Monsieur Kishore RAO
Directeur
Centre du patrimoine mondial
UNESCO
7, Place de Fontenoy
75007 Paris

Paris, le 31 janvier 2014

Monsieur le Directeur,

J'ai l'honneur de vous faire parvenir, ci-joint, une lettre de Madame Sonja Vanblaere, Administrateur général de l'Agence du patrimoine des Flandres, adressée à la Présidente du Comité du patrimoine mondial par laquelle les dossiers suivants sont remis :

- Le rapport biennal du Centre historique de Bruges
- Le rapport concernant la reconstruction des environs de la Cathédrale St. Sauveur

Vous trouverez également en annexe le CD reprenant ces dossiers ainsi que le dossier concernant la proposition d'une révision de la zone tampon du « Complexe Maison-Ateliers-Plantain-Moretus (Anvers) qui vous a été remis par notre lettre 5/2014 du 29 janvier 2014.

Je vous en souhaite bonne réception et vous prie d'agréer, Monsieur le Directeur, l'assurance de ma haute considération

[Signature]

Yves Haesendonck,
Ambassadeur
Délégué permanent auprès de l'OCDE et de l'UNESCO

1 rue Miolles, 75015 Paris
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To Her Excellency Sheikha Al Mayassa bint Hamad bin Khalifa Al-Thani,
President of the World Heritage Committee
p/a UNESCO – World Heritage Centre
7, Place de Fontenoy
F – 75352 Paris 07 SP
Frankrijk

Subject: Historic Centre of Brugge (WHP 996) – Report on the implementation of the recommendations of the Committee regarding the historic centre of Brugge

Your Excellency,
Dear Madam Chair,

In line with decision 36COM 7b.72 of the World Heritage Committee, I am pleased to send you the report on the implementation of the recommendations of the Committee regarding the historic centre of Brugge.

Along with the report, you will also find the newly developed management plan. As it is in Dutch, we have also prepared a translation of a summary of the plan (the management plan itself is a dense volume of about 400 pages, and therefore for practical reasons impossible to translate). Unfortunately, even the summary proved quite long and contained a lot of technical terms, which meant the translation took longer than expected. Therefore, the City of Bruges was unable to submit the management plan and the translation before the end of 2013, as was originally the plan. We would like to apologize for this delay.

In Flemish law, both the finalized report on the implementation of the recommendations of the 36th World Heritage Committee and the management plan are considered public documents. We therefore authorize the World Heritage Centre to upload them to the relevant sections of the website in public access.

Please accept, Your Excellency, the assurances of my highest consideration,

Sonja Vanblaere,
Administrator-general
Flanders Heritage Agency
REPORT ON THE IMPLEMENTATION OF THE RECOMMENDATIONS OF THE
UNESCO WORLD HERITAGE COMMITTEE REGARDING
THE HISTORIC CENTRE OF BRUGGE (DECISION 36COM 7B.72)

Following the joint ICOMOS and World Heritage Centre mission to Bruges in 2010, the World Heritage Committee issued a number of recommendations in 2010 (decision 34COM 7B.79, see annex 1).

In response to these recommendations, a progress report on the implementation of these recommendations was prepared and submitted by the City of Bruges and the Flemish government in 2012. Subsequently, the Committee presented at its 36th session in St.-Petersburg a new decision, in which some of the original recommendations were reiterated (decision 36COM 7B.72, see annex 2).

The following report provides an overview of the implementation of the 2010 and 2012 recommendations of the World Heritage Committee regarding the historic centre of Brugge (WHP C996).

1. General State of Conservation of the Historic centre of Brugge

   Since the joint mission to Bruges in the spring of 2010, a number of state-of-conservation issues were identified by the World Heritage Centre and forwarded to the City of Bruges and the government of Flanders:

   - The project for a new national archives repository along the Predikherenrei (WHC letter dd 27/12/2010 with reference WHC/74/3384/BE/JSW).

   These cases, along with a number of other projects that are being planned in or in the immediate surroundings of the historic centre of Brugge, were discussed in an informal meeting with representatives of the WHC and ICOMOS in Paris on November 27th, 2012 (the documents presented during this meeting are joined to this report).

   This meeting was also intended to clarify a number of misunderstandings that we feel exist, regarding the Outstanding Universal Value of the World Heritage property. These misunderstandings play a role in the evaluation of state-of-conservation issues and projects that are being presented to the Committee. We feel they also influence the evaluation of the draft statement of Outstanding Universal Value, that was submitted in 2011, but on which we still haven't reached an agreement.
As suggested by the World Heritage Committee in its 2010-recommendation, an advisory panel of experts was created for the property inscribed on the World Heritage List. This “Experts Commission for the UNESCO-zone” (or ECU) was installed in January 2012 following the decisions of the City Council of October 21st and December 23rd, 2011. On February 8th, 2013 the newly elected City Council reconfirmed the appointment of the members of the ECU.

The Commission is consulted in the case of important projects, and is invited to provide its opinion on policy instruments related to the World Heritage property (e.g. a new management plan). Up until January 1st, 2014, the ECU has met 7 times.

The ECU is currently constituted as follows:

- Independent experts:
  1) prof. Eric Corijn, Brussels University;
  2) Livia De Bethune, SUM Research and Saint-Lucas graduate school for Architecture and Planning (Ghent);
  3) Stéphane Demeter, vice-president ICOMOS Belgium;
  4) Sibylle Valcke, Monuments and Sites administration of the Brussels Capital Region;
  5) prof. Arch. Jos Vandenbreeden, Saint-Lucas archives (Brussels)
  6) Bob Van Reeth, renowned architect and former Flemish government architect;
  7) prof. Linda Van Santvoort, Ghent University en vice-president Royal Commission for Monuments and Sites;
  8) prof. emeritus Luc Verpoest, Raymond Lemaire International Centre for Conservation, as well as Royal Commission for Monuments and Sites;
  9) Luc Constandt, honorary director of the Department for Heritage Conservation and the Department of Urban Planning;

- Five representatives of the City of Bruges:
  2) Ingrid Leye, Acting Head of Sector Unesco and of the Department for Heritage Conservation and Heritage Management; secretary of the ECU
  3) Korneel Morlion, urban planner – sector Unesco
  4) Joris Nauwelaerts and Brigitte Beernaert, heritage experts at the Department for Heritage Conservation and Heritage Management. Brigitte Beernaert is also acting rapporteur of the ECU.

- Piet Geleyns, World Heritage focal point, participates in the meetings of the ECU as an observer.

In addition to the ECU, the advisory Commission for Urban Aesthetics, which was established over a century ago, will continue to advise on day-to-day building applications dealing with facade changes or the quality of smaller projects.

The ECU’s primary focus will be on larger projects, with a higher probability for impact on the Outstanding Universal Value. Periodically, a joint meeting of both commissions can be organised, in view of aligning the activities of both bodies, and in view of the discussion of larger projects.
2. Individual discussion of each of the six recommendations

2.1. Management plan

Following a joint WHC/ICOMOS-mission in March 2010, the World Heritage Committee approved six recommendations to strengthen the heritage policy and guarantee the conservation of the World Heritage Property (see annex 1).

The City of Bruges used these recommendations to make an extensive study of the city, which also comprised a Management Plan for Bruges and its World Heritage Property. The update and evaluation of the 1972 Structure Plan seemed to be a necessary approach for the elaboration of a Management Plan.

The preparation of a "state of conservation"-report and a Management Plan was assigned to SumResearch Brussels in collaboration with the Raymond Lemaire International Centre for Conservation – Leuven University.

The process of developing a Management Plan started on September 1st, 2011 with the investigation and analysis of the historic city centre in order to define the objectives for the preservation of the historic centre of Brugge, and to look into the legal instruments best suited for these objectives.

The "state of conservation" and Management Plan were adopted by the City Council on July 6th, 2012. Since then, steps are continuously being taken to realise the follow-up program of actions (see further on)

The recommendations by the World Heritage Committee underline the need for a strong attitude towards the conservation of 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 the conservation of the Outstanding Universal Value on the one hand and high-quality renewal on the other. The Management Plan starts from the OUV 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 Structure 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;
- Continuing 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.

a) **Continuation of current management policies and tools for the World Heritage Property:**

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

- restoration and maintenance subsidies 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 tools are to be applied and if necessary reinforced:

- Continue the current building application policy. The new Thematic Spatial Implementation Plan for the World Heritage Property will add an extra 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 new/additional functions for these complexes is necessary;
- Continue the expansion of the Heritage Evaluation Map (see 2.2), 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 buildings and the Heritage Evaluation Map all start from the evaluation of the decisive elements of the architectural ensemble of World Heritage Property historic centre of Brugge.

b) **Specific new actions for future management of the world heritage property**

Considering the Outstanding Universal Value of the World Heritage Property, considering the importance of the historic urban landscape of the historic centre of Brugge 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.

These actions are linked to specific areas, such as:

- the historic cultural landscape;
- the regional urban area;
- zones of urban importance and the historic city gate areas;
- World Heritage Zone and the buffer zone.

Along with the current and continued heritage policies, the Management Plan proposes a range of actions, tools and legal instruments for the preservation and management of the historic city centre and the buffer zone.

