

Spatial planning as a way to stakeholder involvement in cultural heritage management. Examples from Northern Europe

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Legally binding as well as informal spatial planning instruments have been widely used as archaeological heritage management tools at the archaeological sites Gokstad, Oseberg and Borre in Norway, Jelling in Denmark and Danevirke and Hedeby in Germany. In all sites substantial experience with stakeholder participation has been gained. Different approaches have managed to improve local awareness of heritage values while it was possible to overcome concerns. The integration of cultural heritage into formal planning has increased the level of monument protection whereas informal planning tools were more capable of reconciling the need for development of communities and cultural heritage management.

Keywords: World Heritage, local communities, community participation, planning process, management

Vincoli legali e pianificazione informale sono stati strumenti ampiamente utilizzati nella gestione dei siti di Gokstad, Oseberg e Borre in Norvegia, Jelling in Danimarca e Danevirke e Hedeby in Germania. In tutti i siti si è raggiunta una sostanziale partecipazione degli stakeholder. Differenti approcci hanno permesso di aumentare la consapevolezza locale dei valori del patrimonio ed è stato possibile superare le difficoltà. L'integrazione del patrimonio culturale nella pianificazione ha facilitato la tutela, mentre strumenti di pianificazione informale hanno permesso la mediazione tra le esigenze della comunità e la gestione dei siti culturali.

Parole chiave: Patrimonio dell'Umanità, partecipazione sociale, comunità locali, pianificazione, gestione

1. Introduction

The World Heritage Convention demands giving “the cultural and natural heritage a function in the life of the community” (UNESCO 1972, Article 5 (a); UNESCO 2013 Managing: 4). In recent years the participation of local communities in World Heritage nomination

processes has become increasingly important and is nowadays regularly required by the UNESCO World Heritage Committee for new nominations. The same Article 5 of the World Heritage Convention referred to above also strongly recommends the integration of planning into World Heritage management which is further elaborated in the Operational Guidelines for the Implementation of the World Heritage Convention (Maluck 2012, p. 456; UNESCO 1972; UNESCO 2015). The interconnection of community participation and planning processes which coordinate the interests of different sectors on a municipal level shall be discussed in this article.

The participation of communities in the nomination process and in heritage management is regarded as necessary for an effective, sustainable and balanced safeguarding of cultural heritage for future generations. The participation of local communities and other stakeholders is therefore further elaborated in several paragraphs of the Operational Guidelines, which demand stakeholder involvement in the nomination process and the management of World Heritage properties (UNESCO 2015, pp. 3, 12, 40, 64, 111, 117, 119, 123, Operational Guidelines for the Implementation of the World Heritage Convention 2015). Community involvement in World Heritage was mentioned, as seen, in 1972, but it was understood very loosely and taken as if local authorities could represent the community. This perspective was changed gradually as seen in the guidelines from the 1980s until 2005 when the increase of the impact of World Heritage in the local community life is explicitly mentioned. Other important step stones are e.g. the adoption of the UNESCO *Programme for the Safeguarding and Development of World Heritage Cities* in the 1990s promoting an integrated approach considering the cultural, economic and social dimensions of a city as a whole, and the integration of the Budapest Declaration into the convention in 2002 demanding the “active involvement of local communities” (van den Dries 2015, pp. 670-671). Today, several manuals for World Heritage issues underline the important role of stakeholder participation in managing the properties. For example, Arthur Pedersen discusses in his book *Managing Tourism at World Heritage Sites: a Practical Manual for World Heritage Site Managers* the “Benefits and Challenges of Public Participation” (Pedersen 2002, pp. 37-44), and Adrian Philips includes community involvement in heritage management in a “new paradigm for protected areas” (Thomas, Middleton 2003). Consequently, the resource manual for Managing Cultural World Heritage promotes “an inclusive approach” of heritage management together with a wide set of players (UNESCO 2013). However, despite the best wishes of UNESCO, most sites are

finding it difficult to change old practices and integrate communities.

The term planning as used in World Heritage contexts until today includes a broad variety of instruments and methods connected to the management of cultural heritage. Notably in Northern Europe, public or administrative procedures and methods are connected to the development of urban areas and rural landscapes and the balancing of various land-uses and sector interests to space on a municipal level. Thus, these planning systems can have considerable impact on the safeguarding of the values of heritage sites. In Northern Europe, land-use plans or urban plans as results of planning processes are mainly conducted by authorities of the public sector who may consult the institutions responsible for the management of heritage sites as one interest group among others but do not necessarily give heritage values top priority when considering the development of an area. Therefore it is even more important to implement important heritage values effectively in municipal planning so as to prevent compromising the cultural heritage.

