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Lecture

Regensburg's World Heritage Management Plan

Creation of a World Heritage Strategy Together With The Citizens

In the §108 guidelines for the implementation of the Convention concerning the Protection of the World Cultural and Natural Heritage, an adequate management system for the safeguarding of the so called Outstanding Universal Value is demanded (see Operational Guidelines, 2008).

Method and Process

As part of the documents required by UNESCO, the city of Regensburg had already submitted a management plan in the course of the application process. As early as June 2007, nearly one year after the inscription on the UNESCO World Heritage list, the city council decided to continue the original management plan. Basic contents, such as statements about the existing safeguarding instruments were drawn from the original documents. Due to a lack of official and standardised guidelines for management plans, and barely existent suggestions regarding the structure and method for the management plan, the city of Regensburg developed their own method.

This method was applied during the updating of the management plan. This process was integrated into the EU project HerO (Heritage as Opportunity), which was mainly supervised by the city of Regensburg. In the course of the project, nine European heritage cities exchanged ideas and were able to develop the above mentioned new procedure together. What's more, they had the opportunity to test it on the spot. From the beginning, not only the protection of World Heritage sites was of interest but also their sustainable development.

To achieve wide-spread support, identification, and acknowledgement of Regensburg's World Heritage management plan, it was developed in a participatory process that involved many stakeholders. Aims of the process included:

- boosting awareness of concerns and opportunities for the development of the historic old town through World Heritage
- coordinating the various interests of users, inhabitants, and urban stakeholders as well as aligning these with the concerns of the World Heritage
- developing coordinated and realistic activities, which are orientated for the needs of the World Heritage, the city, and its users and inhabitants (Scheffler 2011).

The basis for this method was an integrated approach, which incorporated numerous professional groups and external interest groups. Additionally, direct participation of citizens was, from the beginning, part of the planning process. Integrating superordinate administrative authorities, especially the government of the Oberpfalz, the State Building Authority of the Bavarian Ministry of the Interior (Oberste Baubehörde im Bayerischen Staatsministerium des Innern), the Bavarian Ministry for Business, Infrastructure and Transport, and the Bavarian State Conservation Office, was intended to guarantee coordination as the development process defined new projects and measures with the relevant authorities from the very start. The aim of this was to simplify the process of receiving potential financial support from national funding. Furthermore, it was important to go beyond simply collecting ideas and strategies. As far as it was achievable, concrete measures were to be defined. The implementation of these measures was planned to follow in the coming years, depending on financial and personnel resources.

Working Group Management Plan with Broad Participation

In the course of this integrated approach, the working group management plan was founded and consequently staffed with administrative internal and external stakeholders. World Heritage was understood as a cross-cutting communal issue as many areas of the communal life are concerned (Göttler, M & Ripp, M 2017). As support for the process, urban planner Nils Scheffler was hired as an external advisor. He assumed the moderation of the working group and, later on, the organisation of the civic participation (fig. 1).

In a first step, the working group collected already existing concepts, plans, and programmes, analysed, and evaluated them. The World Heritage management plan, therefore, basically represents

a bundle of already existing processes. The foundation is partly formed by, among others, the Regensburg Plan 2005, the outline for retail (“Einkaufserlebnis Regensburger Altstadt 2020”) and the directive Living II (Wohnen II).

The working group identified six fields of action which are important for the quality of life in the historic old town and Stadtamhof. These are: Tangible cultural heritage, economic development, culture and tourism, urban planning and development, environment and leisure, and awareness raising and research. Additionally, a directive for the World Heritage Old Town of Regensburg with Stadtamhof was developed:

1. The unique UNESCO-World Heritage Old Town of Regensburg with Stadtamhof – centre of European history – is to be preserved in its substance, has to come alive, and be made comprehensible for all citizens and guests.
2. The unique UNESCO-World Heritage Old Town of Regensburg with Stadtamhof is to be conserved and developed as a multifunctional and lively place for all citizens, tradesmen, and guests alike (City of Regensburg 2011).



Fig. 1 Meeting of the working group management plan

Subsequently, for each of the fields of action, common goals were formulated by the working group management plan (fig. 2). They describe what is to be achieved within the respective field of action. Concrete measures were then derived from these goals. Due to the contribution of a vast number of ideas, key measures had to be identified by the working group. In this context, the propositions for measures are concrete projects aimed at achieving the previously defined goals.