In order to start the planned actions, public open calls for tender have been set up since September 2012 for the elaboration of:

1. Thematic Spatial Implementation Plans;
2. Detailed Survey Plans of specific quarters;
3. Preservation plans for listed landscapes within the historic city centre;
4. Elaboration of a “High-rise Building Note”;

For actions 1 to 4, calls for tender were adjudicated in December 2012 in order to start the preliminary investigations for each of these in 2013.

Since the City Council’s legislature was going to an end by the fall of 2012, the action for a UNESCO Communication Plan was postponed to 2013. In December 2013, this task was also adjudicated to a well-known communication office. The communication program is to start in the spring of 2014.

The stratification of the above-mentioned zones also offers possibilities for an adequate legal anchoring. Different instruments that can contribute in this regard are listed. It is important to note that according to article 110 of the last version of the Operational Guidelines to the World Heritage Convention, 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 a single ideal legal instrument to achieve the desired objectives. Depending on the specific objectives, different instruments come into consideration. These possibilities are listed in the Management Plan in accordance with the different levels of detail, 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.

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 Outstanding Universal Value combined with sustainable growth of living, culture, shopping, tourism, etc. are central to this. The Committee's recommendations were seized to draw up a Management Plan for Bruges and its World Heritage Property.

2.2. Recommendations a), b), c), d) and e) of decision 34COM 7B.79

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"

Conservations Areas

Following the 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:

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

- **Detailed Survey Plans**

  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 Brugge). 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 centre at neighbourhood or district 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.*

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

- **Heritage Appreciation Plan**

  In view of the drafting of the management plan, the City of Bruges recommenced the appreciation of all buildings, constructions and streetscapes in the historic inner city. This task is a continuing process of evaluation and re-evaluation, taking into account new information regarding the buildings. All the data gathered in this regard is presented in the so-called Heritage Appreciation Plan (HAP). This HAP is intended as a flexible tool: it should continue to be a work in progress. The methodology and current status of the map can be consulted in the synopsis of the Management Plan.

  The way the HAP is being established is explained here as well: the evaluation is based on the actual appreciation and the likelihood of unknown heritage elements. Basically, a value is awarded to constructions for each of the following criteria: intactness, rarity, ensemble value, context, information value and representativeness. Subsequently, based on this evaluation, they are classified in one of the following 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/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.

The appreciation of heritage in general has evolved considerably since the 1970’s,
and the support for conservation has become a lot bigger. As a result, younger
architecture and so-called *architectura minor* is now also taken into account in the
architectural-historical and urban landscape appreciations.

65% of the ca.10,000 buildings in the historic centre are of important historic
value and of high landscape value (cat.0,1,2,3); if we include the buildings with
supporting landscape value (cat. 4), we even reach 82%.

The HAP 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.

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

→ Thematic Spatial Implementation Plan:

The Thematic Urban Planning 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 define 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 and will
normally be implemented by the end of 2015.

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

→ The high-rise policy document

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

[www.brugge.be](http://www.brugge.be)  
[www.onroerenderfgoed.be](http://www.onroerenderfgoed.be)
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."

d) Identify important views from and towards the property and incorporate their protection into urban planning documents

Municipal Building Regulations

A number of additional criteria and guidelines with regard to the World Heritage property were included in the Municipal Building Regulations on April 7th, 2011 (approved by the higher authorities on April 19th, 2011 and in force since May 1st, 2011). The articles that were added aim at providing more means to assess the visual impact of large-scale projects on the historic inner city. For these projects, which can be categorized as not naturally interwoven with the existing spatial context, and which on account of their volumetry or scale could have an impact on the cityscape, a 3-dimensional study of the project in its planned environment from now on is mandatory.

The Municipal Building Regulations are binding rule.

Developments around the main railway station and on the High School Campus have been evaluated by means of these mandatory visualisations.

The high-rise policy document’

See under recommendation c).

e) 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

Thematic Spatial Implementation Plan

See under recommendation c).

Additional protective measures:

The additional listing procedures will increase the number of listed properties within the perimeter of the World Heritage property. Under current Flemish law, any intervention on listed buildings, ensembles or sites is prohibited, unless permission is granted by the competent Flemish government agency. This means that the City of Bruges has to involve Flanders Heritage for all planning applications related to listed objects, and is legally compelled to turn down an application if the Flemish authorities do so – it cannot be more lenient. However, if Flanders Heritage is not opposed, the City of Bruges has the right to be stricter if it wants to.

Even after the additional listing procedures will be concluded, considerable parts of the city will not have any legal protection. However, under a recent decree of the Flemish government, the compulsory advice of Flanders Heritage has to be obtained regarding any building application related to properties located within the perimeter of a World Heritage property or within a World heritage buffer zone. This means that even for unlisted buildings or ensembles, in the case of Brugge, Flanders Heritage will be consulted although contrary to with listed properties, the City of Bruges would be in its right not to follow the advice. Still, the city would need convincing arguments to do so, otherwise it might look cheap in case someone appealed the city’s decision.

For an overview of planned additional listing procedures, see under recommendation a).
Conservation Plans for Conservation Areas

A Conservation Plan creates an overview of the actions 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 property. The Conservation Plan is a policy plan that has been approved by the minister and is therefore 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 and World Heritage property of the 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 (budget to be allocated in 2014).

A Conservation Plan has immediately been linked to the new Conservation Areas being created.

The Conservation Plans also contribute to recommendation a).
3. Initiatives in the margin: Colloquium “World Cities in the 21st century”, and collaboration with other World Cities

I. Colloquium ‘World Cities in the 21st century’

Following a number of complaints, received by UNESCO, and after the joint mission to Bruges, the City of Bruges and the Flemish authorities organized an international colloquium on the challenges and opportunities with regard to the conservation and management of urban heritage, on May 31st and June 1st, 2012. The colloquium offered an opportunity to share experiences, present best practices and talk about specific issues. It was also a platform to present UNESCO’s new recommendation on Historic Urban Landscapes to the World Heritage City’s site managers.

The proceedings of the colloquium will be published in February 2014, and will be sent to the World Heritage Centre and advisory bodies.

II. Partnership with other World Heritage Cities

Collaborators of the City of Bruges and its Advisory Commission on Urban Aesthetics paid a visit to the sister city of Amsterdam (in …) and Bordeaux (in 2013). In the course of these study visits, the issues and tools for the management of the World Heritage property were particularly looked at and discussed.

The City of Bruges is member of OWHC and thus participated in a colloquium in Lyon on "Rencontres Villes & Patrimoine - "Mutations des villes et gestion du patrimoine : nouveaux acteurs? nouvelles pratiques ? » in May 2013.

A collaborator of the City also participated on a meeting of Dutch site-managers, organized by werelderfgoed.nl, on October 2nd, 2013.

The city authorities have expressed their intention to broaden this type of international contact into a network, inviting other World Heritage Cities and properties. To this effect, Brugge supported efforts to increase the activities of the regional group of the OWHC. Also, contacts were made with LAWHF (UK, 2012. http://www.lawhf.gov.uk/) and Stichting Werelderfgoed.nl (Netherlands, 2013. http://www.werelderfgoed.nl).

Bruges, January 30, 2014

Overview of Annexes

1) World Heritage Committee Decision 34 COM 7B.79
2) World Heritage Committee Decision 36 COM 7B.72
3) Management Plan for the Historic centre of Brugge and summary of the Management Plan
4) Maps showing the listed buildings in the historic centre of Brugge, and the Conservation Area Potrierei/ Lange Rei (forthcoming listing procedure)
5) Minutes of meeting 7 of the ECU on December 11, 2013
Annex 1 – World Heritage Committee Decision 34 COM 7B.79

Historic Centre of Brugge (Belgium) (C 996)

Decision: 34 COM 7B.79

The World Heritage Committee,

1) Having examined Document WHC-10/34.COM/7B.Add,
2) Recalling Decision 33 COM 7B.94 adopted at its 33rd session (Seville, 2009),
3) Expresses its concern regarding the conclusions of the mission that indicate the gradual erosion of the attributes that convey the Outstanding Universal Value and, consequently, this erosion threatens the integrity of the property in terms of overall coherence and distinctiveness;
4) Strongly recommends to the State Party to implement the recommendations of the mission, in particular:
   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,
   b) Undertake the study of the specific urban areas to define the urban typology and the conditions for possible future development,
   c) Promote clearer and more effective links between the development interests of the city and the need to conserve the Historic Centre of Brugge, by incorporating the requirements of heritage conservation into regional planning documents,
   d) Identify important views from and towards the property and incorporate their protection into urban planning documents,
   e) 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,
   f) 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;
5) Requests the State Party to develop by 1 February 2011, in consultation with the World Heritage Centre and the Advisory Bodies, a draft Statement of Outstanding Universal Value for examination by the World Heritage Committee at its 36th session in 2012;
6) Also requests the State Party to submit to the World Heritage Centre by 1 February 2012, a detailed report on progress achieved in the implementation of the above-mentioned recommendations for examination by the World Heritage Committee at its 36th session in 2012.

www.brugge.be
www.onroerenderfgoed.be
Annex 2 – World Heritage Committee Decision 36 COM 7B.72

