



BRUGES, UNESCO WORLD HERITAGE PROPERTY

Management plan - synopsis

Approved by City Council on July 6th 2012



BRUGES urban planning department
sector UNESCO, christus-koning & lissewege
department for heritage conservation & heritage management

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B R U
G G E
WERELDERFGOEDSTAD



THE STUDY REPORT FOR A “STATE OF CONSERVATION” AND THE ELABORATION OF A “MANGEMENTPLAN “ IS THE INITIATIVE OF:

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UNESCO sector, Christus Koning & Lissewege
and
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INTRODUCTION

1. FOREWORD

Bruges is a convivial World Heritage City. The old city centre appeals to everyone and every year more than 4 million tourists come to soak up the atmosphere in the city centre surroundings of charming canals, monumental architecture, and picturesque little streets. What's more, Bruges has been a city of artists throughout the centuries and has amassed a collection of art that any city would be jealous of!

Since 1970, Bruges has been Flanders' pioneering city with regard to cultural heritage management. The city's grant for 'artistic restorations' – currently the city grant for restoring buildings with heritage value - has even existed since 1877!

The active efforts for the preservation of the heritage have always been used in the global position of the city as a heritage city and a touristic attractive city. Besides, the heritage policy cannot be separated from the fact that Bruges is first and foremost also a dynamic, contemporary city where people like to live and work. Recognition as a World Heritage city may not lead to sitting back on the contrary. The ambition is clear: things can and must continue to improve! Conservation of the World Heritage may not be irreconcilable with a liveable and lively city. The World Heritage is not a factor that can be considered separately from the city. That is why a coherent urban policy vision for the World Heritage site of Bruges is being written that firstly wants to benefit all the citizens of Bruges and simultaneously recognises the importance of the World Heritage for the city. That is why very concrete points of attention have been formulated for a number of topics to preserve the liveability and quality of Bruges and strengthen it.

For several years, action committees from Bruges repeatedly write to UNESCO's World Heritage Centre with comments about planned projects and those being executed. The campaigners criticise the lack of a sound heritage policy and devote themselves to getting the entire city centre protected as a Conservation Area. In March 2010 this led to a visit from a mixed visitation committee from ICOMOS and UNESCO.

Considering the Outstanding Universal Value of the World Heritage Property, considering the importance of the historic urban landscape of the historic centre of Bruges in relation to its surroundings, and following the Operational Guidelines of the World Heritage Convention and the UNESCO "Historic Urban Landscape" Recommendation this finally resulted in this Management Plan.

2. HOW TO READ THIS DOCUMENT

This document is a summary of the "Management Plan UNESCO World Heritage Bruges" that was commissioned by the City of Bruges in 2011-2012 (original document: 400 pages). The Management Plan contains a clear overview of the most important findings of 40 years of urban renewal and heritage policy and the vision of the future that forms the basis of the policy that will be conducted for the city centre of Bruges and thus provides a perspective of the desired picture.



BRUGES WORLD HERITAGE CITY

1. RECOGNITION AS WORLD HERITAGE

In 1998, the Beguinage was inscribed in the World Heritage list in a serial nomination of the Flemish Beguinages. One year later, in 1999, the Belfry followed, also in a serial nomination of Belgian and French belfries. In 2000, after years of preparation work on the dossier, the entire city centre of Bruges followed.

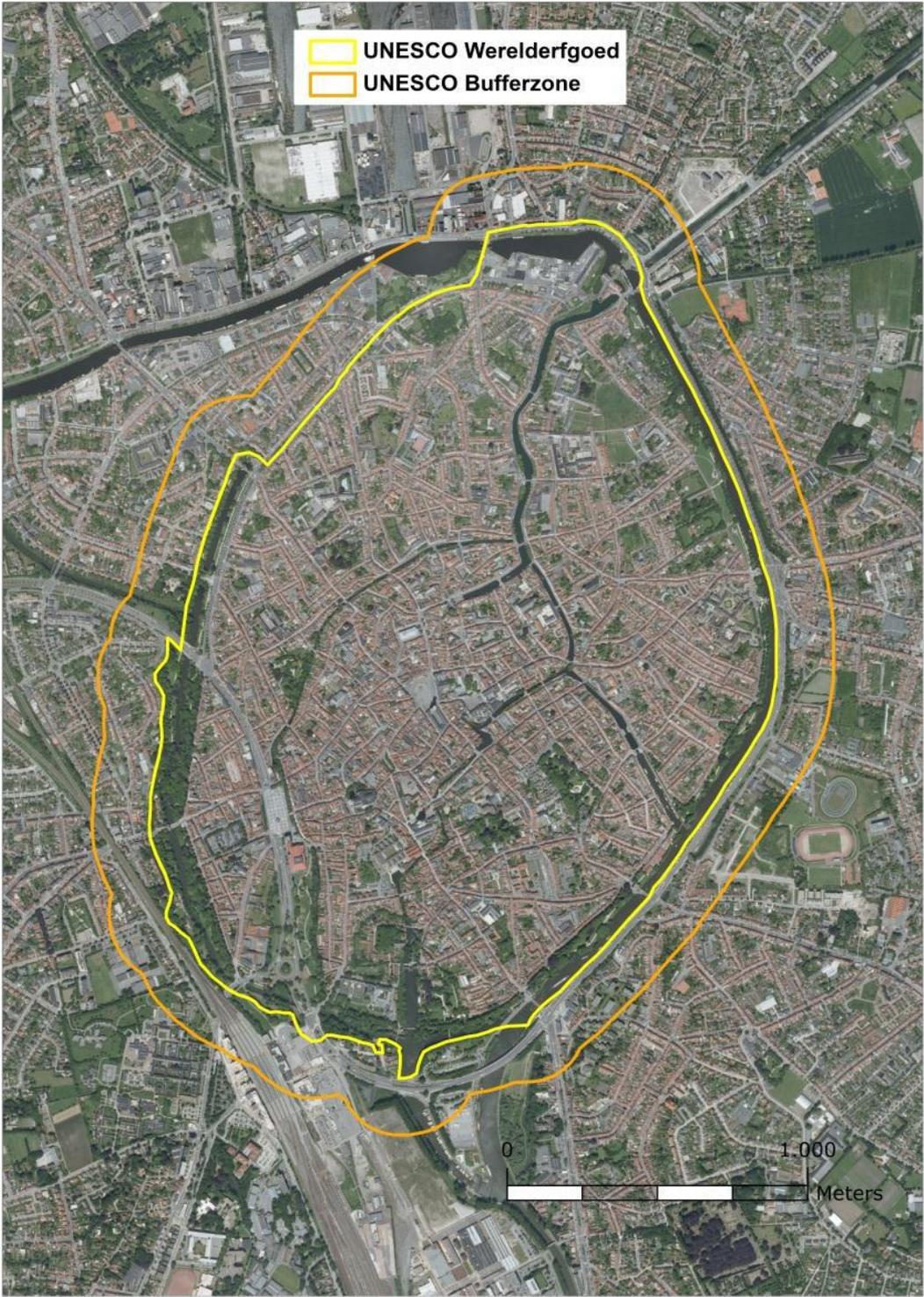
The World Heritage zone comprises the entire egg-shaped city centre of Bruges including the remains of the medieval canals and the surrounding water. A zone of about two hundred metres was indicated as a buffer zone. The city centre was included on the basis of criteria ii, iv and vi of the 'Operational Guidelines for the Implementation of the World Heritage Convention'. They were phrased as follows:

*Criterion ii: The City centre Town of Bruges is **testimony, over a long period, of a considerable exchange of influences on the development of architecture, particularly in brick Gothic, as well as favouring innovative artistic influences in the development of medieval painting, being the birthplace of the school of the Flemish Primitives.***

*Criterion iv: The City centre Town of Bruges is **an outstanding example of an architectural ensemble, illustrating significant stages in the commercial and cultural fields in medieval Europe, of which the public, social, and religious institutions are a living testimony.***

*Criterion vi: The town of Bruges has been the **birthplace of the Flemish Primitives and a centre of patronage and development of painting in the Middle Ages with artists such as Jan van Eyck and Hans Memling.***

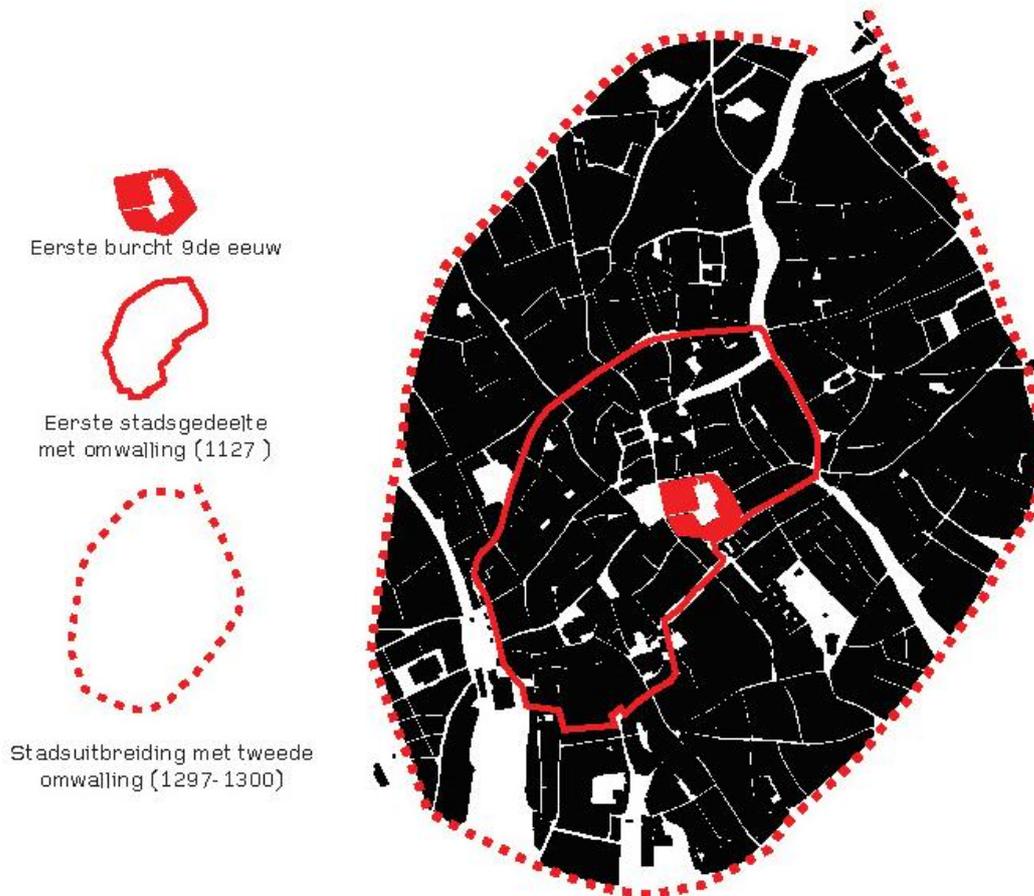
In 2009 the yearly Procession of the Holy Blood was inscribed in the Representative List of the Intangible Cultural Heritage of Humanity.



2. ORIGIN AND GROWTH

It is self-evident that this Management Plan start with an examination of the city's development. The structure of the city is still translated into the current urban fabric and forms the foundation on which the city later grew and developed further. Bruges evolved on the basis of these foundations but later interventions also made their mark on the structure and townscape.

- 7th - 9th century The City of Bruges is “born” and develops on the sandy ridges along the canals.
- 9th - 10th century The area around the Burg develops into an important centre in what was then France. The construction of a **castle on the current Burgplein** under Boudewijn I and II of Flanders is decisive: it is constantly expanded, walled in and the **Sint-Donaas church** is also built during this period.
- 10th - 11th century The period from the 10th to the 14th century is generally considered to be the first decisive phase in the development of the city. The **Burg becomes the administrative centre** around which a number of **residential areas** develop.
- 1127 The **first city walls** are built. They cover an area of some 75 hectares and largely follow the **existing watercourses**. City gates are built on the main access roads. The current inner canals and a remaining tower form a reminder of the path of these first walls.
At macro level, the **city's structure** connects with the main radial trade routes to Ostend, Oudenburg, Aardenburg, Antwerp, Ghent, Kortrijk, Lille, etc. The **water traverses the city centre** along a north-south axis with connections to the sea (via Damme) and Ghent.
- 12th - 13th century From the second half of the 12th century, Bruges acquires a key position in the import of **English wool** and the export of **Flemish cloth**. Outside the city walls there is (mainly) **spontaneous and unplanned urban expansion** by the less well-to-do population. New constructions are built primarily along the main access roads to the city.
In 1297 the **second city walls** are built which connect the farthest points constructed. Despite the 37,000 to 40,000 inhabitants, there is sufficient space to allow further construction.
- 14th - 15th century For Bruges, the period of the Burgundian Netherlands (1384-1482) is a **cultural highlight** that predominantly in the 15th century is accompanied by major **construction activity**. The well known **map by the painter Marcus Gerards from 1562** provides a clear picture of the increased construction inside the second walls.
- 16th century Back in 1350 trade traffic begins to slow down and by the beginning of the 16th century **Bruges loses its dominant trade position**. The reasons for this are a political crisis and the loss of direct access to the sea.
As far as the city centre is concerned, the current topography was determined fairly definitively by the end of the Middle Ages. During the religious troubles in the second half of the 16th century, many **monastic orders** settle within the ‘safe’ city walls.
- 17th - 18th century In the 17th century Bruges has also to a considerable extent become a **city of monasteries**. From 1614 onwards the existing wall is strengthened with earthen **bastions**; attention was above all paid to the south wall threatened by the French and Fort Lapin at the commercial inner harbour in the north.
By digging a number of canals, in the 17th century the city once again becomes an **important hub in the network of waterways** between the sea ports, Ghent, the rivers Scheldt and Leie.
A number of remarkable interventions also occur in the city centres such as digging the Coupure in 1751-1753 and covering a number of disused watercourses.



19th century

In contrast to other Belgian regions, the city does not experience major industrial development and thus undergoes **greatly reduced economic growth**. It has to wait until the second half of the 19th century for a revival.

Above all the **railway connection** and the construction of the first **station** at 't Zand are particularly drastic for the city centre. A few remarkable new construction projects also follow. The construction of the **municipal theatre**, for example, drastically changes the medieval morphology of that neighbourhood. Once again a large number of canals are filled in.

The 19th century also means a **densification of the built-up area**. Green and undeveloped space is increasingly divided into construction blocks and parcelled out.

Also back in the 19th century, Bruges emerges as an important **tourist attraction** and **art city** at European level. From 1877 onwards, city grants are awarded for the restoration of facades in order to increase the appeal for tourists. This first **wave of restoration** also strengthens the breakthrough of the **Gothic Revival** that was encouraged by the municipal executive.

1901 - 1972

At the beginning of the 20th century the **parcelling** of the remaining green, undeveloped space continues.

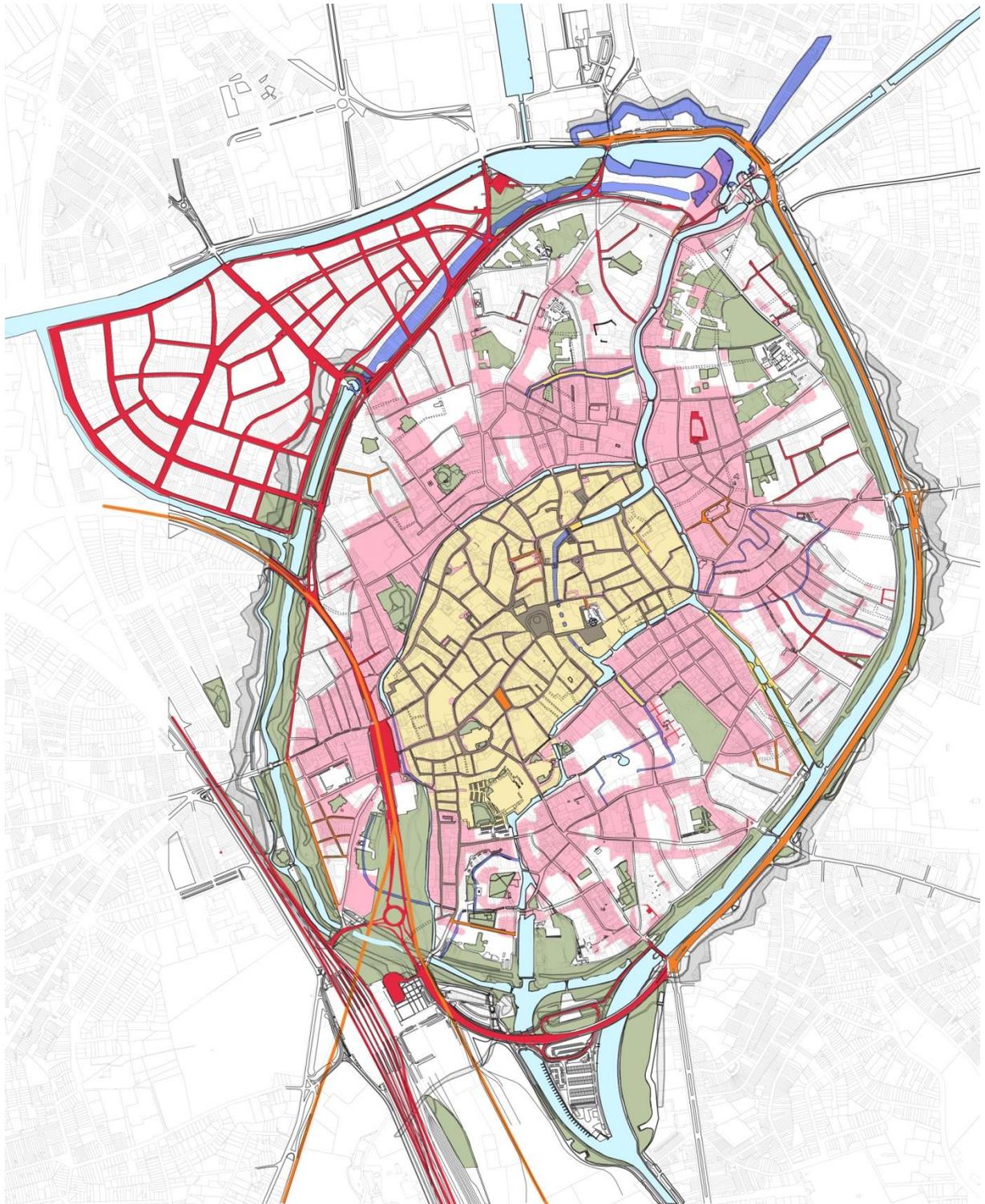
The **new seaport** of Zeebrugge is taken into use in 1907 and - despite two interruptions in the World Wars - develops into the city's most important economic actor. The station and railway infrastructure are moved from 't Zand to the edge of the city in 1936, and King Car takes over the public space noticeably.

Luckily, Bruges comes out of **World War I** and **World War II** almost intact.

The post-war crisis initially leads to great degeneration of the city centre, with far-reaching

demolition of historical but dilapidated heritage. An increase in scale becomes apparent in the new constructions.

- 1965 The first alarm signals against this demolition of valuable heritage are formulated by the Marcus Gerardsstichting (a private foundation of citizens).
- 1970 - present As of 1970, policy changes its tune and there is constant attention for the preservation of heritage, reconstruction of the public space and improvement of the quality of life in the city centre. A City Department of Historical Monuments and Urban Renovation is founded in 1971, and active from 1971 onwards on the level of restoration & building appliances in the historic city centre. (Within a new structure of the local administration this department is now called Sector UNESCO - Department for Heritage Conservation and Heritage Management.)
- 1971 : Restoration campaigns start. The large monuments are first restored, but above all the so-called “small heritage” of houses, dwellings and premises that give the city its specific structure, are restored and renovated.
- In 1972 a ‘Master Plan for Bruges’ is drawn up that for the first time formulates policy objectives for the revival of the city.
- Tourism booms, which results in both a growing share of day trippers, but above all tourists who stay at least one night.
- Over a period of 40 years, continuous efforts in the area of heritage management, but also housing quality, a high-quality approach to public and greenery, together with a stringent mobility policy have turned Bruges into a city that is particularly pleasant to live and sojourn.



3. URBAN MORPHOLOGY

Following the ‘Recommendation for the City Centre Urban Landscapes’ an historical urban landscape can be interpreted as a cohesive spatial entity that shows authenticity and integrity with regard to history, morphology and architecture.

On the basis of an analysis of the historical - morphological development of the city of Bruges, the main structures and the morphological characteristics of the city can be determined.

This section discusses in more detail the **historical evolution that the urban fabric underwent**. The research occurred on the basis of the historical maps of Bruges. By letting the various maps overlap, you eventually arrive at one overview map.

Oldest centre	The area inside the first city walls has a very characteristic, finely-woven street pattern . The streets and watercourses that have disappeared are indicated on the maps. The built-up surface area at the time the first wall was built was coloured in separately.
18 th century	The most sizeable intervention in the 18 th century is the construction of the Coupure and the covering over of part of the watercourses.
19 th century	In the 19 th century the most drastic transformations occur in the south-western part of the city. Here, the railway connection is constructed through the city centre with the then station on het Zand. In the centre of the city, the structure of the medieval city is disrupted by the construction of a new Neo-Classical neighbourhood with the new municipal theatre as the central public building.
1 st half 20 th century	In the Interbellum period, remarkable urban expansion is achieved in the northwest of the city. The Christus-Koning district is constructed based on a design by the German urban developer, Joseph Stübben. The water structure of the walls between the Ezelpoort and Dampoort gates disappears as a result of this. A number of streets are built on the greener edge of the city (Julius & Maurits Sabbestraat, Gezelle neighbourhood, Bilkske, etc.) .

This analysis shows the remarkable transformations of the past century, mainly on the outskirts of the city centre. As a result of these changes, the **large constructed blocks** outside the first city walls **increasingly become fragmented and reparcelled**. Parallel to this, there is **strong densification** of the urban fabric. It is noticeable that the urban fabric of the oldest centre is **continued along the historical axes**, grafted to the gates of the first city walls.

Stadsuitbreiding

-  Tot 1127
-  Tot 19e eeuw
-  Tweede stadsomwalling

Chronologie

-  Stratenpatroon eerste omwalling
-  Mutaties 18e eeuw
-  Mutaties 19e eeuw
-  Mutaties 20e eeuw
-  Verdwenen of overwelfd water
-  Verdwenen straten

Architectural diversity



<18th century



18th century



19th century



20th century

4. ARCHITECTURAL DIVERSITY

In Bruges, the city's specific main structure is shaped by the special architectural design of the patrimony. The numerous styles and materials, each specific for (construction) periods from the Middle Ages to the 21st century, have helped to determine the particularity of Bruges' city centre. These rich historical layers are still reflected in the Bruges street scene.

- 13th - 17th century A major part of the Bruges architectural heritage dates from the late Middle Ages and was built in the **typical Gothic (brick) style**. Due to the lack of natural stone nearby, back in the 13th century this already leads to **significant brick production**. Important 13th century monuments made (mainly) of bricks are the belfry and the Sint-Janshospitaal. The oldest stone houses that are still present in Bruges today also date from the **13th century**. The city gates, icons at the edge of the city, dates from the 14th and early 15th century.
- The **Gothic style** is applied for a remarkably long period in Bruges. The Renaissance or Baroque only appear in the foreground to a limited degree in the 16th and 17th centuries. The Baroque architecture of new churches and monasteries brings new colour to the streets following the use of **sandy limestone** in addition to the traditional bricks. As a result of regulations (with an eye to fire safety) in 1616, **wooden facades are increasingly replaced by stone facades in the 17th century**.
- 18th century From the 18th century onwards, construction styles inspired by the French gain ground, primarily the **classic late Baroque, Rococo and Empire**. Wooden facades are further replaced by stone facades. **Dutch gables** complement the classic crow-stepped and spout gables. Smaller houses are **combined and renovated into large mansions**, often whilst retaining the older inside structure and sometimes the back facades. This phenomenon continues into the 19th century. The simple, **plastered and often whitewashed cornice gable houses really change the street scene**.
- 19th century This period in Bruges is above all characterised by **two major architectural styles** that reflect the political relations in the city. The liberal city council (?) executive (active until 1870) usually builds in a **monumental, Neoclassical style**. The municipal theatre is the best example of this. In the private architecture, this also occurs around Zandplein and said municipal theatre.
- Especially at the end of the 19th century, stimulated by a Catholic administration, construction is characterised by a **decidedly Neo-Gothic and Neo-Bruges style**. Both of them are used for new construction projects (e.g. the Provincial Court and the Post Office on the Market) and stimulated by restorations carried out with the new 'Artistic Restoration' grant, whereby many existing buildings are given a '*more Gothic*' appearance.
- At the end of the 19th and beginning of the 20th century the ramparts around the city are built up with so-called '**boulevard architecture**' in various styles (Neo-Baroque, Neo-classical, Neo-Renaissance, etc.).
- 20th century In the 20th century construction continues for a long time in accordance with the principles of the 19th century. The parcelling of the city continues and also reflects the "contemporary architecture" of the time. An example of this is the **interbellum** buildings in the Gezelle neighbourhood and Julius&Maurits Sabbestraat.
- In a more recent past, interesting new construction projects have also been achieved in which the shapes so typical of Bruges such as gable ends, verticality, sloping roofs, the materials used, etc. are reinterpreted from a contemporary vision of architecture. On a larger scale, the **Concert hall (2001-2002)** is a powerful statement that continues the tradition of **a number of iconic buildings** that, in view of their function, transcend the basic fabric.



BRUGES - A LIVING CITY

1. POLICY FRAMEWORK 1972-2012

*In this section, the changes and evolutions of the urban functioning that the City of Bruges has been confronted with since 1972 are studied. This year is taken as the point of reference because that was when the **Master Plan** was drawn up, which was a milestone for the city's urban development and heritage policy.*

On 21 April 1972, Bruges city council commissioned a full study of the urban development structure of the city centre. For the first time, a detailed inventory was made of the urban functions and the heritage in the city centre. It is no coincidence that this occurred shortly after the municipal merger in 1971 in which Bruges merged with seven surrounding municipalities to form the fifth largest city in Belgium and even the second largest city in terms of surface area.