Internal participants: Records and Conservation Office, City Planning Office, Building Regulation Department, Office for Urban Development, Environmental and Legal Office, Office for Economic Promotion, Main Press and Public Relations Department, Regensburg Tourismus GmbH, World Heritage Coordination

External participants: Bavarian State of Business, Bavarian State Building Authority, Bavarian State Conservation Office, Government of the Oberpfalz, City Marketing Association Regensburg, Aktionsgemeinschaft Altstadt e.V., Chamber of Trade and Industry Regensburg (IHK), Weltkulturfonds Regensburg – Die Förderer

Fig. 2: Members of the working group management plan. Participants of the City of Regensburg.

Civic Participation – Information Period

From the very beginning, the participation of Regensburg's citizens played a special role in the development of the management plan. Since, particularly in the area of World Heritage, the partner-like participation of citizens is of great importance. The spirit of World Heritage cannot be kept alive by administrative action alone, it has to be communicated.

At the beginning of 2010, the city gave out an invitation for a World Heritage dialogue. Aside from organisations and associations, which are organised in Regensburg's urban development panel, participation was open to all citizens of Regensburg. As preparation, a comprehensive information period started as early as December 2009 in order to inform the citizens about participation opportunities. Through targeted public relations work like a public talk, various press articles, information material, and information stands in the old town, the aims and purpose of the management plan were explained as well as dates and procedures communicated. Citizens were able to register either by email or via an invitation card, which was part of the event flyer (fig. 3).

World heritage dialogue – Participation Period

Over 70 interested citizens of Regensburg accepted the invitation for the event, from the 5th to the 6th of February 2010. Over the two days, various kinds of questions concerning heritage were addressed. For each of the six fields of action in the management plan, small groups consisting of

citizens and stakeholders developed proposals for measures – on top of the ones already formulated by the working group – which are to be incorporated into the management plan. *“Goal of the World Heritage dialogue was to identify the citizens’ needs regarding the World Heritage zone, and to give them the opportunity to present proposals for measures concerning the preservation of the World Heritage as well as for the enhancement of the attractiveness of the Old Town with Stadthof.”* (Scheffler 2011)

After the presentation of the individual fields of action, participants could join one of the six fields. For each, one working group was formed, which was moderated by a staff member from the respective area within the city administration.

First, the members of the working groups collected the needs of the participants in regard to the World Heritage area. These general requirements or wishes were then discussed and evaluated together. In order to identify a selection of the most important needs, an evaluation, assisted by sticky dots, was carried out; and four to five most important needs were identified.

These central needs formed the basis for the second step: the development of measure proposals. The individual working groups first collected and developed proposals for measures, which aimed at the identified needs. They were then discussed, specified, and evaluated within the working groups. Thus, it was possible to identify five to eight most important measure proposals in each working group, which were, in the end, presented to the World Heritage dialogue plenum (cf. City of Regensburg 2010).

All proposals that were contributed to the World Heritage dialogue were then examined in regard to their potential of being put into practice and coordinated with the head of the city.



Fig. 3 Brochure with World Heritage dialogue

During a final meeting of the working group management plan, it was then possible to release a final edited version of the management plan together.

In the course of the World Heritage dialogue, it was decided to admit two citizen representatives to the working group management plan who will be part of the subsequent developments of the management plan. The German philologist Dr. Roas Micus and the art historian Dr Peter Morsbach are going to take part in all working group meetings. Furthermore, they have the special role of contributing proposed measures from the citizens into the process.



Fig. 4 Citizens involving themselves in the World Heritage dialogue

Résumé

In contrast to other planning processes, the method applied in Regensburg differs significantly in various aspects:

1. The integrated process was made possible by a broad number of participants, who developed strategies and measures through direct intercommunication.

2. Due to the chosen process structure, it was possible to not only define common goals but also concrete measures.
3. The government of the Oberpfalz as well as the State of Bavaria as administrative funding bodies were integrated from the beginning.
4. The management plan is understood as a continuous work and is regularly being adjusted. In order to do this, the working group management plan meets up at least once a year. Citizen participation is supposed to occur every two years.

The chosen form of citizen participation predominantly received positive feedback from the members of the working group during the evaluation of the whole process. Though discussions did not always proceed without conflict, they were embedded in a very constructive atmosphere. The distribution of participants into small groups, and thus improved opportunity for individuals to contribute to the process, was perceived very positively. The realisation that, for almost all areas, the goals defined by the working group and administration coincided with the wishes of the citizens resulted in a good common mood.

Altogether, the process was very successful and all participants were able to gain a deeper insight into the situation of the respective other. UNESCO-World Heritage is thus increasingly understood as a common task both within the administration as well as within the whole urban community.

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