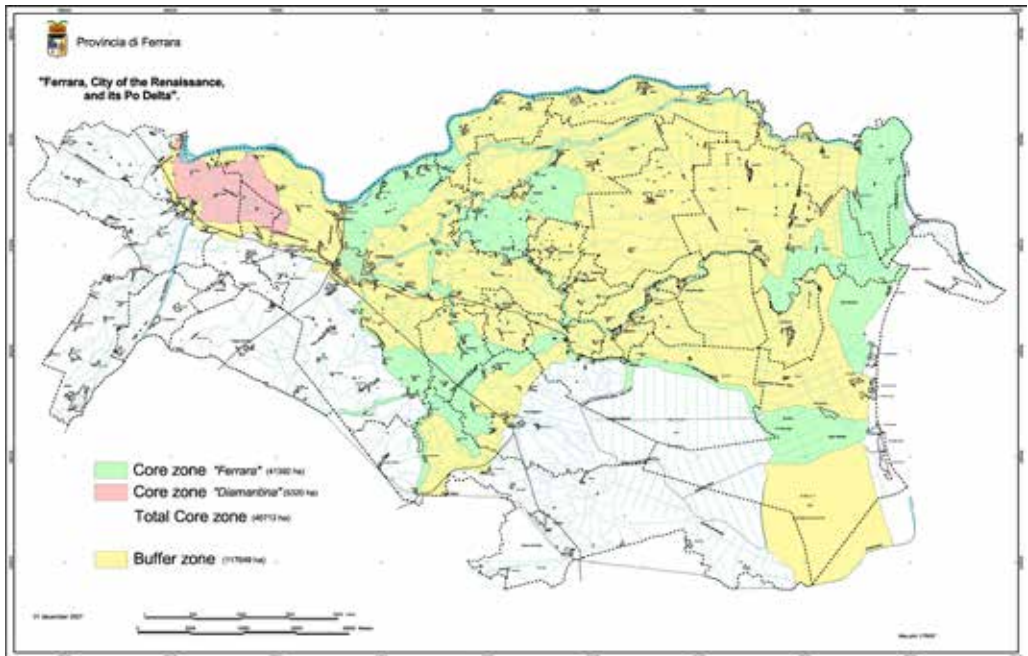
- › *The vastness of the territory that characterizes the site and the amount of parties involved make its management particularly complex. The mode implemented until now was inspired by general coordination, leaving the direct management of the assets to single, territorially competent subjects. (Ferrara)*

- There are **different models** for the implementation of a management plan that proved to be good, some of which entail the forming of separate management agencies.

- › *The Agency was founded in order to carry out professional and other affairs in the field of regional planning, heritage protection, the proper preservation of the properties in the UNESCO protected zone, the implementation of the management plan, drafting proposals and development plans, and cooperation with all levels of government – state, federal, cantonal and city. (Mostar)*

- A management plan in the phase of implementation can be an important **planning framework**, as well as important means for **raising funds for the implementation**.

- › *The preparation of the management plan has had a strong impact in terms of the planning framework. Today the municipality of Alberobello is participating in numerous calls for*



Map of the Ferrara City of Renaissance and its Po Delta

*funding, also thanks to a continuous technical accompaniment (Alberobello)*

▪ A management plan in the phase of implementation can also serve as a **significant framework for the involvement of the community and other stakeholders** in the implementation.

› *Today there is a strong involvement by the community in the projects both in terms of planning activity and of active participation in the projects. (Alberobello)*

▪ A management plan can be an important document for the **development of other comprehensive strategies** related to the World Heritage Site.