At the same time, Bruges, just like other Belgian cities and municipalities, was confronted with four serious **symptoms of decline**:

- the **withdrawal of the residential function** from the heart of the city to the suburbs which leads to vacant buildings and the decay of the patrimony, but also the disappearance of the social network and support ;
- a concentration of the tertiary sector in the heart of the city, with **above all services and tourist functions that oust the residential function in the city centres**;
- proliferation of **motorised traffic** in the city centre;
- ongoing **demolition** of the historical heritage.

The Master Plan of 1972 reacted to those negative trends. The most important challenge was deemed to be **making the residential function the priority** in the city centre and repairing the **harmony between the different urban functions**. In the first phase, a new vision was formulated for the city centre; the second phase focused on specific neighbourhoods using neighbourhood studies and subplans .

After the publication of the Master Plan in 1976, the Bruges spatial planning was based on **seven cornerstones** that were to benefit the liveability of the city centre:

- improvement of the liveability and the **quality of the houses**. In 1979 the city introduced a functional home improvement grant and bought vacant and decayed buildings to restore and give new uses to;
- preservation of the **architectural heritage** by drawing up a heritage evaluation map, additional protection and a revision of the grant for unprotected, valuable heritage.
- starting up social housing, with amongst other things the restoration of the alms houses by the Social Services Department [OCMW] into homes for the elderly and socially vulnerable;
- strengthening multi-day tourism;
- improvement of the mobility and quality of the urban space;
- cleaning the moats, ponds and water drainage;
- active green management for the preservation of the open, green space in the city centre.

The Master Plan for the city of Bruges was the first document in Belgium for urban planning at city level. It contains a complete study of the urban development structure of Bruges' city centre. The suburbs and the port of Zeebrugge are barely discussed. However, an extensive study was made of the characteristics of the city and this was charted. In addition, a development model was worked out for the coming 25 years. At the time Bruges was confronted with the problem that was typical for historical cities. A problem that could be reduced to aspects such as "preservation", "growth", "conservation" and "renewal". Terms and concepts that are still surprisingly topical today when this Management Plan for the World Heritage of Bruges was drawn up.

From the 1990s on attention shifted from just the city centre to the larger picture, the boroughs. In 1993 a renewed **Municipal Building Regulation** was implemented. As a result, amongst other things living in the city centre is given additional protection (e.g. thanks to provisions for dividing up houses, separate access to homes above shops, etc.). This **Municipal Urban Development Regulation** also determines the flow control in the city centre and along the ring roads and approach roads.

The first **Spatial Policy Plan** for the entire territory of the city of Bruges (1996) also included a number of important options: focussing the large-scale urban development projects to the wide environs of the station and Sint-Pieterskaai, a limit on the number of hotels in the city centre and a concentration of day tourism in a tourist core area in the Zand-Markt-Beguinage triangle.

The 1996 Spatial Policy Plan was revised in the **Municipal Spatial Master Plan (MSMP)** of 2000. The basic objectives of this MSMP can be summarised as follows:

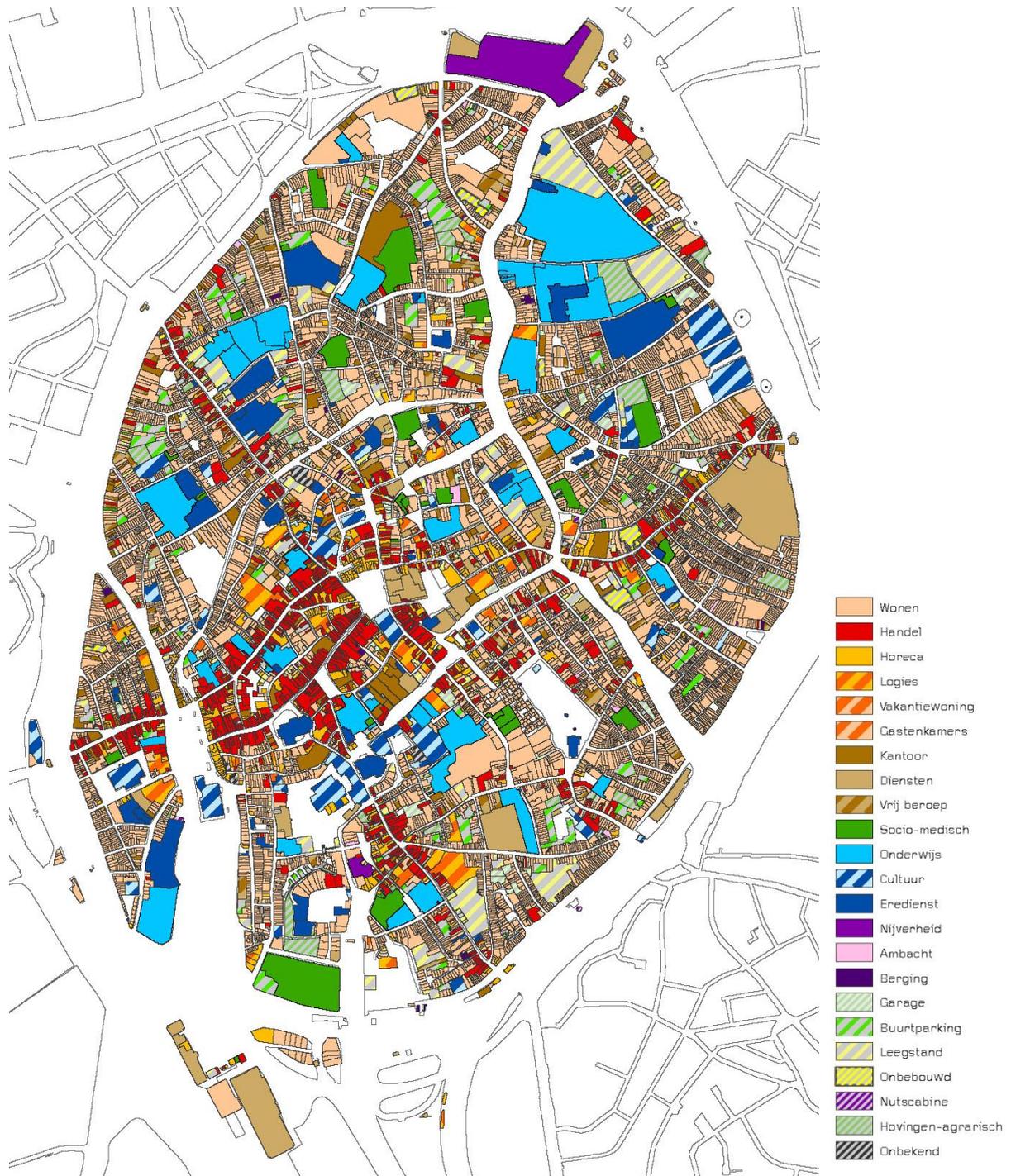
- Bruges **central city**: Bruges must remain a regional centre for the greater region in the area of education, culture, trade, services, etc.
- Bruges **residential city**: Bruges must grow as a residential city by expanding it making use of the open spaces within the urbanised zones;
- Bruges **economic pole**: the port of Zeebrugge and the recognition of Bruges as a regional urban area remain the most important foundation of the economic functioning which revolves around services and an optimum offer of industrial estates;
- Bruges **tourist centre on the coast**: tourism in the city centre must grow in a controlled way and is complementary with coast and polder tourism;
- Bruges **accessible city**: above all opening up the port of Zeebrugge and the reorganisation of the main approach roads are imperative;
- Bruges a **city between polders and woods**: future developments are planned and controlled on the basis of attention and respect for the diversity of the landscape;
- Bruges a **city of monuments**: the efforts in heritage care will be continued without interruption.

2. FUNCTIONING OF THE CITY 1972-2012

The Management Plan evaluates the diversity and evolution of the functions present in the city centre of Bruges for the period 1972-2011. The point of departure is the data from the **Master Plan of 1972**. This extensive inventory was repeated every subsequent five years by the city's Department for Historical Monuments and Urban Renewal (now Sector UNESCO and Department of Heritage Conservation and Heritage Management). And thus also in 2011, when the Management Plan was drawn up.

Whereas only **eight basic categories** were distinguished in 1972, today the functional analysis is carried out in far more detail and **twenty-two different functions** are distinguished. As a result, specific research can be carried out into certain growth phenomena predominantly oriented on tourism: multi-family homes, hotels, lace shops, chocolate, B&Bs, holiday homes, etc.

This information resulted in a **general function map of the entire city centre** and permitted analysis of the **evolution per neighbourhood**. The main conclusions of this research is run through and discussed function by function.



a. The conscious decision to live in a World Heritage city

Objectives 1972 Master Plan

- curb the depopulation of the city centre and drive it up to 32,000 - 35,000 inhabitants;
- encourage living above shops and offices, divide large homes up, etc.;
- good local facilities are essential: schools, local shops, recreation.

Analysis and evaluation in 2012

With regard to the figures, the objective from 1972 (growth of the population to 32,000 - 35,000 in the city centre) is not met. In 2010, 19,545 people lived in the city centre.

However, the function analysis does determine that in that period the residential function experienced a slight, continuous and **positive evolution**. The explanation for this is that the limited number of inhabitants is not caused by vacant buildings or a falling number of residential units but by specific evolutions within the demographic profile of the inhabitants of the city centre:

- the population of Bruges has **aged** sharply (28% is over the age of 60);
- there is a sensitive **decline in under 35-year-olds**, a sharp fall in the number of families with children;
- there is a clear trend of **dilution of family**. Thus, the number of families is even increasing in neighbourhoods with a clear reduction in inhabitants. Over 68% of the households in the city centre consist of only 1 or 2 people.

There is a remarkable shift occurring between the city neighbourhoods: the residential function is experiencing a decline in the central neighbourhoods (above all the Steenstraat and Burg neighbourhoods) in favour of trade and catering industry often aimed at tourism. This is creating an increasing imbalance between the various functions. On the other hand, the northern Sint-Gillis neighbourhood has experienced a sharp increase. Other specific problems are the increasing number of secondary residences and holiday homes and a rather average supply of social housing.

Vision

The city centre of Bruges is a very **attractive residential area** with semi-pedestrianised streets and a large number of neighbourhood facilities. The general quality of the housing is particularly high due to the large diversity of different types of housing, surface areas, etc. The inhabitants appreciate the exceptional context in which they live and are aware that there are a number of conventions that 'regulate' living in the city centre. It is a challenge to make this choice attractive and strengthen the image of Bruges as a residential city. The fact that Bruges is a tourist attraction is not always a plus for the inhabitants and does put pressure on the city's liveability. Local shops disappear and change into tourist shops, homes become holiday homes, etc. Partly as a result of that **tourist pressure** and the high quality of life, house prices in Bruges are on the high side and young families find it difficult to find their way to the city centre. These are things that the city is trying to counter as much as possible.

Bruges wants to focus on being an **attractive residential city for young families**. Making and keeping homes affordable is an important challenge. It is desirable to achieve a better mix of ages and at the same time meet the increasing ageing of the population and the decline in the number of 35-year-olds. Bruges is increasingly presenting itself as a student city and the challenge is to bind graduates to the city after their studies. Relations with the surrounding residential neighbourhoods outside the city centre must be strengthened. They cannot be seen as unconnected entities.

Objectives Management Plan 2012

- differentiate the residential offer;
- promote the liveability of the city centre amongst other things through the growth of functions that support the residential function;
- keep the residential function affordable and protect it;
- reverse the emptying of the city by conducting a policy of offer aimed at young families and starters.

b. Bruges at work

Objectives 1972 Master Plan

- expand the port in a sustainable way;
- expand the city centre and agglomeration as a regional tertiary care centre;
- large-scale social - medical institutions must disappear from the city centre;
- administrative functions must be located at the edge of the city and in the vicinity of the station
- industries must disappear from the city centre, traditional trades that are not disruptive may stay

Analysis and evaluation in 2012

The centrally located neighbourhoods (Ezelstraat, Steenstraat, Burg and Langestraat) are experiencing a decrease in office surface area. The greatest increases can be seen on the outskirts of the city centre: Magdalena, Sint-Gillis, and West-Bruges neighbourhoods. Back in 1972, a trend towards **decentralisation** was apparent. Today we can still see decentralisation and cluster formation with amongst other things the development of the vicinity of the station in accordance with the guidelines of the Master Plan for Flanders. However, the city centre still has a significant office function.

In 1972, industry was a considerable presence in the city. The Master Plan even speaks of 'noticeable disturbers' that with an eye to spatial planning should not have been in the centre of the city (including the 't Hamerken and Aigle Belgica breweries, the Die Keure printing company, etc.). Since then industry has experienced a sharp decline in the entire city centre. This function only remains in the Sint-Gillis neighbourhood due to the presence of Genecor (in the long term, the BPA has determined a new purpose as housing for this). Today, only one brewery is still active in the city centre, namely de Halve Maan. A number of social - medical functions, with the Sint-Janshospitaal as the main one, left the city centre. In contrast to what is often assumed, employment in the city centre is only linked to tourism to a limited degree and mainly to the classic sectors such as education, healthcare, services, and wholesale and retail.

For the entire territory, the most important economic actor for Bruges is without a doubt the **port of Zeebrugge**, which is the biggest port in Belgium after Antwerp. The port experienced explosive growth between 1972 and 2011. Today, around 9,000 ocean-going vessels put into port each year and about 50 million tonnes of goods are transported. The number of passengers on the ferry crossings to the United Kingdom is falling although the number of cruise ships is on the rise. In 2008, the port led to the direct and indirect employment of around 28,000 people. However, the port does put a lot of pressure on the mobility around the city.

Vision

With an eye to the economy, with the port of Zeebrugge, the regional care facilities, the various education institutions and as the provincial capital, Bruges has **four important employment sectors**. The **knowledge clusters** that are currently achieved around the education institutions can be a trigger for other sectors. Interesting employment opportunities in the immediate vicinity can play a role in attracting new graduates. The challenge for Bruges lies in further attracting a number of growth sectors. For creative professions, for example, Bruges 2002 was an important stimulus.

Objectives Management Plan 2012

- date to develop new potential further (e.g. IT, culture, technology, etc.);
- achieve the smooth opening up of the port;
- develop spaces that link small activities to living (e.g. IT, decorative craft, etc.);
- anticipate reduced industrial activity;
- strengthen the economic appeal of the main shopping streets and gateway streets;
- keep offices and services of the City of Bruges in the city centre. On the one hand, to complement the other urban functions, on the other for the symbolic value.

c. Going to school in Bruges

Objectives 1972 Master Plan

- every neighbourhood must have at least an infant and a primary school. Pre-schoolers should not have to walk further than 400 metres, children at primary school no further than 800 metres;
- secondary schools must be moved to the outskirts to limit disruption;
- the College of Europe should develop into a cluster of specialised activities in the city centre.

Analysis and evaluation in 2012

The figures from 2011 teach us that in the city centre there is a **noticeable fall in the number of pupils in infant education** (a third fewer) **and in primary education** (62% fewer). The number of pupils in secondary schools remained stable, which points to the importance of Bruges as the regional education pole. The number of students in higher education is clearly rising and will continue to rise in the future. This also leads to a significant increase in the number of student lodgings. These are concentrated on the one hand in the city centre and on the other hand in the suburb of Sint-Michiels.

As of today, partly as a result of the changed demographic profile, there is still no infant or primary education in every neighbourhood of the city. The presence of secondary schools is no longer seen as disrupting. Today, the **diversified offer of education** that also attracts pupils and students from outside the city **tends to be seen as an enrichment**.

In addition to classic education, adult education also holds an important position in Bruges. The past few years has seen an increase in this. However, the flipside of the coin is the increasing **pressure** it, together with secondary and higher education, **places on mobility**.

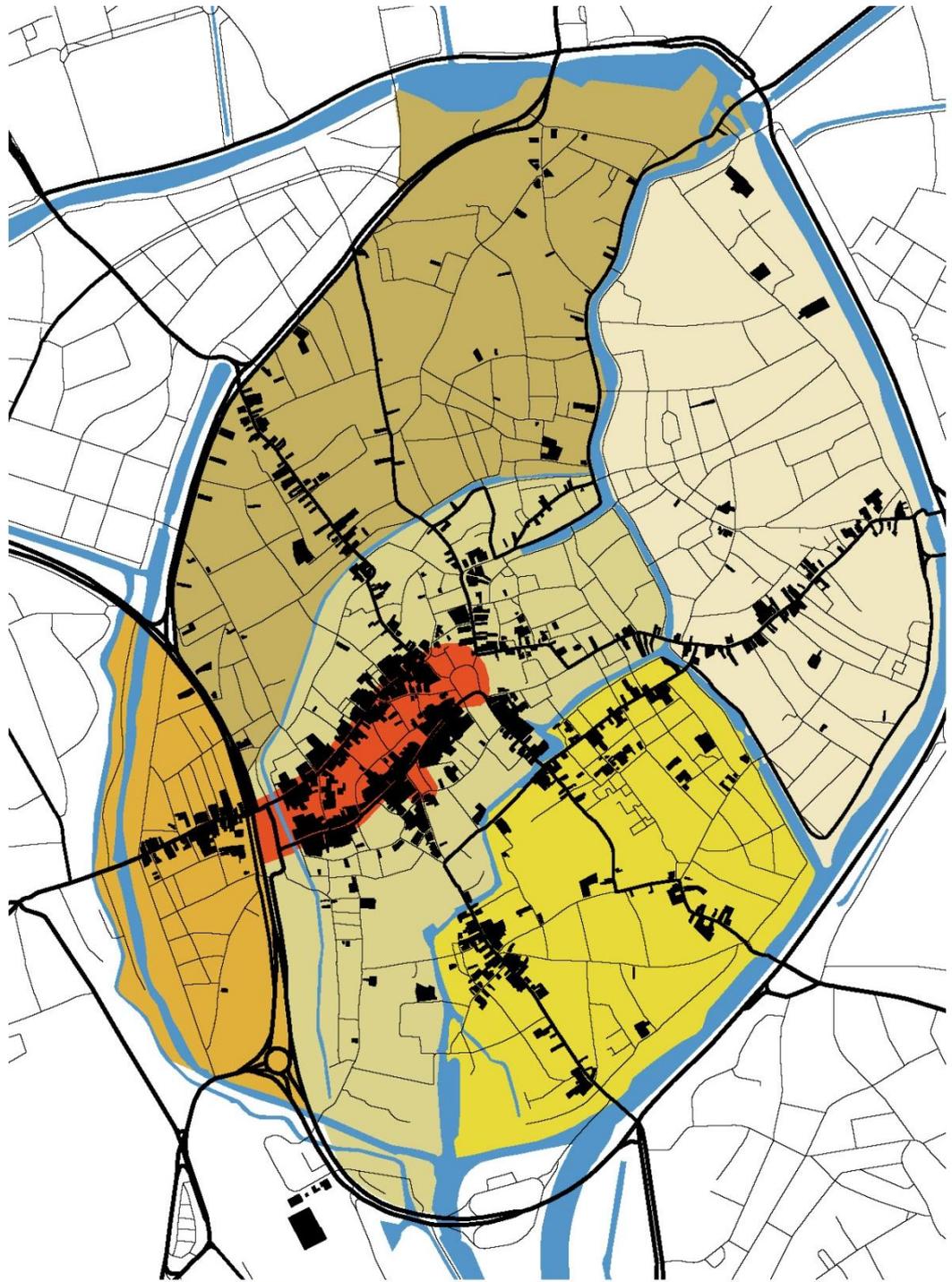
Vision

During the past few years Bruges has been on the rise as a city of (higher) education, there is an increase in the number of institutions and courses. The result of this is a rising number of students, some of whom are in lodgings. The city of Bruges reacts to this by increasingly presenting itself as a **student city**. The institutions are primarily located just outside the city centre, in Sint-Michiels, and have easy access by car (E40 motorway) and rail. As a result, in the next few years student lodgings must also be expanded.

An important point of attention is the quality of the school buildings. How can this be improved so that the infrastructure can also be used in a multifunctional way outside school periods? It is also important to further define the relations between the city centre and the outskirts. What can the city centre handle and where do the outskirts offer support?

Objectives Management Plan 2012

- location of schools: respect the ratio between the core and suburbs and keep the schools in the city centre. They are important to the degree of activity, trade and animation;
- clustering in large-scale complexes such as former offices, monasteries, etc.;
- flexibility and functional joint use of school buildings;
- develop the image of a student city;
- approach to student housing;
- pay attention to the segment of adult education which is also an important economic factor.



d. Bruges regional commercial centre

Objectives 1972 Master Plan

- additional retail surface area is desired. This should be achieved in the city centre to strengthen the centre functions. Centres outside the city are advised against;
- sufficient local shops per neighbourhood must support the residential function;
- large-scale functions must disappear from the city centre.

Analysis and evaluation in 2012

Trade is located primarily along the city's historical axes. So, the trade function that has developed over time continues to exist. Almost all the neighbourhoods have seen a decline in trade functions. Only the Steenstraat - Onze-Lieve-Vrouwe neighbourhood axis has seen an increase, primarily as a result of the tourist clustering in this part of the city (Station-Begijnhof-Minnewater-Markt-'t Zand).

A noticeable trend is the reduction in neighbourhood facilities: bakers, butchers, fishmongers, etc. The greatest increase can be seen in activities that support tourism. However, there is still a very broad offer.

In the 2008 policy document, the Local Economy Department prioritised the following ambitions:

- stimulate local shops at walking distance of each inhabitant of Bruges in every neighbourhood and centre;
- strive for sufficient differentiation in retail in every area (price, quality, formula, etc.);
- make Bruges more attractive as the most important retail hub in West Flanders;
- strengthen the current commercial centres and trade axes;
- cluster large-scale shops inside certain zones.

The essence of the current policy remains to strengthen the centre function and broaden the offer. In the centre a distinction is made between main shopping areas, that support the city's tourist and suprarregional appeal, and gateway shopping areas that offer space for both supralocal and local functions. Large-scale functions are kept out of the centre. They disrupt the small-scale urban morphology. Due to their specific offer, they do not compete with the retail trade in the city centre.

Vision

Within the territory of Bruges, a hierarchy of shopping centres was drawn up, each with their own specific characteristics and needs. Thus large-scale shops are kept out of the city centre and new zones are formed in clusters for them outside the city. Thus dispersed shopping centres outside the city are created with a different function and different public than in the city centre. However here, too, a specific policy is conducted that does not aim for large shopping malls on the edge of the city. In contrast to what is feared, these developments do not suck the city centre empty. The type of shops and goods that can be found in the city centre and outside it are so different from each other and complement each other. A phenomenon that is typical for Bruges is that many shops undergo a change to a tourism-supporting rather than a residential-supporting function.

Traditional local shops systematically get into trouble for purely commercial reasons and disappear. This is at the expense of the diversity of the shops on offer and is a phenomenon that has to be watched closely.

Objectives Management Plan 2012

- interaction between centre and suburbs: specific policy for large-scale developments;
- retail trade: reverse the reduction in the number of shops that support the residential function;
- strive for diversity in the shops present and a certain class and appeal of the offer;
- strengthen the commercial image: more than just for tourists;
- strengthen the appeal of the main shopping streets and gateway streets;
- the gateway streets must focus on functions that support the residential function and neighbourhood facilities;
- the reconversion from trade to other functions must be limited.

e. Bruges active cultural city

Objectives 1972 Master Plan

- the urban landscape is deemed a valuable cultural carrier;
- cultural life in Bruges is organised along two central axes: a listening axis (with amongst others the de municipal theatre and the music academy) and a looking axis (museums, monasteries, etc.);
- these cultural axes must coincide with the main pedestrian axes;
- churches and monasteries risk emptying in the future. It is necessary to give these religious complexes a new use.

Analysis and evaluation in 2012

Between 1972 and 2012, there was a very slight increase in the cultural and religious functions. In the meantime a number of religious buildings were given an explicit cultural function.

In 1972 the so-called **'listening axis'** was considered a cluster of facilities relating to music. Above all the new concert hall (2002) and the restoration of the municipal theatre (2001) ensured that the listening axis was given an important new impulse and was extended.

The **'looking axis'** meanders along a north-south axis that cuts through the city. To this axis has been grafted a network of semi-pedestrianised and pedestrian streets with businesses and cultural centres. The top collection of Flemish Primitives is the most remarkable and was explicitly included in the criteria of the recognition as World Heritage. In 2011, the Bruges museums welcomed 984,568 visitors, the belfry 250,000. Both axes have clearly developed in full as important cultural poles.

In the area of intangible heritage, the Bruges Heritage Unit (Erfgoedcel Brugge) collects and opens up oral history using thematic routes and a database of stories. vzw Tapis Plein works using active heritage participation and popular culture. In 2009, the Procession of the Holy Blood was inscribed in the UNESCO list of intangible heritage.

With regard to tangible cultural heritage, the Bruges Public Library (part of Flanders Heritage Libraries) and the City Archives manage an important collection of historical documents. The Department of Social Welfare also manages its own rich archives. During the past few years there has been a lot of attention for opening up and digitisation. The general public is being reached through exhibitions, publications, lectures, visits, etc. The further opening up of the materials from historical sources remains intensive work that amongst other things led to the foundation of an online photo database (www.beeldbank.be), the website www.huizenonderzoekbrugge.be and the opening of the Marcus Gerards map (in execution of the Magis project). For some time already, religious buildings have been used for concerts or art exhibitions, of amongst other things religious art collections (e.g. the Church of Our Lady, Our Saviors cathedral, Sint-Walburga church and Sint-Jacobs church, Onze-Lieve-Vrouw ter Potterie, etc.). In the cemeteries, valuable graves are charted, graves with lapsed permits can be bought and restored with a grant.

Vision

In 2012, we can see that artists are once again settling in Bruges live and work there. In this way Bruges can once again become a place for creativity. The ambition is in the future to further make use of the city's unique selling points. Music, dance, and calligraphy are important in this. It is essential to offer artists and optimum platform to create and exhibit their work in the city. Music and heritage are the main cornerstones of the cultural policy. There is a great need for additional exhibition room. The traditional exhibitions of 'old' art with in the first place the Flemish Primitives must go hand in hand with modern art. The city's youth can be involved more in its cultural life. More attention must also be paid to the presence of a number of typical crafts and artists. The cultural offer must be spread over the entire year.

