

Thematic Report (Version 1.0)

Based on the results of the HerO kick-off conference, 04.-05.12.2008, Poitiers

Cultural Heritage Integrated Management Plans

Requirements, Contents and Structures



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Introduction

The HerO partners have come together for the 1st time in the implementation phase of the HerO network, the so called 2nd phase (and for the 3rd time within the existence of the network). They met in Poitiers, France, 04.-05.12.2008, to launch officially the 2nd phase and create a common spirit for the upcoming 30 months.

The main focus of the meeting had been to receive and discuss further information about “Cultural heritage integrated management plans” (CHIMP), which each partner has to develop and implement during the life time of the HerO network.

This “Thematic Report” (Version 1.0) documents the presentations given about “Cultural heritage integrated management plans” and the results of workshop on this topic during the meeting. All presentations, held during the meeting (and further information) of the Poitiers’ meeting, can also be downloaded from the HerO website:

www.urbact.eu/hero

In the name of the Lead Partner, we would like to thank sincerely the organising team of the municipality of Poitiers for hosting this meeting and organising it so well. Poitiers had been a very good starting point for our common network.



Cultural heritage integrated management plans

Background

Historic urban areas face – besides the “ordinary” challenges of cities – the peculiar **challenge** to find the right balance between the needs of the (tangible) cultural heritage and needs of today’s and future “users” of historic urban areas. There is a conflict of the proper safeguarding of the cultural heritage as witness and symbol of our history, as part of our identity and the nowadays and future needs of a future-oriented urban development of our historic urban areas (responsible handling of what we have inherited and responsible handling of what we will inherit). An unbalanced handling of this “conflict” can lead to a loss of cultural heritage values and identity or economic stagnancy and non-competitive historic urban areas with low amenity values.

The challenge is to ‘**Safeguarding the Past – Facilitating the Future**’.

Dealing with historic urban areas implies particularly to deal with **problems** of *(subtotal)*

- Insufficient maintenance and decay of cultural heritage and historic urban landscape *(because of lack of investments)*;
- Improper rehabilitation of the cultural heritage *(because property owners are not aware about the heritage value, lack of knowledge about proper rehabilitation, lack of funding)*;
- Inappropriate new developments not respecting the cultural heritage landscape;
- Migration and vacancies due to reduced (socio-economic) attractiveness *(lack of commercial activities and economic opportunities, out-dated infrastructure)*;
- Demolition of tangible cultural heritage and parts of the historic urban landscape due to economic pressure *(lack of suitable structure and lack of extension possibilities for businesses and economic activities)*;
- Invasion of mass tourism, crowding out inhabitants (functions) *(mono-structured historic urban area)*;
- Traffic congestion and pollution of historic urban area *(due to small scale structures)*;
- Inhabitant needs for more recreational and green space, parking in front of the door, etc. *(because of high density)*.

But the safeguarding of the **cultural heritage** is not only a “problem” to deal with; the cultural heritage is also an **asset** (hard and soft location factor) which can be used to support a sustainable urban development. This can not be achieved by traditional, uncoordinated mono-sectoral policies.

It **demand**s an **integrated approach and management system** to be capable to deal and manage successfully with the different demands of and towards the historic urban area. Such an approach has to link the safeguarding of the cultural heritage with the socio-economic and environmental development of the historic urban area to develop and secure dynamic, attractive and competitive economic, social and cultural centers.

An **appropriate instrument** for it can be “**Cultural heritage integrated management plans**”, which will be developed in the HerO partner cities during the lifetime of the network.

Working Definition

A “Cultural heritage integrated management plan” (CHIMP) is an innovative instrument to effectively manage the sustainable safeguarding and development of historic urban areas and its cultural heritage to attractive, competitive and multifunctional places. It balances and coordinates the cultural heritage needs with the needs of the (manifold) “users” of the historic urban area and the responsible governmental bodies (demands of and towards the historic urban area and its cultural heritage).

Thus, a Cultural heritage integrated management plan determines and establishes the appropriate strategy, objectives, actions and management structures to safeguard the cultural heritage, to balance the different needs and to use historic urban areas and its cultural heritage as development asset.

Objective

A Cultural heritage integrated management plan aims to

- safeguard the cultural heritage values of a place;
- balance the safeguarding of the tangible cultural heritage with the sustainable development of the historic urban area;
- manage and balance conflicting uses/ functions and the different demands of “users” of an historic urban area: local economy, citizens, tourists, property owners, conservators, etc.;
- ensure multifunctionality of a historic urban area;
- strengthen the attractiveness and competitiveness of historic urban areas.