▪ In the strategy adopted by the Municipality of Corfu for sustainable urban development, three main strategies are in direct synergy with the Old Town's management plan:

- › *The Strategy of Sustainable Development*
- › *The Strategy of Total Quality*
- › *The Strategy of Citizens' Active Participation*

*All the above strategies are the Municipality's tools for its approach to the achievement of local development objectives, but also to the implementation of the Old Town's management plan. (Corfu)*

▪ Following an analysis of the management plan implementation, some **topics can be defined that are important**



*Conference with participation of the local community, Alberobello*

**for the updating of the plans** in the next phase.

▪ In the case of Ravenna, the following **guidelines for the updating process** were recognized:

▪ *In-depth analysis of the first edition of the management plan, even in a comparative manner with other documents produced at national and international level, highlighting those which could be the missing links or not fully developed, and all other documents produced by the various operators of the Site of Ravenna that would be useful for the development of the second edition;*

▪ *Development of thematic meetings with the various operators of the site (Municipality of Ravenna, the Superintendence for Architectural Heritage and Landscape for the provinces of Ravenna, Ferrara, Forlì–Cesena and Rimini, the Archdiocese of Ravenna–Cervia, the Regional Directorate for Cultural Heritage and Landscape of the Emilia–Romagna Region), with the aim, on one hand, to identify the cognitive elements relevant to the activity described in the preceding paragraph and, secondly, to*

*gain additional insights and useful analysis to develop a revision of the document in question, as referred to in the next step;*

- *Development of methodologies, guidelines or legislative instruments to establish a system of indicators used to monitor the overall performance of the UNESCO site, by all the various operators, but with particular reference to the activities conducted by the Municipality of Ravenna, in its capacity as coordinator of the plan. (Ravenna)*



*Old town of Corfu, UNESCO World Heritage Site, Proposals for the update of the Management plan - Action plan 2013-2018, deliverable of the project “Achieving SUSTainability through an integrated approach to the management of CULTural heritage”, 2014*

## 5.2. Legal and institutional framework

The legal and institutional frameworks for managing cultural heritage differ in different countries, and they also depend on the type of site.

The **most common elements of a legal framework** are:

- National and regional laws governing cultural heritage protection
- Supplementary legislation from other fields: governing natural and environmental protection, spatial planning and construction of buildings, etc.
- Different regulations at the regional, provincial and municipal levels
- International regulations (for example: the UNESCO 1972 World Heritage Convention) including regulations at the European level (such as Natura 2000 and Ramsar, when the sites also have natural values)
- In some cases there are special laws for the protection of World Heritage Sites or which establishing specific institutions for the management of WHS (such as the Regional Law establishing the Foundation responsible for management in Aquileia or the Special Law on Protection of the WHS in the case of Kotor)

An urban and planning framework has been recognized at all sites as a very

important part of the legal system, and it can include different planning tools: from spatial plans at the regional and local levels, to landscape and urban plans, etc.

As for the **institutional framework**, this is defined differently in different countries. It depends particularly on the type of site, whether it is an individual building or cultural landscape. When the site is more complex, the institutional framework is often more complex, too (as in the case of Ferrara, City of Renaissance and its Po Delta or the Natural and Cultural-Historical Region of Kotor). Most commonly, an institutional system for the protection and management of the

International Legislation	
Number/references	Title/name
2007 Decision 31COM 8B.40	Nomination of natural, mixed and cultural properties to the world heritage list - of the Old Town of Corfu, Greece
National Legislation	
Number/references	Title/name
Ministerial Decision F18/ 46592/2305/24-7-79 (GOVERNMENT GAZETTE ISSUE 52/ B/ 21-1-80)	Classification as a "historic monument" scheduled for preservation and a site of outstanding natural beauty and interesting from an architectural or historical point of view. Responsible: The Ministry of Culture
Presidential Decree 22-04-80 /Government Gazette 274 / A / 05-05-1980	Classification of the nominated Property as a "traditional settlement", Responsible for protection: Ministry of the Environment, Spatial Planning and Public Works.
Presidential Decree 07-09-81 / Government Gazette 552 A / 02-10-81	Transfer of responsibilities regarding the construction of new buildings, additions to pre-existing ones, as well as repairs and alterations regulated by the afore mentioned Presidential Decree concerning the "coefficients of building surface", in combination with Royal Decree 09-04-64 / Government Gazette 37 / 14-04-64 concerning "building terms and limitations of plots of land and on the height of buildings" from the Ministry of the Environment, Spatial Planning and Public Works to the Municipality of Corfu
Ministerial Decision 78140 / 3271 / 12-11-86 / Government Gazette 55D / 05-02-87	General Urban Planning Scheme, Regulates land use, determines the size of building plots and the building coefficient, and defines the mechanisms by which the plan will be applied. Responsible: Ministry of the Environment, Spatial Planning and Public Works
Royal Decree 09-04-64 /Government Gazette 37 D / 14-04-64	Fixes the requirements for building sites and determines the height to which buildings may legally be constructed
N. 3028/28-6-2002 (FEK 153/A/28-6-2002), NW 040658 / CG 66 A / 100658	On the protection of the Antiquities and in general of the Cultural Heritage
Regional and local legislation	
Number/references	Title/name
Presidential Decree 07-09-81/	The Municipality of Corfu under these decrees ensures the