A dramatic example of the failing of the proper integration of public planning as well as of the fair involvement of local communities in the nomination process was demonstrated by the delisting of the Dresden Elbe Valley in 2008. In the Dresden case the nomination to the UNESCO World Heritage List provided insufficient information about the already approved construction of a bridge within the valley and obscured the proper position of the bridge and, as a result, its negative impact on the values of the site (Von Schorlemmer 2008). Furthermore, local communities were not effectively involved in the nomination process which again influenced the way the public perceived the possible impacts of the bridge construction in respect to the World Heritage values of the Dresden valley (Gaillard 2014, p. 41). In fact, many more examples can be cited where either heritage management has failed to collaborate effectively with public planning or planning has not considered heritage values appropriately (ICOMOS 2008).

The Dresden example shows how important the consideration and integration of public planning as well as of the local communities and of other stakeholders into the management of heritage is. Many planning acts already stipulate public involvement as exemplified by the Planning and Building Act of Norway (Ministry of Local Government and Modernisation/Norway 2008, Chapter 5), the Planning Act in Denmark (The Danish Nature Agency 2007, Part 6) and the Federal Building Code of Germany (Federal Ministry for Transport, Construction and Housing, Germany 1997, Section 3).

This article discusses the use of municipal planning instruments in order to involve stakeholders in heritage management. Special emphasis

will be given to the effectiveness of the planning tools in regard to safeguarding heritage values. We shall also examine to what extent and in what way the different planning instruments are able to involve stakeholders in heritage management. Attention will be directed to the question of how stakeholder involvement can have positive effects on the awareness of the values of the sites in the community and the consequences which enhanced respect for cultural heritage can have for the protection of the site. The examination is based on three archaeological sites from three different areas in Northern Europe: Jelling in Southern Jutland (Denmark), Oseberg, Gokstad and Borre in Vestfold County (Norway) and Danevirke and Hedeby in Schleswig-Holstein (Germany). All had important functions between the 8th and 11th centuries AD, an era which is in Northern Europe popularly defined as the Viking Age. The archaeological remains of all these places not only share their outstandingly good preservation but also their siting in inhabited areas in, or very close to, villages and towns. This situation creates a need to be able to count on the communities of the inhabited areas close to the heritage sites to negotiate possible conflicts between land use and the protection of heritage values.

2. Participation and planning

2.1. Participation of stakeholders

In past decades nominations for World Heritage properties have usually been conducted by authorities without much consideration for, or even active participation of, local communities or other important stakeholders. Many only learned of them after the inscription and some much later about the listing when management decisions were taken with reference to the World heritage status. These decisions included the rejection of development proposals and were seen by those affected as World Heritage meddling with local affairs. Negative consequences for local communities could even go as far as the relocation of local businesses because of gentrification (Rodwell 2012; Ronström 2014) and of whole communities inhabiting the place for decades or even centuries (Segadika 2006). Others drawbacks for communities include the restriction of access to areas long in use by them (Blacik 2007, pp. 13-17).

It could be said that an authoritarian top-down approach in connection with World Heritage nominations and the management of the sites is unfortunately still common. Such attitudes have helped little to improve stakeholders' awareness and acceptance of the cultural and natural

heritage sites in their area. Instead, they often prove harmful to the preservation of the sites in many ways. For example, relocation of communities can strip sites of their links to local culture and deprive them of protection traditionally afforded (Blacik 2007, p. 16). Barred access can lead to retaliatory actions such as vandalism or poaching by those no longer allowed to use the place (Blacik 2007, p. 22). Thus, disregarding the rights of local communities on the properties and their surroundings can easily lead to the destruction of the sites. Learning from these experiences, cultural heritage practitioners have realised that heritage sites cannot be perceived separated from their social and cultural environment. Landscapes, sites and buildings are continuously shaped by local communities. Traditional practices are often part of the value of the sites (UNESCO 2013, p. 12). These important interdependencies give local, regional and national stakeholders an essential role in the effective management and consequently the eventual preservation of the values of heritage sites.

The increasing demand for public participation can, on the one hand, be attributed to a higher degree of awareness of the individual's and community's rights in recent decades in many countries and regions. A growing number of people and communities have become more self-confident in claiming their rights to participate in developments that are impacting on their lives. Examples can be found among the rising number of protests against large-scale developments such as train stations, railways, skyscrapers and airports in industrial countries (Smith, Le Blond 2010; Carlos *et al.* 2015). Likewise indigenous peoples are fighting against embankment dams or commercial deforestation to protect their traditional homelands in countries like Brazil (Watts 2014).