Objectives Management Plan 2012

- strengthen the offer and support of old and new cultural niches;
- make the most of Bruges as a gastronomic top location (highest density of Michelin-star restaurants);
- attention for stressing the distinctive features and youth work;
- perception and visibility;
- be a "workshop" for art and develop decorative arts;
- there is a need for high-quality exposition room for opening up permanent collections as well as a possibility for temporary exhibitions;
- promote the role of the Flemish Primitives as UNESCO World Heritage more strongly.

f. Bruges, worth visiting

Objectives 1972 Master Plan

The city centre of Bruges has increasing success with tourists. The tourist potential can be driven up with various stimuli:

- concentrate the tourist circuit in the traffic-free and low-traffic 'Golden Triangle';
- create tourist facilities (Minnewater visitors' centre, car parks, etc.);
- stimulate the water as the greatest attraction in the city centre (water route, walking route along the water, etc.);
- strive for an attractive townscape.

Analysis and evaluation in 2012

The catering facilities have experienced growth in all the city neighbourhoods, but above all in the neighbourhoods in the immediate vicinity of the cultural tourist attractions (Steenstraat neighbourhood, Burg neighbourhood and Onze-Lieve-Vrouwe neighbourhood). To protect the residential function, purely tourist infrastructure (specific catering companies and businesses) is only permitted in the tourist core area (golden triangle Markt, 't Zand, Beguinage) and the Zand-Markt commercial axis. During the past few years, tourism in Bruges peaked noticeably. In 10 years' time, the number of overnight stays rose by some 22% (2010: 1,532,078 overnight stays by 843,110 visitors). This explosion in tourism has an unmistakable impact on the use and liveability of the city.

In 1996, a limit was introduced on the number of **hotels** so that no new hotels can be opened in the city. The aim was to protect the residential climate, to guarantee the livelihood of small-scale (family) hotels and keep large-scale complexes of hotel chains out of the city centre. Since 1996 the number of hotels in the city centre has fallen slightly (from 88 to 85), the number of available rooms has risen sharply however, due to the extension of existing hotels (from 2,058 to 2,740 rooms).

In 2002, a limit on the number of **holiday homes** followed. After all, the rising number of holiday homes led to an increase in real estate prices (driving out the residential function and leading to a possible urban flight) and structural vacancies in certain periods of the year. In Bruges, private individuals (with a permit) may offer **Bed & Breakfast** to visitors in a number of rooms in their family home. Although there are no really reliable figures available, a substantial increase is observed in this (double the number of rooms in the past 5 years). Since this type of stay is integrated in the family home, helps to support it and – being multi-day tourism – offers an experience of more value, this increase is not seen as a threat.

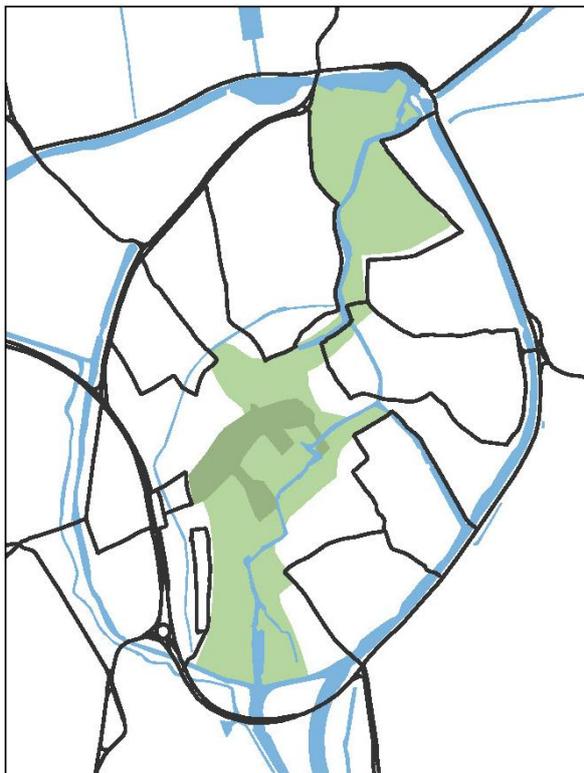
Since 2006, the city is focussing its policy on cultural **multi-day tourism** and active promotion is no longer conducted for day tourism. It is generally estimated that the number of day trippers is 4 times higher, but that a tourist who stays for several days spends 4 times more money. Market research shows that the city with its unique urban landscape and water structure is the most important asset with the presence of the Flemish Primitives as an additional highlight. Whereas Bruges developed into the culinary capital of Belgium during the past few years, the share of conference tourism remains minimal compared to other cities.

Vision

Bruges has very strong tourist appeal. Following the sharp growth in both multi-day tourism and day trips, it is no surprise that the number of tourists in the city centre is overwhelming. To somewhat limit the tourist presence and control it, the municipal council introduced a limit on the number of hotels and holiday homes.

Objectives Management Plan 2012

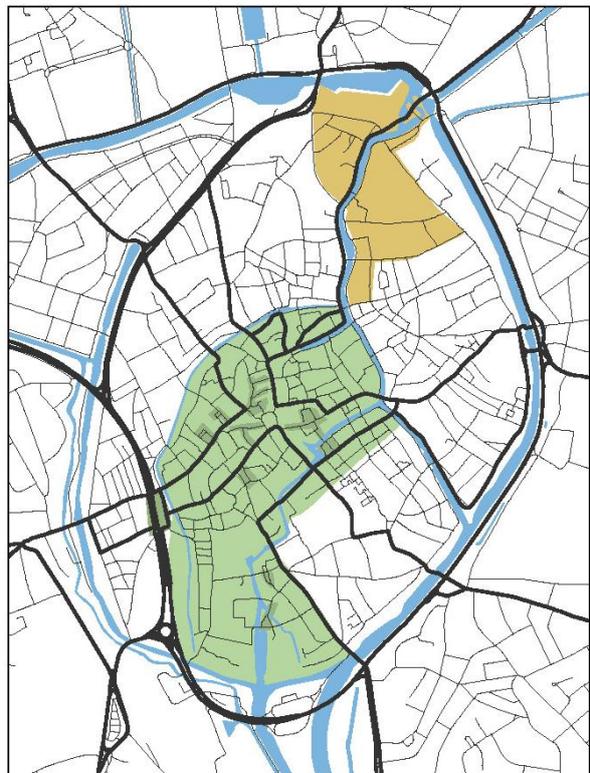
- control the overwhelming tourism and tourist operations in the street scene (it may not dominate), the visual integrity of the urban landscape may not be affected;
- tourism may not elbow out the residential function, both with regard to catering/trade and to hotels/holiday homes, thus maintain limit on hotels and holiday homes;
- research the growth potential of MICE tourism in Bruges;
- slow tourism in the Bruges region to supplement the concentration model;
- retention of concentration model for tourist establishments in the city centre.



Verkeerscirculatie 1972

0 400 800 M

- Verkeerslussen en ring
- Verkeersvrije zone (auto)
- Verkeersarme zone



Verkeerscirculatie 2011

0 400 800 M

- Verkeerslussen en ring
- Verkeersvrije zone (auto)
- Verkeersarme zone
- Niet-gerealiseerde verkeersarme zone

g. Accessible Bruges

Objectives 1972 Master Plan

In 1972 mobility was a major bottleneck in Bruges due to the proliferation of motorised traffic. To make the city more liveable, a balance had to be found between road traffic and pedestrians:

- *cars have to be slowed down, weak road users have priority with a pedestrian axis that traverses the city*
- *there is a need for efficient public transport in the city centre*
- *achieve a traffic-free city centre*
- *centrifugal parking policy that keeps visiting cars out of the city centre*
- *take street space and quality of life of the streets into account*

However, in 1972 no political decisions were taken with regard to mobility.

Analysis and evaluation in 2012

With the realisation of a large-scale car park at the edge of the city, as of 1978 the first changes in circulation are carried out and a number of policy objectives are achieved. After all, the demographic developments (single households, etc.), the increase in leisure time (and therefore also of day tourism) and the strengthening of the centre functions all lead to the further increase of mobility in the city centre in the period from 1978 until 1992.

To reduce through-traffic through the city centre, the ring road was completed between the Katelijne bridge and the station and construction started on a tunnel under het Zand. Renovated streets and squares introduced a new mobility philosophy and contributed to the character of the city centre. However the central problem, the high intensity of traffic in the city centre, remained unresolved.

In 1992, the Traffic Circulation Plan for the city centre followed as well as a Public Transport Plan (embedded in a plan for Greater Bruges). The main objective remained to keep through-traffic out of the city centre from driving across the Markt through a strategy of discouragement and optimisation of public transport and bicycle traffic. Various traffic interventions were proposed: the creation of traffic barriers and a loop system, priority for cyclists, improved public transport in the shape of a star with direct connections from the agglomeration to the centre, the introduction of a maximum speed limit of 30 kph throughout city centre, a ban on touring coaches, etc. The results were very positive. However, plans to achieve public transport with smaller buses did not succeed. The 2001 Bruges Mobility Plan is a continuation of the policy conducted: discouraging the use of cars in the city and stimulating travel by public transport, bicycle and on foot. This time the focus lay more on the outskirts of Bruges with above all an upgrading of the public transport in combination with car parks on the edge of the city.

Car ownership has increased substantially since 1972. However, Bruges is above all promoted as a city of bicycles. Both for leisure time and for travelling to and from work, the share in cyclists in Bruges is the largest of all the Flemish central cities. Since 1972, the city squares were converted from car parks into pleasant public spaces. Around 4,000 underground parking spaces were added (and in the future the number will be increased further) as well as a number of private local car parks for local residents. The Public Transport Plan resulted in the number of passengers increasing explosively between 1991 and 2011.

Vision

The policy of further reducing the traffic pressure in the city centre is being continued. Sufficient high-quality parking facilities for residents remain a necessity, but focussing on optimum bicycle accommodation is also crucial. Public transport with regular bus services traversing the city centre has a high impact and leads to complaints and nuisance. This is an obstacle that needs to be removed.

Objectives Management Plan 2012

- further open the port by road and rail;
- optimise the accessibility of the city (cf. the problem of bridges and congestion of the approach roads);
- evaluate the bus routes in the city centre;
- there is a need for a more centralised reception of bicycles and more bicycle sheds;
- research integration of optimum infrastructure for weaker road users (cf. bicycle paths) in the historical city centre.



BRUGES HERITAGE LANDSCAPE

This section analyses and evaluates the elements that define the character of the heritage landscape of Bruges: the architectural heritage or patrimony, the public space, the greenery, etc.

The urban landscape is an entity made up of different components and their balanced relationships are what make Bruges a unique city. Policy has done everything possible to preserve and properly manage that unique identity. In the course of the past years, this approach has been further deepened and extended.

1. TANGIBLE HERITAGE AND HERITAGE POLICY

Objectives 1972 Master Plan

- *approach the city as a landscape (instead of individual monuments);*
- *expand the number of legal protections as a monument and the protection of a number of zones;*
- *necessity of an historical inventory of the city centre;*
- *architectural value assessment of the built-up heritage: architectura major (first and second category), architectura minor and buildings of no architectural value*
- *define a number of conservation zones, core zones and action zones (essential to the urban landscape)*

Since the beginning of the 1970s, the city of Bruges has conducted an integrated policy for high-quality urban renewal giving priority to the preservation of monuments, archaeological relics, the natural heritage and historical buildings.

a. Listed monuments

In 1972, Bruges had **47 listed monuments** (43 buildings and 7 landscapes). The Master Plan made a number of proposals for further protection of Bruges' city centre. It is noticeable that **the protection of larger entities** is argued for more than of individual monuments. The importance of the visual integrity of the urban landscape was deemed a priority. The entities indicate overlap to a significant degree with the **main historical axes** as presented in the analysis of the historical city's structure.

An overview of the protection during the past 40 years shows a number of **peak periods**. The first peak is observed in the middle of the 1970s (following the Master Plan), the second peak followed in 1991. Bruges 2002 Cultural Capital of Europe also led to a remarkable increase in the number of listed houses.

In 2011, Bruges has **526 listed monuments, 3 listed landscapes and 11 conservation areas** for a total of around 10,054 buildings. A check showed that a number of proposals from 1972 were effectively listed as a monument or conservation area (Minnewater, Meebrug and Peerdenbrug, etc.), the majority were above all partially listed (often a number of individual monuments).

b. Non-listed heritage: the Heritage Inventory and Heritage Evaluation Plan

The 1972 Master Plan gave the initial impetus to the **inventory of Bruges architectural heritage**. The first inventory was presented that charted the spread of the historical buildings. All the buildings were classified in one of the following four categories: **architectura major** (first and second category), **architectura minor** and **buildings of limited architectural value** and finally **buildings of no architectural value**. This classification was later worked out in more detail in the subplans. Numerous buildings were visited and an inventory of the interior was also made for a number of them. The results of this inventory were brought together in a large heritage library with information sheets for each building, and collected on heritage evaluation maps per neighbourhood and/or per subplan.

In cooperation with the City of Bruges, the Flemish Government published the inventory for the oldest city centre in 1999. In 2004, two more parts followed so that the inventory covered the entire territory of the city centre. Between 2003 and 2006, the inventory of the suburbs around the city centre was carried out.

This **Inventory of the Architectural Heritage** comprises some 6,700 buildings for the entire territory; **3,522** are in the city centre and in the meantime, a fully-fledged policy instrument has been found which also has legal consequences. The municipal building regulation links an additional obligation for a permit to any dismantlement, renovation, and embellishment work to art historical and other buildings and facades that are of value to the urban landscape. Demolition is only possible in very exceptional cases, and only after a thorough heritage check by the heritage consultants of the City Department for Heritage Conservation and Heritage Management and of the Flemish Government.

Today, the Heritage Evaluation Plan is being further updated and linked in the GIS environment with other important data.

c. Grants

Owners of listed **monuments** can call on **restoration and maintenance grants** that for private individuals generally compensate 40% of the restoration work. This was determined in the Flemish Decree for the protection of monuments and city and village landscapes. Restoration grants are borne until now for the greater part by the Flemish Government (25%), the city and province involved share the rest (7.5% each). Within this legislation, there are exceptions for amongst other things mills, schools, buildings for worship, so-called ZEN-monuments (monuments of no economic use, etc.).

Since back in **1877**, the City of Bruges offers a possible grant to private owners who wish to restore their **non-listed heritage buildings**. This grant was sharply increased in 1975 and also expanded. Since then, within this so-called '**Artistic Restorations**' a grant can be awarded of 50% for work to visible facades and 30% for exceptional elements that are not visible from the public domain (interiors, rear facades, trusses, etc.). The total sum for intervention by the city is currently fixed at € 18,750 per house.

Every year the city receives some 60 requests for this restoration grant of which thirty to forty are effectively approved. On payment of the grant, the building factually becomes an 'urban monument' by means of a notarial deed. The deed places an easement "non modificandi" on the building so that in the future no changes can be made to it without permission from the municipal executive. During the past few decades, over 1000 buildings were restored with an "Artistic Restorations" grant. These restorations to a significant degree determine the quality of the urban landscape of Bruges.

Vision

Bruges' great strength is the large amount of (not necessarily listed) valuable heritage. **This concentration indissolubly contributes to the visual integrity of the Bruges urban landscape.**

As far as inventory is concerned, in 2012 Bruges has the ambition to group all the information assembled for the city centre, to collect it and to fill any gaps. The information will be included in a **global Heritage Evaluation Plan** that will accommodate each building in one of seven categories, each with their own specific consequences: iconic buildings, buildings with a very high heritage value, buildings with a high heritage value, buildings with a high urban landscape value, buildings with a supporting urban landscape value, neutral buildings and buildings that form a break in the context.

Awareness and knowledge of heritage has been greatly expanded starting from 1972. Bruges has numerous active heritage associations (both for tangible, intangible and natural heritage), which proves that the people of Bruges are involved with their own heritage. In the past a number of associations were particularly important. They sometimes even acted as a pressure group, keeping a close watch. The Marcus Gerardsstichting for example, founded in 1965, bought and restored buildings in the city centre and worked to increase the awareness of the general public. Today they remain active within the Heritage forum.

The annual **Open Monument Day** or Architectural Heritage Day (organised by the City Department for Heritage Conservation and Heritage Management) is and remains a very important cultural event to increase the population's support and appreciation for the heritage.

During the past few years, ICOMOS and UNESCO have been using the concept of the '**Historic Urban Landscape**', a new vision of how urban heritage entities can be handled. This approach offers a lot of potential for Bruges.

Today, it is essential to think proactively about the **future of large-scale houses, churches, and monasteries** in view of the ongoing societal changes.

Objectives Management Plan 2012

- continue the policy conducted with regard to heritage and develop and apply suitable legal instruments;
- adapt the Municipal Building Regulation with regard to the visual impact and demolition of constructions with minor art historical value or urban landscape value;
- continuation of the city restoration grant for “Artistic Restorations” and possibly expand it;
- further support and follow-up the conventions and guidelines with regard to the UNESCO World Heritage;
- incorporate the methodology of the “Historic Urban Landscape” and the definition of urban landscape typologies as a new, additional heritage approach in the heritage policy and permits policy;
- work on adequate legal protection of the unlisted architectural heritage;
- continue and update the inventory, research into and historical analysis for the creation of a Heritage Evaluation Plan(database) for all the premises in the city centre;
- attention for broadening the support for heritage : Open Monument days, publications, exhibitions, research, newsletter, etc.;
- proactively follow-up the issue of the religious heritage - in particular monasteries and churches;
- revise the municipal regulation with regard to advertising vis-à-vis control of the impact on the heritage landscape.



2. OPEN SPACE POLICY

Objectives 1972 Master Plan

- *approach the city as a landscape in which valuable open spaces play an essential role;*
- *protect and preserve valuable green private and public spaces;*
- *need for an inventory of the private green areas;*
- *anchor valuable green in planning documents.*

The diversity in open spaces in Bruges is interesting and valuable. They are characterised by various green areas (parks, gardens, etc.) and a large number of ‘mineral’ squares throughout the city centre. As far as public space is concerned, back in 1972 mention was already made of the parks, squares and trees as green elements of the public space. If the famous 16th century city map by Marcus Gerards is consulted, the conclusion is that Bruges was to a significant degree characterised by a considerable number of green spaces of differing natures, also as part of a monastery: kitchen gardens, orchards, gardens, crofts, etc.

As from the 19th century and above all in the 20th century, pressure was increasingly put on these green spaces and they were parcelled off and built on. Today, in contrast to other historical cities, Bruges still has a number of large green open spaces, often former monastery gardens or private gardens hidden behind high walls.

The other open spaces are threatened with densification and fragmentation. For many years now strict criteria are imposed on development projects in the city centre.

To manage the various open spaces and spatial typologies in the city centre, it was decided in 2011 to draw up an Open Space Policy Plan. The Open Space Policy Plan wants to provide a global vision for the desired open space structure in the city centre, supplemented by a number of concrete recommendations and actions for selected cases. This Plan also comprises a full inventory and categorisation of all the open (especially the green but also the mineral) spaces in the city centre, both public and above all also private.

However it must be said that in the past, a number of policy options were selected with regard to the creation of public space. Thus for new construction projects or the renovation of the public space, the aim is to always strive for maximum respect for the historical and urban context. A coherent public space is strived for through the consistent use of materials: the paths of city parks are made of dolomite and clinkers, outdated asphalt paths are replaced and fairly consistent use is made of one certain type of bench.

In the 1972 Master Plan, **preservation through renewal** was adopted as the slogan for the approach to the historical city. This also applies for the public spaces. During the past few years, there have been a number of contemporary interventions that have strengthened the public space: the tourist reception infrastructure with the new bridge at the Katelijne gate, the Conzett bridge over the Coupure (within the framework of Bruges 2002) and the strengthening of the green belt infrastructure of the Vesten. In addition, specific attention is also paid to playground infrastructure, both integrated in larger parks and an attempt in the city centre - that currently does not have such a generous shared of the playgrounds - to apply a number of playground elements in the public space.

Vision

Sixteen open space typologies are determined in the Open Space Policy Plan within nine neighbourhoods of Bruges’ city centre.

In the report, four policy recommendations are made with an eye to these structures:

- strive for a balanced spread of different types of open spaces for the city centre;
- connect the individual open spaces to each other to form a coherent network;
- valorise the open spaces by better equipping them, opening them up and connecting them to nearby buildings;
- indicate valuable open spaces that need protecting.

Objectives Management Plan 2012

The objectives of the Open Space Policy Plan have been included in full in the Management Plan.

On the basis of the recommendations summarised above, a number of concrete development perspectives and policy measures were formulated.

One of the following four management criteria is linked to each open space typology in the inventory:

- The so-called '**non toccandi**' **open spaces** are considered green monuments and must therefore be integrally protected. Examples of this category are the Dijver, the gardens of the Grootseminarie and the De Wijngaard Beguinage, various monastery gardens and the belt of canals.
- The **open spaces to be preserved** are important open spaces on neighbourhood level and have to be protected as open spaces. Examples include the city squares and city parks, large monastery gardens and private gardens (courtyards that have not been built on).
- A third zone is formed by the **open spaces that have to be restructured** within which there are open spaces that have to be preserved but whose quality can be strengthened by renovation. It usually concerns partly built-on courtyards such as the garden of the Sint-Jozefs institute, the site of the Sint-Leo college and the site of the KTA in Jakobinessenstraat.
- The **open spaces to be reclaimed** are zones that are to form the missing links in the inner city space structure. This is possible by creating new open spaces or by constructing green axes and cycle and footpaths. Examples of this kind of zones that have completely built-up parts but no greenery are the Baron Ruzette park, the site of the Genencor company and the section of the canals at Boninvest.

Concrete measures are suggested for each of the categories. It concerns development initiatives that have to be taken by the city (street scene quality studies, Master Plans, organisation plans), starting up the protection procedures for a number of landscapes, the accessibility of open spaces, the high-quality renovation of a number of existing open spaces and research into a possible maintenance and preservation grant for valuable open spaces held privately.

3. URBAN LANDSCAPE

Objectives 1972 Master Plan

- *approach the city as a landscape (instead of individual monuments)*
- *expand the protection of a number of zones*
- *define a number of conservation zones, core zones and action zones (essential to the urban landscape).*

To correctly determine the value of the historical landscape of the city centre of Bruges, it is important to clearly define that urban landscape.

On the basis of the definition of the UNESCO Recommendation concerning the 'Historic Urban Landscape', an historical urban landscape can be interpreted as a coherent spatial entity that has authenticity and integrity with an eye to history, morphology and architecture. However, the landscape is also determined to a significant degree by non-material elements such as social, economic, and cultural patterns.

To determine the historical-urban landscape value of a neighbourhood, the spatial entity in question is analysed on the basis of the quality of the morphological structure and of the existing architecture in relation to the historical context. Context, morphology, and architecture are always investigated in relation to each other.

On the basis of an analysis of the historical-morphological development of Bruges, the main structures and the morphological characteristics of the city can be determined. Following this, the specific nature of the Bruges street scene is analysed with regard to urban landscape, architecture and public space. Using a number of case studies, a start is made on a methodology to determine the valuable historical urban landscapes.

a. Analysis of the historical morphology

An important step in carrying out the morphological analysis of Bruges is correctly understanding the historical evolution that the urban fabric underwent and defined it. The historical reflex is a constant factor in the research and it is crucial to correctly determine and understand the architectural and morphological qualities that define the World Heritage site.

Methodology

Drawing up a map that shows the city's evolution occurs on the basis of the historical maps published of Bruges. By letting the various historical maps overlap it is possible to carry out a comparative analysis. On the basis of this, the most important phases in the city's development are shown on a single overview plan using a clear colour code.

Findings

The transformations of the 18th to the end of the 20th century were particularly projected on the old, medieval centre. The oldest centre within the first city walls has a very characteristic, finely-woven street pattern. The streets and watercourses that have disappeared are indicated on the maps.

The most sizeable intervention in the 18th century is the construction of the **Coupure** and the **covering over** of part of the watercourses, in what is now Annuntiatenstraat.

In the 19th century the most drastic transformations occur in the south-western part of the city. Here, the railway connection is constructed through the city centre with the then station on het Zand and in the centre of the city the construction of the new municipal theatre and the streets around it.

In the first half of the 20th century, remarkable urban expansion was achieved in the northwest of the city. The Christus-Koning district was constructed and the water structure between the Ezelpoort and Dampoort gates disappeared. This occurred with an eye to the expected population increase after the construction of the port of Zeebrugge.

Apart from the changes to the street pattern, the built-on parcels were also charted. On the overview map, the built-up surface area at the time of the first city walls (1127) and in the 19th century were coloured in separately. At that time, there were still a lot of undeveloped parcels between the first and second city walls.

Placing the different historical layers on top of each other brings the remarkable transformations of the past century sharply to the foreground. These transformations occurred primarily on the outskirts of the city centre. As a result of these changes, the main construction blocks outside the first city walls were increasingly

fragmented. Parallel to this fragmentation, strong densification of the urban fabric occurred. The urban fabric of the oldest centre is continued along the historical axes grafted to the gates of the first city walls. The map with the historical layers makes it possible to determine the specific elements that are an essential part of the city's morphology: in the first place the water structure, the use made of the space and the historical axes. Without making an exhaustive list, this method contributes to better understanding a number of specific changes in the Bruges townscape and to an objective reading of its morphological structure.



b. The layers of the urban landscape

The urban landscape is defined by different morphological elements/carriers such as waterways and bridges, green spaces (whether or not public), streets and squares, the urban skyline, the architecture, the city's silhouette, the perspectives/views, the connections with the environment, etc.

Bruges has spatial components on various different scales that define the urban landscape. A number of important elements are the basic urban fabric that functions as the carrier for various urban patterns, the green edge around the historical centre, the north-eastern green structure and the network of squares around the Burg. This does not only concern physical structures but also elements that define the scene inside and outside the city centre that have an impact on the perception of the urban landscape.

Waterways and bridges

Bruges' growth was largely determined by the presence of water. Throughout the territory of Bruges there is great diversity in the way that the water interacts spatially with the public space, green areas and buildings. In general, the quality of the urban area is strengthened by the presence of water, both in the city centre and on the outskirts.

In the city centre, the water structure plays a connecting role between the various different urban elements. A number of characteristic landscapes can be observed along the water structure. The canals on the outskirts have a less binding nature. On the one hand, they connect with the green moats on the side of the city centre, on the other hand they form a clear border with the city expansions outside the city centre.