Requirements

A Cultural heritage integrated management plan (CHIMP) requires two methodological approaches, which have to be developed and implemented within such a plan:

- [Integrated Approach](#)
- [Management System](#)

From these two methodological approaches derive certain requirements towards a CHIMP (*for further explanations on the “Integrated Approach” and “Management Systems”, see the glossary, p. 12ff*).

Integrated approach

The Integrated approach within the CHIMP serves in the first place to link, balance and coordinate the needs of the tangible cultural heritage with the with the socio-economic and ecologic needs of the (manifold) “users” of the historic urban area. Further the integrated approach can be used as a vehicle to take the cultural heritage as cross-sectional task for the sustainable development of the area (cultural heritage led urban development).

Based on the two main characteristics of an integrated approach, following requirements derive for a CHIMP:

1. Comprehensive, cross-thematic and cross sectoral

- ▶ The CHIMP has to consider, balance and coordinate all dimensions of urban life of the historic urban area: as place to live, to work, to relax, to shop, to invest and to safeguard the cultural heritage values for today and future generations;
- ▶ In the elaboration and implementation of the CHIMP all relevant municipal departments and agencies have to be involved in an adequate manner;
- ▶ The CHIMP will be used and functions to coordinate the sectoral policies, concepts, plans, actions, etc. which are directed or affect the historic urban area and its cultural heritage – the CHIMP is no sectoral plan!

2. Communicative and participative

- ▶ The relevant private actors have to be identified and activated to take part in the elaboration and implementation of the CHIMP;
- ▶ Adequate participation structures have to be developed;
- ▶ Private actions have to be integrated in the CHIMP and coordinated with the public actions.

Management System

Having coordinated and balanced the different needs and having developed appropriate actions, it has to be secured that these are implemented and agreements are kept. Further the continuous work and examination with the historic urban area and its cultural heritage has to be secured to secure what has been achieved and to continuously improve it. This demands an appropriate management system to effectively manage and deal with the different demands of and towards the historic urban area. Based on the three main characteristics of an integrated approach, following requirements derive for a CHIMP:

1. Process Approach

- ▶ The CHIMP has to elaborate the needed processes, its activities and its interactions to be able to take into account, balance, coordinate and satisfy the different demands of and towards the historic urban area. The demands, the available inputs and the necessary outputs (to be able to satisfy the demands) have to be known and the processes have to be structured accordingly to be able to transform the inputs to the desired outputs.

2. Management and Control Approach

- ▶ The CHIMP has to define and describe the needed actions and (management) structures to be able to implement the Plan-Do-Check-Act cycle (*s. p. 14 for further information*).

3. Continual Improvement Approach

- ▶ The CHIMP has continuously to be update and adjusted (so far necessary).

The compliance and implementation of these requirements will secure to effectively balance and coordinate the different demands and interests on historic urban areas to support a sustainable, urban development, which combines the coordinated safeguarding of the historic urban landscape with the socio-economic and environmental development to maintain and to strengthen the attractiveness and competitiveness of historic urban areas.

Structure

The presented structure will be complemented with the progress of the HerO network.

For further information about the single headings see also "Ringbeck, B.: Management Plans for World Heritage Sites – A Practical Guide, 2008", provided at the meeting of Poitiers.

The requirements of the integrated approach and the management system as well as the objective of the Cultural heritage integrated management plan demand to deal with certain issues in a CHIMP. The structure and content of a CHIMP could look as follows:

I. Introduction

Describe the objective and the purpose of the cultural heritage integrated management plan.

II. Identifying issues

Describe the status-quo of the historic urban area and the cultural heritage.

II.1 Understanding the historic urban area

- Description of the area (kind of cultural heritage, state of preservation, etc.)
- Statement of significance and identification of individual values/ authenticity/ integrity
- Dangers and threats (possible or real) to the area
- Instruments of safeguarding (international conventions and charters, national law/ legislations, local regulations, etc.)
- Existing policies, strategies, concepts, plans, actions, etc. which are of relevance for the area and its cultural heritage

II.2 Stakeholders and Structures

- List of relevant stakeholders for the safeguarding and further development of the cultural heritage and historic urban area
- Organisational and operational structures for the safeguarding and further development of the cultural heritage and historic urban area (involvement of relevant public and private stakeholders in the sustainable management of the historic urban area)

III. Appraisal

Describe the vision, thematic objectives, approaches, actions, etc. for the historic urban area and the cultural heritage.