*Different levels of legislation for the Old town of Corfu, Proposals for the update of the Management plan - Action plan 2013-2018*

WHS includes all the levels: national, regional, provincial and municipal. The collaboration of organizations that operate at the different levels is very important. Very often, specific institutions are formed for the management of WHS (such as Councils, Agencies or Foundations). More about the different models of institutional and management systems is given in the next chapter.

OLD CITY OF MOSTAR  
MANAGEMENT PLAN

**Text of the decision on the Establishment of the «Stari grad» Agency Mostar**

*The City Council of the City of Mostar adopted the decision on the basis of the article 11 of the Law on the local autonomy (Official Gazette of Federation of Bosnia and Herzegovina No. 6/95) article 18 and article 64, paragraph 3 item 9 of the Law on local autonomy (Official Gazette of Herzegovina-Neretva Canton No. 4/00), article 2 paragraph 2 and article 4 of the Law on administration in the Federation of Bosnia and Herzegovina (Official Gazette of the Federation of Bosnia and Herzegovina No. 28/97 and 26/02) article 8 of the Statute of the City of Mostar (Official Gazette of the City No. 4/04) according to the Decision on the determination of the personnel policies general regulations (Official Gazette of the City No. 14/04), and the meeting that was held on 29.12.2004*

**DECISION ON THE  
ESTABLISHMENT OF THE «STARI GRAD» AGENCY MOSTAR**

**I**

*The Agency "Old City" (hereinafter: Agency) for protection, management and maintenance of the Old City of Mostar is established in order to promote cultural-historical heritage values and accomplishment of the long-term, organized and planned preservation and reconstruction of the Old City of Mostar. The Agency has the status of the legal organization.*

**II**

*Agency works as: Agency "Old City" Mostar for preservation, management and maintenance. Headquarter of the Agency is in Mostar. The address of the Agency will be defined by the special act of the Agency.*

**III**

*The Agency has its own seal according to the Decision on the seal of the City of Mostar. All details related to the seal will be determined by the special decision. Letterhead and other documents of the Agency are written in English language too.*

**IV**

*The Agency work on following activities*

- *To implement the integrated conservation and development plan of the Old City, and the other valuable buildings and sites of the cultural-historical heritage in the city area.*
- *To work on programs of the zones determined for the detailed planning, according to the Master Plan (To work on the detail planning areas according to the Master Plan)*
- *To act as an executing agency for the implementation of the public and donor financed projects and activities*
- *To manage, maintain and operate plots and buildings in the Old City area owned by the City of Mostar as well as the buildings entrusted to the Agency by the donors*
- *To buy and sell property on behalf of the founder, acquire the property not presently in use as well as manage public properties in the area and the buildings donated to the City, in order to generate income for the current Old City rehabilitation projects according to the annual plan adopted by the founder*
- *To collect revenue generated from use of historic buildings, commercial use of public open spaces, promotion of the cultural tourism and other sources, and re-invest these proceeds in the area*

Decision on the Establishment of the "Stari grad" Agency Mostar, Old City of Mostar Management Plan, 2005

### 5.3. Type of management systems and key stakeholders, responsibilities, coordination between stakeholders

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The type of management system differs depending on the legal and institutional framework in a particular country. It also depends considerably on the type and size of the site, the different local contexts and key stakeholders.