Historic Centre of Brugge (Belgium) (C 996)

The World Heritage Committee,

1) Having examined Document WHC-12/36.COM/7B,

2) Recalling Decisions 33 COM 7B.94 and 34 COM 7B.79, adopted respectively at its 33rd (Seville, 2009) and 34th (Brasilia, 2010) sessions,

3) Recognizes the efforts of the State Party in the preparation of the Management Plan and requests the State Party to finalize this Plan, also taking into account the UNESCO Recommendation concerning the Historic Urban Landscape (November 2011) and to submit it in 2013 to the World Heritage Centre for examination by the Advisory Bodies, and to ensure that the management of the property is based on the recognition of the Outstanding Universal Value of the property, and reiterates recommendations c), d) and e) of Decision 34 COM 7B.7 adopted at its 34th session (Brasilia, 2010);

4) Also reiterates its concern regarding the gradual erosion of the attributes that convey the Outstanding Universal Value, as continued erosion is a threat to the integrity of the property;

5) Also requests the State Party to inform the World Heritage Centre, in conformity with Paragraph 172 of the Operational Guidelines, of any project presenting a potential impact to the Outstanding Universal Value and integrity of the property;

6) Further requests the State Party to submit to the World Heritage Centre, by 1 February 2014, a detailed report on the progress achieved in the implementation of the above-mentioned recommendations, for examination by the World Heritage Committee at its 38th session in 2014.
BRUGES, UNESCO WORLD HERITAGE PROPERTY

Management plan - synopsis

Approved by City Council on July 6th 2012
THE STUDY REPORT FOR A “STATE OF CONSERVATION” AND THE ELABORATION OF A “MANAGEMENTPLAN” IS THE INITIATIVE OF:

The City Council of Bruges,
Urban Planning Department,
UNESCO sector, Christus Koning & Lissewege
and
the Department for Heritage Conservation & Heritage Management

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in collaboration with the advisory teams of:
The Royal Commission for Monuments and Sites (RCMS): prof. Anne Mie Draye

Members of the UNESCO Committee of experts:
Dr. Stéphane Demeter, Prof. Em. Dr. Ir. Arch. Luc Verpoeest, Prof. dr. Linda Van Santvoort, architect Bob Van Reeth, architect Jos Vandenbreeden, Prof.dr. Eric Corijn, architect Mrs Livia de Bethune, heritage expert Mrs Sybille Valcke, ir. architect Luc Constandt, arch. Ingrid Leye, secretary of the ECU and Mrs Brigitte Beernaert, heritage expert

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Korneel Morlion, planner and Luc Meulemeester & Philippe Mabilde, sector UNESCO urban planning team
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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 lead 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.
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 Bruge 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 Bruge 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
The 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.
SUMMARY MANAGEMENT PLAN
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.

18th century The most sizeable intervention in the 18th century is the construction of the Coupure and the covering over of part of the watercourses.

19th century 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. 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.

1st half 20th 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.
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.
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 failing 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: Magdalen, 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 neighbourhood 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 supraregional 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.
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.
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 Peerd enbrug, 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 Annuntienstraat.

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.
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 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:

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

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<th>The 7 chapters of a Management Plan:</th>
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<td>1. Fundamental concern – content and objective: an introductory chapter in which the scope of the Management Plan is clarified.</td>
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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 cooperation 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 specify 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, Spinelarei, 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”
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 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-fines 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/finishery that is still in good condition repaired and preserved as far as possible.
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 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 been 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 rational 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 charter. 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.
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 cooperation 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 sector and the department for Heritage Conservation and Heritage Management employ 15.2 full-time equivalents on an annual basis. In fact, 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.
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 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 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.
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

<table>
<thead>
<tr>
<th>Completed actions</th>
<th>Draft a management plan</th>
<th>Research the integral preservation of the inner city</th>
<th>Legal framework for certain guidelines (urban planning regulations)</th>
<th>Establish an advisory council consisting of experts</th>
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<tbody>
<tr>
<td>By whom</td>
<td>Management plan &amp; advisory council : City of Bruges, (appointed firm: SumResearch)</td>
<td>Integral preservation of the inner city : Flemish authorities</td>
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<td>FUNDING</td>
<td>City of Bruges</td>
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<td>BUDGET 2011</td>
<td>Management Plan = 99.159,50€</td>
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| 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 |

### 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**

<table>
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<th>When</th>
<th>End of 2012 – beginning of 2013</th>
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<td>By whom</td>
<td>City of Bruges – initiative by the Urban Planning Department Unesco sector in cooperation with the Communications Department (possibly an additional external partner in communications)</td>
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<td>FUNDING</td>
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### Action 4
**Monitoring the management plan**

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<tr>
<td>By whom</td>
<td>City of Bruges – initiative by the Unesco Sector, Department of Heritage Conservation &amp; Heritage Management in cooperation with the Communications Department (possibly an additional external partner in communications)</td>
</tr>
<tr>
<td>FUNDING</td>
<td>Estimate: 15,000 euros</td>
</tr>
<tr>
<td><strong>BUDGET</strong></td>
<td>NO BUDGET REQUIRED</td>
</tr>
</tbody>
</table>

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**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.**

<table>
<thead>
<tr>
<th>When</th>
<th>Current</th>
</tr>
</thead>
<tbody>
<tr>
<td>By whom</td>
<td>City of Bruges</td>
</tr>
<tr>
<td>FUNDING</td>
<td>NO ADDITIONAL FUNDING REQUIRED</td>
</tr>
</tbody>
</table>

### Action 2a
**Guarantee that attention is paid to heritage preservation in existing and future Spatial Implementation Plans (RUP) and Special Zoning Plans (BPA).**

<table>
<thead>
<tr>
<th>When</th>
<th>Current</th>
</tr>
</thead>
<tbody>
<tr>
<td>By whom</td>
<td>City of Bruges</td>
</tr>
<tr>
<td>FUNDING</td>
<td>NO ADDITIONAL FUNDING REQUIRED</td>
</tr>
</tbody>
</table>

### Action 2b
**Incorporate a fundamental heritage reflex in urban planning documents.**

<table>
<thead>
<tr>
<th>When</th>
<th>Upon review of the Municipal Master plan for Urban Planning (GRS) 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>By whom</td>
<td>City of Bruges</td>
</tr>
<tr>
<td>FUNDING</td>
<td>NO ADDITIONAL FUNDING REQUIRED</td>
</tr>
</tbody>
</table>

---

**PROPOSAL FOR REVIEW OF MUNICIPAL MASTER PLAN FOR URBAN PLANNING FORMULATED to the City Council. Implement heritage reflex in basic document and policy objectives**
<table>
<thead>
<tr>
<th>FUNDING</th>
<th>CITY OF BRUGES Urban Planning Dept.</th>
<th>250,000€</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUDGET 2014</td>
<td></td>
<td>250,000€</td>
</tr>
</tbody>
</table>

**Action 2c** Draft management plans for World Heritage Properties in Bruges

**When** Immediate

**By whom** City of Bruges

Management plans for Beguinage and Belfry

Unesco Sector in cooperation with VZW De Wijngaard, Bruges' heritage partners and Flemish Heritage Agency respectively

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>NO FUNDING REQUIRED</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Action 3a</td>
<td>Develop Thematic Spatial Implementation Plans for urban landscapes</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Incorporate heritage reflex (see action 1)</td>
<td></td>
</tr>
</tbody>
</table>

**When** 2013, 2014 et seq.

Thematic Spatial Implementation Plans for 9 urban quarters in the heritage zone

Initiative: Unesco sector –

City of Bruges

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>PREPARATIONS FOR BUDGET 2012</th>
<th>100,000 euros</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUDGET 2012</td>
<td></td>
<td>One TSIP for World Heritage Zone - in elaboration : 99,498,30€</td>
</tr>
<tr>
<td>BUDGET 2014</td>
<td></td>
<td>25.000€</td>
</tr>
</tbody>
</table>

**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

City of Bruges

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>PREPARATIONS FOR BUDGET 2012</th>
<th>25,000 euros</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUDGET 2012</td>
<td></td>
<td>24,986,50€</td>
</tr>
<tr>
<td>BUDGET 2014</td>
<td></td>
<td>25,000€</td>
</tr>
</tbody>
</table>

**Action 3c** Research additional listing of heritage sites (monuments + urban landscapes)

**When** Continuation

Initiate deliberations on the drafting, demarcation and criteria

Flemish Heritage Agency

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>NO FUNDING REQUIRED</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Action 4</td>
<td>Continued drafting of Detailed Survey Plans for the 9 urban quarters</td>
<td></td>
</tr>
</tbody>
</table>

**When** 2013, 2014 et seq.

Detailed Survey Plans for the 9 urban quarters

Possibly leading to an Spatial Implementation Plan covering the whole area

City of Bruges

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>Continued drafting of Detailed Survey Plans for the 9 urban quarters</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Initiative for open call for tenders : Unesco sector drafts the specifications for “Detailed Survey Plans”</td>
<td></td>
</tr>
</tbody>
</table>
### 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 *architectura minor*

**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

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.

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.