III.1 Overall vision and objective for the area

- Short, mid and long term vision
- Short, mid and long term objectives
- Strategy on how to reach the objectives

III.2 Field of actions, objectives, strategies (*integrated approach*)

- Identify the relevant field of actions and related topics to deal with (*s. p.8: [Field of actions and Topics](#)*)
- State for each field of action
 - Overall objective
 - Topics to deal within the field of action
 - Strategy/ goal of each topic to support overall objective
 - Actions/tools/policies/instruments to implement the strategy/ goal of the topic (existing and to be developed ones)
 - Stakeholders to involve

III.3 Organisational and Operational structures (*Management structure, including continuous monitoring and review*)

- Objective and strategy
- Development/ adaptation of organisational and operational structures (if needed)

IV. Implementation

IV.1 Action Plan/ Implementation Plan *(recapitulatory presentation of actions/ instruments/ structures, etc. to be implemented)*

IV.2 Continuous monitoring and review

Field of Actions and Topics

8 main field of actions have been identified, which should be dealt with within the development of a CHIMP to secure the comprehensive approach of the CHIMP (*requirement of the [integrated approach](#)*):

1. **Preservation of the tangible cultural heritage**
2. **Environmental issues**
3. **Economic development**
4. **Tourism**
5. **Urban planning and development**
6. **Demographic development**
7. **Education and awareness raising**
8. **Science and research**

This list of field of actions is not a closing one! According to your local situation further themes can be added and weight differently.

As indicated in the "[Structure](#)" of the CHIMP (*III.2 Themes and Topics*"), for each field of action an **overall objective** with regards to the cultural heritage/ the historic urban area has to be defined (to which the CHIMP has to contribute to).

Examples for overall objectives for each field of action are:

Field of action	Objective
Preservation of the cultural heritage	Preserving the tangible and intangible cultural heritage values of a place.
Environmental issues	Adaptation of the tangible cultural heritage to environmental requirements and minimizing the negative impacts.
Economic development	Attracting & retaining a mix of economic uses that meets the needs of the local community and visitors (shops, jobs, housing, culture etc.) and respects the character of the historic centre.
Tourism	Sharing the unique character and identity of the historic urban landscape that brings economic & social benefits – balancing the needs of inhabitants & visitors.
Urban planning and development	Clear planning guidance to secure multifunctional areas and to balance/ coordinate the demands of the users.
Demographic development	Place for all generations and social groups.
Education and awareness raising	Fostering a strong identity of the citizens with their cultural heritage and mobilising the citizens to play an active role in the heritage management.
Science and research	Fostering scientific results for heritage planning and urban development and encouraging research topics.

To be able to accomplish the overall objectives with manifold **topics** has to be dealt with within each field of action. Thereby it will occur that topics “appear” within more than one field of action, whereby “just” the “perspective” of the topic changes. This illustrates the need of an integrated approach and that the field of actions are linked with each other! That has to be considered, when developing the CHIMP with the corresponding action plan.

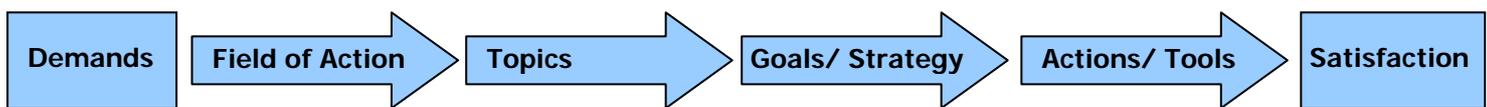
Examples for topics for each field of action are:

Field of action	Topics
Preservation of the cultural heritage	<ul style="list-style-type: none"> • Preserving the visual integrity of a place • Identify, evaluate, assess and document the historical (cultural heritage) values of buildings/ the ensemble/ the place • Conserve, restore and maintain the authentic built cultural heritage and preserve traditional uses and functions of buildings • Preserve the intangible values (link to: communication and interpretation) • Regulating new developments in the old town area and careful adaptation of buildings to new uses • Finding new uses for derelict sites/ buildings • Traffic control (traffic might affect historic buildings in terms of air pollution, vibrations, etc.) • Accessibility of historic buildings for handicapped people • Funding programs and regulations for privately owned buildings • Security of buildings • Innovative renovation techniques • Updating outdated infrastructure (e.g. of old buildings) • Public space improvement
Environmental issues	<ul style="list-style-type: none"> • Preventive and reactive measures for natural hazards and climate change • Adaptation of cultural heritage to environmental needs (e.g. energy efficiency, use of renewable energies) • Improving recreational and green areas in the old town • Special climatic conditions, e.g. winter • Weathering of historic urban fabric • Drainage (sealed surfaces) • Microclimate
Economic development	<ul style="list-style-type: none"> • Vitality & Viability (mix of economic activities; mix of shops) • Accessibility • Overall local needs • Commercial signs in public space

	<ul style="list-style-type: none"> • Balancing tourism offers with inhabitants' needs
Tourism	<ul style="list-style-type: none"> • Identity • Destination/ tourism offers • Attracting tourism/ visitor needs • Dealing with impact of tourism (e.g. through mass tourism; balancing needs of visitors and inhabitants) • Sustainable visitor management
Urban planning and development	<ul style="list-style-type: none"> • Development opportunities and integration of new development projects/ architecture • Mixture of functions: housing, recreation, working, commerce/shopping/daily goods, etc. • Public space • Mobility/ accessibility • Technical (streets, cables, lighting, etc.) and social infrastructure • Linking historic centre to surrounding urban areas • Protecting heritage assets • Guidance for proper maintenance of private buildings • Balanced community
Demographic development	<ul style="list-style-type: none"> • Employment in historic centres/ for inhabitants • Functions for all generations • Social facilities (health, education, culture, recreation, etc.) • Provision of daily goods and saving convenience shops • Housing for all social groups and generations; accessibility of houses • Mobility/ Accessibility in historic urban area for all generations/ social groups • Demographic change; over-/depopulation of historic urban areas • Gentrification/ segregation • Cultural identity of community • Balanced community
Education and awareness raising	<ul style="list-style-type: none"> • Heritage interpretation • Internal and external communication & marketing • Involvement of citizens and stakeholders • Activities with children (heritage discovering) • Communicating the heritage values to tourism and inhabitants • Cultural events
Science and research	<ul style="list-style-type: none"> • External Expertise (e.g. restoration requirements) • Technical innovation • Fundamental research • Risk assessment • Monitoring procedures • Archaeological findings

Which topics have to be dealt with within each field of action depends heavily on your local situation (challenges, problems, opportunities, etc.). Accordingly the list of field of actions and topics, relevant for your CHIMP, needs to be adjusted to your local circumstances.

To be able to deduct actions/ tools/ policies/ instruments for/ within each topic, it is useful to **define a goal for each topic and clarify its strategy** in support of the overall objective of the field of action and the site. From these goals/ strategies **concrete actions/ tools/ policies/ instruments can be deducted and implemented** to support the goal/ strategy. Further it has to be analysed which **stakeholders** have to be involved in that process to be able to successfully implement them.



Annex

Basic terms – Glossary

Please let me know which further terms you would like to have an explanation for!

Cultural Heritage

The term “Cultural heritage”, as applied in the HerO network, refers primarily to the physical or **“tangible cultural heritage”** which includes monuments, groups of buildings and historic sites that are considered worthy of safeguarding for the future.

The Article 1 of the World Heritage Convention defines “cultural heritage” as follows:

- **Monuments:** architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science.
- **Groups of buildings:** groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science.
- **Sites:** works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from a historical, aesthetic, ethnological or anthropological point of view.

A broader definition of “cultural heritage” includes as well **intangible cultural heritage**, often maintained by social customs during a specific period in history. These include social values and traditions, representations, customs and practices, aesthetic and spiritual beliefs, (artistic) expression, language, knowledge, skills and other aspects of human activity that communities, groups and, in some cases, individuals recognize as part of their cultural heritage.

Historic Urban Area

The term “Historic Urban Area” refers to consider such areas not only as an accumulation of physical (cultural heritage) aspects, but to consider it as a living organism and vital living space for its inhabitants with all its social, cultural, environmental and economic interactions.