The modern concept of "cultural heritage" itself transfers the idea of ownership of cultural or natural assets from individuals or families to larger groups of people not connected by kinship. In the case of World Heritage the concept has even been enlarged to encompass the whole of humanity as the heirs of their ancestors' property. In the past two centuries cultural heritage has thus developed into an important token for identity (Ickerodt 2010b). However, going beyond national identity, today more and more people feel that they, as members of the local community, have the right to participate in developments affecting "their" heritage. As explained, this was already acknowledged in the UNESCO World Heritage convention, which in Article 5a committed state parties to "give the cultural and natural heritage a function in the life of the community" (UNESCO 1972) (although the implications of the term "community" at that time were different to those of today) .

2.2. Participation in spatial planning

As briefly introduced above planning in Northern Europe on regional and specifically on a municipal scale must be understood as administrative instruments to control and guide the development of the landscape and the use of land. Thus, public planning processes regularly need to mediate between different and also conflicting rights of space. Economic and social requirements need to be balanced with the safeguarding of ecological and cultural assets on different scales of territorial development. In the development process of plans the varied considerations are usually represented by governmental agencies and territorial administrations which regularly also comprise political representatives of local communities if they are not even conducted by municipalities themselves. The responsible administrations then produce spatial plans with the help of professional planners. Regularly administrative bodies who are responsible for the compliance of the plans with specific sector consideration such as heritage management, or nature conservation etc. participate in planning processes. However, especially stakeholders like land users, neighbours or interest groups who are affected by planning outcomes should also be involved. Thus public participation has become an increasingly important part of the planning process in Europe and, at least in Northern Europe, is often already integrated into regional planning legislation. Here, usually statutory planning usually encompasses mandatory public hearings or public displays to include differing opinions in addition to the integration of different administration levels.

In addition to the various formal or legally binding spatial planning instruments other methods can be applied for helping find solutions for land use conflicts and for managing different interests. Such informal planning approaches encompass non-binding and non-formalised procedures. Usually informal municipal planning tools are especially helpful in resolving conflicts between stakeholders and developers consensually and on a co-operative basis. The results of these processes can then be integrated into formal planning procedures.

2.3. Planning in heritage management

While archaeological research is traditionally orientated to the past, the management of archaeological heritage must be focussed on the future in order to be able to safeguard tangible and intangible values for future generations. Both of these archaeological perspectives work with the same heritage values but apply different methodology, questions and

techniques to answer research questions. Spatial planning and heritage management share the same interest for shaping the future environment. In consequence, different instruments of public planning have become important for archaeological heritage management on a larger spatial scale. Notably in landscape planning in the last two decades tools have been developed which include the historical perspective of archaeologists on space. Thus, planners can apply archaeological knowledge to generate perspectives, visions and guidelines which then can be used to define and develop environments of high quality for living. Future landscapes planned with the support of cultural-historic knowledge can embed and safeguard, on the one hand, the change of typical cultural elements, structures and patterns of the past centuries. On the other hand, planners can consider archaeological and historical values and receive inspiration for the further development of these landscapes (Bloemers 2005, p. 73; Ickerodt 2010, 2014; Maluck 2012, p. 456).

2.4. Cultural heritage values in planning

In recent decades a range of projects and programmes have increasingly integrated cultural historical values and assets into spatial planning. Notable for its size and geographical scope was the Dutch Belvedere project in the early 2000s. The Dutch government initiated the Belvedere programme in 1999 and it lasted for two five-year periods until 2009. This planning programme integrated cultural historical values as the determining factor for the future spatial design in the Netherlands. The use of archaeological, geographical and historic perspectives for design, innovation and conservation helped in creating a sense of identity with the landscape (Bloemers 2005, p. 77). For this purpose a map showing cultural-historic values distinguished by the factors of rarity, condition and representativeness was created. Areas with highly-combined values were designated as “Belvedere” areas. The map proved an important instrument for value-led planning and it has been used since in the subsequent 185 projects. Thus, cultural-historic values have been used as a source of inspiration for rural or urban design. These projects have been supported by local and even private initiatives, strengthening in this way a feeling of identity and an awareness of the historic values of a place.