At the sites included in the EX.PO AUS project, **several different models of management systems** have been recognized:

- When the WHS is an **individual, privately owned** site, the **owner** is the key stakeholder, while other stakeholders are engaged in connection with specific fields of activity. Such an example is the Episcopal Complex of the Euphrasian Basilica in Poreč, owned by the religious organization, in the protection and maintenance of which the Town of Poreč and Department for Protection of Cultural Heritage are also included.
- In cases where the WHS is an **urban area**, or part of an urban area (for example: Alberobello and Corfu), the **Municipality** is usually **responsible for management**. The Municipality, then, **coordinates** the other stakeholders. In such cases a Steering Group, or an operative Technical

Committee can be formed (as in the case of Corfu).

- When the WHS is a **complex site**, cultural landscape or archaeological site, a **coordination body** is often formed, composed of representatives of the key stakeholders, both public institutions and other actors. Such examples are:

- › Steering Committee of the Site (Ferrara)
- › Coordination Committee (Ravenna)
- › Council for Management (Kotor)
- › Management Unit (Split)

- In some cases, **separate public institutions** can be formed by the state. Such examples are:

- › Old Town Agency of Mostar
- › Office of Administration and Coordination of Butrint

These public institutions can have Boards (as in the case of Butrint)

- There can also be different forms of **public–private partnerships**, as in the case of the Aquileia Foundation

There are also some interesting models that connect different stakeholders in different ways, such as: a Partnership Assembly ensuring the participation of stakeholders in defining strategic policies (as in the case of Corfu) or horizontal national and transnational networks aimed at strengthening collaboration

relationships, exchanging information and good practices, planning and carrying out specific activities on the basis on common interests.

The **key stakeholders** recognized in connection with individual sites are different and depend primarily on the type of site and the legal and institutional system. At larger and more complex sites, such as cultural landscapes or urban areas, the key stakeholders are more numerous and diverse.

- **Governmental and local authorities** are one of the key stakeholders at all sites
- Other key stakeholders at all sites are **institutions dealing with cultural heritage protection**, as well as **other institutions responsible for different areas** and at **all levels**, national, regional and local (starting from Ministries of

Culture, Institutes for Heritage Protection, Museums, etc.)

- At residential sites, such as urban areas, the **inhabitants, property owners and local community** are very important stakeholders (as in the cases of Corfu, Split, Dubrovnik, Alberobello, Kotor, etc.)
- In cases where religious heritage is present, **religious organizations** are also stakeholders (as in the case of the Episcopal Complex of the Euphrasian Basilica in Poreč)
- Furthermore, given that most sites are actively used for different segments of culture, **cultural actors and operators** are stakeholders as well
- Considering the potential of WHSs for education and research, **education institutions**, from schools to universities, are important stakeholders



Split

- **Non-governmental organizations and civil sector** representatives are also very important stakeholders at all types of sites
- Representatives of **entrepreneurships, service and infrastructure companies** can also be important stakeholders, and they have already been recognized at some sites (as with Alberobello)
- One of the dominant issues at almost all WHSs is tourism, so **tourists and visitors** can be recognized as stakeholders as well, and it is necessary to take this into consideration and find ways to involve them



*Piran*



*Aquileia*



*Dubrovnik*



*Alberobello*

## 5.4. Relationship between management and conservation, restoration and maintenance

In general, the issues of conservation, restoration and maintenance of heritage, including World Heritage Sites, are regulated in all countries within the national legislation for the protection of cultural heritage and are the primary responsibility of state institutions.

Because of their specific status, World Heritage Sites can also have specific treatment when their conservation and restoration is concerned, which can be defined through special laws or other mechanisms (such as the Special Law on Protection of the WHS in the case of Kotor).