### 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”
### 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.

<table>
<thead>
<tr>
<th>Action 1</th>
<th>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</th>
</tr>
</thead>
<tbody>
<tr>
<td>When</td>
<td>2013</td>
</tr>
<tr>
<td>By whom</td>
<td>City of Bruges</td>
</tr>
<tr>
<td>FUNDING</td>
<td>Approx. 50,000 euros per plan</td>
</tr>
<tr>
<td>BUDGET</td>
<td>50,000€ × 4 (2015-2016)</td>
</tr>
</tbody>
</table>

**Action 2**

- **Elaboration of Spatial Implementation Plans for developments in areas of urban importance**
- **When**: 2013 e.a.
- **By whom**: City of Bruges
- **FUNDING**: PREPARATIONS FOR BUDGET 2012 (100,000€)
- **BUDGET 2012**: 45,254€

**Action 3a**

- **Elaboration of a “note on high-rise building” in accordance with the HUL-recommendation**
- **When**: 2013
- **By whom**: City of Bruges
- **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.
- **By whom**: City of Bruges
- **FUNDING**: PREPARATIONS FOR BUDGET 2012 (100,000€)
- **BUDGET 2012**: 45,254€
<table>
<thead>
<tr>
<th>By whom</th>
<th>Initiative for open call for tenders: All Urban Planning Dept. (DRO) sectors in cooperation with Unesco sector – Department of Heritage Conservation &amp; Heritage Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>FUNDING</td>
<td>Approx. 50,000 euros per plan</td>
</tr>
<tr>
<td>BUDGET</td>
<td>NO BUDGET WITHHOLD</td>
</tr>
</tbody>
</table>

### 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.
<table>
<thead>
<tr>
<th>FUNDING</th>
<th>100,000€</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUDGET 2013</td>
<td>72,207,96€</td>
</tr>
</tbody>
</table>

**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 Ovchinikova

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

<table>
<thead>
<tr>
<th>CITY OF BRUGES MANAGEMENT PLAN</th>
<th>GLOBAL INVESTMENT AND BUDGET SPECIFIC ACTIONS (in euros)</th>
</tr>
</thead>
<tbody>
<tr>
<td>URBAN LANDSCAPE PRESERVATION PLANS for LISTED LANDSCAPES IN WHP</td>
<td>24,986.50</td>
</tr>
<tr>
<td>DETAILED SURVEY PLANS</td>
<td>92,710.20</td>
</tr>
<tr>
<td>HIGH RISE NOTE</td>
<td>45,254.00</td>
</tr>
<tr>
<td>THEMATIC URBAN PLANNING IMPLEMENTATION PLAN</td>
<td>99,498.30</td>
</tr>
<tr>
<td>EXPERTS COMMISSION UNESCO</td>
<td>10,000.00</td>
</tr>
<tr>
<td>WHP COMMUNICATION PLAN</td>
<td>72,207.96</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>344,656.96</strong></td>
</tr>
</tbody>
</table>

5. OTHER CITY INVESTMENTS WITH POSSIBLE POSITIVE IMPACT ON WHP

<table>
<thead>
<tr>
<th>ACTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>REALISATION OF MANAGEMENT PLAN FOR OPEN SPACE IN THE CITY CENTRE,</td>
</tr>
<tr>
<td>5-YEARLY UPDATING OF THE FUNCTION DATA OF THE HISTORICAL CITY CENTRE</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>URBAN DEVELOPMENT BRUGES</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>REVISION OF URBAN DEVELOPMENT MASTER PLAN BRUGES – STUDY ASSIGNMENT</td>
<td>250,000</td>
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</tr>
<tr>
<td>URBAN POLICY BRUGES</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>VALORISATION PROJECTS OF VACANT BUILDINGS</td>
<td>500,000</td>
<td>500,000</td>
<td>500,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RELIGIOUS AND OTHER HERITAGE IS GIVEN A NEW FUNCTION WHERE DESIRED</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Third-party fees</td>
<td>30,000</td>
<td>30,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Subsidies for maintenance of convent gardens and other religious grounds</td>
<td>50,000</td>
<td>50,000</td>
<td>50,000</td>
<td>50,000</td>
<td>50,000</td>
<td></td>
</tr>
<tr>
<td>- Studies for redevelopment of former religious buildings</td>
<td>25,000</td>
<td>25,000</td>
<td>25,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Valorisation of former religious buildings &amp; community goods</td>
<td>250,000</td>
<td>250,000</td>
<td>250,000</td>
<td></td>
<td></td>
<td></td>
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Minutes of meeting 7 of the Experts’ Committee UNESCO (ECU) on 11 December 2013

Present:

- Mmes Livia de Bethune, Sibylle Valcke, prof. Linda Van Santvoort; members;
- Messrs Luc Constandt, Jos Vandenbreeden, professor emeritus Luc Verpoest, members;
- Mrs Miek Goossens, Provincial Director of the Flemish Heritage Agency, Mr Piet Geleyns, Policy Officer International Operations Flemish Heritage Agency, Mr Dirk Van Eenhooge, Heritage Consultant Flemish Heritage Agency;
- Mrs Ingrid Leye, DRO, architect GSA, Act. Head of UNESCO Sector, Christus Koning & Lissewege, secretary;
- Mrs Brigitte Beernaert, heritage expert, department for Heritage Conservation & Heritage Management, rapporteur;
- Mr Korneel Morlion, urban planner, UNESCO Sector Christus Koning & Lissewege,
- Mr Joris Nauwelaerts, heritage expert, department for Heritage Conservation & Heritage Management.

Excused:

- Messrs Stéphane Demeter, Eric Corijn and Bob Van Reeth, members;
- Alderman Franky Demon.

Summary of the minutes:

Mrs Leye welcomes the attendees, apologizes for alderman Franky Demon, provides a brief explanation of the rest of the evening and presents the agenda. The study consulting firms involved have been invited to provide additional clarification of their projects.

Mrs Miek Goossens and Mr Dirk Van Eenhooge, of Flemish Heritage Agency, were invited to this meeting because of their close involvement in the UNESCO issue and their role in the conservation areas (in the first instance Lange Rei, then the Vesten, etc.), within the framework of the UNESCO’s ‘Recommendations’ for Bruges. It is important that they hear the subsequent steps of the action plan and can enrich its content with their input.
1. **Subsequent assignments UNESCO Management Plan: State of Affairs and Notes by the Consulting Firms**

1.1. **Growth in Bruges (High-Rise Vision Document)**

Tristan Gobyn, planner at sector West of the City of Bruges, together with Korneel Morlion, explains the state of affairs and the important re-orientation of the so-called High-Rise Vision Document that for now has the working title of Growth in Bruges. In view of the vision of the new policy team on high-rise in the city, the two planners worked out a subsequent procedure for after the initial study, that was awarded to the 51N4E team, Space.lab, Arat, H+N+S, AWB at the end of 2012 (see Ambitions Document consulting firm in annex). This subsequent process must result in a document that will be practical and also have political support.

The document wants to provide an answer to a number of current bottlenecks both with regard to vision (spatial planning) and to policy implementation (permits policy). The central question is *'How do we handle the possible growth of the city?'*. This question not only concerns ‘living’ but also growth of the economy and infrastructure and the way in which this growth can be materialised.

Korneel Morlion and Tristan Gobyn emphasise that the current policy team wants to see the term 'high-rise' changed because research into high-rise possibilities within Bruges is deemed strange and inappropriate. A High-Rise Document makes you think of 30-metre high buildings whilst within the context of Bruges four/five storeys are already considered “high”. By speaking about growth, internal expansion projects and scaling-up projects can also be included in the vision.

The study covers the entire urban area as defined in the Spatial Master Plan for Bruges. Within this spatial framework, (large) developments can still be expected: in the vicinity of the port of Zeebrugge and at certain strategic locations (AX expressway, etc.) for example. The idea is to chart these locations and determine parameters.

Research shows that Bruges is one of the few cities in Flanders where no population increase is seen or predicted (in fact, a slight decrease is not even unrealistic). This has consequences for the possible development scenarios.

The content of the study is described in more concrete terms as: Where do we want to/are we able to build? How and when should we preferably do that? Which spatial developments are possible? Where is densification possible or desirable? And which construction programme and volume can be permitted where? These are essential questions for spatial planning.

The planners strive to draw up a legible working and vision document with general and specific criteria and/or regulations whilst taking into account the recommendations of UNESCO/ICOMOS about the lines of sight to and from Bruges.

Although it remains a spatial matter, sufficient attention must be paid to the essence of the assignment, namely to record important visual sight-lines of the city centre. The working document tests which zones within the city require further research and which typology can be linked to them.

The idea is to present this new approach to the City Council and request formal confirmation to re-orientate the assignment in this way and then meet with the consulting firm again.
Comment by the ECU

The members of the ECU support this vision and once again emphasise the importance of the lines of sight and visual impact to and from the World Heritage. They are pleased to follow the course of the vision document.

It is suggested that the term “densiteitsonderzoek” [density study] be replaced by “dichtheidonderzoek” [density study] or “verdichtingsonderzoek” [densification study].