Historical axes

The historical axes are of primary importance for determining the urban landscape. It is along these axes that Bruges has expanded over the centuries and together with concentrations around squares in the city centre they are the founders of an important urban pattern. The historical axes lead from the city gates of the historical Burg (where the castle of the count of Flanders once stood together with the cathedral) to the historical trade routes that connected Bruges with the wide environs. Those streets are a type of initial city expansion, connecting to the fabric within the first city walls. As a result, the street profiles and the rhythm of the facades of the historical axes are comparable with those of the oldest city centre; the same rigid rhythm of the parcels remains recognisable.

It is along these axes that the general mode of the city centre comes sharply to the foreground. The coherence of the street profiles unmistakably contributes to the perception of the uniform townscape. For Bruges, the importance of the waterways as trade axes must also be stated. After all, it was in this way that Bruges was connected with the surrounding countryside.

Gates and walls

The urban landscape is however not limited to only the historical city centre, but also departs from a broader approach to the public space. The green walls around Bruges are an important part of the Bruges landscape. The rhythm is provided by a series of bridges over the canals that function as gates to the city. The presence of remains of the second city walls adds an extra layer to the landscape. The urban landscape in the vicinity of a gate stretches out over the edge of the historical centre to the expansions outside the walls on the opposite side of the canals. De facto, the urban landscape should reach even further and incorporate all the visible elements. For example, both the tower of a valuable building in the centre and the highest storeys of a block of flats with social housing just outside the city centre would then qualify.

The transitions between the city centre and the city expansions developed in a totally different way towards the east and west. To the west, the continuity of the urban fabric provides a seamless transition between the city centre and the north-western 20th century expansions. To the east, amongst other things the strong presence of the ring road and the unstructured building form a detached link with the city centre.

Before the merger, the suburbs to the east of the city centre were not considered to be in direct relation to the city centre. They developed separately from the city centre and have only formed an entity together since the amalgamation of 1970. To the west of the city, expansion occurred far more organically. The Christus-Koning district is an example of high-quality continuity of the inner city fabric. The disunity between the eastern and western city walls is also apparent in the city gates. To the west, they form an important link in the coherence of the urban fabric (e.g. Smedenpoort); to the east we see a greater break. Here, the gates stand on the break between the city centre and the developments in the suburbs.

HISTORIC URBAN LANDSCAPE CASE

Fabric like that of the residential neighbourhood around the courthouse shows that the Bruges World Heritage site is determined by very different typologies and they significantly contribute to the liveability of the city. What is unique about this neighbourhood is the finely-mazed, homogenous fabric of parallel streets close to each other, above all characterised by similar, rather small houses.



It is a typical residential neighbourhood, located between an historical axis (Langestraat) and the green belt around the city. The basic fabric is characterised by individual terraced houses that can be classified as ‘architectura minor’, but considered in their context form a particularly characteristic street profile.

The continuity of the parcel size, the composition of the facades, the proportions and the materials greatly determine the visual picture and there are few disruptive elements.



The architectural value of the individual buildings can be classified as architectura minor. The uniformity in the finishes, organisation and use of materials, of the various buildings creates a particularly valuable urban landscape with the following important elements:

- general profile;
- rhythm of successive windows and doors that are the same (the creeping threat of injudicious renovations);
- the quality of the carpentry (the threat of trivialisation of the typology);
- the façade finish leads to often whitewashed and painted and/or uniform brick units (heterogeneous treatment can detract from the overall quality of the scene)

In the future, the spatial coherence must be preserved. It determines the quality and character of the neighbourhood. However, sufficient attention must also be paid to the quality of the living environment: this is not only at the level of the individual buildings and homes but also in the context of the city. Due to its rather specific ‘value as a whole entity’, such typology cannot be sufficiently managed within the current heritage or spatial planning regulation, but requires a specific approach. The city’s “Artistic Restorations” grant could be an important instrument for this. Now this kind of architectura minor does not qualify for such a grant.

Iconic buildings and their environs

In Bruges, public spaces in the city centre cannot be considered separately from the adjacent iconic buildings. The public spaces are green and/or paved and sometimes have an introvert nature. The relationships between squares and the buildings around them have often been historically determined. Both larger and smaller entities function as beacons in the urban fabric and structure the public spaces. Most of the iconic buildings that break through the urban fabric are in close contact with public spaces - often in the form of squares. This close interweaving strengthens the magnificence of the iconic buildings.

However, it is not just a few monumental buildings that give the public space its specific character. Small urban entities or the coherence of the urban fabric largely define the public space. The Beguinage and Markt are two very diverse examples of how the interaction between public space and buildings can characterise a neighbourhood. The Markt is primarily a number of iconic buildings in a mineral environment. The Beguinage is far more closed due to the subtle coherence of the typical houses with the green courtyard and the Beguinage church that strengthens the whole entity.

In the city centre, we can observe that this coherence takes shape in many different ways. The characteristics of a place have always expressed not only the nature of the buildings but also their function and role in the city. The Markt is the visual expression of the historical urban economic activities with the belfry as the icon of trade activity. The Beguinage on the other hand is a typical closed (religious) entity (a city of ladies) that is aimed at intimacy, peace and quiet. This is expressed visually in the typical settlement architecture and in the traditional typology of the domestic quarters around a green patio.

Green structure

Along the northern edge of the historical centre, there is a system of green spaces that characterise the urban landscape there. This entity of undeveloped spaces is a relic from the spatial structure between the two walls with the former "non-aedificandi" zone.

The green open space structure is closely connected with the green belt around Bruges, amongst other things with the woods around Bruges and the polder landscape. This also has an important historical background. The landscape around Bruges (cf. Brugse Vrije until the end of the 18th century) has always been an important support for the city. The close correlation between green inside and outside the city centre is not with regard to the landscape but also to the ecological management.

Urban landscapes and architectural design

In Bruges, the specific main structure of the city is reinforced by a special architectural design that in turn shows strong historical layering. Recent achievements have shown that the specific nature of the shapes and materials used in Bruges can be translated into contemporary programmes and construction methods.

Architecture and street scene cannot be regarded separately from the urbane morphology. As described above, there are close links between special functions and public spaces and between typologies and the city's structure. The buildings are an essential element of the materialisation of the public space. The numerous styles, each specific to a construction period between the Middle Ages and the 21st century, have helped to define the specific nature of the city centre of Bruges.

One of the basic characteristics in Bruges is the city's silhouette that is linked to the existing model. A basic fabric serves as a base to which large-scale programmes and/or remarkable buildings are grafted, both new and historical. Continuous facades are a constant in fabric that defines the varying public spaces (squares, parks, with or without water, etc.).



In Bruges, adjacent buildings often vary greatly in height, façade end, and finish. Despite the considerable variations, the consistency of the street scene is guaranteed by the materialisation of the line that separates the private space from public space, by the rhythm and verticality, but also by the rich pallet of shapes, materials, and colours.

Throughout the ages, various different expressions of architecture have shaped the city centre of Bruges. Stating that Bruges is only a Gothic city would detract from that great diversity. Each period is characterised by specific use of shapes and materials. This is also apparent on the Bruges streets that still reflect these rich historical layers.

Objectives Management Plan 2012

- new approach to the urban landscape from a global morphological perspective;
- implement "Historic Urban Landscape" as new heritage vision;
- great attention for the status of architectura minor;
- prioritise maximum preservation of the valuable systems and strengthen the unsubstantial elements in the urban landscape.

STRATEGY FOR THE WORLD HERITAGE

The ambition of the City of Bruges is to heed the UNESCO's Recommendations as much as possible and continue with the sustainable management of the World Heritage and the city. Central to this is the preservation of the Outstanding Universal Value combined with the sustainable growth of living, culture, shopping, tourism, etc. Below, a Management Plan is presented for Bruges and its World Heritage. A concrete plan of action is linked to this development plan.

1. INTRODUCTION

In 2010, the City of Bruges welcomed a delegation of UNESCO and ICOMOS experts. The visit was on the initiative of the UNESCO World Heritage centre in Paris after they had received letters of complaint from a number of heritage associations in Bruges. The visit of the delegation resulted in six recommendations by the UNESCO Committee, which were officially approved at the UNESCO general meeting in Brasilia (Brazil, 25 July – 3 August 2010).

The **six recommendations** are the following:

- "Explore ways to list the property in the framework of national legislation as an 'urban landscape' to protect the coherence and the overall urban form"
- "Undertake the study of the specific urban areas to define the urban typology and the conditions for possible future development"
- "Promote clearer and more effective links between the development interests of the city and the need to conserve the Historic Centre of Bruges, by incorporating the requirements of heritage conservation into regional planning documents"
- "Identify important views from and towards the property and incorporate their protection into urban planning documents"
- "Strengthen governance of the property to make it more proactive and incorporate this into the approved urban plan based on the approved Statement of Outstanding Universal Value"
- "Envisage the establishment of an advisory panel of experts specifically created for the property inscribed on the World Heritage List, that may be consulted as regards important projects and provide advice on their suitability at an early stage"

The UNESCO Committee's Recommendations were seized to draw up a Management Plan for Bruges and its World Heritage Property.

The update and evaluation of the 1972 Master Plan have already been discussed in this summary. What follows is the strategy for the World Heritage and the corresponding actions to be taken.

2. FEEDBACK AND EVALUATION

In the first part, the 1972 Master Plan – a milestone in Bruges' urban development and heritage policy – is updated. Special attention is paid to the analysis of the functions in Bruges' city centre between 1972 and 2012. The five-yearly update of the function maps which the City of Bruges has made since 1972 contribute to this. Specifically with a view to heritage management, the historic-morphological and typological characteristics of Bruges' urban landscape are also studied, a holistic approach which also includes less monumental heritage.

Based on the update of the 1972 Bruges Master Plan, an evaluation is made of the city's existing situation. The policy guidelines drawn up in the 1972 Bruges Master Plan are checked and whether they can be continued, or not, in 2012. This evaluation results in a development model that formulates a vision relating to the future development of the city centre. And finally in this chapter the planning and legal framework are evaluated that can be used to safeguard the World Heritage Property. Most attention goes to the context of the urban landscape and the weighing the pros and cons of the legal protection possibilities on different policy levels.

The update of the 1972 Master Plan resulted in a number of significant findings. Primarily it needs to be emphasised that Bruges' city centre, contrary to other World Heritage cities, still has a strong mix of functions, a phenomenon that contributes unmistakably to the quality of life in Bruges' city centre. In practically all functions we see that the interaction between the city centre and the surroundings has become an important issue. A number of users have – often due to increases in scale – left the city centre (e.g. care, office functions, etc.), but commerce, education, the healthcare sector and the dwelling function remain important functions in the centre. The living function in Bruges' city centre might not have been reduced; we note an important family dilution.

The ambitious *Mobility* Plan for a (s)low-traffic city centre has been consistently further implemented since the Master Plan was drawn up in various mobility plans. Nowadays, the mobility problems concern the connection of the different approach roads to the city centre.

In 1972, a concentration of *tourism* in the so-called golden triangle was chosen. To date, this is an area of tension and an issue for a balanced urban development. The possibilities in the “Brugse Ommeland” (hinterland) can additionally be studied.

When we re-evaluate the objectives of the 1972 Master Plan, we come to the conclusion that some of them are still applicable today. Supplemented by a number of new important themes, Bruges' biggest challenges can be summarised as follows:

Bruges' biggest challenges:

- The protection of housing and the housing diversity thus attracting and housing young families and students
- The continuing improvement of qualitative tourism
- Reinforcing the unique and qualitative cultural image of old and new masters
- Reinforcing the link between city centre, the global urbanized area of Bruges and its hinterland: a historic fact that still offers possibilities for development
- continue the current mobility policy in terms of further reduction of the traffic pressure in favour of strengthening the city centre as a pedestrian and cycling city
- The elaboration of a renewed vision on the World Heritage Property and on the protection of urban landscapes: this enhances a debate about heritage values, the value of the urban fabric and old and new icons in the urban landscape

3. MANAGEMENT PLAN FOR BRUGES

The findings of the previous part need to be included in the heritage management of the City of Bruges. Currently there is no standard model to draw up a Management Plan for a World Heritage Property. However, the model developed by the German UNESCO Commission is quoted most often as a good framework document that can be followed. This model was also the basis of the call for tenders for a Management Plan issued by the City of Bruges and comprises seven chapters:

The 7 chapters of a Management Plan:

1. Fundamental concern – content and objective: an introductory chapter in which the scope of the Management Plan is clarified.
2. World Heritage attributes: a list of the statement of outstanding universal value (the motivation for the nomination as a World Heritage Property) and the statement of authenticity and integrity.
3. Subject of protection, protection goal, and instruments of protection: the objectives of the protection and the resources that can be deployed.
4. Protected area: the demarcation of the World Heritage Property, its buffer zone and the main sights.
5. Management system: the structures and bodies responsible for the management, the legal documents that can be used, special issues in the Management Plan.
6. Sustainable use: the management of the World Heritage Property integrated in a global vision for sustainable development (in pursuance of the 1992 UNESCO convention of Rio de Janeiro).
7. Resources: the people and resources that need to be deployed for the optimal management of the World Heritage Property.

This structure is not entirely followed in Bruges' Management Plan. After all, every heritage site is unique and therefore requires a unique approach. However, the content provided in the German model has a place in Bruges' Management Plan with specific accents aimed at the UNESCO Recommendations. The six recommendations, listed in the introduction are essential within the future management.

In addition, a number of items which the City of Bruges will have to focus on strongly in the future are discussed in detail. The point of departure is the current policy which has already laid a solid foundation in terms of dealing with heritage. We find out how this policy works and whether adjustment is desirable. We then come to the spatial and legal policy. The majority of the answers to the recommendations are included in this. The outlines of the legal and spatial policy will be the backbone of Bruges' future heritage policy.

And to conclude, these outlines are supplemented by options that put the heritage story in a broader context. The population's involvement is essential in a city such as Bruges. By going for public participation and creating a platform, it can result in heritage awareness. In this way, the City of Bruges can write a success story that not only meets the conservation of its heritage but also the contemporary needs of a city in the 21st century. All this is catalysed in a concrete action plan that can help the City of Bruges implement and achieve its objectives. Based on this action plan, a solid policy will be developed with a broad context which incorporates all the aspects of a city and respects the status of the World Heritage Property and its universal heritage value.

DEVELOPMENT STRATEGY FOR THE WORLD HERITAGE

The conversion of the Management Plan into a spatial policy and legal documents is a crucial element of the strategy for the preservation of heritage. That is why different zones of interest are distinguished in the city. Within these specific zones, attention is paid to both the reflex to preserve and to high-quality urban renewal. For each of the zones defined it must be clear what is the most appropriate legal instrument or policy plan to help achieve the objective set. The different subzones are defined and examined in this section.

The most important observation is the interference between the outskirts and the city centre that should not be underestimated. The inner city may not be approached as an isolated island, but must be viewed in relation to its surroundings. And those surroundings go a long way. After all, it is not only the buffer zone or the surrounding urban centres that have an impact, but the connections by water and Bruges' connection from a regional, national, and even international perspective are also important to the World Heritage. With the Management Plan for the World Heritage, Bruges specifically wants to take up the numerous and diverse challenges of the World Heritage in relation to the entire city. For the World Heritage zone specifically it is important to take into account the intrinsic heritage value of the Bruges urban landscape. The heritage part must complement the development of Bruges. A constant heritage reflex is required during the further development of the city, without hindering or stifling. **The vision of the future for the World Heritage therefore goes hand in hand with a vision for dynamic and contemporary urban development.**

To indicate the complementarity of the various areas that make up the city, the Management Plan defines four different zones. Each of these zones has its own points of attention as a result of its location vis-à-vis the World Heritage and its current functioning. Within these zones the Management Plan looks for the need for legal instruments in relation to the UNESCO Recommendations. The set of legal instruments that can be used for the management of World Heritage is particularly differentiated and must be used with due consideration.

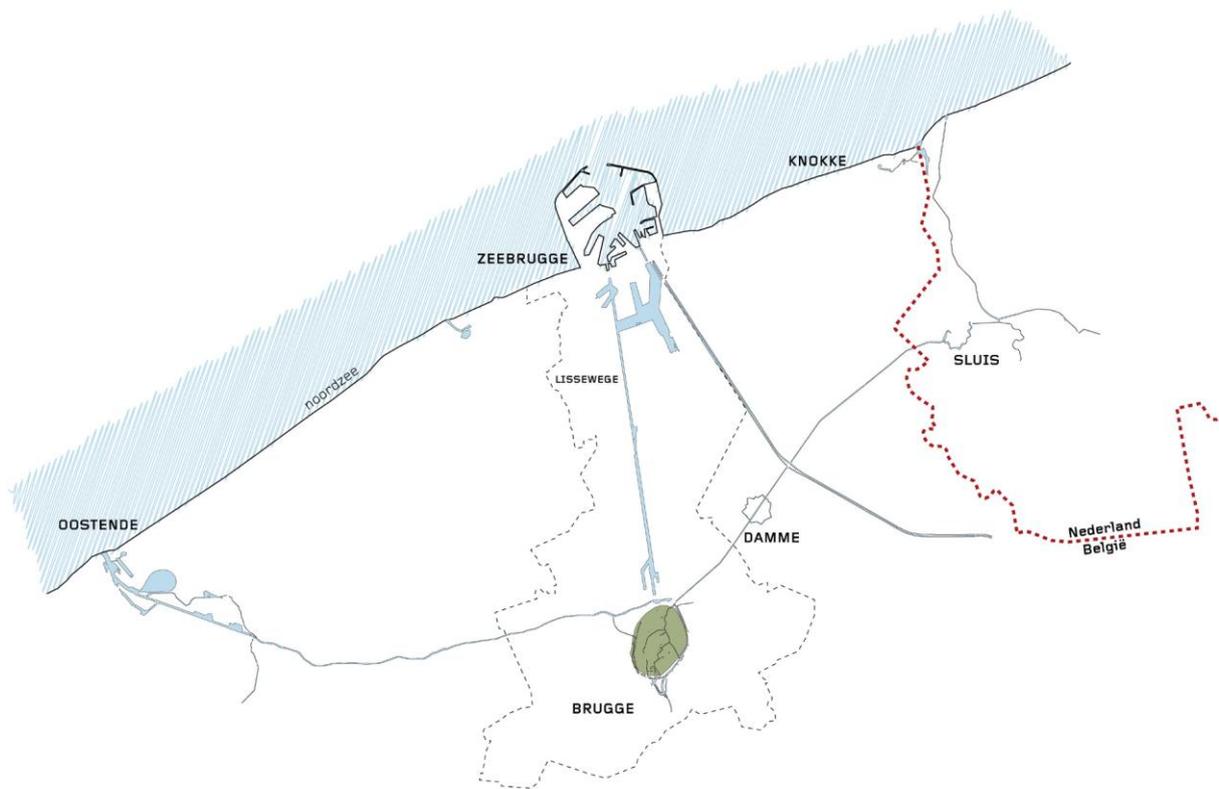
Future actions are categorised according to the specifically demarcated areas defined in the analysis and denomination of strategic areas :

- The cultural landscape
- The regional urban area
- The Heritage zone (World Heritage + buffer zone)
- The areas of strategic urban importance

As specified in the evaluation of the 'Historic Urban Landscape', there are different zones that are important for the management of the World Heritage Property. In this part, we also want to indicate how the different zones presented in the development model can be dealt with. The latter is not just necessary from a conservation reflex vis-à-vis the World Heritage Property, but must also be seen in light of qualitative urban renewal. To clearly lay this down, the debate about the legal instruments is resumed. For each of the defined zones it needs to be clear what the most adequate instrument is to guide the specified objective.

The stratification of the zones also offers possibilities for an adequate legal anchoring. In the next part of the study, the different instruments that can contribute to this are listed. It is important to note that according to article 110 of the last version of UNESCO's Operational Guidelines, the adequate management system depends on the type of World Heritage Property and the natural and cultural context. In this sense, the following instruments can be used according to UNESCO: "traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal."

We must emphasise there is not one ideal correct legal instrument to achieve the desired objectives. Depending on the specific objectives, different instruments come into consideration. These possibilities are listed in accordance with the different scale levels as determined earlier. These recommendations do not voice any opinion on certain realisations or future projects. They stand for a preventative strategy that anticipates and can guide change.



1. THE CULTURAL LANDSCAPE AROUND BRUGES

The history and the importance of the city centre can after all not be fully assessed if the historical connections with the coast and the hinterland – both via the network of waterways and or the road network – are not taken into consideration. The precise demarcation of this area is a difficult exercise; it is important to maintain a mental connection, rather than an inflexible, strict definition.

As specified in the evaluation of the 'Historic Urban Landscape', the importance of the cultural landscape around Bruges was highlighted. For centuries, Bruges' city centre acted as an administrative, economic and cultural centre for the surrounding area. The physical and mental connection with the landscape is not always as clear and can be strengthened. That is why there is a need for a cultural and landscape vision for its organisation and purpose. With regard to opening up, tourism and recreation are of the utmost importance. After all, it concerns a particularly pleasant region that is extremely suitable for hiking or trips by bicycle or boat.

With regard to tourism and recreation, a partnership in the *Brugse Ommeland* is already in place. In the region, 17 municipalities together offer tourist routes, cycle paths, accommodation, etc. In addition to increasing the visibility of such initiatives, this can also strengthen the physical and mental connection with the landscape.

The development of a common heritage vision for the wider cultural landscape can be implemented in different ways. A number of initiatives in this direction have already been worked out.

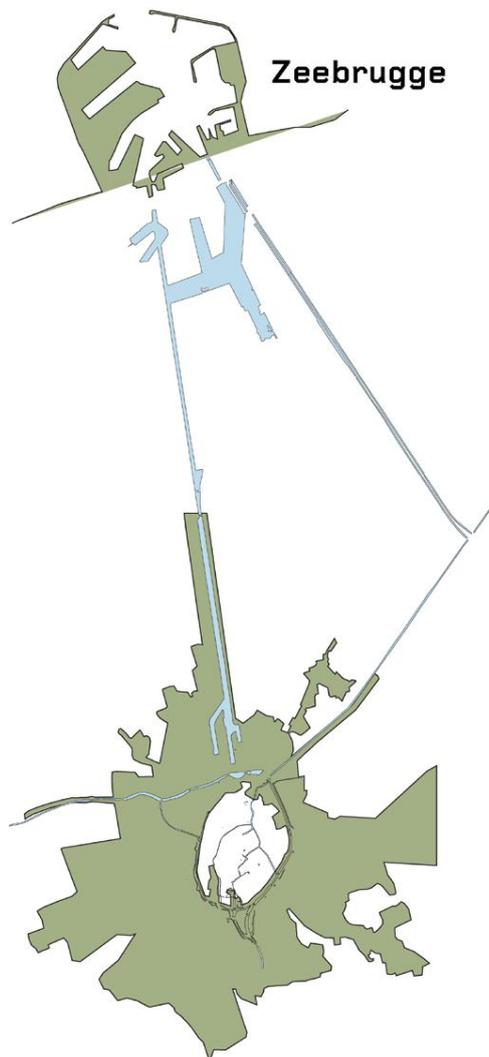
- Anchorage places are an interesting model. According to the landscape decree of 1999, an anchorage place is "an area that belongs to the most valuable landscapes, i.e. a complex of varied heritage elements that form a whole or an ensemble that shows ideal typical characteristics thanks to the flawlessness or representativeness, or is spatially important for the care or restoration of the landscape surroundings."
On Bruges' territory, one anchorage place has currently been indicated (Maleveld and Abbey of Male) and 11 anchorage places have been specified in the landscape atlas. The polder landscape around Damme and Dudzele was also included in the landscape atlas.
- The cultural landscape dimension can also be incorporated in provincial policy documents. This could be done in the provincial spatial Master Plan when it is renewed. The possibility of inter-municipal co-operation also needs to be investigated. With Raakvlak, Bruges and Ommeland already have an inter-municipal department for archaeology. With regard to this, for landscape files an inter-municipal consultation model regarding heritage vision can be considered. Clearly the City of Bruges has to be a pioneer in this.

Action plan:

The cultural landscape is an essential part of the historical memory of the city. Bruges' urban identity is to a significant degree affected by its relations to the cultural landscape in its surroundings.

With regard to organisation and opening up, this link can be strengthened by taking the following action:

- a coordinating vision with regard to the cultural landscape;
- continuing to identify strategic anchorage places (Flemish Government).



2. THE REGIONAL URBAN AREA

The definition of the regional urban area of Bruges, demarcated in the Regional Spatial Implementation Plan for the regional urban area of Bruges, consists of parts of Bruges, Damme, Jabbeke, Oostkamp and Zedelgem. Within the ensemble defined, an urban policy will be conducted that will meet the current and future need for living and working. In addition, space must also be provided for other functions such as culture, green areas on the edge of the city, mobility and recreation. Apart from a dividing line, the definition also includes a vision of the urban area as a whole.

The city centre forms the heart of Bruges and thus to a significant degree also determines the city's image. However the suburbs and the urban area around them are crucial. After all, together they form the urban area and the urban sphere of influence of Bruges. The developments that are anticipated by defining the regional urban area cannot be separated from the city centre of Bruges. The UNESCO concerns about the views of the World Heritage after all have an impact that goes beyond the zones that are currently indicated as World Heritage and the buffer zone.

In accordance with the Municipal Spatial Master Plan, the regional urban area was defined because of "its current and desired functional - spatial position in the Flemish urban structure and the spatial potential that it has vis-à-vis spatial development in Flanders." Within the urban area, an urban area policy is conducted that aims to interweave and bundle functions and facilities. Optimum use and management of the existing urban structure is central in this. Interweaving and bundling may not conflict with the accessibility and liveability of the city. From that perspective, the regional urban area is the zone par excellence to achieve strong urban development. At present there are already large-scale facilities here such as trade areas, recreational facilities, socio-medical facilities and institutes of higher education. In the future, the clustering of such large-scale facilities must be continued in a well-considered way.