Other examples for larger programmes are the BBO programme in the Netherlands (Bloemers, Wijnen 2001) for the integration of cultural historic values into environmental planning, and the CHIP (Cultural Heritage in Planning) programme in Denmark, which aimed at identifying valuable cultural environments through planning (Ministry of Environment

and Energy & Danish Forest and Nature Agency 2000). However, examples from Norway show that even in countries with high statutory standards for spatial planning cultural heritage assets often lack the proper and effective inclusion into planning processes (Swensen, Jerpåsen 2008).

3. Examples of planning in heritage management at sites from Northern Europe

In practical cultural heritage management, municipal land use and urban plans are often used to reflect various zones of regulations and management or boundaries of important heritage sites like World heritage properties.

Spatial plans which are proposed at municipal level are usually based on statutory requirements and are therefore legally binding. The procedures for their implementation regularly involve public participation to a certain degree. However, the integration of stakeholders into heritage management through planning may be substantially enhanced by adding elements of informal planning.

In all component parts of the transnational serial nomination for World Heritage “Viking Age Sites in Northern Europe” formal planning tools are applied on a regular basis. Informal instruments are less often in use as they often result in considerably more costs and work. They are favoured where complicated stakeholder interests demand further involvement in the management of the property but require that the necessary financial means are at disposal. The following three examples from components of the nomination were chosen for the application of different planning instruments in the management of the sites. They will be examined for their effect on the preservation of heritage values and the degree of stakeholder involvement and the interconnectedness between the two aspects. All three sites are part of the serial transnational nomination project to the UNESCO World Heritage “Viking Age Sites in Northern Europe” by the five States Parties of Iceland, Denmark, Norway, Latvia and Germany. The nomination was submitted to the UNESCO World Heritage Secretariat in 2013 (www.viking-heritage.com) and deferred by decision of the World Heritage Committee at its 39th session in 2015 (39 COM 8B.22).

3.1. Jelling, Denmark

The ensemble of archaeological monuments in Jelling comprises two mounds, two rune stones, a church and a recently discovered ship stone



Fig 1. Southern mound of Jelling and the modern marking of the Palisade. Original photo courtesy of Heritage Agency of Denmark.

setting and palisade. With the exception of the church, all elements date from the 10th century AD. The site counts among Denmark's most prominent and most important historic monuments. The mounds, the rune stones and the church were inscribed on the World Heritage List in 1994. The stone setting and the wooden palisade surrounding the ensemble were only discovered after a series of surveys since 2005 (Lindblom 2014). Excavations and surveys had produced considerable knowledge on the mounds and the church but the area surrounding the monuments had remained largely unknown. In order to fill in the gaps a large research project called The Jelling Project was conducted between 2008 and 2011 to do more surveys and process and evaluate the findings. The outcome was astonishing and unexpected in its extent and importance. Surveys revealed traces of a stone setting in the shape of a ship with the north mound in the centre. Furthermore parts of a large rhombic palisade some 360m in length were unearthed around the whole ensemble of rune stones, mounds and stone setting. In addition three wooden buildings were discovered which are similar to houses found in the contemporary ring fortresses, the so-called Trelleborg fortresses. After the project the whole complex gave more the impression of a ceremonial site than of a royal seat as previously perceived. As a result



Fig. 2. Opening of the new monument area in Jelling (original photo courtesy of Torben Dehn).

of the considerable change in picture, the new municipal plan for Vejle Kommune 2013-2025 envisaged an updated presentation of the historical site and its surroundings.

A large master plan project was put forward that comprised the archaeological complex and the central town area (Vejle Kommune 2013b). It aimed at preserving the monuments and at the same time enhancing their perceptibility in the landscape in order to raise awareness for the values and size of the monuments among residents and visitors. Furthermore, part of the plan was the establishment of a new town centre and the diversion of traffic through the centre (Stefánsdóttir, Maluck 2014, pp. 305-306). The municipality of Vejle received funds from the A.P. Møller and Chastine Mc-Kinney Møller Foundation when the master plan for Jelling was to be devised in 2009 (Vejle commune 2009). The municipality then invited the architect firm Kristine Jensen together with the sculptor Ingvar Cronhammar to make a draft proposal for the development of the Jelling monument site. The aim was to visualize the interconnection between the single structures and thus help explain the idea of the whole ensemble. This also includes

making archaeological structures visible where the original material has perished, as with the wooden palisade around the ensemble for example (fig. 1). Apart from the visualization of perished structures the main road of the town passing the monument ensemble at a very close distance was shifted to a bypass road running north of the town in 2012 (Hvass 2011, p. 59). Furthermore several buildings neighbouring the monuments were taken down in order to improve long-term conservation, visibility of the ensemble and quality of experience of the site. As well as this the museum in Jelling "Royal Jelling", situated within a very short distance of the monuments, and its exhibition were revamped with support from the Augustinus Fund integrating the new research results from the Jelling project. The newly designed monument area was inaugurated by the Danish Queen Margrethe II on the 10th October 2013 and the museum was reopened in 2015 (fig. 2).