1.2. The DETAILED SURVEY PLAN FOR WEST-BRUGES

This is explained by Urbain architectencollectief and Architectenbureau Bart Dehaene who were entrusted with this assignment.

The method and state of affairs of the study are clarified using a PowerPoint presentation.

The neighbourhood of West-Bruges has consciously been chosen by the City of Bruges for the “first” detailed Survey Plan due to a number of major changes/possible projects that are in the pipeline there (including the departure of VTI from Boeveriestraat, departure of the police from Hauwersstraat, the large monastery sites in the area, the site of the Beurshalle, etc.). In addition, the research into the value of the heritage in this place was less complex than for example in the heart of the city centre. With this first detailed survey plan, a work method can be developed for the other districts.

The inventory of the developed and open areas and the evaluation of the heritage occurred in close cooperation with the Department of Heritage Conservation and Heritage Management of the City of Bruges that is entrusted with the heritage in the district and the planned developments. All the existing documentation was made available and a number of visits were made together.

At present, the firm is working on the projection phase that for the principal, the City of Bruges, should yield an interesting instrument (including preconditions for the construction, development). The projection phase was preceded by an inventory and evaluation phase. The first two phases are briefly explained and the final plans are presented.

Since the projection is the most important phase, more attention is paid to it during the meeting.

The study team is convinced that by means of an integrated approach they can draw up precise preconditions for future construction projects that can be passed on to the designers. The preconditions contain all the information collected: the heritage evaluation of developed and public space, the larger structures, the potential by means of designing research through analysis and selection of typologies. Intensive work has gone into this study of the typologies and seven typologies have been filtered out and tested: beguinage, almshouses, monastery, construction block, park building, Januskop and campus.

With an eye to the meeting of the Experts’ Committee, the consulting firm analysed the case of the VTI in Boeveriestraat (study of the site itself- a large school, of the site as part of Boeveriestraat, of the rampart structure and of the ring road with the Albert I park).

By presenting this case, the designer wants to demonstrate his method and at the same time expose a number of bottlenecks and shortcomings. The study has not yet been rounded off. The idea is to further elaborate the “projection phase” and to make it concrete. The aim is to finish the study by the end of February.
Comments by the ECU

Opinion is divided about this study amongst the members of the ECU. Some feel that it is an interesting and fascinating study, others find it rather weak. Knowledge of the heritage and the way of drawing up preconditions were already present within the city Department for Heritage Conservation. Does this study yield anything new for the department? Maybe this exercise was necessary for the consulting firm to find innovative approaches or draw up a new “cookery book” for construction? Is it a possible line of reasoning to offer a solution for problem sites by recording typologies? It is also suggested that the City of Bruges might perhaps expect a little more of a consulting firm than what is now being presented?

The approach to the public domain and the evaluation linked to it, can count on support and is seen as an interesting point of departure/precondition. Doubt remains whether the typologies study is the right thing for such an assignment. The members feel that what is needed is precisely the context in which the assignment is placed.

The conclusion is that the “projection” part needs to be supplemented and it must be possible to apply it concretely to the area. The proposals remain too abstract and unsubstantiated. The application of e.g. a Beguinage typology for the VTI site is evaluated negatively however.

1.3. THE THEMATIC SPATIAL IMPLEMENTATION PLAN (For URBAN LANDSCAPES°

This is clarified by Marjolijn Claeys and Sally Lierman of SUM Research that was entrusted with this assignment. SUM also wrote the UNESCO Management Plan for Bruges, finished in June 2012.

A “Thematic Spatial Implementation Plan” of this size that has to offer a reply to UNESCO’s concerns does not yet exist anywhere in Flanders/Belgium. So it is an intensive search for the best elaboration of this very important and innovative legal instrument.

The “Thematic Spatial Implementation Plan” is a very a-typical Spatial Plan (TSIP) that is being drawn up to offer the most protective framework possible for the heritage in the World Heritage zone of Bruges. On the other hand, it must also offer a framework for the construction possibilities within that specific urban landscape context. This TSIP must be viewed in correlation to all the other existing instruments of the (urban landscape) policy to protect the heritage (including the detailed survey plans, the Heritage Evaluation Map, the Municipal Building Regulations, the regional plan, etc.). Furthermore, there are the many legal protections as a monument of urban landscape in this zone. This TSIP does not pronounce on the purpose of a parcel but merely pronounces on the way of handling the valuable urban landscape of Bruges.

This project is also clarified for the members of the ECU using a PowerPoint presentation. The point of departure is defining the main structures of the city centre as already determined in the Management Plan. This summer, more concrete work was carried out on the evaluation of the construction in the main and gate streets, the ramparts, the canals (water structures), etc. The consulting firm needed time to perfect an inventory method that meets the needs of a TSIP. Now the TSIP has been defined and the main structures have been analysed in detail.

How will these be implemented in the TSIP?
Work is being carried out in layers: the Heritage Evaluation Plan (HEP) remains the point of departure (heritage in categories 1 through 3 is “sacrosanct”/ demolition is not possible - version December 2013).

The translation of the HEP to the TSIP study shows that only a limited number of houses/buildings of the main structures (spatial carriers of the city) have been classified as category 4-5 and 6 (which means: supporting (4), neutral (5) or disruptive (6) buildings). After all, inclusion in categories 1 through 3 in the EWK results in very specific preconditions for preservation within the TSIP.

In addition to the HEP, in the next phase of the study the different types of facades in Bruges were distilled and named as follows: richly ornamented Bruges profile, ornamented Bruges profile, sober Bruges profile.

In this way each parcel was coloured in so that structures become clear and can be transcribed into the urban development regulations.

Finally, the next important principle of this study is issued: the so-called harmony rule with the definition of the (possible) profiles.

The harmony rule must determine the contours of construction possibilities connecting to the ensembles that are to be preserved.

In the (extremely rare) places where new construction is possible in the World Heritage zone, this would have to occur in accordance with the currently proposed harmony rule. It plots the course for the elements that define the general appearance of the building and correspond with the main elements of the street scene. A reference picture based on around 7 buildings to the left and right of a potential construction spot must be taken into account. In this way, the reference picture pronounces on the height of the cornice, the type of roof and the ridge height. This is a “balancing act” for which the consulting firm presents the initial results. This balancing act must now be tested in concrete terms on a number of buildings in the city in order to prove that it is feasible and usable, and then be refined into an acceptable legal instrument.

The proposed vision does not define aspects of the materials used and certain colours within the harmony rule in order to continue to guarantee both the homogeneity and diversity that exists today.

**Comments by the ECU**

The members of the ECU want to closely follow the further course of this study, the analysis and provisions. The way to refine this harmony rule will be a very interesting exercise. It will indeed be a very important document to protect the World Heritage zone. The result should be visible at the end of 2014.

**1.4. THE COMMUNICATION PLAN WORLD HERITAGE BRUGES**

What was missing in the implementation of the Management Plan up to today was the definition of a sound communication process with regard to everything relating to the World Heritage of Bruges.

The members are informed that the implementation of a communication plan and process relating to the World Heritage of Bruges (another point of action) has only just been awarded to Cibe Communicatie from Ghent. A very generous budget was earmarked for this.

The initial steps to start up this communication process will be taken at the beginning of 2014.
2. Projects

Stijn Streuvelsstraat 1 – Assisted Living Complex Jerusalem – Reconversion Project

The history of the project that had already been explained by Mrs Leye is now clarified with the most recent plans by Paul Lievevrouw and Bernard Deconinck of SUM Projects, the designers.

It concerns the site on Jeruzalemstraat where at present the rest and care home (RVT) Jerusalem operates. RVT Jerusalem is adjacent to the 15th century house “Adornes” with the Jerusalem chapel (owned by the Limburg Stirum family) and to the 20th century almshouses Elizabeth Zorghe, the Schippers (owned by the Department of Social Welfare). Until the end of the 19th century, these three sites formed one large property (the estate of the Adornes family).

The existing site is densely developed with high volumes right up to the borders of the parcel, but it still has a spacious garden (included in the Open Space Policy Plan of the City of Bruges).

The plan is to build a new project for an assisted living complex. To this end, all the buildings on the enclosed land would be demolished with the exception of the front building on the street (built in 1957). The lower part (on the right) on the street would (also) be demolished to achieve a short-cut for pedestrians and cyclists to Rolweg. Access to the new car park would also occur via this new “alley”.

The project already has a long previous history. Various proposals have been made that were tested with the different advisory bodies and adapted to the wishes and requirements.

It is explicitly stated that part of the garden (on the Rolweg side) cannot be developed due to the protective conditions from the approved Open Space Policy Plan.

The proposals are clarified in detail as are the comments formulated previously by both the sector UNESCO, the Advisory Committees for Urban Beauty and the Agency of Architectural Heritage Flanders.

Architect Paul Lievevrouw discusses the organisation of the concept, its relations to the context, the internal functioning, etc.

The number of rooms in this new proposal is being reduced to around 95 (initially 110 rooms were planned).

The project foresees a building running along the passageway between Stijn Streuvelsstraat and Rolweg that increases from one storey to three storeys under a sloping roof. Two perpendicular wings are planned on this building, each with three storeys, partly under a saddle roof, partly under a lean-to roof, which will house assisted-living rooms. On the side of the Adornes house, the wings will be reduced to two storeys with a flat roof as a roof garden and with an emergency exit for the fire brigade.