During the great merger at the beginning of the 1970s, Bruges was merged with seven surrounding municipalities. Even today, the morphological interaction between the various suburbs is not as strong everywhere. However the importance of the suburbs in relation to the city centre cannot be denied. Simply on the basis of the population figures, it concerns an enormously important area where more than 80% of the total population of Bruges lives. A large part of the urban facilities has also moved from the city centre to the suburbs. In itself this is not a negative evolution, as long as the mix of functions is guaranteed both in the city centre and in the suburbs. Around the city centre there is room for a number of large-scale developments that – due to its typical urban morphology – cannot occur in the city centre itself. These developments are unavoidably located in the surrounding urban centres, but often have an impact on the World Heritage.

UNESCO explicitly states that the protection of the World Heritage Property is optimised by applying the available instruments as best as possible. The demarcation of the regional urban area (*regionaal stedelijk gebied*) is used by the Flemish government to indicate regions with an increased urban dynamic. The area outside this demarcation is more of a low-dynamic zone where developments take place in a restricted sense.

The developments anticipated with the demarcation of the regional urban area cannot be detached from Bruges' city centre. High-quality construction is important but sufficient attention needs to be paid to the fact that when the World Heritage Property is approached, the view of the characteristic silhouette of the city centre is not obstructed. A number of view perspectives along important and historic roads need to be determined. The roads that come into consideration are Albert I laan, Baron Ruzettelaan, Maalse Steenweg, Moerkerkse Steenweg, Scheepsdalelaan, Generaal Lemanlaan, Oostendse Steenweg, Blankenbergse Steenweg, Dudzeelse Steenweg, Gistelse Steenweg, Zandstraat, Torhoutse Steenweg and Koolkerkse Steenweg. Damse Vaart and the Bruges-Ghent, Bruges-Ostend and Boudewijn canals are important axes.

Specific study is required for these roads as from where special attention for the perspective on the city centre's special silhouette applies. Naturally, high dynamic urban development must be possible along these roads, but by drawing up Spatial Implementation Plans, the important perspectives need to be safeguarded.

Just like in other demarcated areas, this requirement can be included in case the Municipal Spatial Master Plan is reviewed.

The currently applicable Municipal Building Regulations already determine that for constructions with a highest point of minimum 30 metres built on Bruges' territory outside the city centre and buffer zone, a visual impact study needs to be carried out. When these sight lines are determined, maybe this maximum height could also be adjusted.

Action plan:

This area comprises not only the city centre but above all the urbanised outskirts of the city. Due to the increased importance of the interaction between the city centre and the outskirts, this concerns very important areas. A large part of the population of Bruges and the urban functions can be found in these areas.

A global and balanced vision is required within these areas amongst other things by:

- determining the sight lines with a special perspective of the city centre and implementing a vision of the maximum construction height;
- continuing the importance of visual impact studies and the accompanying application of the Municipal Building Regulations;
- translating the heritage reflex and visual impact studies into Spatial Implementation Plans for the outskirts.

3. STRATEGIC DEVELOPMENT AREAS

A number of zones, with a view to the optimal management of the World Heritage Property and the guidance of urban development, are very important. They are crucial links in the urban network. These zones of urban importance are twofold. First of all, it concerns the urbanized area of the city gates, this is very important because it is the connection between the city centre and the surrounding suburbs. Secondly, it also concerns a number of strategic development areas where a vision of future urban renewal is very important.

A number of zones specifically come into consideration for future urban development as they run across the heritage zone (World Heritage Property and buffer zone) and the neighbouring municipalities. To valorise the urban landscape value of the development areas, a global vision needs to be formulated which takes into account both the public domain, green areas and the existing and desired development. Just like in projects in the buffer zone – in accordance with the Municipal Master Plan for Urban Planning – an area-wide Spatial Implementation Plan can be drawn up which embodies the ambition into urban development.

Apart from these development areas of strategic importance, the removal of the existing discrepancy between the gates and their surroundings to the east and west of the city is also important. The suburbs to the west of the city centre developed over time in relation to the city centre and have a strong continuity with the urban fabric of the historic city centre, whilst the suburbs to the east of the city centre developed as separate entities and only entered into relations with the city centre after the great merger. The gate areas on this side never experienced development complementary to the city centre and now form a dividing line in the landscape. The separate development of the suburbs to the east of the city centre of Bruges (Sint-Kruis, Assebroek, etc.) emphasises the barrier of the ring road even more. In a global landscape vision, the undefined fabric around the city gates must be interwoven more to thus also translate the interrelationships of Bruges with its suburbs spatially and better herald the heritage city. It is these zones that are very important to Bruges and to the World Heritage since this is where the connection is made between the heritage zone and its surroundings.

To optimise the integration of the gates in the urban landscape it seems a good idea to expand the conditions applied in the Thematic Spatial Implementation Plans for the city centre to the gates. A coherent, landscape vision on the city gate areas can strengthen the position of the gates. Issues that require special attention include:

- Optimisation of the connection for the different traffic flows (special attention for pedestrians and cyclists, in particular along the very frequently used cycling and pedestrian routes).
- Accesses via water and water traffic.
- The stratification of the historic urban landscape: the importance of the approach roads to the city centre from a historic perspective and the gradual continuity of the urban fabric outside the city centre. The Spatial Implementation Plan must indicate precisely that in case of new constructions near the gates, the heritage reflex must be first and foremost. There must be attention for the visual impact from the city centre.
- Attention for the architectural heritage (the listed gates are: the Kruispoort, the Gentpoort, the Smedenpoort and the Ezelpoort) and the urban heritage (the ramparts and Damse Vaart)

Although these development areas fall largely outside the heritage zone, it is important that these heritage zones in the immediate vicinity are not neglected. This means there is a need for an elementary heritage reflex. The concern that the impact of the execution of the Spatial Implementation Plan can have on the surrounding area needs to be included in the spatial zoning. In case of a possible review of the Municipal Master Plan for Urban Planning, this concern could be explicitly incorporated. However, as long as this is not applicable, this condition could be implemented by the goodwill of the stakeholders prior to drawing up an Spatial Implementation Plan.



Superpositie van de bufferzone op het historische fortificatie

- 1. Detail van de Dampoort
- 2. Detail van de Katelijnepoort



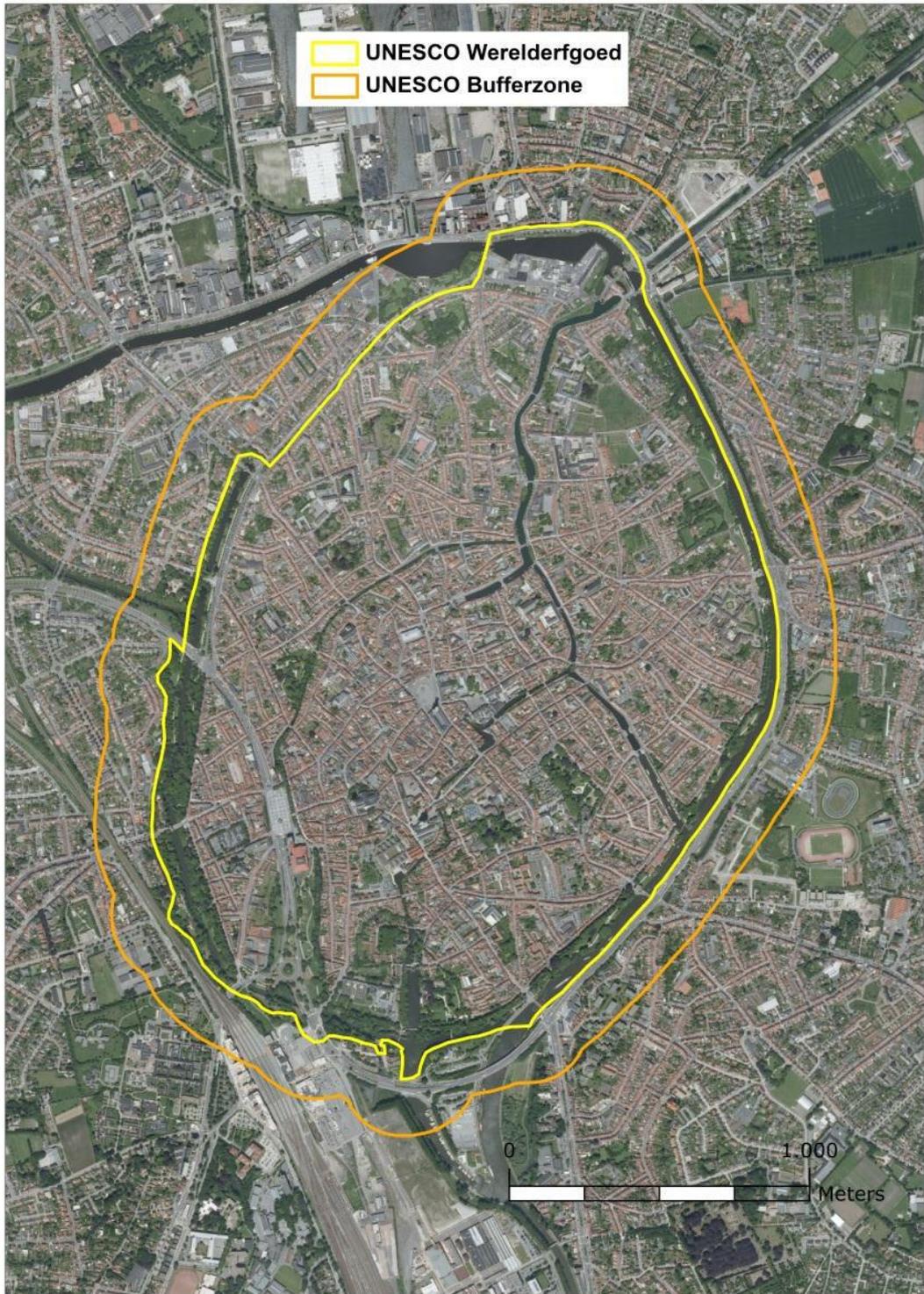
Special attention needs to be paid in the elementary heritage reflex to the possible visual impact on the World Heritage Property. One of the recommendations formulated by UNESCO explicitly says that important views from and on the World Heritage Property need to be safeguarded. In view of their proximity to the World Heritage zone, special attention needs to be paid to the proposed urban development areas. The modified Municipal Building Regulations already explicitly specifies that visual impact studies need to be carried out for high constructions:

- city centre UNESCO World Heritage zone: highest point 15 m
- in the buffer zone: highest point 20 m
- outside the buffer zone: highest point 30 m

Action plan:

These zones of urban importance and the gate areas form the transition between the particularly high-quality heritage fabric and a highly dynamic urban area. Within these areas, high-quality urban development is possible with due respect for the heritage values. The following objectives should be included:

- draw up a legal instrument for the gate areas;
- the importance of visual impact studies and the corresponding application of the Municipal Building Regulations;
- draw up a legal instrument for developments in the strategic development areas;
- draw up a vision on the maximum construction height in relation to UNESCO's Historic Urban Landscape Recommendation.



4. THE HERITAGE ZONE (WORLD HERITAGE + BUFFER ZONE)

The heritage zone comprises not only the entire city centre but also part of the surrounding water (inner harbour, ring canal, western canals) and the buffer zone. The buffer zone around the Bruges city centre is an amalgamation of urban elements without any clear coherence. At the moment, it amongst other things includes a ring road (with and without buildings), green space and commercial facilities. The Bruges' World Heritage nomination dossier motivates the buffer zone as follows: "comme zone de tampon, une bande de 200 mètres est prise. Il convient de signaler que le boulevard périphérique acte de facto déjà comme bande de tampon."

The heritage zone

Naturally, the heritage in the heritage zone is of a particularly high quality. The Management Plan wants to pronounce on how to handle the heritage appropriately supplementary to the current, existing programmes. However, in a global development vision it is important to indicate that the heritage zone is also a dynamic, urban zone that must also be approached from other perspectives.

The update and evaluation of the Master Plan has shown that the Bruges city centre is faced by a number of challenges. The past few decades have seen increasing decentralisation whereby a number of important functions have moved from the city centre to the surrounding suburbs. However, it has become apparent that an interesting mix of functions has remained in the city centre. This interweaving of functions is what has helped Bruges – in contrast to a number of other World Heritage cities – not been completely overrun by tourism. Managing the balance between the preservation of a liveable city centre on the one hand and a top tourist destination on the other hand seems to be the main challenge for the heritage zone.

It was already mentioned that the "Historic Urban Landscape" approach is increasingly applied for larger heritage areas. The morphological analysis conducted in the first part contributed to defining Bruges' historic urban landscape. The methodology of the case studies that was applied allowed criteria to be drawn up to define the historic urban landscape.

An urban landscape comprises different morphological components (public space, water, green, buildings, etc.) which, thanks to their relationship, constitute an interesting landscape. The studied zones show that the quality of the landscape often cannot be read from the individual premises that are part of it. This approach is a new concept that challenges us to, based on the existing legal instruments, find a way to keep its coherence.

The objectives for the conservation of the historic urban landscape are many.

- First of all, there needs to be meticulous study into the determining components of the urban landscape. These components are essential and need to be conserved.
- Secondly, the supporting urban fabric and morphology together with the interfering elements in the urban landscape need to be determined. In principle, the supporting elements need to be safeguarded. When the desire for change is expressed it needs to be carefully considered. Similar considerations need to be taken into account if an interfering element were to be replaced.
- Thirdly, a general vision with layout principles per city neighbourhood needs to be determined so that the aforementioned considerations can be tested against this.
- And finally, it can be desirable that for certain urban landscapes functions are determined.

Relating to the historic urban landscape, two instruments seem to come into consideration: the protection as a Conservation Area (listed urban landscape) on the one hand and a Thematic Spatial Implementation Plan on the other hand.

The protection as a *Conservation Area* would be an interesting option, but requires a very special approach. Considering that the Regional State has amassed jurisprudence in which demolition of an object within a Conservation Area is not possible, a very meticulous study as to what premises might fall outside the Conservation Area needs to be made. If the possibility of demolition is not included in the provisions of the Conservation Area, this legal instrument needs to be used very carefully. This is particularly the case for Bruges' city centre which could be frozen. The desirable replacement of certain unadapted premises in an Conservation Area would not be possible. In this way, the 1972 creed of "conservation by innovation" can no

longer be applied. In addition, the administrative burden was also quoted by the responsible minister to give a negative recommendation regarding the protection of Bruges' city centre as a Conservation Area.

The *Thematic Spatial Implementation Plan* seems a better and complementary alternative. The provisions of a Thematic Spatial Implementation Plan run quite parallel to the possibilities of a Conservation Area. Through study, it can also identify the urban landscapes as to the qualities and on parcel level decide on conservation and desired changes. It can target the historic layers of the city and make statements about valuable structures. An Spatial Implementation Plan can steer in a dynamic way and lay down specific public space or green areas.

Just like in the protection procedure, a *Heritage Evaluation Plan* is to be linked to these Thematic Spatial Implementation Plans which provides possibilities as regards protection. Contrary to a protection procedure, an Thematic Spatial Implementation Plan which indicates urban landscapes can make decisions on premises that are open to formal improvement and could possibly be demolished provided that the proposed project is more in keeping with the conditions of the urban landscape.

Clearly, the regulations of the Thematic Spatial Implementation Plan need to meticulously watch over the urban landscape, but may certainly not result in a total freezing of the city centre. Although it is currently not possible within the provisions of an Spatial Implementation Plan, the compulsory seeking of advice from external committees can be an interesting additional provision to maintain the precarious balance. Important instruments to draw up this Thematic Spatial Implementation Plan are the Heritage Evaluation Plan and the Detailed Survey Plans.

Naturally, a Thematic Spatial Implementation Plan does not exclude other legal instruments. Special valuable monuments or urban landscapes can still be listed by the Flemish government resulting in an additional guarantee of conservation. For listed monuments, their specific regulations remain applicable within the Thematic Spatial Implementation Plan as well. The Flemish government already took the initiative to launch the listing procedure for a number of important structures.

Bruges' Municipal Building Regulations at present specifies very detailed guidelines about the obligations that apply in a restoration, maintenance, or new development project. This Municipal Building Regulations are legally subordinate to the Spatial Implementation Plan, but it goes without saying that the guidelines included in the regulation constitute the minimum basis to draw up the Spatial Implementation Plan. Supplementary to the regulation, the Thematic Spatial Implementation Plan provides an additional vision based on the coherence and stratification of the urban landscape as a greater area.

The buffer zone

As is apparent from the preceding analyses, the *buffer zone* around the World Heritage Property is a rather restricted area. For the buffer zone, an integrated landscape approach was presented. Because of its restricted area, the buffer zone has a minimum protective function vis-à-vis the World Heritage Property. By including the buffer zone in the urban landscape analysis, we confirm that the urban landscapes are not restricted merely to the historic city centre, but can stretch beyond it. If the buffer zone is considered as a second layer of Bruges' heritage zone, a dual approach is proposed.

First of all the approach for the entire heritage zone – WHP & buffer zone - needs to be the same.

If the buffer zone and the historic city centre are part of a Bruges heritage zone, a similar management method needs to be laid down for both zones. Considering that for the management of the immovable heritage and the urban landscape in the city centre a Thematic Spatial Implementation Plan is preferred, is this also possible in the buffer zone. Certain urban landscapes run across the World Heritage zone and the buffer zone, so the same methodology is to be applied.

Obviously, developments in the buffer zone also need to be possible. An area-wide Spatial Implementation Plan that can be drawn up for certain subareas can be used. The feasibility of the desired destination change needs to be studied in advance and an alternative study needs to be carried out that considers the pros and cons based on a number of parameters approved by the municipal government. These Thematic Spatial Implementation Plans can cover greater areas, in which case specific elements need to be included for the buffer zone. Parameters that are important in the buffer zone specifically include the visual impact on the

World Heritage Property, the accessibility, the capacity of the site, etc. The different parameters need to be included in an objective framework of pros and cons to ensure an objective assessment.

If the alternatives study were to show that the location in the buffer zone is preferred, an area-wide Spatial Implementation Plan can be drawn up for the desired location for developments that support the city centre or are complementary. In this Spatial Implementation Plan, if applicable, the conditions laid down in the Thematic Spatial Implementation Plan also need to be specified. It goes without saying that this plan must fit in the general vision formulated in the Municipal Spatial Master Plan.

Action plan:

Since the heritage zone forms the core of the development model drawn up, it has the most actions. The point of departure is the historic urban landscapes that are implemented by a layered set of legal instruments.

- integrate the heritage reflex and preservation in policy documents and plans by elaborating a consistent Heritage Evaluation Plan;
- draw up legal instruments for the protection of the urban landscape;
- draw up Management Plans for the Beguinage and the Belfry;
- draw up Conservation Plans for existing and future urban landscapes;
- continue the listing procedure for monuments and urban landscapes;
- continue the procedure for inclusion in the Heritage Inventory of the Flemish Heritage Agency
- drawn up Detailed Survey Plans for the 9 city neighbourhoods;
- continue the grant policy for the restoration of non-listed buildings with heritage value;
- awareness for projects in the buffer zone.

Considering that the Bruges' buffer zone is only a narrow border between the city centre and the surrounding urban area and mainly falls together with the above mentioned urban areas of strategic importance and gate areas, the same actions are to be applied:

- draw up a legal instrument for the buffer zone in casu the gate areas by means of a Thematic Spatial Implementation Plan;
- the importance of visual impact studies and the corresponding application of the Municipal Building Regulations ;
- draw up a legal instrument for developments in the strategic development areas: Spatial Implementation Plan;
- draw up a vision on the maximum construction height in relation to UNESCO's 'Historic Urban Landscape' Recommendation.

WORLD HERITAGE ACTION PLAN: FLEMISH GOVERNMENT

The Management Plan is an initiative for the action to be taken aimed specifically at the management of the World Heritage of the city centre of Bruges. In this phase, it is important to indicate that as of today, the city's current policy and that of the Flemish government already have a sturdy foundation for handling heritage. However, a number of new challenges and explicit recommendations by UNESCO encourage a further reaching set of legal instruments. The aim of the action plan is to continue working on a sound policy that has a broad framework and incorporates every aspect of the city, naturally with respect for the status of the World Heritage and its universal heritage value. The action plan is a further elaboration of the action points listed in the development model.

1. CONTINUATION OF CURRENT POLICY

The Flemish government, more specifically the Flemish Heritage Agency (*Agentschap Onroerend Erfgoed*), is responsible for the **protection of (listed) monuments, urban landscapes and village landscapes**.

The government needs to step up its study into the protection of both monuments and urban landscapes. In the context of the recommendations, the Flemish government studied the possibility to protect the entire city centre as an urban landscape. A negative recommendation was issued by the Flemish government.

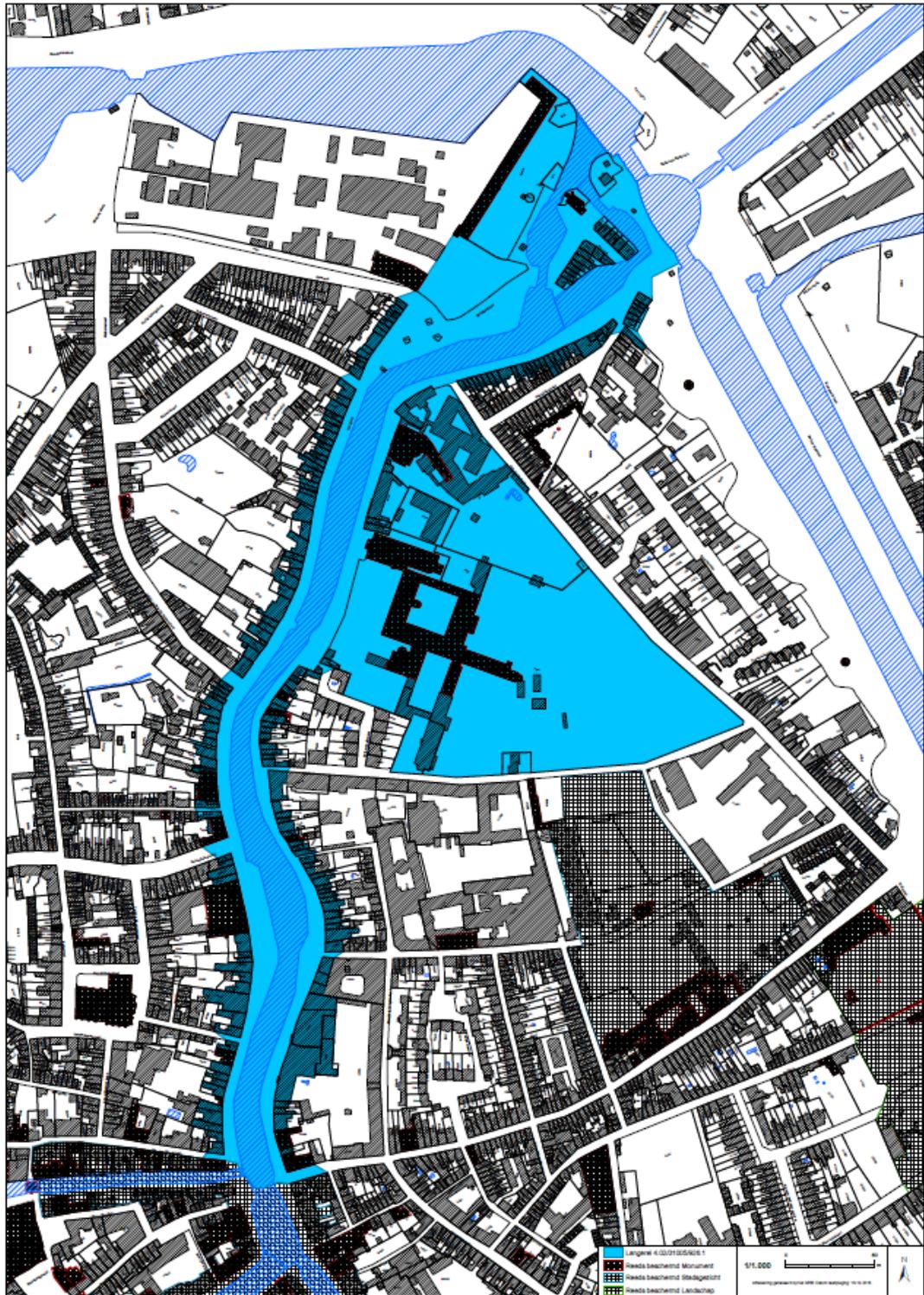
In addition to the protection policies, the Flemish government is also responsible for premiums for owners of monuments or buildings within an urban landscape with a rehabilitation plan. Owners (and in some cases tenants) of listed monuments **can apply for a restoration and maintenance subsidy, which is usually 40%**. The permanent need for these premiums for the conservation, consolidation, and restoration of heritage is not under discussion.

Other responsibilities of the Flemish Heritage Agency include opening up, managing, and making inventories of heritage. The Inventory of Architectural Heritage comprises both archaeological, architectural, landscape and maritime heritage and supports scientific research. The use of the inventory has already been implemented in the operation of Bruges' city departments.

Action plan:

The following heritage management tools are to be continued:

- restoration and maintenance **subsidies**. The maintenance subsidy is a household word in Flemish monument management. For years it has been an efficient way to support the proper maintenance of many listed monuments;
- the inventory of immovable architectural heritage;
- the procedure to protect or list monuments, landscapes and conservation areas.
- continue the procedure to protect or list monuments.



2. WORK IN PROGRESS

Urban landscapes listed as Conservation Areas

Today, the City of Bruges has 11 Conservation Areas. As the name indicates, a **Conservation Area** aims to protect a valuable ensemble of several buildings, constructions and other elements within their environment (a row of houses, a village centre with a cobbled square, fencing, canal, linden trees, etc.).

Legally speaking, protection as a Conservation Area is particularly strict. Demolition is impossible. There is a maintenance and preservation obligation for the owners. Renovation, improvement, or alteration work is possible, but is only approved with a **binding recommendation by the** Flemish Heritage Agency (*Agentschap Onroerend Erfgoed*).

It is not possible to get a **maintenance subsidy** for work in a Conservation Area until a **Conservation Plan** has been drawn up. This sums up the concrete measures that are necessary to maintain the valuable elements in the conservation and to preserve them and must be approved by the authorised minister. In addition, a local or regional executive can also obtain a subsidy for drawing up a Conservation Plan.