When WHSs have management plans, the topic of conservation, restoration and maintenance often appears as one of first **key areas within the plan**. Management plans usually assess the state of conservation, restoration and maintenance,

provide guidelines for their enhancement, and define possible activities. In that case, everything proposed in the management plan has to be in accordance with the legal and institutional framework, while this additional treatment of conservation, restoration and maintenance can contribute to realization of certain processes.

In general, the topic of **maintenance** has not been separately detailed, either because it has not been regarded as key in this context, or because it has not been dealt with.

One of the indicators of adequate treatments and the relationship between the protection and **management** of cultural heritage, including WHSs, is the degree to which the management of cultural properties has been generally **recognized within a protection system**. In Slovenia and Montenegro, the Laws on Cultural Heritage Protection (from 2008 in Slovenia and 2010 in Montenegro) recognize the management plan as one of the instruments for the integral protection of cultural heritage. These laws cover World Heritage Sites, as well.



The Patriarchal Basilica of Aquileia



Butrint Archeological Park

## 5.5. Relationship between management and urban and spatial planning

Urban and spatial planning has been recognized by many sites as one of important segments of the legal and institutional framework.

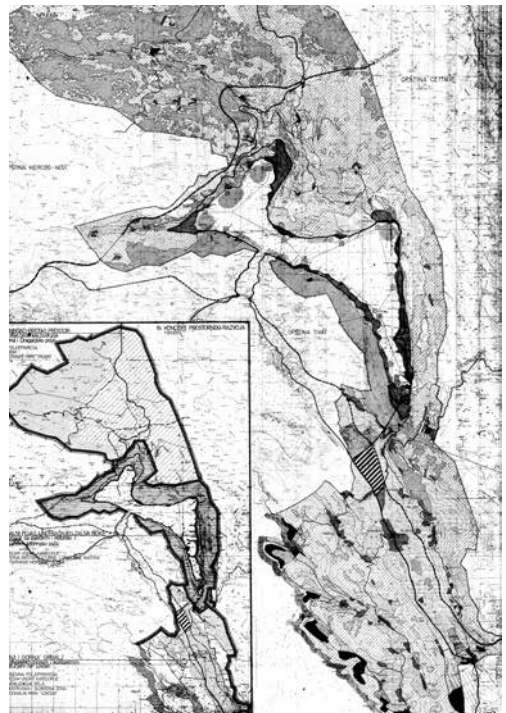
An integrated approach to urban and spatial planning and protection and management of heritage in general, and World Heritage Sites in particular, is very important especially nowadays when there are obvious threats at some sites to the preservation of the sites' values because of a weak link between the planning and protection/management. This is especially valid for larger areas, urban areas and cultural landscapes, or sites that have both natural and cultural values, where the relationship between urban and spatial planning and the protection of heritage is much more complex.

Urban and spatial planning is regulated in all countries by a legal framework in that field, while a link between the planning and heritage protection/management is regulated by planning laws or laws covering the field of cultural heritage. This relationship is different in different countries. It would be necessary to have special treatment of World Heritage Sites within these systems; however this is not practiced at all sites yet.

Development of a management plan can be significant for this topic. Urban

and spatial planning is almost always treated as one of the topics/issues within a management plan. This area is usually analysed and recommendations are proposed for its improvement. The question is to what degree these recommendations are binding. There are examples where it has been recognized through legislation that all urban and spatial plans must be consistent with a Protection Study and a management plan (such as in Montenegro).

Cooperation between institutions dealing with cultural heritage protection and planning institutions is essential in this field. This cooperation can be encouraged through a process of management plan development or defined as a management system segment (the formation of coordination bodies, etc.)