The wings will stay 8 m away from the parcel border with the Adornes site to provide access for the fire brigade. The distance to the garden wall of the almshouses is also 8 m.

The existing building on Stijn Streuvelsstraat is being renovated. A new, similar volume on two storeys is being added on the inside. This will accommodate the day centre on the
ground floor with assisted-living rooms on the first floor. Between the front building and the new part, a semi-detached building is planned. The main entrance to the complex will remain on Stijn Streuvelsstraat.

The new concept defines enclosed gardens and lines of sight are planned in the perpendicular wings with axes in the enclosed gardens of the almshouses. So, from the internal connecting alley there are lines of sight to the green areas.

As a result of the distance from the almshouse, it is possible to build gates in the garden wall of the almshouses.

**Recommendation of the ECU**

The Experts’ Committee UNESCO unanimously agrees that the project has qualities and is a good project that can offer added value for the context. The design has respect for the site’s historical stratification and in that sense does not affect its heritage values. An attempt has been made to achieve the “desired” integration both with the almshouse and the Adornes house and the Jerusalem chapel. It is a great improvement with what is currently on the site. The open space present is reinforced by the choice to create large patios facing the Adornes garden.

The constructed volume is considered acceptable, certainly in view of the finish vis-à-vis the historical Adornes house.

There is a discussion about the finish of the entrance to the car park. The ECU feels that the solution proposed with a retaining wall is perfectly acceptable.

There is no unanimity with regard to the choice of materials, namely the whitewashed bricks: some question the decision to whitewash, others do feel that this is acceptable.

**The Rapporteur**

Brigitte Beernaert

17 December 2013
Annex

High-Rise Vision

Distilled from the three-part Ambitions Document drawn up by the Consulting Firm 51N4E, Space.lab, Arat, H+N+S, AWB

First section with explanation of the methodology

- The so-called mental picture of the city. This refers to the general perception that exists of the city. The mental picture is largely based on the medieval picture of the city of Bruges, that of a medieval walled city in a surrounding, open landscape. The fact that UNESCO demands attention be paid to lines of sight going both outwards from within the city and inwards from outside it refers to this in a way because in reality but few places can be found where the historical city towers over the landscape. So this mental picture no longer corresponds with the urban reality of today.

- The term high-rise was then defined and placed in the context of the city of Bruges. The relative nature of the term in the Bruges context is shown and it is clear that it concerns not only high-rise buildings but also increase in scale and the right placement in the programmes. Any need for or possibility of high-rise may therefore not be seen separately from a global vision of the future development and dynamics of the city and its environs.

- The phrasing of the question of the possibilities of high-rise is not solely spatial but also relates to almost all the policy areas within the city. Thus a global vision of the future developments and dynamics of the city and its environs are necessary. For this high-rise vision we are looking towards 2050, and not just what can be expected in the next 10 years. This is to place the discussion in the right perspective and properly understand its strategic impact on the urban dynamics. The dynamics are above all the direction in which the city is evolving or wishes to evolve rather than a specific end. There are too many uncertainties for the latter.

- With this background, the consulting firm wants to draw up an atlas of the urban landscape, a display card of sites and evolutions. These will be linked to the analysis of the expected dynamics by visualising trends and projections for the city. In the next phase, this should lead to a display card of possible developments for the various areas distinguished and specific sites. On the basis of this, in the last phase policy recommendations could be made.

The second section examines the dynamics in the city.

- In this section, the consulting firm tries to understand the dynamics of the city. In this way, a bandwidth is detected within which the various evolutions are embedded. Assessing the dynamics in function of high-rise is not just a question of figures but also greatly depends on the type of activity. That is why the city has been viewed from the different types of roles it can play, namely: 'a city to live in’, 'a city to work in', ‘an attractive force for the region’, 'a city with international appeal’ and 'a city that breathes’. Parameters have been determined for each of these roles. These parameters are made as objective as possible since they are based on known indicators and trends. There are extensive statistics for these indicators and in a number of cases fairly detailed prognoses for the short term (horizon 2020). Then an attempt is made to assess the
developments until 2050 working with half a dozen scenarios that vary from almost standstill to sharp growth and dynamics. The idea is not to arrive at an unequivocal figure, but to indicate possible future trends on the basis of fluctuating developments of the city. These trends take into account the differences as a result of expected and unexpected social, economic, ecological and/or spatial developments.

- By unravelling the different roles that the city can play it was possible to determine a number of parameters and sketch a number of scenarios to be distinguished for each role. In actual fact of course these roles are intertwined and reality is a great deal more complex than what they have presented here. The scenarios affect each other unmistakably, even if this does not always have to be in a one-on-one relationship and it is not the case that a certain scenario within a certain role by definition leads to a certain scenario in another role.

- 'a city to live in'
Looking at the expected dynamics of the city, we think that most probably the prognoses of the consulting department of the Flemish Government concerning a slight fall in the total population are correct. After all there are no reasons or initiatives that would reverse this trend. This does not mean that every year there would be a fall in the population, after all a prognosis is not accurate enough to be able to assess the annual fluctuations in the size of the population. For example he most recent figures for 2012 show that a slight increase has occurred in the number of inhabitants, but nothing shows that this slight growth would continue next year.
In the medium term, however, we do expect the tide to turn. This turn will be the result of two trends. Firstly, the expected growth of the population in Flanders, that is the result of the ageing population and the internal European migration to Western Europe, will gradually also become noticeable in Bruges. However in view of the real estate prices in Bruges this trend will not be so high. But what is more important for Bruges is the ageing and capitalisation of the population, with also extra attention for the support in the area of care that will accompany this. The ageing population will lead to new assisted living requirements. The initiative of the City of Bruges to work on assisted living centres should therefore be fully endorsed.

Bruges also hopes to attract more young people. To this end it will have to focus on lowering the real estate prices for this specific target group. This is possible by means of financial support or by thinking about other forms of housing than the classic (semi-)detached or terraced family home with a garden without losing the qualities of this classic housing. We think that this, above all in the surrounding districts that are already fairly densely developed such as Assebroek and Sint-Kruis, can lead to denser forms of housing and the possibility of constructing higher (3, 4 or 5 storeys) buildings. However classic housing remains very popular and will probably continue to be. So further suburbanisation cannot be ruled out completely. Part of that suburbanisation can be cushioned by the villages on the territory of the City of Bruges, another part will be absorbed by the surrounding municipalities. However we also believe that there is a demand in Bruges for new forms of housing or for new residential environments. This can also be a stimulus for attracting new residents. New residents that until today as a result of the mental picture of the city and the existing offer of housing would not have chosen to settle in Bruges.

- 'a city to work in'
In the area of work, a slight increase may be expected in the strong sectors of care (certainly within the framework of homecare and care for the elderly),
tourism and to a lesser degree public services. For the care sector this probably means strong dynamics around existing hospital sites and an expansion of care centres or branches in the various districts. As indicated above, a higher development density will be appropriate around these care centres.

The sea port of Bruges has very great potential for development but this will depend greatly on the way it can be developed in cooperation with the other European ports and in particular the port of Antwerp. It will not be possible to achieve this growth until the medium term, so that additional jobs can probably be created in the secondary sector (which might bring about the migration of workers to Bruges). In the first instance the growth will focus on the development of the newly designated sites, land inward and on the planned port expansion seawards. On the other hand we are confident that these developments will also enable denser construction programmes on the existing and recently developed port sites so that more high-rise can and will be built.

- **'a city with international appeal’**
  Tourism remains an important potential for Bruges. For the time being the number of overnight stays will continue to rise. However this does mean that alternative locations for hotels must be sought outside the historical city centre. These locations must maintain easy access to the historic city centre and must also be easy to access themselves. Other activities such as a conference centre may also be given a place at this type of location. In any case, to provide additional support for the tourist potential of the city, broadening of the tourism must be sought whereby full use can be made of the potential of conference tourism and cruise ships. This also requires a new urban vision for parts of the city outside the historical city centre.

- **'a city that breathes’**
  The city has expressed its intention to sign the Mayor’s Covenant. To achieve the objectives it contains, the city will have to invest heavily in making mobility (even more) sustainable, for example by examining the possibility of structuring public transport lines (preferably tram) and by focussing on the preservation of open space. The perimeter that was determined in the definition of the urban region of Bruges in a RUP could be used as a limit border for this. This means that within these borders, a more intensive programme can be achieved by means of densification and a smart (re)organisation of the space. In a specific number of cases, this can lead to higher building or even to real high-rise that structure the urban landscape as a landmark. The opportunities for higher building in the first instance lie with the programmes that are not linked to living, but in time providing denser residential programme for specific target groups (singles, the elderly, students, etc.) also seems a possibility.

The last section will be a draft of the *atlas of the urban landscape*.