Following UNESCO Committee's Recommendations, the Flemish Government stated that full protection of the city centre as a Conservation Area was neither desirable nor feasible in view of the strict legal nature of that protection. Instead the Flanders Heritage Agency examined which city zones of outstanding importance would qualify for some sort of legal protection. The following were selected:

- In the first instance, the decision is taken to further expand the existing urban landscapes of Verversdijk, Sint-Annarei, Jan van Eyckplein, Spinolarei, Spiegelrei and Gouden Handrei towards the north, more in particular **along Potterierei and Langerei to the edge of the city** and the beginning of the Damse Vaart.
- The dossier of the Conservation Area of Potterierei and Langerei is finished and is being presented to the authorised minister for approval and signing. After that will follow an extensive administrative procedure.
- Secondly, a start was made on drawing up a protection dossier for **the Vesten**, the remains of the ramparts around the historical city centre. This will be a large expansion of the existing Conservation Area of the Kruisvest and environs.
- Simultaneously with the Vesten, a Conservation Area for **the Groenerei** is planned, which to the south connects to the Verversdijk and the Sint-Annarei.

In this way, the Flemish Government is aiming for a **gradual, coherent extension of the existing Conservation Areas along the historical waterways and former ramparts** that are the most important for the (visual) scene. In the future, it will be examined whether this method can be extended to for example the city's main squares (Markt, etc.).

Action plan:

- The Conservation Area of Potterierei and Langerei (forthcoming listing procedure);
- The proposal to list the Vesten (former fortifications) and the Groenerei is being prepared. Protection should be in place by the end of 2014;
- Additional individual protections are still being considered.

This in reply to the recommendation a):

–“Explore ways to list the property in the framework of national legislation as an ‘urban landscape’ to protect the coherence and the overall urban form”



WORLD HERITAGE ACTION PLAN: CITY OF BRUGES

1. CONTINUATION OF CURRENT POLICY

Level of Bruges

Over the years, the City of Bruges has made huge efforts in terms of heritage policy and management. Based on different policy measures the aim was to manage heritage consistently. Bruges' heritage policy is on two tracks: on the one hand, there is the strategic vision which is more long-term, on the other hand there are the day-to-day actions the city takes to look after the World Heritage Property. The short-term action and the long-term vision supplement each other into an integrated immovable heritage policy.

The policy is largely determined by the Mayor and Aldermen and the local council, the policy preparatory work and the implementation of the policy is in the hands of the Urban Planning Department – Sector UNESCO & the Department of Heritage Conservation and Heritage Management.

Day-to-day operation

The authorised city department – DRO UNESCO Sector, Department of Heritage Conservation and Heritage Management – is responsible for the day-to-day follow-up of the heritage policy. Within the operation of this department, there is a close entwinement of the departments responsible for immovable heritage and urban development of the Flemish Region, a rather exceptional practice in Flanders. The current urban development policy is based on maximum conservation of the existing historic building substance and a qualitative incorporation of new developments or new spatial demands in the immediate built-up area.

Building application policy

Every building application or building demand in Bruges has a contextual project-related approach. This means there is always a spatial analysis of the urban structures within the project boundaries and in the immediate context. It also means there is sufficient flexibility and freedom to approach each project separately. For every request, an acceptable and qualitative solution is sought which fits in the relative scale of the built up area and the surroundings and within the general structure of the urban context.

An important responsibility of the City of Bruges is awarding building applications. This follows a fixed pattern and requires a very alert attitude and great use of knowledge and capacity. As the City of Bruges (UNESCO sector - Department of Heritage Conservation & Heritage Management) possesses an excellent intrinsic knowledge of the city and a huge collection of basic data, any questions can be quickly responded to and the deployment of an interdisciplinary team allows a grouping of various disciplines and approaches. The Management Plan clarifies that Bruges' policy needs to be continued.

The city's strict building application policy departs from the value of the heritage. Throughout the entire process preceding the issuing of a building permit, there is a strong heritage reflex. This already starts during the exploratory talk between the architect or property developer and the city department and continues after submission of the file.

Additional recommendations from the Advisory Committee for Urban Beauty (*Raadgevende Commissie Stedenschoon*) (if the change has an impact on the facade), and from the monthly consultation between the Flemish Heritage Agency and the City Heritage Department (if it concerns more thorough works) or in case of larger projects during a specific consultation meeting with all departments concerned (Flemish & municipal urban planning & heritage departments).

The UNESCO Expert Commission is consulted for projects with possible impact on the World Heritage Property. Conclusive advice to the City Council is formulated on the basis of legal approach (a.o. the Municipal Building Regulations) and the formulated advices.

The new Thematic Spatial Implementation Plan will add an extra legal approach to the current building application policy.

Financial grants for the restoration of heritage buildings

The City of Bruges is continuously investing considerable sums in the **restoration of her own listed monuments**. A yearly ca 1.000.000€ is fixed at this purpose.

The City of Bruges is also financially involved in the **restoration of private listed monuments** in Bruges. A considerable budget of ca. 500.000€ is set free on yearly basis since many years.

The same budget of 500.000€ is also available on yearly basis for the **restoration of non-listed heritage buildings** in Bruges.

Back in **1877** the City of Bruges was already offering restoration subsidies to the owners of valuable buildings that were not listed as monuments, the so-called '**Artistic Restorations' subsidy**. The origin of this subsidy corresponds with the the Gothic Revival architecture movement and the growing importance of tourism in the second half of the 19th century.

Today, **50% of the costs of restoring all the facades and roofs that are visible from the street** can be reimbursed by the city. Usually this comprises the restoration or replacement of doors and window frames, the cleaning and restoration of brick facades or (the springing line of) the roofing.

Exceptional rear facades or interior elements (mantelpieces, joisting, etc.) can qualify for **30%**.

The maximum subsidy paid per building is **18,750 euros**.

Since 1877, around 1000 buildings have already been restored with a city subsidy. The impact of this measure on the urban landscape should not be underestimated.

Since the City co-finances a significant part of the work, strict requirements can be imposed. Disruptive elements for example (shop fronts that break the rhythm of the façade, poorly altered window openings and carpentry details, etc.) have to be resolved and valuable carpentry/joinery that is still in good condition repaired and preserved as far as possible.

BEFORE



AFTER



Strategic approach

The ambition of the City of Bruges is to heed UNESCO's Recommendations and to continue the sustainable management of the World Heritage and the city.

Preservation of the universal heritage values combined with sustainable growth of living, culture, shopping, tourism, etc. are central to this.

The UNESCO Committee's Recommendations were seized to draw up a Management Plan for Bruges and its World Heritage.

The City of Bruges must continue its current policy of heritage conservation, analysis and control of spatial developments as a function of the conservation of the character of the urban landscape. The day-to-day practice of the DRO UNESCO Sector is fed by a number of strategic policy choices, guidelines, and consultative policies.

The guidelines that feed the day-to-day operation include the following documents or instruments:

- The Municipal Master Plan for Urban Planning; not enough specific attention is currently paid to the World Heritage Property, but in case of a possible review this must certainly be integrated.
- The Municipal Building Regulations. Following the report of the UNESCO/ICOMOS mission, adjustments were implemented to obtain a legal anchoring. Since the change a visual impact study from a certain building height, depending on the location in the World Heritage Property, buffer zone or outside, is compulsory. In addition to this obligation, there is also a supplement that excludes the demolition of valuable urban landscape and art-historical heritage.
- The Detailed Survey Plans have been under development since the 1970s. In these times, premises were visited to assess their (art) historic value. In the future, there must be even more attention for heritage conservation in these Detailed Survey Plans. This must also be laid down in Special Zoning Plans (BPA), Spatial Implementation Plans (RUP) and the Municipal Master Plans for Urban Planning (GRS).
- The Heritage Evaluation Plan is an extremely suitable working tool for Bruges' city department. The heritage value of every building in Bruges' city centre is determined and mapped. This map, existing since 1972, is flexible, is being constantly refined and updated.
- In addition to the Flemish premiums and the urban subsidy for the Restoration of non-listed Buildings with Heritage Value there is also the Functional Home Improvement Grant. This grant supports work on buildings for the improvement of the physical state. It leads to a better living quality of houses and needs undoubtedly to be continued within a broader approach of the heritage policy.

A number of consultative bodies advise the city departments on the awarding of building applications or not.

The Advisory Committee of Urban Beauty, GECORO (*Gemeentelijke Commissie Ruimtelijke Ordening* or Municipal Urban Planning Commission) and the monthly consultation between the Flemish Heritage Agency and the municipal Heritage Department are established names and each has its competence as an advisory and/or consultative body.

Following the sixth recommendation, the City of Bruges, following the conclusion of the Mayor and Alderman dated 6 June 2011, established a **UNESCO Committee of Experts (ECU)** to assist the city council in the management of the World Heritage Property. Within this small group of ten members, a balance is sought between care for the outstanding universal value of the historic city centre on the one hand and the sense for pragmatism and necessary for further development of the living city on the other hand. The continuity of this group is an important signal to UNESCO, but also for the continuation of the policy.

The **UNESCO Committee of Experts'** responsibilities include:

- Giving input and assessing the drafting of the State of Conservation and the Management Plan. Criteria should be drawn up and assessed to evaluate new projects and architecture to the criteria of the OUV.
- Input and guidance of planning instruments for the WHP: the formatting of detailed surveys plans, the outline of Thematic Spatial Urban plans, adjustment of Municipal Building Regulations, local instruments for the subvention on restorations of non-listed properties, etc.
- Input and advice at an early stage on projects with a possible impact on "Statement of Outstanding Universal Value" of the World Heritage Property and on the buffer zone.

Specifically: construction of (high-rise) buildings, large-scale projects, lay-out and construction of roads and green areas, industrial projects, etc.

The recommendations of the UNESCO Committee of Experts, just as the recommendations of the Advisory Committee for Urban Beauty, GECORO, etc. become an essential element in the decision-making process of the City Council and for the reports to UNESCO.



Heritage Evaluation Map

Since its foundation in 1971, the Department of Heritage Conservation & Heritage Management has used a heritage evaluation test linked to buildings. This was translated into a **Heritage Evaluation Plan**. The plan includes all the buildings in the city centre in one of the three heritage categories: 'valuable', 'has valuable elements' and 'neutral'.

For years, visits have been organised to view buildings that are thought to have elements of art historical value in order to evaluate the impact of building applications and intended work. After forty years this way of working has resulted in an extensive library of historical research, photographic material and inventories linked with these buildings.

In preparation of the Management Plan to be drawn up (and as the basis for the ensuing Thematic Spatial Implementation Plan and the Detailed Survey Plans to be revised), in 2011 the Department of Heritage Conservation & Heritage Management started to **update the Heritage Evaluation Plan**. Immediately all the available information (Inventory of the Architectural Heritage, reference work on the Houses of Bruges, DME documents, etc.) were centralised. Each of the 10,054 buildings in the city centre is placed in one of the following **7 categories**:

0. Iconic buildings/landmarks
Visually dominant buildings that transcend the basic buildings and are significant at city or even international level.
1. Buildings with a very high heritage value
This category comprises the listed monuments and buildings that have the same value.
2. Buildings with a high heritage value
It concerns buildings that are important due to e.g. an older core or structure elements or buildings that are a good example of a certain style period, etc.
3. Buildings with some heritage value and/or urban landscape value
It concerns buildings with some heritage value and buildings that as a result of their nature, location, their size or for example because they are part of a row of the same buildings, are very important to the street scene.
4. Buildings with a supporting urban landscape value
It concerns buildings that do not really stand out in the street scene but due to their traditional façade, rhythm, use of materials and volume/scale fit perfectly in the context.
5. Neutral buildings
These buildings do not offer any specific added value to the street scene but are not disruptive either.
6. Disturbing in scale/ disturbing in the context
These buildings differ to such an extent with regard to rhythm, scale, use of materials, etc. that new architecture that fits better would be welcome.

This classification consciously unites **two different aspects: a determination of the art historical value** (on the basis of integrity, uniqueness, age, etc.) and an **evaluation of the urban landscape value within the urban landscape**. With an eye to the art historical value, the entire building is evaluated and not only the façade on the street. By recording the urban landscape value, the so-called 'minor architecture' that is also important to the street scene is also given a place.

The Heritage Evaluation Plan (HEP) will form the basis of the Thematic Spatial Implementation Plan and the Detailed Survey Plans. **The aim is to legally anchor the preservation of the valuable buildings (categories 0, 1, 2 and 3). A preservation reflex is also assumed for category 4, linked to strict conditions.** Strict conditions related to any replacement new construction will be drawn up for categories 5 and 6. These must fit in the existing street with an eye to scale, volume, texture and materials as well as in the parcel structure of the surroundings and must offer support and/or added architectural value to the urban landscape.

The Heritage Evaluation Plan is a "living" instrument that has to be refined regularly and complemented as new information becomes available or is found (a so-called *work in progress*). Additional data, as result of new

visits or additional historical research, will be implemented in the data.

This map names the decisive elements of the architectural ensemble of the historic city centre of Bruges and is therefore also closely linked to Criterion iv.

Action plan:

The following heritage management tools are to be applied and if necessary reinforced:

- Continue the current building application policy. The new Thematic Spatial Implementation Plan will add an extra legal instrument to the current building application policy.
- Ensure that the recurrent budget for continuous restoration grants for listed and non-listed heritage building is reserved in annual budgets
- Continue the expansion of the Heritage Evaluation Map. The aim is to legally anchor the preservation of the valuable buildings (categories 0, 1, 2 and 3). A preservation reflex is also assumed for category 4, linked to strict conditions.

The building application policies, the restoration grants for listed and non-listed heritage building and the Heritage Evaluation Plan all start from the evaluation of the decisive elements of the architectural ensemble of the World Heritage Property historic centre of Bruges and can be considered a consequence of *Criterion (iv): The Historic Town of Bruges is an outstanding example of an architectural ensemble, illustrating significant stages in the commercial and cultural fields in medieval Europe, of which the public, social and religious institutions are a living testimony.*

and a suitable reply to the following recommendations a), c) and e):

- *“Explore ways to list the property in the framework of national legislation as an ‘urban landscape’ to protect the coherence and the overall urban form”*

- *“Promote clearer and more effective links between the development interests of the city and the need to conserve the Historic Centre of Bruges, by incorporating the requirements of heritage conservation into regional planning documents”*

- *“Strengthen governance of the property to make it more proactive and incorporate this into the approved urban plan based on the approved Statement of Outstanding Universal Value”*

2. WORK IN PROGRESS

The high-rise document

Even today, the city still has no city policy and assessment framework for high-rise or higher buildings in the vicinity of the World Heritage site. The high-rise vision must fill this gap and make further development of the city possible.

The task comprises providing a test framework for high-rise plans, firstly by determining what the possible contribution of high-rise is to the development, image and readability of the city of Bruges and in addition by determining a vision for the most (un)desirable locations for high-rise. The municipal regulation for building, parcelling and planting already imposes a number of conditions (Art. 9§1 and art. 20) on building heights. But at present there is no real vision with regard to high-rise for the territory of Bruges. It is self-evident that the elements of the municipal regulation will be included in forming the high-rise vision and that the principles will correspond with it.

As far as high-rise's contribution to the urban fabric of Bruges is concerned, this requires careful spatial consideration. Future high-rise must naturally create added value with regard to the quality, readability, perception and sustainability for its (immediate) surroundings. The question is what the city of Bruges can take within its urban fabric in a World Heritage context. This means that sight lines of the UNESCO World Heritage or from the World Heritage site must be detected and as far as possible kept free of disruptive interventions. The potential locations must then be identified where high-rise can be built without detracting from the historical city centre protected by UNESCO. Parallel to this, it will also be examined where high-rise may not be built due to it then affecting the Outstanding Universal Value of the World Heritage.

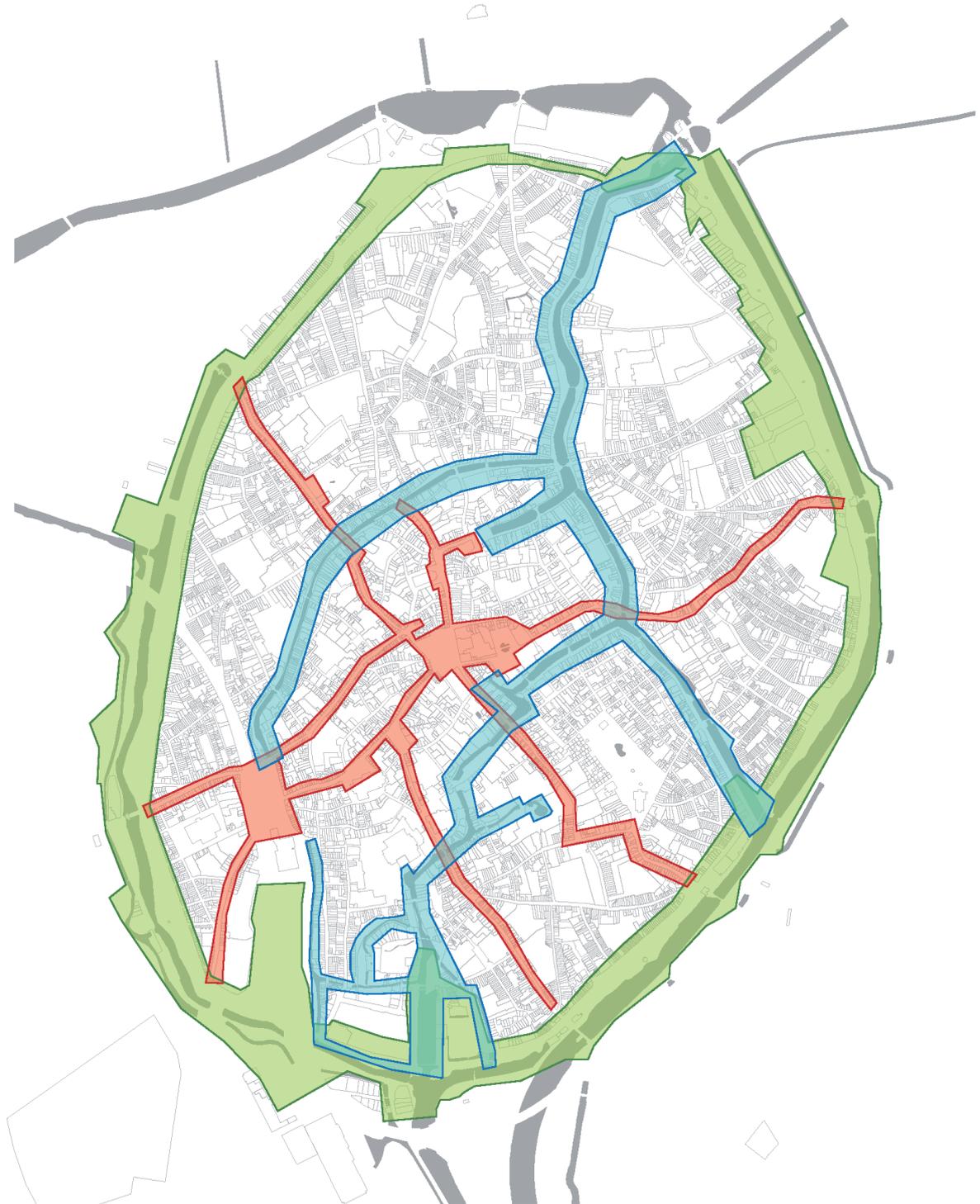
Drawing up an assessment framework for future high-rise projects entails defining guidelines and principles that ideally speaking can be translated into a checklist that can be used by the city when assessing new applications.

Action plan:

The high-rise document is used as a guideline for the assessment of the projects (living, infrastructure, trade, etc.) that will have a visual impact on the World Heritage Property. The opportunities map and the accompanying assessment framework will as a result determine the preconditions and principles for these developments.

The high-rise document is not a legal instrument but is an active policy-determining tool. The document, which will be in line with the 'Historic Urban Landscape' Recommendation, will be ready by summer 2014.

The high-rise document also wishes to provide an answer to the Committee's Recommendation d):
"Identify important views from and towards the property and incorporate their protection into urban planning documents."



Thematic Spatial Implementation Plan

The provisions of a Thematic Spatial Implementation Plan offer similar possibilities to a landscape, but are less compelling for the global nature of the landscape and can describe and record dynamic action and link limitations and urban development regulations to this. The Thematic Spatial Implementation Plan aims to preserve the urban landscape without this leading to a freeze. The Thematic Spatial Implementation Plan - after studying at parcel level, street level, neighbourhood level, etc.- pronounces on preservation and any desired changes. It focuses on the historical layers of the city and pronounces on valuable structures and not the purpose of individual parcels.

The Thematic Spatial Implementation Plan does not affect the purpose of the regional plan or existing BPAs or RUPs and only pronounces on the organisation of the area in terms of themes. This is similar with a regulation but occurs in more detail and compared to a regulation has a more public nature. Just like in the listing procedure, a heritage value layer can be added to these RUPs and this offers opportunities for protection. In contrast to a protection procedure, however, a RUP that indicates urban landscapes can pronounce on buildings that are open to formal improvement and to this end can possibly be demolished on condition that the following project signs up better for the conditions of the urban landscape. The Thematic Spatial Implementation Plan for the city centre discusses the following components of the urban landscape:

- the historical main shopping and gate streets (colour, materialisation of the buildings, profiles, etc.);
- the historical water structure and the accompanying edges (open space, buildings, street, greenery);
- the rampart streets and adjacent façade walls;
- the open space – urbanised and green - private and public.

It is essential to the urban landscape to preserve, manage and protect the historical structure of the city. In addition, the street façade profile, the rhythm of the parcel structure and the urban skyline as important characteristics of the Bruges urban appearance. They guarantee the density and uniformity of the fabric, which despite the special stratification and historic interventions in the city centre are still very strong. Combined with the provisions for the use of materials this is an important point of attention. When determining these provisions, agreement must be sought with the applicable Municipal Building Regulation.

This overview wants to provide a guideline as well as the basic conditions to which the Spatial Implementation Plan needs to provide an answer. More specifically, there are a number of major issues:

- Primarily, the city's historic structure needs to be respected. Bruges is an organically grown city with a specific pattern of streets, canals, and public space. This is essential for the urban landscape and needs to be preserved.
- Secondly, the specific morphology of the urban landscape needs to be laid down and the pros and cons of each of its components need to be reviewed. The important elements in this are the water structure, green space, public space, valuable monumental architecture, valuable *architectura minor* and the basic urban fabric. Above all, the coherence of the urban landscape needs to be safeguarded.
- Regarding the green space, it is important that there is a link and correspondence with the objectives in the Open Space Policy Plan: some zones need to be absolutely safeguarded, zones that need to be preserved or restructured and zones that need to be recovered. It is also important to determine the historic green structure in the urban landscape and in case of reorganisation or recovery of the green space, to take this historic fact into account.
- Regarding the public space, the course set out in 1972 needs to be continued. The public space needs to be laid out to the scale of the city and its user. The city is primarily for slow road users. The layout of the public space must be done in a qualitative way, with participation of residents, and respect the historic street pattern. The used materials need to be chosen with respect for the natural and built-up area. It has been noted that excessive bus traffic severely affects the streets. The solution should not be an alternative road surface such as asphalt (which is not fitting in a historic urban landscape), but a review of the load of the affected streets.
- Decisions also need to be made in the Thematic Spatial Implementation Plan regarding the desired buildings (both monumental and the basic fabric). The pros and cons regarding monumental architecture and the basic fabric need to be reviewed in detail. In certain zones a monumental operation (e.g. Concertgebouw) can be justified, in other zones a living function needs to be a priority and large-scale developments that affect the living fabric need to be avoided.

- To safeguard the coherence of the urban landscape, knowledge regarding the stratification of the urban landscape is essential. This not only applies to greater urban morphological patterns, but also to the architecture. A detailed study into the construction history of the premises within the urban landscape needs to be made. Based on this, in case of an intervention in the urban landscape it needs to be in keeping with the surroundings.
- The street facade profile, the rhythm of the parcel structure and the urban roof are important characteristics of Bruges' urban view. They guarantee the density and uniformity of the fabric, which despite the special stratification and historic interventions in the city centre are still very strong. This concern needs to be integrated in the Thematic Spatial Implementation Plan.
- And finally, the use of material is also an important issue. Restorations need to be monitored meticulously and executed with detailed prior knowledge of and respect for the present heritage. Similar provisions apply to new developments in the heritage zone. They need to be characterised by a well-considered use of materials which in terms of view respects the heritage area and is sustainable. The provisions of material use need to be included in a Thematic Spatial Implementation Plan. When laying down these provisions, correspondence with the applicable Local Building Regulations needs to be sought.

Action plan:

The Thematic Spatial Implementation Plan is a legal instrument which does not pronounce itself on the intended purpose of a parcel but does express itself on the maximum preservation and management of the urban landscape. The urban landscape is a melting pot of various elements that are all characteristic of the perception and intrinsic heritage value of the city. As a result, the Thematic Spatial Implementation Plan contains local building regulations that defines street profiles, materials, use of colour, etc. These regulations protect the urban landscape and the coherence and general uniformity within the city.

The first Thematic Spatial Implementation Plan is currently being prepared will normally be implemented by the end of 2015.

The Thematic Spatial Implementation Plan names the decisive elements of the architectural ensemble of WHP Bruges and can therefore also be linked to *Criterion (iv)*:

The Historic Town of Bruges is an outstanding example of an architectural ensemble, illustrating significant stages in the commercial and cultural fields in medieval Europe, of which the public, social, and religious institutions are a living testimony.

and wishes to find a suitable answer for recommendation a) and e):

“Explore ways to list the property in the framework of national legislation as an ‘urban landscape’ to protect the coherence and the overall urban form”

“Strengthen governance of the property to make it more proactive and incorporate this into the approved urban plan based on the approved Statement of Outstanding Universal Value”

Conservation Plans for listed landscapes and listed Conservation Areas

A **Conservation Plan** is a policy instrument aimed at future development that supports actions in a Conservation Area. The aim of the plan is to preserve and/or strengthen the protected historical characteristic of the urban landscape.

The city takes care of drawing up **Conservation Plans** for existing and new urban landscapes. The aim of a **Conservation Plan** is to achieve the following:

- The heritage characteristics of the main structure (ways, water, division into parcels, building lines, scale, location, density and situation of the buildings, scale of the open spaces, etc.) are preserved.
- Changes to the heritage elements or component parts of that main structure are tested against the historical characteristics.
- The functional and architectural development of the urban development is weighed up against the historical development.