*Spatial plan of the Municipality of Kotor (1987) featuring the World Heritage area*

## 5.6. Relationship between management and development (policies, strategies, etc.)

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World Heritage Sites are very significant resources of the particular territory where they are located, and through their adequate protection and management they can contribute considerably to the territory's sustainable development. That role and importance of World Heritage Sites should be recognized in all strategic documents at all levels, from national to local. However, this is not yet the case with the analysed sites, and the role of World Heritage Sites in sustainable development must be improved.

It is important to note how much the topics related to sustainable development have been recognized within management plans and how much they really are part of the management system. The sites that have management plans usually treat these topics through different issues: usage of the site, tourism, economic value, branding...

Tourism has been recognized as one of the key topics related to the development of sites. Tourism is definitely a potential, but, at the same time, it can be a threat, so that it is very important to take into account the carrying capacity of the site.

The sites included in this survey have a significant role in the economic and particularly tourist development of the regions they are part of.

A management plan needs to have long-term measures for sustainable development, but it can also propose specific actions contributing to that development.

It is important for the topics treated within a Management Plan to be harmonized with all other policy documents and strategies, including those not only at the local and national, but also at the European and international levels (such as Agenda 21 for Culture, or the UN's The Future We Want).



*The need to harmonize strategies for WHSs protection and tourism development*

## 5.7. Financing and funds

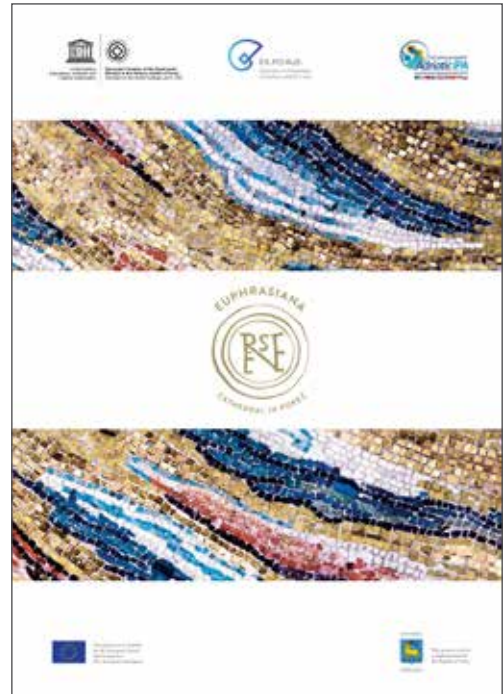
In order to have a functional management system, different elements are needed, including finances, in addition to the legal and institutional framework and resources.

Funding for the protection and management of the sites included in the EX.PO AUS project is mostly obtained from the following sources:

- Government, ministries
- Local authorities (municipalities)
- Grants and donations, EU and others
- Private donations
- Admission fees for the sites that have that system

The topic of funding is treated as one of the issues with Management Plans, but in most cases, it has not been detailed much.

It has been recognized that the process of preparation of the management plan or the plan itself can be a very useful basis for the fund-raising process during its implementation (as in the case of Alberobello, which participates in numerous calls for funding, due also to a continuous technical accompaniment established during the preparation of the management plan).



*Activities of the World Heritage Site promotion realized through EU projects, a publication on Euphrasiana - cathedral in Poreč prepared within the EX.PO AUS project*



*Different models of funding, example of Mostar*

## 5.8. Monitoring effectiveness

Starting from the existing models for the assessing management effectiveness, it was decided that the process of assessing pilot areas within the EX.PO AUS project would use as a starting point the methodology developed in the “**Enhancing our Heritage Toolkit – Assessing the management effectiveness of natural World Heritage sites**”. Two tools from the “Enhancing our Heritage Toolkit” were tested within the project (Tool 5 – Assessment of Management Planning and Tool 8 – Assessment of Management Processes), a questionnaire was prepared based on them, distributed to project partners and analysed. During the implementation of the project in 2014–2015, Cycle II of the UNESCO Periodic Reporting for Europe and North America was finished, which contains reports from the World Heritage Sites included in the EX.PO AUS project. In order to obtain a complete picture, the data on monitoring from UNESCO’s **Periodic Reporting** was also analysed. The complete analysis is presented in the report “Assessing and monitoring the management effectiveness of the UNESCO World Heritage Sites on the Adriatic” and it is available at the EX.PO AUS project web site: [www.expoaus.org](http://www.expoaus.org).