- This section charts the city. Bruges is known as an historical city but this is too narrow. The city is also a port city with various other identities. This is shown in the atlas where an overview will be sketched of the different typologies of (urban) environments that are present in the city. The resulting atlas will contain a description of these environments based on several elements: a map that situates the type together with the territorial elements that structure it, a description in graph form of the type of environment, photographic materials and a descriptive text. It is only in combination with the dynamics as sketched in section that these areas will be evaluated for their capacity and then will or will not qualify for a smart high-rise approach.
Subject: Historic Centre of Brugge (WHP 996)
Surroundings of the *Sint-Salvatorkathedraal* Cathedral of Our Saviour

Your Excellency,

Dear Madam Chair,

On July 11th, 2011, the director of the World Heritage Centre addressed a letter to the permanent representation of the Kingdom of Belgium to UNESCO, this in reaction to an e-mail that was received regarding the redevelopment works underway to improve the surroundings of the *Sint-Salvatorkathedraal* (Cathedral of Our Saviour, abbr. *Sint-Salvator* in Dutch) in Brugge. This letter was promptly forwarded to the attention of the Flemish authorities, competent in matters pertaining to World Heritage properties in Flanders. We do apologize for the delay in providing you with a reply.

In the email, which was added to your letter, the following issues and shortcomings were mentioned:

- There was no prior archaeological investigation, despite the site being one of the most important burial grounds in Bruges;
- Even though it was said that there would be no deep digging, trenches of considerable depth were dug from the beginning, as well as a number of large and deep holes;
- Contrary to what was stated by the local authorities, there was no regular follow-up of works by the archaeological services;
- After construction hours, the building site was full of human bones, skulls etc. which could easily be taken home by enthusiasts;
- The services in charge ruled without any prior investigation that the terrains had been disturbed in the past, and were therefore without archaeological importance;
- During digging, 2 tombstones were uncovered. These were damaged, and subsequently removed;
- The city council, Flemish government and local and regional authorities give evidence of a total lack of respect for a 1000-year old cemetery. In addition, the Malta treaty was violated;
- The fact that the new arena will be used by tourists, who will leave garbage and packagings behind, and who will show little respect, is another point of criticism. What was until recently an isolated place with respect for the religious and burial site has become a vulgar meeting-point.
- The project for the redevelopment of the surroundings of the Sint-Salvatorkathedraal was not presented to the advisory Commission for Urban Aesthetics, nor to the Expert Commission for the UNESCO-zone, which one year after the Committee’s decision was still not put in place.

The Flemish government and the City of Bruges strongly disagree with these statements and the criticism expressed in the aforementioned email. In the following pages, the project for the redevelopment of the surroundings of the Sint-Salvatorkathedraal will be presented, and the reasoning behind certain choices will be explained. At the same time, the so-called issues and shortcomings will be touched upon. We will also refer to the commonly recognized international conventions, which are also mentioned in the email you received, but which are in our view not quoted or interpreted in a correct manner.

With a view to the evaluation of this project, we would like to point out, madam president, that a former collaborator of the World Heritage centre, Mr Junaid Sorosh-Wali (at that time programme specialist in the Europe/ North-America section), visited the redeveloped Sint-Salvator site in 2012 during his participation in an international colloquium on World Heritage Cities which was organized in Brugge.

A. Situation and description of all executed measures.

1. The surroundings of the Sint-Salvatorkathedraal

The Cathedral of Our Saviour is one of the most important churches in Bruges. Since 1834, it constitutes the seat of the bishopric of Bruges. The tower of Sint-Salvator is, along with the belfry and the tower of the Church of Our Lady, one of the 3 defining city towers. Together, they determine the skyline of the historic city centre of Bruges, which was inscribed in the World Heritage property in 2000. As a result, it is clear that the Sint-Salvatorkathedraal is one of the most important bridges in the heart of Bruges.

The cathedral was listed by royal decree on March 25, 1938 – however, the surroundings of the cathedral were not included in the listings process. At that time, it was common to only protect the buildings, not their context (= a very object-based approach towards conventions. But even at that time, the artistic and/or historic value of the surroundings is relatively limited.

Sint-Salvator has a history going back to the (early) Middle Ages. The cemetery around the current cathedral was separated from the adjacent roads for the first time around 1308. The map by Marcus Gerards, dated 1562, clearly shows a high boundary; the map also suggests that the cemetery had a larger delimitation than today, and that it included a number of trees and seven plague chapels. This cemetery was used to bury the dead until the 1780’s. The old monuments, memorial stones and chapels (demolished in 1792) gradually disappeared after the French Revolution.

In 1878, the fabric committee of the Cathedral of Our Saviour decided to tackle the existing degenerate and neglected situation: the cemetery is cleared, and a pleasure garden/ small public park with walkways is created. Later on, this garden is surrounded by a fence. This happened to the great dissatisfaction of the historian and canon A. Duclos, who noticed in 1910 that "le cimetière était bien plus beau avec son mur de clôture sévère, avant que l’on fit des jardins avec grillage". [A. Duclos, Bruges. Histoire et Souvenirs, Brugge, 1910, p. 472] The described situation is well-known today, thanks to a series of photographs taken between 1878 and the early 20th century. Clearly, from this moment onwards, the former cemetery had disappeared completely, and was replaced by a public space.
The fence around the park was probably removed shortly after the 2nd World War (1945-1950’s); a few years later, around 1965-1970, a low brick wall was built around the park. The result was a dreary stretch of grass with some shrubs, unbefitting a cathedral and a World Heritage city.

2. The planned redevelopment of the surroundings of the Sint-Salvatorkathedraal

The idea to reorganize the surroundings of the Cathedral of Our Saviour was discussed for the first time in 2004 with the province of West-Vlaanderen (managers of the cathedral), the fabric committee, the city of Brugge and the Flemish government. At that time, a number of issues and problems had been identified, that needed to be resolved:

a) Sint-Salvator is clearly one of the most important historic buildings in the city. However, the unappealing layout of the former cemetery with a damaged and weathered fence at the entrance and harmful moss on the statues, did the monument wrong;

b) The successive restoration works on the cathedral had left their traces on the surroundings of Sint-Salvator;

c) There clearly was a problem of public safety and hygiene: the park was used to urinate in public, served as a dogs’ toilet, had become a place where street litter piled up, ...

d) Access for the disabled to the site and the cathedral was complicated and illogical;

e) The layout proved unsuited for greeting visitors and providing a place to rest for passers-by.

As a result of this deliberation, it was decided to organize a call for ideas.

Only three designers participated in this competition, which was held in 2005. There was no laureate, but led to a consensus among all parties involved with regard to the framework within which the redevelopment of the surroundings of the cathedral were to take place. The main starting points were:

a) To solve the problem of public safety and hygiene, the garden should be opened up on the north side (Steenstraat). This will also improve the accessibility;

b) Keep in mind both the former function as a cemetery, and the garden which was created in 1878. This meant that both the perimeter of the late-19th-century cemetery and the green character would have to be preserved as much as possible;

c) A balance should be sought between a ‘green garden’ and the urban character of the place;

d) Any new layout would have to be in a contemporary style. This choice was motivated by the fact that no clearly recognizable fragments remain of neither the formal garden which was created in 1878, nor of the former cemetery (authenticity).

e) Access for the disabled would have to be organized via the porch on the north-western side. This way, the neo-gothic furnishing and the main doors on the western side could remain unchanged. To provide the access, a gentle slope in the north-western corner of the property would have to be part of the new project.

In 2009, a large steering group was made up at the initiative of the province of West-Vlaanderen, to breathe new life into the project. Both the city of Brugge and the Flanders Heritage Agency were represented in this steering group, which confirmed the starting points of 2005 and presented a finalized design for the ‘redevelopment of the surroundings of Sint-Salvatorkathedraal’. Basically, the project suggested a new layout in stone, laid in such way that the urban space (surrounding streets Steenstraat – Sint-Salvatorkerkhof – Korte Vuldersstraat) seamlessly continues all the way until it reaches the cathedral.
The difference in height between the *Steenstraat* and the northern side of the cathedral was bridged via a number of steps, which also act as stand. Tourists who in the past used the brickwork walls as an improvised resting place – facing the cathedral with their back – now have a proper place to sit, with an unrestricted and natural view onto the cathedral. To improve the view, some shrubs and minor trees had to be cut. However, the monumental trees that line the space were all preserved.

The green space adjacent to the cathedral was preserved as much as possible. As a reference to the former garden surrounding the cathedral, a simple lawn was provided, with a few large stones as reminiscence to the former tombstones in the cemetery. Two beautiful 18th-century statues representing St-Peter and St-Paul, which had been flanking the access to the north transept since 1970, were preserved *in situ*. After years of deterioration due to moisture and biological growth, they were cleaned.

3. Building permit procedure

At the start of 2010, the city of Brugge applied for a building permit for the planned redevelopment. As is customary when applications form local authorities are concerned, it was handled by the Flemish government (Spatial Planning Agency). In the framework of this procedure, the advice of the Flanders Heritage Agency was obtained on May 17, 2010. It was unequivocally positive, since preliminary discussions had shown that the project was not only acceptable, but constituted an improvement over the existing situation. After a public consultation, permission was granted on October 22, 2010.