Historic Urban Landscape

Historic Urban Landscapes refer “to ensembles of any group of buildings, structures and open spaces, in their natural and ecological context (...), constituting human settlements in an urban environment over a relevant period of time, the cohesion and value of which are recognized from the archaeological, architectural, prehistoric, historic, scientific, aesthetic, socio-cultural or ecological point of view. (...) The historic urban landscape is embedded with current and past social expressions and developments that are place-based. It is composed of character-defining elements that include land uses and patterns, spatial organization, visual relationships, topography and soils, vegetation, and all elements of the technical infrastructure, including small scale objects and details of construction (curbs, paving, drain gutters, lights, etc.)” (*Vienna Memorandum on “World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape”*).

Cultural heritage integrated management plan

An Cultural heritage integrated management plan is an innovative instrument to effectively manage the sustainable safeguarding and development of historic urban areas and its cultural heritage to attractive, competitive and multifunctional places. It balances and coordinates the cultural heritage needs with the needs of the (manifold) "users" of the historic urban area and the responsible governmental bodies (demands of and towards the historic urban area and its cultural heritage).

Thus, an Cultural heritage integrated management plan determines and establishes the appropriate strategy, objectives, actions and management structures to balance the different needs and to use historic urban areas and its cultural heritage as development asset.

Integrated Approach

An integrated approach is characterised by two main aspects:

1. Comprehensive, cross-thematic and cross sectoral approach

- ▶ Taking into account all dimensions/ needs of urban life (**cross-thematic**) in an interdisciplinary way: take the historic urban area as place to live, to work, to relax, to shop and to invest,
- ▶ by intensifying **cooperation** and teamwork between the responsible municipal departments and agencies for these areas/ fields (**cross-sectoral**)
- ▶ to **coordinate** sectoral policies, concepts, plans, actions, etc. (existing as future ones).

2. Communicative and participative approach

- ▶ Activating and **involving the relevant private stakeholders** (in particular the ones needed for implementation) in an early stage of the safeguarding and further development process of the historic urban area and the implementation of actions/ measures. This with the intention to:
 - identify and mobilise the local potentials and private resources (*public resources will not be sufficient*);
 - direct plans and actions to the needs of these stakeholders (*better solutions; happier people*);
 - coordinate the public and private actions, giving them the same direction (*public and private actions support each other*).
- ▶ Developing **common objectives and actions** (*people are more supportive of objectives and actions when they had been part of the elaboration; the common elaboration/ cooperation also bears the chance that the stakeholders gain an understanding of each others needs, thus being more open to find compromises*).
- ▶ **Coordinating public and private actions** and the implementation of them

These are the main two characteristics of an integrated approach. There are many forms and way of implementing such an integrative approach (formal as informal ones). The system of Local Support Group and Local Action Plan – as it is intended by the URBACT program - is one example for the implementation of an integrated approach.

Management System

A Management System is the framework of policies, objectives, actions and proceedings applied to ensure that an organization can fulfill its tasks properly to achieve the defined goals (*instrument of implementation*). It is a pro-active approach, not only concentrating on prevention, but inducing and influencing needed development and actions. It not first intervenes when problems come up, it tries to anticipate them to ensure a wanted development. Further it is characterised by continuous actions instead of only singular actions.

There are three main aspects which characterise a Management System:

1. Process approach

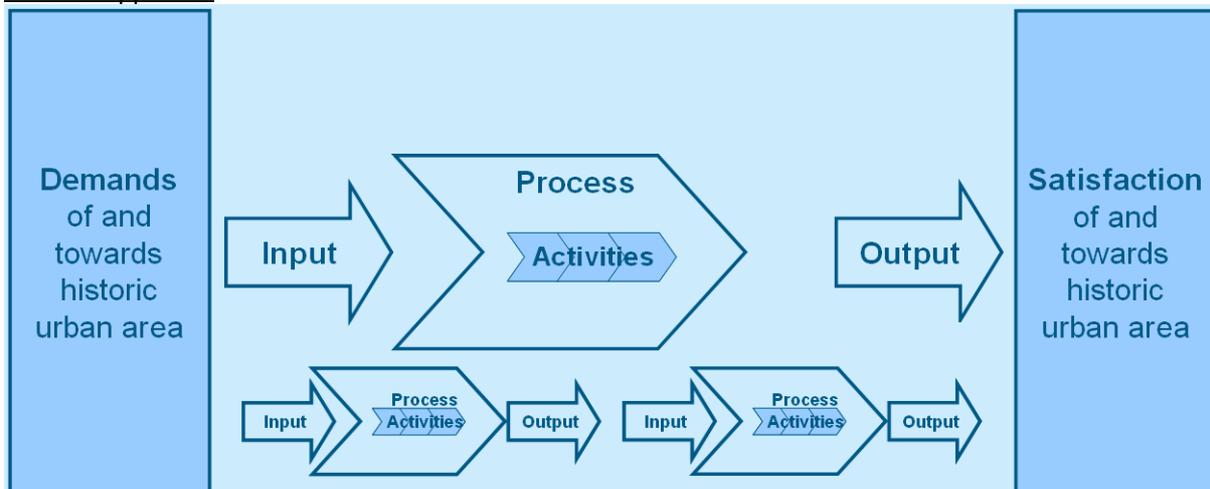
There are certain **demands** of and towards the historic urban area. In general it should be the intention to **satisfy** these demands. A management system manages the **processes** to satisfy these demands.