The **Conservation Plan** is aimed both at preserving and strengthening the cultural historical values and the further functioning of the urban landscape and its surroundings in accordance with the historical development process. The plan defines and describes the heritage characteristics and the heritage elements of the Conservation Area and indicates the way in which they can be:

- preserved and maintained;
- repaired and revalued;
- protected against decline and depreciation.

On the basis of the **Conservation Plan** approved by the minister, a maintenance subsidy can be awarded for work on heritage elements and heritage characteristics of the Conservation Area. This work can only qualify for a subsidy if it is named in the approved **Conservation Plan**. This plan will thus contain an exhaustive list of work. The drafting of the **Conservation Plan** is based on thorough research into the construction history and specific characteristics of each building and the development of the urban landscape. Thus the **Conservation Plan** contains information about all the valuable buildings and their characteristics, construction history, photographs, postcards, etc. and offers the necessary information for the execution of work within the framework of maintenance subsidies.

Action plan:

The **Conservation Plan** creates an overview of the action and measures to be taken in order to guarantee the preservation and conservation and to counter the decline of listed Conservation Areas. In this way, the **Conservation Plan** offers a solution to the fear of a gradual deterioration of the 'outstanding universal values' of the World Heritage. The revaluation plan is a policy plan that has been approved by the minister and is furthermore binding.

At present, **Conservation Plans** are being drawn up for the following Conservation Areas:

- Redemptorists Convent Conservation Area;
- Minnewater Conservation Area (consists largely of the listed monument Beguinage);
- English Convent Conservation Area.

These assignments will be completed mid 2014.

In 2015, a **Conservation Plan** is scheduled to be drawn up for the Conservation Area formed by Spiegelrei, Gouden-Handrei, St.-Annarei and surroundings (credits 2014).

A **Conservation Plan** is immediately linked to the new Conservation Areas being created.

The **Conservation Plans** offer a suitable reply to the recommendation a) and e):

- "Explore ways to list the property in the framework of national legislation as an 'urban landscape' to protect the coherence and the overall urban form"

"Strengthen governance of the property to make it more proactive and incorporate this into the approved urban plan based on the approved Statement of Outstanding Universal Value"



Detailed Survey Plans

Detailed Survey Plans are limited studies of an area aimed at a certain neighbourhood. The Detailed Survey Plans have been drawn up since the 1970s. Such plan, that is more detailed than a Spatial Implementation Plan, does not have any legal certainty and its inherent voluntary nature in principle offers not a single guarantee that the option(s) taken will be applied and implemented. Thus the Detailed Survey Plans are more of a development model, an urban development conceptual model that later may possibly be legally translated into an Spatial Implementation Plan.

Detailed Survey Plans are limited to a city neighbourhood in which an intensive inventory and evaluation is carried out of the buildings and neighbourhood and desired future developments are determined. Thus in addition to the historical layers and heritage value, extensive research is also carried out into the spatial properties and context within the neighbourhood and the current functioning at neighbourhood level.

Detailed Survey Plans are aiming at a flexible vision of the future and using inventory maps sketch a clear picture of the neighbourhood as it lives and functions today. Thus maps are drawn up which show the existing activities and functions and the green structures and movement patterns are also charted. After this inventory phase, there is an evaluation phase. During this phase, the construction, architectural and art historical value of individual buildings and open spaces is evaluated. These plans pronounce on how they fit into the surroundings, the urban walls and the evaluation of the art historical and landscape value of the architectural heritage and public space. In the last phase, the projection plans are drawn up, in which a zoning plan is made for the neighbourhood. This amongst other things includes providing new facilities, removing disruptive functions and initiatives with regard to the traffic pattern and spatial functioning of the neighbourhood.

Action plan:

Detailed Survey Plans are intended as a development model aimed at the preservation and reassessment of the historical city but also at growth in function of local needs and wishes. They are not legal documents but are policy documents for handling building applications and urban renewal projects. They offer guidelines and sketch preconditions geared specifically to the specific character of a neighbourhood but still within the total vision for the city.

The plans may be legally translated later into a municipal Spatial Implementation Plan and are drawn up per neighbourhood (9 in total for the historic centre of Bruges). It takes about one year to complete one Detailed Survey Plan. In 2013 a start was made on the revision of the Detailed Survey Plan for the West-Bruges neighbourhood.

The *Detailed Survey Plans* examine the structuring elements of the architectural ensemble of the historic city centre at neighbourhood level and can be considered a consequence of *Criterion (iv)*

The Historic Town of Bruges is an outstanding example of an architectural ensemble, illustrating significant stages in the commercial and cultural fields in medieval Europe, of which the public, social, and religious institutions are a living testimony.

and provide a suitable reply to the recommendation b):

“Undertake the study of the specific urban areas to define the urban typology and the conditions for possible future development”

Communication strategy

The City of Bruges is responsible for the communication vis-à-vis citizens and facilitating the participation of citizens. This is done based on a double setting of tasks in the short and long-term.

In the short term, it is clear the city must communicate clearly about the Management Plan and the need for it. All too often, the people of Bruges have to read newspaper articles that put a negative slant on the situation in Bruges. Through a targeted communication policy a lot of current misunderstandings can be remedied and a platform can be created for the people of Bruges. The entire heritage dynamic needs to be taken into account. People often struggle with questions and uncertainties relating to heritage and heritage maintenance and by providing correct and accessible information, the spectre that is still too often raised with regard to the conservation of monuments, can be put into perspective and explained. This communication can be achieved by interacting with citizens, e.g. through workshops, information sessions, heritage clubs, a website, etc.

The population needs to be addressed and reminded to participate. Heritage conservation needs to come from and be part of a cultural identity. There needs to be a debate and a clear story told. In this way, the connection between heritage and citizens can be strengthened and in the long term, this will result in a heritage platform. This platform is important to, on the one hand, respect the knowledge and relicts of the past and, on the other hand, to increase the maintenance of heritage in the future.

Children and youngsters are an important category that deserve extra attention. People need to be made aware of heritage and the appreciation for heritage from a very young age. Support can be requested from UNESCO in the context of the 'World Heritage in Young Hands' project. But creative workshops, schools, Bruges Heritage network, the youth department, Vlieg!, Tapis Plein, etc. can also contribute and be stimulated to work around heritage. Heritage awareness does not come about quickly, it takes years. Once established it will bear fruit and be passed on automatically.

Vis-à-vis tourists too – after all, they are also important users of the city – it is important to tell the whole story. Often only the classic stories are told and the main monuments shown, but not the full story of the city and its development or the significance of the World Heritage Property in 2012. And the link with the intangible heritage such as the Procession of the Holy Blood should not be forgotten either.

Action plan:

The city is taking up its role as the party responsible for communication with its population and has commissioned a specialised communication agency to develop a strategy. This strategy should focus on all the inhabitants of the city and should use various means and channels of communication. In this way the city wishes to provide information but also create support and develop an appropriate participation process. This assignment will start in 2014 and will run for a longer period of time. The aim is to make both the Management Plan and the current assignments known to the citizens.



NETWORK AND COMMUNICATION

In the previous part, we outlined the spatial and legal framework. Considering that Bruges' city centre is a place where a lot of people live and work, it is important to depart from a broader approach rather than just the legal heritage story. This is an important item that has also been put forward strongly in UNESCO's operational guidelines, the German model for management and the definition of a Historic Urban Landscape. It shows the need to develop a broader and more comprehensive framework for the management of World Heritage Property. In addition to material heritage, the integration of intangible heritage, urban planning, social and educational aspects, etc. also need to be considered.

The supplementary options formulated here are largely inspired by the two-day international symposium "World Heritage cities in the 21st century" organised in Bruges in May 2012. The international knowledge and exchange of experience provided a good foundation to fine-tune these options. Experience from other cities and World Heritage Properties are an ideal source of inspiration because they have to deal with the same problems.

In every World Heritage Property, the importance of an in-depth understanding of the current situation and the wishes and needs of its different users is obvious. Most World Heritage cities are in the first place cities where people live. These cities evolve and thus constantly change. Some changes cannot be steered, others can. In this steered change, the heritage aspect must always be one of the pillars taken into consideration in the policy. In other words, there must be a constant interaction between the desire for heritage conservation and the desire for municipal development.

Network and sector communication

A constant concern which surfaces in different World Heritage cities is the difficulty to approach UNESCO directly or enter into a dialogue. This is the consequence of UNESCO's organisational structure. UNESCO has a secretariat function and via its structure works with external consultative bodies such as ICOMOS. They act as a privileged partner in discussions and are able to help support the general vision regarding the implementation of a Management Plan. In addition to ICOMOS, two other consultative bodies have an important role: IUCN (International Union for Conservation of Nature) and ICCROM (International Centre for the Study of the Conservation and Restoration of Cultural Property). Still, the need for direct contact and debate remains great; both between the World Heritage Properties and with the other stakeholders in the sector.

Networks & partnerships

By exchanging experience and knowledge with other World Heritage cities, one's own heritage policy can be updated and strengthened. This is possible by finding 'sister cities' facing similar problems and entering into partnerships. In this way, a network can be created between cities with a constant exchange of visions and information. The search for these cities can be done relatively easily because serial nominations are used with a clear common framework. This is also possible via the Organisation of World Heritage Cities (OWHC/OVPM). Within this organisation, which has 238 members, the objective is to support cities in the application and improvement of their management methods linked to the specific requirements. They also stimulate co-operation and exchange of information in the field of conservation and management between cities as well as the development of solidarity between members. Another possibility is participating in and/or launching European projects.

The City of Bruges' international cell needs to find out what the possibilities are and what partnerships can be reached. They can develop in a knowledge network in which open communication is key.

On a local level the collaboration with the Urban policy Office and the Urban fund of the Flemish government must be continued. The long-term policy agreement that is reached must contain a heritage reflex.

The 'World Heritage networks and partnerships' can be supplemented by smaller, thematic working groups or projects. Networks can also be built around a number of specific themes (e.g. water management in a historic city centre, new media to encourage more tourism, revalorisation of industrial sites) that feed and strengthen the World Heritage story.

Sector communication

Communication between the different services and authorities that are responsible for Bruges' World Heritage Property and World Heritage Properties in general is also an important issue. Many different parties are involved in the heritage site story as a result of which the communication between the different partners is often unclear and indirect. The distance between the local level and the local needs and UNESCO is too great. This means there is little opportunity to enter into a dialogue with each other, which immediately highlights the need for a communication platform.

Open communication that works both top-down and bottom-up is important for the heritage sector. To encourage this, communication intermediary levels can be used. These intermediary levels can react quicker and ensure a more efficient communication.

- International level: internationally, an organisation such as OWHC/OVPM or ICOMOS can act as an intermediary platform. The situation as urban World Heritage Property can be used as the basis for a communal front. In co-operation with partner cities, it could be interesting to study whether the creation of an intermediary level on international level can be useful and is feasible.
- National level: nationally, the communication with UNESCO is via the Flemish government and the City of Bruges cannot contact UNESCO directly. This is not always as simple because the operation is currently incorporated in a political framework. The heritage policy must be pursued and developed across political boundaries. The establishment of a Competence centre or World Heritage Property support centre could offer a solution. The recognition as World Heritage Property can be considered a common basis for the participants.
- Local level: the opportunity to establish a local platform where people can go with any concerns regarding the World Heritage Property should also be considered. Examples such as 'Mr UNESCO' in Brussels and World Heritage Property co-ordinators in the United Kingdom could provide inspiration for Bruges. The creation of a contact could involve citizens more and provides an opportunity to work more efficiently. The local authorities and services would be able to provide answers to problems within the World Heritage Property which are not important enough to send to UNESCO. It is important to anchor this operation well to ensure this contact becomes an authority and is able to really reassure the population.

Monitoring

Since the revision of the operational guidelines, UNESCO wants World Heritage Properties to regularly report their progress through the so-called 'periodic reporting'. This keeps the information about the World Heritage Properties up-to-date, provides an understanding of the management and the monitoring, changing circumstances can be notified, information can be exchanged between heritage sites, etc. This is important vis-à-vis UNESCO, but also for the internal operation. Since the recognition as a World Heritage Property, this has not yet been done in Bruges. The state of conservation which was drawn up in the context of this study is a first 'periodic report'. For the next intermediate reports, the City of Bruges can be supported by the UNESCO Committee of experts (ECU).

When a nomination file is drawn up, it is noticeable the parties go to great pains to gather data and information about the heritage, the condition of the heritage, etc. This should also be an integral part of the management of the heritage. The development and implementation of a management policy is the best way to continue this monitoring. For the management of a World Heritage Property, methodological and scientific support are required.

Since the early seventies, when the first Bruges Master Plan was drawn up, the City of Bruges started monitoring. One of the main monitoring tools comprises the registrations of municipal functions in the city centre. In 1982, it was decided to carry out a registration of the functions every five years to map the evolution. This was done every year with the exception of 2007. The City of Bruges needs to ensure this registration is consistently continued and is analysed using a correct methodology.

Between 1972 and the mid-eighties, architectural and heritage value evaluation maps were drawn up in the context of the Detailed Survey Plans. This is currently continued with the Heritage Evaluation Map. This is a flexible working document that is constantly fine-tuned and modified. The City of Bruges must make sure this instrument is used.

Monitoring needs to be much wider than just heritage. Tourism, visitor's pressure, economic return, socio-economic quality of life, mobility, impact of the climate on World Heritage Properties, etc. can be monitored. Based on far-reaching monitoring, the policy can be better aligned with the broad framework that heritage management implies. After all, heritage can act as an engine for development, monitoring can help support this development.

FUTURE OF THE WORLD HERITAGE

The city of Bruges aims to comply with the consecutive recommendations made by UNESCO as closely as possible and wants to initiate a sustainable management of the heritage and the city. The main focus is the preservation of universal heritage values in combination with sustainable growth in terms of housing, culture, commercial areas, tourism, etc.

The recommendations made by UNESCO were applied at once to establish a Management Plan for Bruges and its World Heritage Property.

Shared responsibilities

The responsibility of implementing the Management Plan and the accompanying actions is shared between the city of Bruges and the Flemish authorities. Both authorities have a lot of experience in heritage matters and must make use of this knowledge when carrying out and guiding future policies. They also have a responsibility towards citizens. Given the financial investments made under such policies, citizens should be kept openly informed with correct information about any plans made and their progress. This will contribute to the creation of a support base. When all the parties involved are kept informed with correct information about the value of their heritage, they will understand the need for maintenance and restoration work, and for managerial and financial efforts.

Not only authorities but also social stakeholders should be involved in the implementation of the policy. They will be able to offer relevant input and a better picture of the impressions in the field. The person or team implementing the action will be listed under each action. Naturally, the city of Bruges will always play a leading role in these matters and will bring together several players.

Finances

The implementation of a heritage policy requires financial efforts. Considerable financial efforts have been made in the past and will continue to be made in the future. A number of authorities will need to contribute.

On-going investments by the city of Bruges

The city of Bruges has maintained an integrated policy for urban renewal and heritage conservation and care for more than forty years. Throughout the years, it was able to develop a municipal department with a sound knowledge base to help implement and support the policy. The City of Bruges department for urban planning, in casu UNESCO sectorand de department for Heritage Conservation and Heritage Mangement employ 15,2 full-time equivalents on an annual basis. In facts a total of 16 people are employed at the municipal Spatial Planning Department for the UNESCO, Christus Koning and Lissewege sector, and at the Department of Heritage Conservation & Heritage Management. Department Head Ingrid Leye is supported by four staff members in the field of Heritage Conservation & Heritage Management, 3 staff members for case management (building applications), 1 urban planner, 4 staff members at the department for urban planning, 2 staff members in the field of building inspections and 1 administrative assistant (see overview in annex).

In addition to the municipal departments, the city of Bruges also offers a number of incentive bonuses to encourage local residents to care for and maintain their (heritage-listed) houses. A yearly budget of 500,000€ is fixed at this purpose. In 2011, 364,619 euros were granted under the incentive bonus for the restoration of non-listed buildings with heritage value (previously referred to as Artistic Restorations/'Kunstige Herstellingen'). The allowance can be up to a maximum of 18,750€ per house.

Next to this a yearly budget of 500,000€ is set free for restorations on private listed monuments, and next to this the City Council's department for Building Management is investing over 1,000,000€ a year on the restoration of listed monuments in property of the City.

A bonus for functional home improvements is also available for houses that are 40 years old or more. To be eligible for a bonus, the total cost of the work carried out must exceed 1,750 euros. The bonus covers 40% of the total cost (with a maximum of 4,500 euros over a 10-year period).

Encouraging residents to care for the local heritage should be an on-going effort. Therefore, it is important to take this considerable expense into consideration when setting up future budgets.

On-going investments by the Flemish authorities

The Flemish authorities, and in particular the Flemish Heritage Agency, conduct a policy of management and preservation. At the same time, they support and raise awareness among local authorities and residents by offering advice, subsidies and bonuses. The first point of contact at UNESCO Flanders (currently Piet Geleyns) and the point of contact at the Flemish Heritage Agency (currently Miek Goossens) play a key role in these partnerships in heritage affairs.

The Flemish authorities also offer grants, such as the maintenance bonus and restoration bonus for listed buildings. These bonuses can be applied towards the maintenance or restoration of monuments or urban landscapes. The bonuses should be made permanent in the future.

The West-Flanders department of the Flemish Heritage Agency employs 1.2 full-time equivalents on an annual basis. This is based on the more than 600 heritage-listed monuments and urban landscapes, more than 6000 non-listed heritage buildings, the buffer zone and the archaeological heritage.

Resources for the achievement of a number of new objectives from the Management Plan

Several new actions have been proposed in the action plan, which require financing. The city of Bruges is responsible for finding the necessary financial and other resources to implement these actions. In the interest of future policies by the city of Bruges, it is of crucial importance that the proposed actions are actually carried out.

CONCLUSION

The recognition of Bruges by UNESCO is a great honour, but also involves particular obligations. First of all, these obligations should make us aware of what is going on, of the process that resulted in the inclusion in the list of World Heritage Sites, of the values that made this possible. We remain indebted to this process.

The historic centre of Bruges remains the focal point of urban life. The transformation of the city does not stop, despite the age-old tradition of conservation of the façades, texture and structure of the city. Change can be seen in every new use of a building, in every urban development, in the value attached to heritage, in the public space etc. This way the city proves its durability, its capacity to adapt to new requirements and demands.

Heritage is the main driving force behind the evolving circumstances and thus proves it is durable and has an active existence, and that it is possible to reconcile changes with the essence of heritage.

Recent recommendations by UNESCO underline the need for a strong attitude towards the conservation of the the attributes of the Outstanding Universal Value, as recognized by the Committee.

Because of the city's status as a World Heritage city, management is a permanent balancing act between conservation of the Outstanding Universal Heritage Values on the one hand and high-quality renewal on the other. This Management Plan starts from the Outstanding Universal Values of Bruges. It describes a consistent management policy by drawing attention to heritage management in the first place. But also by initiating a number of actions to outline a well-considered development as a lively city, without harming the integrity and authenticity praised in the World Heritage recognition.

The evaluation of the Master Plan of 1972 presented a number of challenges for the historic city centre. The Management Plan aims at reconciling all these challenges into a distinct strategy.

Bruges' biggest challenges for the future are:

- The protection of housing and the housing diversity thus attracting and housing young families and students
- The continuing improvement of qualitative tourism
- Reinforcing the unique and qualitative cultural image of old and new masters
- Reinforcing the link between city centre, the global urbanized area of Bruges and its hinterland: a historic fact that still offers possibilities for development
- Continue the current mobility policy in terms of further reduction of the traffic pressure in favour of strengthening the city centre as a pedestrian and cycling city
- The elaboration of a renewed vision on the World Heritage Property and on the protection of urban landscapes: this enhances a debate about heritage values, the value of the urban fabric and old and new icons in the urban landscape

The implementation of the Management Plan and the accompanying actions is the shared responsibility of the City of Bruges and the Flemish Government. The action plan falls apart into a twofold program of actions.

1. The continuation of current management policies and tools for the World Heritage Property :

On **regional level** (Flemish government) the following heritage management tools are to be continued:

- restoration and maintenance subsidy for listed buildings. The maintenance subsidy is a household word in Flemish monument management. For years it has been an efficient way to support the proper maintenance of many listed monuments;
- the Heritage Inventory of the Flemish Heritage Agency
- the procedure to protect or list monuments, landscapes and Conservation Areas.

For the **City of Bruges** the following heritage management policy and tools are to be applied and if necessary reinforced:

- Continue the current building application and heritage policy : within both the heritage preservation is the major asset. The new Thematic Spatial Implementation Plan for the World Heritage Property will add a powerful legal instrument to the current building application policy.
- Ensure that the recurrent budget for continuous restoration of city monuments and grants for private listed and non-listed heritage buildings is reserved in annual budgets
- Continued specific attention is needed for the future of religious buildings and other important historic complexes in the historic city centre; research into additional functions for these complexes is necessary
- Continue the expansion and updating of the Heritage Evaluation Map, and keeping it up-to-date. The aim is to legally anchor the preservation of the valuable buildings (categories 0, 1, 2 and 3). A preservation reflex is also assumed for category 4, linked to strict conditions.

The building application policies, the restoration grants for listed and non-listed heritage building and the Heritage Evaluation Plan all start from the evaluation of the decisive elements of the architectural ensemble of World Heritage Property historic centre of Bruges.

2. Specific new actions for future management of the world heritage property

Considering the Outstanding Universal Values of the World Heritage Property, considering the importance of the historic urban landscape of the historic city centre in relation to its surroundings, and following the Operational Guidelines of the World Heritage Convention and the UNESCO “Historic Landscape” Recommendation, different actions have been set in to place in order to formulate and adequate management strategy.

The following legal and policy instruments are being specifically elaborated by the City of Bruges in order to formulate an adequate answer to the UNESCO Recommendations:

- the high-rise document
- the Thematic Spatial Implementation Plan
- the Detailed Survey Plans
- the Conservation Plans for listed Conservation Areas

The city is also taking up its role as the party responsible for ***communication with the population*** and has commissioned a specialised communication agency to develop a strategy. This strategy should focus on all the inhabitants of the city and will use various means and channels of communication. In this way the city wishes to provide information but also create a greater consciousness and support, and develop an appropriate participation process.

This assignment starts in the spring of 2014 and will run for a longer period of time. The aim is to make both the Management Plan and the current assignments known to the citizens.

Since summer 2010 the City of Bruges has set up a very ambitious programme and in addition is constantly earmarking substantial credits to realise it.

Bruges therefore hopes that this Management Plan is a suitable reply to the UNESCO Operational Guidelines and the formulated Recommendations and that it will secure the future of our World Heritage Property.

ATTACHMENTS

1. MANAGEMENT PLAN OVERVIEW OF ACTIONS

Excerpt of original extensive Management Plan version.

The drafting of a management plan leads to actions that need to be carried out in order to implement the plan. These actions have been initiated as soon as the management plan has been approved.

This list of actions has been completed **in bold** with actual status.