The master plan was a working paper including a town plan. In consequence, several local plans, which are detailed urbanist plans, and an amendment to the municipal plan were adopted from 2009 to 2012 in order to realize the new developments (Stefánsdóttir & Maluck 2014: 306). These local plans establish a built environment that respects and harmonizes with the monuments and also reflect the new findings of the Jelling project, thus help in guiding future building measures and developments in the vicinity and buffer zone of the site. The amendment to the municipal plan establishes a buffer zone which bans buildings that may encroach on the heritage values of the site.

The local plans and the municipal plan are formal plans which are required for local planning while the master plan is an example of informal planning procedures. The master plan for the monument area is therefore not legally binding but constitutes a template for the development of the monument area. It required the adoption of the local plans and the municipal plan in order to realize the ideas. It was further supported by another informal planning proposal - the development plan (udviklingsplan) - which aimed at adapting the rest of the town so as to match the requirements of the new monument area with other important local considerations such as the accessibility of the town center. The development plan was developed together with a working group of citizens and other interested people from the town and the municipality in workshops and other meetings. The outcome was presented in April 2013 on a public hearing and made available for comments for another period of three weeks. This approach received numerous feedbacks from members of the local community which were considered in amendments to the planning (Vejle Kommune 2013a).

3.2. The Vestfold Ship Burials, Norway

The three prominent Viking Age ship burial sites of Gokstad, Oseberg and Borre are situated in the Vestfold region in Norway. Together they formed one of the component parts of the World Heritage nomination. Each site is located in a different municipality: Horten municipality, Tønsberg municipality and Sandefjord municipality. Oseberg (fig. 3) and Gokstad (fig. 4) consist of one prominent barrow where well-preserved ships were excavated in the late 19th century while Borre (fig. 5) is a burial ground with a total of 51 burial structures, among them seven large barrows. For all three sites the historic setting within the landscape, e.g. visual relations, proximity to bodies of water, harbours

and settlements, etc., is important for their scientific interpretation as well as for their appreciation today as historical monuments.

The Vestfold Regional plan for sustainable area politics (Regional plan for bærekraftig arealpolitikk) was first adopted in 2010. A series of advisory boards from political, administrative, technical and other backgrounds were involved in the process. In addition, several public presentations were given, complemented by a series of meetings with single stakeholders, municipalities and the regional administration. In the plan the sites of Borre, Gokstad and Oseberg are designated as high-priority cultural environments (Vestfold fylkeskommune 2014).



Fig. 3: Landscape overview of the Oseberg mound (original photo courtesy of Directorate for Cultural Heritage, Norway).

However, in order to safeguard the values within the buffer zone of each site effectively conditions for building and development were implemented in the municipal master plans as primary local planning instruments. These plans operationalize the National Planning and Building Act. Land-use elements need to be defined on maps covering the whole municipality and are also required to consider the social dimension, which is an integral part of each municipal master plan. Further management tools are the more detailed zoning plans. Together with municipal master plans these statutory spatial planning instruments are the most important management tools for securing long-term, sustainable protection of the buffer zone and of the cultural-historic values of the sites. As with all spatial planning processes in



Fig. 4. Landscape overview of the Gokstad mound (original photo courtesy of Directorate for Cultural Heritage, Norway).



Fig. 5. Landscape overview of the Borre burial ground. Original photo courtesy of Directorate for Cultural Heritage, Norway.

Norway the municipal Plans and zoning Plans needed to go through a public hearing process which ensured a basic level of public participation. Also during the process affected parties were invited to participate in the planning. In the zoning plans, the buffer zones will be integrated into the land-use element and categorized as “culture-environmental zones requiring special consideration”. At the moment all sites like the Borre Park are designated for “agricultural, nature and outdoor recreation objectives and reindeer husbandry” (so-called ANRR area). The larger parts of the proposed buffer zones are also earmarked as ANRR zones. Within these specific land-use zones guidelines or provisions “may be issued regarding limitations on activities and conditions for projects in order to safeguard the interest in the zone” (Ministry of Local Government and Modernisation/Norway 2008).