A process consists of **activities**, which aim to transform **inputs** (e.g. know-how, finances, materials, immission, etc.) to a desired **output**, which will satisfy the needs. Often an output does not directly satisfy the need, but forms the input for another process.

So within a management system the process approach means:

The application and management of a system of processes, together with the identification and interactions of these processes, to transform inputs to outputs, which satisfy the needs and demands.

Process Approach



2. Management and Control approach

A Management system directs (management) and controls (monitoring/ evaluation) the implementation of the processes, which means to manage the developed actions/activities as well as the developed organizational and operational structures. This has to be done in a systematic and transparent manner towards the defined objective to continually improve the performance, addressing the needs of all interested parties.

Cycle of this process:

The management and control approach contains four typical steps, which repeat continuously (PDCA-cycle):

1. Plan

- ▶ Define the **objectives**,
- ▶ Define and prepare necessary actions/ activities/ projects (**action plan**) and resources (inputs needed and available: finance, personnel, instruments, etc.),
- ▶ Set up and regulate responsibilities and competences/ powers (**organizational structure** to support the implementation of the actions/ activities/ projects),
- ▶ Determine how tasks and proceedings are to be implemented/ applied and how they are linked (**operational structure** of procedures and processes),

to be able to satisfy the demands of and towards the historic urban area and transform the inputs into the desired outputs.

2. Do

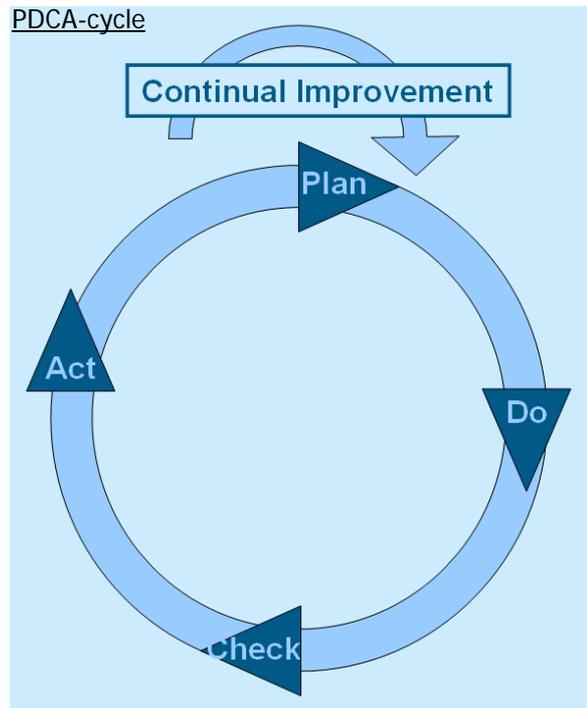
- ▶ Implement and manage the actions/ activities/ projects and apply the organizational and operational structures of procedures and processes.

3. Check

- ▶ Monitor, analyse and evaluate the results of the processes: target-performance comparison (implementation of actions and structures) to determine if the objectives/ demands are reached; if the actions, structures and procedures are the correct ones, if they function well, if they have to be improved, adapted, etc.

4. Act

- ▶ Take actions to continually improve the process performance, formalizing changes.



3. Continual improvement Approach

The aim of the management system is to continuously increase the performance of the municipality through a process of continuous actions to be capable to satisfy the demands of and towards the historic urban area.

Further readings

HERITAGE MANAGEMENT

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