GENERAL INITIATIVES FOLLOWING THE VISITATION	
Completed actions	Draft a management plan Research the integral preservation of the inner city Legal framework for certain guidelines (urban planning regulations) Establish an advisory council consisting of experts
By whom	Management plan & advisory council : City of Bruges, (appointed firm: SumResearch) Integral preservation of the inner city : Flemish authorities
FUNDING	City of Bruges
BUDGET 2011	Management Plan = 99.159,50€
Actions in progress that need to be continued	Research additional heritage-conservation areas (canals, squares, etc.) Register municipal functions Heritage evaluation cards
By whom	City of Bruges, Flemish authorities
FUNDING	none
BUDGET 2014-2019 (2017)	10.000€ FOR FIVE-YEARLY FULL ACTUALISATION OF MUNICIPAL FUNCTIONS
GENERAL INITIATIVES FOLLOWING THE IMPLEMENTATION OF THE MANAGEMENT PLAN	
Action 1	Translate the management plan into English for the UNESCO World Heritage Centre in Paris
When	2012 (after approval in principle)
By whom	City of Bruges – Unesco sector initiative
FUNDING	Estimate: 20,000 euros
RECURRENT BUDGET FOR ALL UNESCO RELATED TRANSLATIONS	10.000€
Action 2	Publication of the book: 40 years Master plan for Bruges and Management Plan for Unesco World Heritage Bruges
When	2013
By whom	City of Bruges initiative
FUNDING	Estimate: 50,000 euros
NO BUDGET WITHHOLD	DIGITAL COMMUNICATION

Action 3		Communication strategy: plan moments of communication concerning the management of Unesco World Heritage
When	End of 2012 – beginning of 2013	
By whom	City of Bruges – initiative by the Urban Planning Department Unesco sector in cooperation with the Communications Department (possibly an additional external partner in communications)	
FUNDING	To be determined	
BUDGET 2013	99.016,72 €	
Action 4		Monitoring the management plan
When	End of 2012 – beginning of 2013	
By whom	City of Bruges – initiative by the Unesco Sector, Department of Heritage Conservation & Heritage Management in cooperation with the Communications Department (possibly an additional external partner in communications)	
FUNDING	Estimate: 15,000 euros	
BUDGET	NO BUDGET REQUIRED	
Heritage zone (World Heritage + buffer zone)		
The heritage zone consists of the World Heritage zone and the buffer zone. Three World Heritage Properties are located within this zone. The immaterial World Heritage of the Procession of the Holy Blood takes place in this zone as well. This particular element requires an integrated approach. As the heritage zone is at the core of the development model drawn up, it comprises the highest number of actions. The historic urban landscape acts as a guiding principle that is implemented by legal instruments at different levels.		
Action 1	Continuing the current policy of heritage preservation and the analysis and guidance of urban developments in function of sustaining integrity as well as the character of the urban landscape. Incorporating a fundamental heritage reflex in urban planning documents.	
When	Current	Action is already a fact Continued implementation under existing and future Spatial Implementation Plans
By whom	City of Bruges	All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Department of Heritage Conservation & Heritage Management
FUNDING	NO ADDITIONAL FUNDING REQUIRED	
Action 2a	Guarantee that attention is paid to heritage preservation in existing and future Spatial Implementation Plans (RUP) and Special Zoning Plans (BPA)	
When	Current	Action is already a fact Continued implementation under existing and future Urban Planning Implementation Plans
By whom	City of Bruges	All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Department of Heritage Conservation & Heritage Management
FUNDING	NO ADDITIONAL FUNDING REQUIRED	
Action 2b	Incorporate a fundamental heritage reflex in urban planning documents.	
When	Upon review of the Municipal Master plan for Urban Planning (GRS) 2013	PROPOSAL FOR REVIEW OF MUNICIPAL MASTER PLAN FOR URBAN PLANNING FORMULATED to the City Council Implement heritage reflex in basic document and policy objectives
By whom	City of Bruges	Urban Planning Department

FUNDING	CITY OF BRUGES Urban Planning Dept.	250,000€
BUDGET 2014		250.000€
Action 2c	Draft management plans for World Heritage Properties in Bruges	
When	Immediate MANDATORY TASK	Management plans for Beguinage and Belfry
By whom	City of Bruges	Unesco Sector in cooperation with VZW De Wijngaard, Bruges' heritage partners and Flemish Heritage Agency respectively
FUNDING		NO FUNDING REQUIRED
Action 3a	Develop Thematic Spatial Implementation Plans for urban landscapes Incorporate heritage reflex (see action 1)	
When	2013, 2014 et seq.	Thematic Spatial Implementation Plans for 9 urban quarters in the heritage zone Initiative: Unesco sector -
By whom	City of Bruges	Initiative for open call for tenders : Unesco sector – Department of Heritage Conservation & Heritage Management Draft specifications for “Thematic Spatial Implementation Plan Heritage Zone” (TUPIP) Funding to be determined prior to drawing up specifications Approx. 25,000 to 50,000 euros per Spatial Implementation Plan (depending on demarcation and size – min. 2 Spatial Implementation Plans)
FUNDING	PREPARATIONS FOR BUDGET 2012	100,000 euros
BUDGET 2012		One TSIP for World Heritage Zone - in elaboration : 99.498,30€
Action 3b	Develop conservations plans for existing and future listed urban landscapes (see action 2A)	
When	2013, 2014 et seq.	Examine the possibilities for existing urban landscapes
By whom	City of Bruges	Initiative for open call for tenders : Unesco Sector – Department of Heritage Conservation & Heritage Management I Whether or not in cooperation with a private research firm/
FUNDING	PREPARATIONS FOR BUDGET 2012	25,000 euros
BUDGET 2012		24.986,50€
BUDGET 2014		25.000€
Action 3c	Research additional listing of heritage sites (monuments + urban landscapes)	
When	Continuation	Initiate deliberations on the drafting, demarcation and criteria
By whom	Flemish Heritage Agency	Flemish Heritage Agency in collaboration with Unesco sector- Department of Heritage Conservation & Heritage Management/
FUNDING		NO FUNDING REQUIRED
Action 4	Continued drafting of Detailed Survey Plans for the 9 urban quarters	
When	2013, 2014 et seq.	Detailed Survey Plans for the 9 urban quarters Possibly leading to an Spatial Implementation Plan covering the whole area
By whom	City of Bruges	Initiative for open call for tenders : Unesco sector drafts the specifications for “ Detailed Survey Plans ”

		Call for candidature among research agencies Approx. 50,000 euros per quarter
FUNDING	PREPARATIONS FOR BUDGET 2012	100,000 euros
BUDGET 2012 BUDGET 2014-2019		92.710,20€ 50.000€ on yearly basis
Action 5	Continuation of the municipal grant policy (restoration of non-listed buildings with heritage value) and research into possible expansion for <i>architectura minor</i>	
When	Current 2013 et seq.	Note with criteria submitted to the City Council 22 June 2012: Attention to structures of “minor value” – attention to urban landscapes Proposal for expansion/amendment of regulations for procedures in function of the preservation and reassessment of urban landscapes
By whom	City of Bruges	Unesco Sector – Department of Heritage Conservation & Heritage Management
FUNDING	City of Bruges – annual funding “Kunstige Herstelling”	Maintain funding “Artistic Restorations” 400,000 euros Monitor possible impact of grant changes
RECURRENT BUDGET		500.000€ on yearly basis
Action 6	Equal treatment of buffer zone and World Heritage zone by the UNESCO Sector team	
When	Management plan proposal: expansion of the scope of the Unesco sector to peripheral areas Immediate	Not viable due to fragmentation of sectors. Shared responsibility among all sectors. Advice is currently sought regarding projects for inventory premises. Expand advice request to Unesco sector for projects with possible impact on the WHP Incorporate case-based structural discussions among sectors
By whom	City of Bruges	Initiative led by alderman and director. Immediate start-up: All Urban Planning Dept. sectors – Unesco Sector – Department of Heritage Conservation & Heritage Management
FUNDING		NO FUNDING REQUIRED
Demarcated regional urban area		
<p>These areas are located outside the city centre of Bruges yet incorporate very important areas given the increased importance of the interaction between inner city and peripheral areas. A large part of Bruges residents and municipal functions are located within these areas.</p> <p>Highly dynamic urban zones listed in a Regional Spatial Implementation Plan are the guiding principle behind this as they cannot be regarded separately from the World Heritage Property. A global and balanced vision is required for these areas.</p>		
Action 1	Implementing the urban planning regulation for mandatory visual impact studies (for building heights of 30m or more), including for a number of applicable Thematic Spatial Implementation Plans or Spatial Implementation Plans that are being prepared	
When	Current	Immediate
By whom	City of Bruges	All sectors
FUNDING		NO FUNDING REQUIRED
Action 2	Establish view axes with a special perspective on the inner city in an Spatial Implementation Plan	
When	2013	See action point 3A under “areas of urban importance”

		TO BE INCORPORATED IN: Drafting the "Note on high-rise buildings" in accordance with HUL recommendation
By whom	City of Bruges	Initiative for open call for tenders : Unesco sector in partnership with all Urban Planning Dept. sectors Draft the specifications for "study assignment"
FUNDING	PREPARATIONS FOR BUDGET 2012	(reminder: see 3A areas of urban importance)
Areas of urban importance and city gate zones		
The areas of urban importance zones act as a framework for the transition from the exceptionally high-quality heritage network and highly dynamic urban areas. Within these areas, there are opportunities for high-quality urban development with respect towards heritage values. A distinction is made between city gate areas (where historical axes connect the surrounding Ommeland region) and two potential development areas to the north and to the south of the inner city		
Action 1	Elaboration of Thematic Spatial Implementation Plans for gate zones with specific attention to the historic layers and to the continuity of the urban fabric , to the connection of mobility assets and to the incorporation of heritage items	
When	2013	Parallel to the elaboration of Thematic Spatial Implementation Plans for the heritage zone (overlap) Specific zones : junction of Canal to Damme – junction historic gates en city centre to suburbs (Moerkerkesteenweg/Maalsesteenweg – General Lemanlaan – Baron Ruzettelaan)
By whom	City of Bruges	Initiative for open call for tenders : Unesco sector in partnership with all Urban Planning Dept. sectors Draft the specifications for "study assignment"
FUNDING		Approx. 50,000 euros per plan
BUDGET		50.000€ X 4 (2015-2016)
Action 2	Continuing the current policy of building regulations with mandatory obligation to analyse visual impact of new development higher than 20m..	
When	Current	Action is already a fact through City Building Regulations
By whom	City of Bruges	All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Preservation and Restoration of Heritage Property
FUNDING		NO ADDITIONAL FUNDING REQUIRED
Action 3a	Elaboration of a "note on high-rise building" in accordance with the HUL-recommendation	
When	2013	Consequence of Unesco recommendations and Management Plan Unesco sector drafts the specifications for " Note on high-rise building" and related themes
By whom	City of Bruges	Initiative for open call for tenders : All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Department of Heritage Conservation & Heritage Management
FUNDING	PREPARATIONS FOR BUDGET 2012	100.000€
BUDGET 2012		45.254€
Action 3b	Elaboration of Spatial Implementation Plans for developments in areas of urban importance	
When	2013 e.a.	Long term policy whenever reconversion of sites becomes urgent. SIP for Station Area already in elaboration. Larger station area : elaboration SIP starts 2012

		Northern area : when necessary
By whom	City of Bruges	Initiative for open call for tenders : All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Department of Heritage Conservation & Heritage Management
FUNDING		Approx. 50,000 euros per plan
BUDGET		NO BUDGET WITHHOLD
Cultural landscape		
The cultural landscape is an essential part of the historical memory of the city and creates an area that supports the city from a geographical, historical, social and economic point of view. The urban identity of Bruges is greatly influenced by its relation to the cultural landscape of its surroundings. This link can be made even stronger in terms of opening up new areas and developments		
Action 1	Establish strategic anchor locations	
When	2012-2013	Currently (continuation of indexing in the landscape atlas) Insist with authorised bodies
By whom	Flemish authorities Urban Planning & Flemish Heritage Agency	Authorised sectors Urban Planning Dept.
FUNDING		NO FUNDING REQUIRED
Action 2	A coordinated vision regarding the cultural landscape	
When	2013, 2014?	
By whom	Intermunicipal partnerships, province	City of Bruges initiative: Cultural sector, Tourism and Unesco Invitation to the Province of West-Flanders and regional municipalities Funding for expenses in relation to intermunicipal partnerships
FUNDING	Expenses	5.000 euros
BUDGET		NO BUDGET WITHHOLD
OTHER ACTIONS GENERAL POLICY		
Action 1	Tourism: continued promotion of holiday stays and repeat tourism Shift the focus to broader tourism through storytelling, communicating the whole story...	
When		New strategic plan for Tourism in Bruges
By whom		City of Bruges Tourism office initiative: Invitation to the Province of West-Flanders and regional municipalities Funding for expenses in relation to intermunicipal partnerships
FUNDING		The command is finished
Action 2a	Create heritage awareness through debate, education, participation, promotion, etc.	
When		Upon approval of the management plan
By whom		Unesco sector in partnership with heritage and local associations, etc.

FUNDING		100.000€
BUDGET 2013		72.207,96€
Action 2a	Young people and heritage: involve young people in heritage matters through education	
When	Upon approval of the management plan	
By whom	City of Bruges, schools, youth associations	
Funding	To be determined	
BUDGET		SEE 2a
Action 3a	Research intermediate levels: sister cities. Look into possible partnerships with other cities	
When	Upon approval of the management plan	
By whom	City of Bruges	
FUNDING		RECURRENT BUDGET
Action 3b	Research intermediate levels: platform of local heritage cities . Examine possibilities to improve approachability for citizens	
When	Upon approval of the management plan	
By whom	City of Bruges	
FUNDING		RECURRENT BUDGET
Action 4	Expand monitoring: tourism, economic return, socio-economics, mobility, etc.	
When	Upon approval of the management plan	
By whom	City of Bruges, all city departments involved	
FUNDING		RECURRENT BUDGET
Action 5	Periodic reporting: mandatory update on current status to UNESCO	
When	annually	
By whom	City of Bruges	
FUNDING		RECURRENT BUDGET

2. MULTIDISCIPLINARY TEAM SECTOR UNESCO, CHRISTUS KONING & LISSEWEGE DEPARTMENT OF HERITAGE CONSERVATION & HERITAGE MANAGEMENT

In 1971 a Municipal Department for Historic Monuments & Town Renewal was set up in Bruges, being the very first team of professionals in Heritage in Belgium at the time. The team counted not more than 4 people.

Yet from the early beginning, the team was charged with all problems concerning the conservation of monuments, but also with all building applications within the historic city centre. This unique combination could harmonise the policy for both points ensuring maximum respect for the historic heritage.

Today, the sector UNESCO and the Department for Heritage Conservation & Heritage management still work very closely together and have grown to a highly qualified team of specialists, as well on the level of heritage conservation & management as on planning issues concerning the historic city.

Ingrid Leye

Master's degree in Architecture, Sint-Lucas School of Architecture, Ghent 1976

Raymond Lemaire International Centre for Conservation and Town Renewal, Bruges 1976-1977

Affiliated with the city of Bruges as an architect and town and country planning officer since 1 March 1979

Appointed Municipal Urban Planning Official since October 1999

Appointed Acting Head of Department for the Unesco, Christus Koning & Lissewege sector and of the Department for Heritage conservation & Heritage Management since 1 February 2009

Site manager for UNESCO World Heritage in Bruges since 1 June 2011

Municipal Urban Planning Official Flanders training programme, 2002

Urban Projects Master class training programme, 2007 - 2008

Heritage Conservation & Management

Brigitte Beernaert

Master's degree in Art Sciences, Ghent University, 1974

Master's degree in Press and Communication, Ghent University, 1975

Employed as an architectural historian / heritage officer by the city of Bruges since 1977

Organiser of Architectural Heritage Days and weekends (Open Monumentendagen) in Bruges for the last 25 years, organiser of exhibitions,;

Author of scientific publications on Bruges and its architectural heritage

Joris Nauwelaerts

Architectural Engineer, Master's degree at Ghent University 2003

Master's degree in Monument and Landscape Management, Henry van de Velde Institute, Antwerp, 2006

Operating as a restoration architect from 2003 until 2007

Employed as a heritage officer by the city of Bruges since 30 September 2007

Sofie Baert

Master's degree in Art Sciences, Ghent University, 2001

Master's degree in Monument and Landscape Management, Henry van de Velde Institute, Antwerp, 2006

Polychrome restoration and preservation specialist, Anderlecht

Employed as a heritage officer by the city of Bruges since 2010

Christophe Deschaumes

Master's degree in Art Sciences, Ghent University, 2001

Master's degree in Monument and Landscape Management, Henry van de Velde Institute Antwerp, 2003

Attaché by the National Agency for Monuments and Sites of the Brussels Capital Region from 2004 until 2012

Employed as a heritage officer by the city of Bruges since 1 March 2012

Thomas Wets

Architectural draughtsman, Royal Academy, Bruges.

Monument & Conservation training programme, Vormingsinstituut voor KMO W-Vlaanderen vzw (SME Training Institute West-Flanders), Bruges

Professional experience in restoration with restoration contractor Arthur Vandorpe, Bruges, from 1992 until 1996

Employed as a technical services assistant by the city of Bruges since January 1997
Specialist in restoration of joinery and woodwork.

Heritage Management and building application policies

Inge Mispelaere

Architectural Engineer, Master's degree at Catholic University of Leuven, 1999
Master's degree in Preservation of Historic Towns and Buildings, Raymond Lemaire International Center for Conservation, Leuven, 2002
Urban Planning & Town and Country Planning, University College Ghent, 2006
Employed as an architect / building application officer by the city of Bruges since August 2000
Appointed Municipal Urban Planning Official since December 2002

Katrien Roels

Master's degree in Architecture, Henry van de Velde Institute, Antwerp, 1995
Real estate expert, Vormingsinstituut voor KMO W-Vlaanderen vzw (SME Training Institute West-Flanders), Ostend, 1999
Introduction in Town and Country Planning, Institute for Administrative Law, Province of West Flanders, 2010
Employed as a building application officer by the city of Bruges since February 2009

Annelies Saron

Master's degree in Architecture, Sint-Lucas University College for the Sciences & the Arts, Ghent, 2006
Master's degree in Town and Country Planning and Urban Planning, Ghent University, 2009
Urban Projects Masterclass training programme, 2009 - 2010
Employed as a Municipal Urban Planning architect & building application officer by the city of Bruges since March 2009

Urban Planning

Korneel Morlion

Architectural Engineer, Ghent University, 2006
Master's degree in Urban Planning, Ghent University, 2007
Employed as an urban planning officer by the city of Bruges since April 2011

Luc Meulemeester

Architectural draughtsman, Royal Academy, Bruges, 1972
Monument & Conservation training programme, Vormingsinstituut voor KMO W-Vlaanderen vzw (SME Training Institute West-Flanders), Bruges
Employed as a draughtsman by Groep Planning Bruges 1973-1979
Employed as a technical services assistant by the city of Bruges since May 1979
Administrator of GIS applications and local databases for heritage and planning

Philippe Mabilde

Interior Design, University College Ghent, 1998
Postgraduate degree in Monument and Landscape Management, Antwerp, 2009
Employed as a technical services assistant by the city of Bruges since May 2011

Bernard Schotte

Master's degree in History, Ghent University, 1982
Employed as a technical services assistant by the city of Bruges since 1996
Author of several historical works on the history of housing and the history in Bruges in general

Building Inspection

Frédéric Vanderschaegen

Graduate in Topography, University College Ghent, 1975
Land Surveying studies, 1977
Employed as Head Assistant technical services / building inspector by the city of Bruges since April 1989

Sven Weissenborn

Accounting / Information Technology, Royal Atheneum, 2002
Employed as a technical services assistant / building inspector by the city of Bruges since February 2011

Administrative Support

Natalia Ovchinnikova

Employed as an administrative assistant by the city of Bruges since 1 April 2008

Responsibilities of the team:

Heritage Conservation

- Monitor and advise all restorations of protected and non-protected heritage buildings in Bruges (private and public property)
- Monitor municipal restoration grants for non-listed heritage buildings
- Advise on Building Applications for valuable heritage buildings in the Unesco sector
- Advise on building applications for heritage buildings across the entire Bruges city.
- Recording of valuation records and heritage valuation cards for the Unesco, Christus Koning & Lissewege sector
- Architectural historical research, history of buildings, historical research, etc.
- Documentation on architectural knowledge of monuments in Bruges
- Organise Heritage Days (Open Monumentendagen and Erfgoeddag) in Bruges and exhibitions
- Organise the 2-yearly Heritage & Restoration Award for Bruges
- Communicate/share knowledge with third parties, experts and students
- Building inspections where building application permits have been issued
- Etc.

Case Management and Urban Planning

- Process of building applications for the Unesco, Christus Koning & Lissewege sector
- Organization the Advisory “Committee for Urban Beauty” (Committee for the Urban Landscape Bruges)
- Research potential sites for building construction within the Unesco sector in conjunction with heritage officers
- Guide and monitor urban planning processes and other planning processes for the Unesco, Christus Koning & Lissewege sector
- Data management for developments within the Bruges World Heritage site
- Guide and monitor competition procedures
- Inventories and input in studies and external assignments (management plan Unesco, thematic RUPs [Urban Planning Implementation Plans], heritage valuation cards, detailed survey plans, preservation plans, etc.)
- Building inspections at all sites where building permits have been issued
- Pre-policy research and reporting on heritage site preservation, tourism, mobility, etc.
- Organise and perform secretarial duties on behalf of various advisory bodies
- Etc.

UNESCO World Heritage site Bruges

- Guide and monitor the management of the Bruges World Heritage site
- Organise and monitor the deliberations with the State party on world heritage site related issues
- Report to the State party on cases of conflict with Unesco
- Report periodically to the State party on behalf of Unesco Paris
- Organise the visit by Unesco to Bruges in March 2010
- Organise calls for tenders for specific studies within the framework of the management of the Bruges World Heritage site
- Guide and monitor the establishment of a “State of Conservation” study and a “Management plan” (2011-2012)
- Guide and monitor follow-up tasks in relation to the management plan, i.e. establishing
 - Thematic Urban Planning Implementation Plans for urban landscapes
 - Detailed survey plans for the Bruges World Heritage site (9 urban quarters - 2013-2017)
 - Preservation plans (2013- 2015)
 - Note on high-rise buildings in Bruges (2013)
 - Communication strategy
 - ...
- Organisation of the Colloquium 2012 on issues surrounding “World Heritage sites in the 21st century”

- Organise, prepare the content and perform secretarial duties for the Bruges Unesco Experts Committee since 2011.
- Elaborate an international platform in conjunction with other World Heritage cities in Europe
- Participate in meetings within the OWHC network
- Participate in international congresses on issues surrounding World Heritage cities, etc.
- Attend study days, lectures and training sessions within the framework of the management of the Bruges World Heritage site
- Etc.

3. IMPLEMENTATION OF THE RECOMMANDATIONS

UNESCO RECOMMENDATIONS		IMPLEMENTATION OF ACTIONS & RESOURCES										
2010	2012	ONGOING DONE	MANAGEMENT PLAN	2013	2014	2015	2016	2017	2018	2019		
R. 3 Gradual erosion of the OUV on WHP	R. 4 Reiterate B. 3.2010			ARTISTIC RESTORATIONS Since 1877 – private non-listed buildings with heritage value - Annual budget : 500.000€ FLEMISH GOVERNMENT - RESTORATIONS OF LISTED MONUMENTS Private listed building - Annual City Budget: 500.000€ CITY OF BRUGES & FLEMISH GOVERNMENT - RESTORATIONS OF LISTED MONUMENTS in property of City of Bruges Annual City Budget: 1.000.000€								
R. 4a) list the property			URBAN LANDSCAPE CONSERVATION PLANS for LISTED LANDSCAPES IN WHP	URBAN LANDSCAPE CONSERVATION PLAN "Verwerdijk, Spiegelrei, Gouden Handrei, enz." 2015: 25.000€ URBAN LANDSCAPE CONSERVATION PLAN "Verwerdijk, Spiegelrei, Gouden Handrei, enz." 2014: 25.000€								
R. 4b) study of the specific urban areas			FLEMISH GOVERNMENT URBAN LANDSCAPE PROTECTION	FLEMISH GOVERNMENT URBAN LANDSCAPE PROTECTION "Canals of Bruges: Groenerei, Dijver, enz.) FLEMISH GOVERNMENT URBAN LANDSCAPE PROTECTION "RAMPARTS"								
R. 4c) incorporate requirements of heritage conservation into regional planning documents	R. 3. Reiterate B. 4d) 2010		DETAILED SURVEY PLANS	DETAILED SURVEY PLANS "WEST-BRUGGE-kwartier" - 92.710.20€ DETAILED SURVEY PLANS "EZZELSTRAAT-kwartier" 2014: 100.000€ DETAILED SURVEY PLANS "SEMINARIE-kwartier" 2016: 100.000 DETAILED SURVEY PLANS "MAGDALENA-kwartier" 2018: 100.000€								CITY OF BRUGGE DETAILED SURVEY PLANS "LOUVROUWE-kwartier" 2019: 100.000€
R. 4d) Identify important views	R. 3 Reiterate B. 4d) 2010		applicable	applicable								applicable
R. 4e) Effective governance + Establishment of approved urban plan	R. 3. Adopt Management Plan in 2013 to MWIC for submission by Advisory Bodies + B. 4e) 2010		THEMATIC URBAN PLANNING IMPLEMENTATION PLAN	THEMATIC URBAN PLANNING IMPLEMENTATION PLAN for the "WHP HISTORIC URBAN LANDSCAPE" - 99.498.30€ HIGH RISE NOTE - 45.254€								
R. 4f) Establishment of advisory panel of experts	R. 4f) Establishment of advisory panel of experts		THEMATIC URBAN PLANNING IMPLEMENTATION PLAN	THEMATIC URBAN PLANNING IMPLEMENTATION PLAN for the "WHP HISTORIC URBAN LANDSCAPE" - 99.498.30€ THEMATIC URBAN PLANNING IMPLEMENTATION PLAN for the "CITY GATE ZONES" - 2016 - 50.000€ THEMATIC URBAN PLANNING IMPLEMENTATION PLAN for the "CITY GATE ZONES" - 2017 - 50.000€ THEMATIC URBAN PLANNING IMPLEMENTATION PLAN for the "ZONES OF STRATEGIC URBAN IMPORTANCE" 2015: 50.000€								
			4 meetings in 2012	3 meetings in 2013								To be continued
			Expert Commission (see B. 4f) approved on July 10 th 2011 by city council)									To be continued
			MANDATORY ADVICE OF EXPERTS COMMISSION UNESCO	To be continued								To be continued
			WHP COMMUNICATION PLAN	COMMUNICATION PLAN - 72.207.96€								To be continued

IMPLEMENTATION

UNESCO RECOMMENDATIONS



4. GLOBAL INVESTMENT AND BUDGET SPECIFIC ACTIONS MANAGEMENT PLAN (in euros)

CITY OF BRUGES MANAGEMENT PLAN	GLOBAL INVESTMENT AND BUDGET SPECIFIC ACTIONS (in euros)							
		2013	2014	2015	2016	2017	2018	2019
URBAN LANDSCAPE PRESERVATION PLANS for LISTED LANDSCAPES IN WHP	24,986.50	25,000	-	-	-	-	-	-
DETAILED SURVEY PLANS	92,710.20	50,000	50,000	50,000	50,000	50,000	50,000	50,000
HIGH RISE NOTE	45,254.00	-	-	-	-	-	-	-
THEMATIC URBAN PLANNING IMPLEMENTATION PLAN	99,498.30	-	50,000	50,000	-	-	-	-
EXPERTS COMMISSION UNESCO	10,000.00	10,000	10,000	10,000	10,000	10,000	10,000	10,000
WHP COMMUNICATION PLAN	72,207.96	-	-	-	-	-	-	-
TOTALS	344,656.96	85.000€	110.000€	160.000€	110.000€	60.000 €	60.000€	

5. OTHER CITY INVESTMENTS WITH POSSIBLE POSITIVE IMPACT ON WHP

OTHER CITY INVESTMENTS WITH POSSIBLE POSITIVE IMPACT ON WHP (in euros)							
ACTIONS	2014	2015	2016	2017	2018	2019	
URBAN DEVELOPMENT BRUGES							
REVISION OF URBAN DEVELOPMENT MASTER PLAN BRUGES – STUDY ASSIGNMENT	250,000						
URBAN POLICY BRUGES							
VALORISATION PROJECTS OF VACANT BUILDINGS			500,000	500,000	500,000		
RELIGIOUS AND OTHER HERITAGE IS GIVEN A NEW FUNCTION WHERE DESIRED							
- Third-party fees	30,000	30,000					
- Subsidies for maintenance of convent gardens and other religious grounds	50,000	50,000	50,000	50,000	50,000	50,000	
- Studies for redevelopment of former religious buildings	25,000	25,000	25,000				
- Valorisation of former religious buildings & community goods		250,000		250,000		250,000	
REALISATION OF MANAGEMENT PLAN FOR OPEN SPACE IN THE CITY CENTRE,	50,000	50,000	550,000	50,000	50,000	50,000	
5-YEARLY UPDATING OF THE FUNCTION DATA OF THE HISTORICAL CITY CENTRE				10,000			
TOTALS	405,000	405,000	1,125,000	860,000	600,000	350,000	