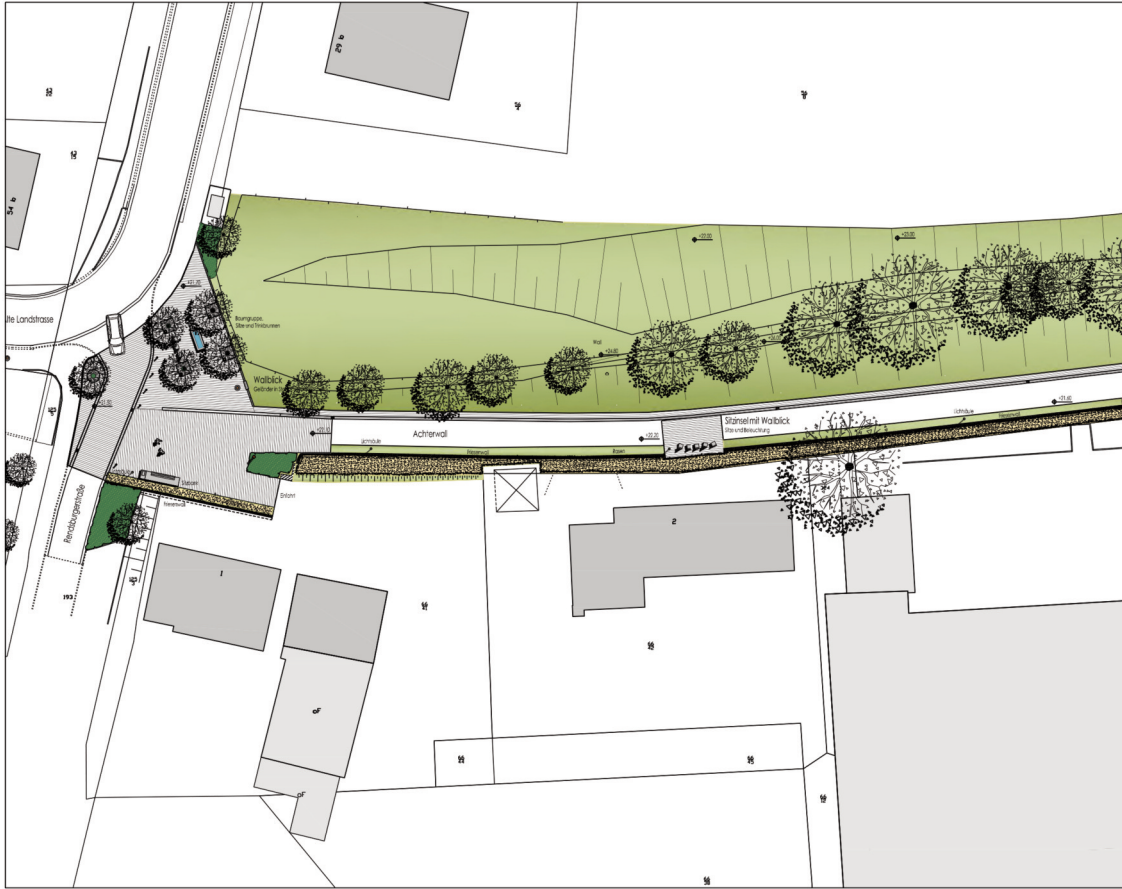
3.3. Danevirke and Hedeby, Germany

Legally non-binding planning instruments have been applied besides binding land-use planning in the case of Hedeby and the Danevirke, a Viking Age trading town and a large defensive structure in Northern Germany. These sites and their proposed buffer zones and areas of wider setting are situated within 15 municipalities and two districts with a large number of stakeholders and landowners.

An idea competition for landscape and town planners was devised as a starting point for the informal planning process. All major stakeholders like municipalities, the district most affected, tourism organisations and museums were involved and held central functions in the project itself but also in juries for the contest. The scope of the contest encompassed the monuments and especially their buffer zones but proposals could go further. The approach was to generate new visions and ideas for municipal development integrating monuments values and for the conservation of these values with a focus on the setting of the site. At Danevirke and Hedeby the main focus of heritage conservation in the setting of the monuments is aimed at preserving the geographic features that influenced the construction and alignment of the sites. Also of significant relevance is the perception of the monuments based on the narrative and spirit of place influenced by the social and personal background of each beholder" (Maluck 2012, p. 455). Thus it was essential to formulate these values in order and, in a next step, to integrate them into the planning approach. The call for tenders for the competition therefore required respect for attributes conveying the values and a very careful treatment of the landscape and surrounding in