After analysing the data from UNESCO’s Periodic Reporting and the two tools from the *Enhancing our Heritage Toolkit* the following can be concluded:

- Questionnaires for UNESCO’s **Periodic Reporting** have revealed that:
  - › **Monitoring programmes** at the properties, directed towards management needs and/or improving understanding of Outstanding Universal Value, **must be improved**, given that at the majority of sites there is a very small amount of monitoring, or it is not planned or directed towards management needs and/or improving the understanding of Outstanding Universal Value
  - › There is obviously a need to work more with **key indicators**, for measuring the state of conservation and monitor how the Outstanding Universal Value of the property is being maintained. At some sites these indicators **need to be defined** and introduced into the management system, while at the sites that have them, the **monitoring of the status of indicators could be improved**.
  - › As for the **level of involvement of different stakeholders in monitoring**, it is obvious that it **must be improved**. Although the level of involvement of World Heritage managers/ coordinators and staff and local/ municipal authorities is the highest, it should be improved nevertheless, as well as the involvement of other stakeholders, currently insufficiently involved: local communities, researchers, NGOs, industry, local indigenous peoples

▪ After analysis of the tools from the *Enhancing our Heritage Toolkit*, the following can be concluded:

› **Management plans** are used as primary planning documents, and in the majority of cases, they are **well designed**, with well defined issues and processes, providing an adequate and appropriate policy environment for the management of the World Heritage Sites. However, the **main problem**

in most cases is the **implementation of the plans**. Implementation, monitoring and process of revision of the plan must be enhanced.

› One of the greatest challenges for the functioning of a management system is the **existence and operation of a clearly defined management structure** and management mechanism. In many cases, management bodies have been



Diagram showing the relationship of tools in the *Enhancing our Heritage Toolkit* to the WCPA Management Effectiveness Framework; Hockings, M., James, R., Stolton, S., Dudley, N., Mathur, V., Makombo, J., Courrau, J. and Parrish, J. (2008). *Enhancing our Heritage Toolkit. Assessing management effectiveness of Natural World Heritage sites*. Paris, UNESCO World Heritage Centre. (World Heritage Papers 23.), p. 23.

recognized and identified, but they are not functioning.

› Another obvious challenge is the **collaboration of different actors**, the involvement of all stakeholders, the **involvement of the local community** and a greater engagement of all the stakeholders in management decisions.

› There is a need to improve **monitoring and financial mechanisms**

› **Tourism and visitor management** needs to be improved

› Challenges are especially present at **more complex sites** covering a larger area and containing natural and cultural elements or cultural landscape elements, related mostly to integral treatment of the space and all the elements. At more complex sites management systems are likewise more complex in a territorial and administrative sense.

› In some cases, a management system established for the protected area does not address to a sufficient level the **buffer zone**, and this should be improved.

Questionnaires from UNESCO's Periodic Reporting and the two tools from the *Enhancing our Heritage Toolkit* are obviously useful for assessing management effectiveness. Analyses performed for the EX.PO AUS project sites provide a clear picture of the state of

management effectiveness and identify the areas that should be improved.

Although only two tools from *Enhancing our Heritage Toolkit* were tested within the project, they proved to be very useful. However, they are large in volume and completing them is time-consuming.

The process of assessing and monitoring management effectiveness is a very important link in the management system of World Heritage sites, and it should be primarily used to assist managers to work as effectively as possible and to give inputs for enhancing the complete management system. In order for this process to become an integral part of the management system, our recommendation is to use the already established frameworks of reporting by the State Parties to the World Heritage Committee. The issues related to management effectiveness should be described in detail within the State of Conservation reports or Periodic Reports. In that way, the monitoring of these issues would be possible on a regular basis.

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