Fig. 6. The regional conference for future planning in the Danevirke area, held in March 2010 (original photo courtesy of State Archaeological Department of Schleswig-Holstein, Germany).



the proposals. Furthermore the competition process was constantly guided by heritage conservation experts. The outcome were planning proposals on the level of regional plans and zoning plans which were to support the growth of a mutual vision and a shared understanding of values and of the future development of the monuments and their surrounding landscape (Maluck 2012, p. 457). These ideas were supposed to feed into discussions about advantages and negative impacts of a World Heritage nomination but eventually also about cultural heritage and landscape management in the region in general (fig. 6). In discussions between heritage conservationists and stakeholders both sides often tend to adhere to their traditional views and thus new ideas from a professional and neutral source from outside could help in furthering the process.

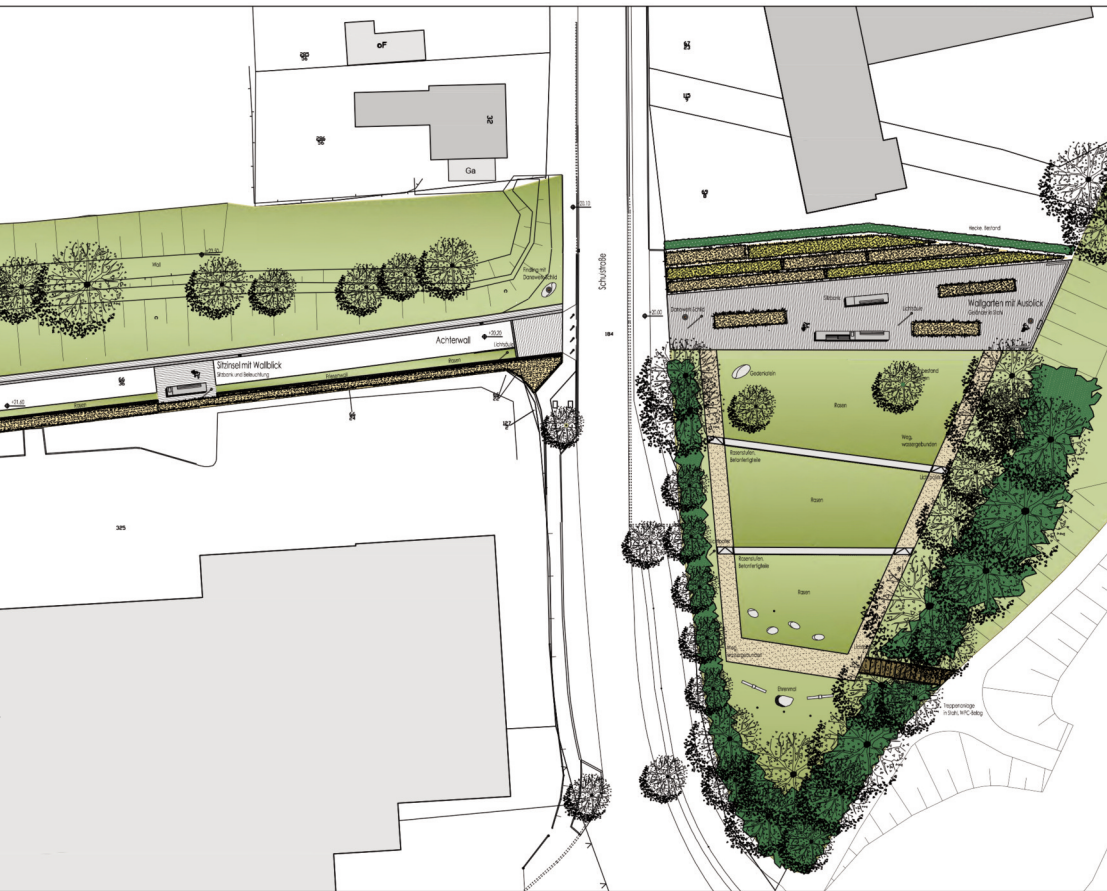


Fig. 7. Overview plan of the village garden for the centre of Busdorf. Original picture courtesy of Bekaa, Beretta, Kastner.

Two prize winners were asked to draw more concrete and detailed plans each one for one of the focus areas. Here, the monuments are situated within villages and the potential conflicts accumulated because of development proposals for housing areas within the planned buffer zone. The municipality of Busdorf took up the proposal of the concept for their village centre which was awarded to the Bekaa, Beretta, Kastner architect studio (Maluck 2012, p. 458; Maluck, Plewa 2010). Ideas for the surroundings of a stretch of the ramparts of the Danevirke in a very central situation were further developed into a project that eventually re-

ceived large funds by the state cultural heritage fund (Investitionsprogramm Kulturelles Erbe - IKE) and a private nature conservation fund (Stiftung Natur im Norden). The project was implemented in 2012 and 2013 and inaugurated by the prime minister of the federal state at a village festival. The architects suggested turning the immediate vicinity of the section of the rampart into a village garden accessible to the public (fig. 7). Until then the embankment in the centre of the village had been heavily overgrown and surrounded by roads and buildings. The proposal also shifted a war memorial which was situated on a razed part of the Danevirke in order to make the former course of the embankment visible and open up a view between two still extant rampart sections. The proposal was designed to enhance the visibility of the Danevirke inside the village, improve the locality's attraction for public use and eventually give the monument a new function in the village's everyday life without compromising its values. The renovation raised awareness for the presence of the monument, its historical values and stopped its encroachment while improving the monument's conservation.

4. Conclusion

All of the discussed examples in this paper are either still being implemented or were put into effect only a few months ago. It is therefore too early to discuss any long-term outcomes. However, some immediate results can be observed. The following table provides an overview of the various instruments of planning and stakeholder involvement and the observed effects on heritage values.

Firstly, the statutory protection of the heritage sites has improved significantly especially for the planning levels of development and building projects. Notably the designation of specific zones in formal plans which pose conditions on building and development measures designed to safeguard specific heritage values should be underlined as a strong tool for this purpose. Furthermore, during the implementation of new local and zoning plans municipalities had to discuss the effects of heritage values on the planning areas, a process which has increased local awareness of these values at an early stage. Notable doubts and opposition concerning the development project for the World Heritage site was met in Jelling which had to be taken into consideration but were eventually overcome on a consensual basis. Considerations especially regarding the impacts of a World Heritage nomination were also voiced at Danevirke and Hedeby. However, as Grete Swensen and Gro B.

Site	Applied planning instruments	Preservation of heritage values	Stakeholder involvement
Jelling, Denmark	municipal plan, master plan, development plan, town plan, local plans	designation of buffer zone in planning, designation of monument area and areas for development, conditions on development, improved presentation of monument area	workshops and other meetings, public hearings, municipality responsible for development proposal
The Vestfold Ship Burials, Norway	regional plan for sustainable area politics, municipal master plans, zoning plans	Integration of buffer zones as land-use element and designation as zones for special consideration in planning, conditions on development	public hearings, municipality responsible for planning process
Danevirke and Hedeby, Germany	idea competition for landscape and town planners for buffer zone, detailed planning proposals for municipalities	planning proposals considering heritage values and stakeholder interests as solutions for conflicts	public hearings, stakeholder involvement in working groups and juries, municipality responsible for development proposal

Tab. 1. Comparative table.

Jerpåsen have shown in a case study for Norway, “a proper planning process is no guarantee for protection of cultural heritage, as long as many other interests have to be considered as well” (Swensen, Jerpåsen 2008, p. 299). After all, it is even more important that cultural heritage values eventually become priority interests in their own right and are given sufficient recognition in decision making. As a consequence, further study is required in order to assess how the integration of cultural heritage assets in spatial planning improves the safeguarding of heritage values in the long term.

Secondly, substantial experience with stakeholder participation has been gained during the stages of implementation. The intense cooperation with local communities and their active part in the implementation of notably informal planning ideas has already resulted in a significantly stronger active support for the World Heritage nomination project and for the safeguarding of the heritage values especially in the surroundings of the monuments.

Apart from these first observations, the effectiveness of statutory provisions in planning in the case studies is depending on the way they are implemented and applied. This needs to be further investigated in order to draw more reliable conclusions. Also, the long-term effects of instruments of public engagement on heritage values of the examples can only be evaluated in further studies which are therefore recommended.

Summarizing, it has been argued that the integration of cultural heritage into planning in the examples discussed here has already clearly increased the level of protection for the sites and notably their buffer zones and setting. Especially the informal planning approaches that were started or sustained by local stakeholders showed the potential to become fruitful instruments to deal with different perspectives on heritage values and on heritage conservation. These tools were not only helpful in convincing local communities of the necessity to safeguard their heritage but they seem to be also capable instruments for considering in cultural heritage management the communities' need for change and development. However, further investigations into the long-term outcomes are clearly necessary.

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