As it happens, Flanders Heritage received a request from *SOS voor een leefbaar Brugge*, a local heritage association, to consider listing the cemetery of *Sint-Salvator* "as a monument, or at least as a site, to prevent the vandalistic act which is being planned". However, the Flemish government had no choice but to deny this request, since the lack of heritage value meant that from a legal point of view, it would not have been possible to motivate the protection.

On December 15, 2010, a number of heritage associations filed an appeal to suspend the permit. However, the procedure was halted shortly thereafter, at the initiative of these associations. Nevertheless, they have spared no effort since then to prove that the project was a 'vandalistic intervention', and that all authorities involved have violated national and international principles.

The project was ready by the summer of 2012. Over the last 18 months, the redeveloped surroundings of *Sint-Salvator* have been embraced by locals and visitors from all over the world, who seem to appreciate the much nicer environment, and the improved view and seating arrangement.

4. Archaeological impact: lighting & sewerage plans

In line with the principles of the European Convention on the Protection of the Archaeological Heritage (also known as the Valetta Treaty or Malta Convention) of January 16, 1992, the idea was from the beginning to leave as much areas in the immediate vicinity of the cathedral untouched, and to avoid large-scale groundwork.

However, groundworks were unavoidable on the south side, at the level of the existing streets, due to the need to repair and replace part of the existing sewerage. However, these zones had been disturbed significantly in the past when underground utilities had to be put in place. The development of a lighting plan for the cathedral and its surroundings also required that a number of trenches of limited depth had to be dug in the green areas. But all groundworks in the surroundings of the cathedral were closely followed by a collaborator of the intermunicipal archaeological service *Raakvlak*. The findings of this follow-up were processed in an extensive report (in Dutch), which is added as an annex to this report (annex 5).
B. REFUTATION OF THE ELEMENTS CITED IN THE E-MAIL THAT WAS SENT TO THE WORLD HERITAGE CENTRE

Some suggest that the redevelopment of the surroundings of the Sint-Salvatorskathedraal constitutes a ‘vandalistic intervention’. However, the Flanders Heritage Agency and the city of Brugge do not share this opinion: we feel it is a deliberate concept in which a balance was sought between the historical meaning of the site, the preserved heritage values, and a contemporary (re-)interpretation for the site. The project was carefully prepared, in close collaboration with all authorities involved, including the Flanders Heritage Agency.

The arguments that have led to this conclusion will be presented in the following paragraphs, starting from the objections that were raised in the aforementioned e-mail to UNESCO.

- First of all, the city of Brugge and the Flanders Heritage Agency wish to reiterate and to stress that the immediate surroundings of Sint-Salvator have known a number of historical evolutions: a cemetery, with and without a fence, with and without a public garden; the late-19th-century pleasure garden; … As a result of these consecutive interventions, the material heritage value of the remaining layout at the beginning of the new millennium was quite limited.

- Local heritage associations stress the impact of the interventions in the soil, and the subsequent damages to the archaeological heritage. The Flanders Heritage Agency and city of Brugge would like to nuance this statement, and provide some clarification:
  - First of all, it should be noted that the surroundings of the Cathedral of Our Saviour constitutes what is archaeologically known as a disturbed context, since the cemetery was cleared at the end of the 19th century. As a result, the scientific value of the archaeological heritage in the upper layers is limited. Contrary to what was claimed in the email, this conclusion was based on careful research of a variety of sources (including iconographic material, see annex 2). This assumption was confirmed during the archaeological on-site research (see annex 5).
  - Since there was to be no deep digging on the side of the Steenstraat (north side of the cathedral), no preparatory excavation was requested. This was the shared point of view of the local archaeological service and the archaeologists of the Flanders Heritage Agency.
  - During the groundworks, a number of traces and remains were found, including several tombs, which had all been disturbed to some degree (e.g. partially destroyed, filled with moved soil, bones in inconsistent patterns, missing tombstone, …). In one case, a 14th-century tomb with a tombstone was discovered, with in addition well-preserved paintings on the inside. This tomb, along with another one elsewhere on the site that had traces of paintings, was uncovered, researched and documented in the approved manner by a number of experts, including Marie-Anne Buyle, specialist in murals at the Flanders Heritage Agency. Considering the paintings, and the fact that the construction itself was not threatened, it was decided to leave these tombs in situ (a decision in line with the Malta Convention). In view of the optimal preservation of the paintings, the tomb was filled with expanded clay grains and covered again.
  - In addition, numerous human bones were uncovered in disturbed context. This was the likely result of a number of interventions from the past (clearing of the cemetery, installation of underground infrastructures, road works, …). Unfortunately, this also meant that their archaeological and scientific interest was very limited. As is legally foreseen, these bones were to be transported to the municipal cemetery. However, awaiting this removal, the soil deposits with human fragments were initially stored on site, under unsatisfactory conditions. As was stated correctly in the e-mail that was sent to UNESCO, the contractor was urged quite soon to provide a more suitable cover for the bones.
  - On the south side of Sint-Salvator, where more fundamental groundworks were planned, a preventive archaeological investigation was carried out. During this investigation, three tombs were discovered, along with a number of graves without
context. Unfortunately, the tombs had been disturbed during previous interventions. Nevertheless, they were fully researched and registered. After careful consideration with a number of experts, two were ruled of little value, and subsequently removed. The third was preserved on-site (filled with argex and covered).

- **Raakvlak**, the intermunicipal archaeological service, has been involved in the project from the planning phase onwards. As part of the building application procedure, the archaeological advice was sought in the case of two specific parts of the project: the new layout for the Steenstraat, and the sewerage works on the south side of the cathedral.

- In addition, the necessary archaeological support was provided during all groundworks. The archaeologist on-site was charged with supervision, and had to make sure that no historically important layers were touched. If necessary, he could impose that the dimensions or location of trenches were changed. While digging on the south side, no such intervention was necessary.

- Considering the large number of remains that were uncovered from an early stage onwards, it was decided quite soon to provide a more thorough follow-up of the project. This was also intended to facilitate the documentation of the archaeological heritage. To this effect, collaborators of Raakvlak were called in.

- It should be noted that the project in Brugge and the project related to the surroundings of the Sint-Romboutkathedraal in Mechelen (Malines), which is mentioned in the e-mail, are in no way comparable. In Mechelen, the impact on the archaeological heritage was devastating since the project involved the construction of a large underground parking garage. Here, archaeological remains would be irreversibly lost for several meters deep over a large surface. Therefore, a large-scale archaeological excavation was imposed. In Brugge, the impact of the proposed interventions on the archaeological evidence was by comparison minimal. For that reason, in Brugge, the aim was maximal preservation *in situ*. This is also the preferred choice in all international conventions and treaties related to the subject.

- The heritage associations in Brugge seem to regret that the project deliberately tries to draw the attention of tourists and passers-by to Sint-Salvatorskathedraal, generally considered one of the most important monuments in the city. They fear it will become a place with little consideration for the context, where litter etc. will pile up. This assumption suggests that they lack a sense of reality: Sint-Salvator is located along the Steenstraat, one of the main shopping streets of the city with a large number of visitors (both locals and tourists). This is not a new phenomenon: almost 200 years ago, in 1838, the construction of the station at 't Zand resulted in an increase in traffic, changing the character of the street into a shopping street. In this context, the already mentioned low brickwork walls surrounding the cathedral were used to sit, have a rest, and eat or drink something – with tourists and passers-by facing the Steenstraat and not the cathedral. In the new project, they would have a rest on the large stone steps (stand), facing the cathedral. Contrary to what is suggested by the heritage associations, the project is executed using natural high-quality materials, and no concrete. In addition, an art project was also integrated in the project, which aims at bringing back the sacral character of the site: a number of stones in the lawn were decorated with symbols referring to death and the cult of the dead (an effort to relate to the memory of the place). All parties involved are convinced that the new layout will increase the appreciation of the site, and that chance visitors will be more conscious of the values of the place. It seems unlikely that the surroundings of the Cathedral of Our Saviour will become a cheap point of rendezvous. It goes without saying that litterbins were provided, and that the city of Brugge will make sure the surroundings of Sint-Salvator will be maintained in the best possible conditions.

- There is a complaint that the project was not presented to the local Commission for Urban Aesthetics, nor to the Experts-commission for the UNESCO-zone (ECU) – which according to the heritage associations was not installed one year after the Committee’s decision. In this regard, it seems important to clarify the role of the advisory Commission for Urban Aesthetics: this commission provides an advice to the local authorities regarding changes
in the façades, whenever construction or restoration projects are being considered. They are never consulted when the public domain is concerned – this explains why they rightfully were not involved in this case. On the other hand, it is true that the ECU was only put in place at the beginning of 2012. For that reason, it was impossible to involve this new expert commission in this project.

- Finally, the city of Brugge would like to mention that a small exhibition was organized in the newly created public space surrounding Sint-Salvator after completion of the works. In this exhibition, the methodology and the results of the archaeological research conducted by Raakvlak were presented.

IN CONCLUSION

Today, almost two years after the completion of the redevelopment of the surroundings of the Sint-Salvatorskathedraal, a correct assessment of the project seems possible. Instead of the former ‘pit’ next to the Steenstraat, which required a staircase to ‘descend’ towards the church, the former cemetery is today part of the overall public space. This result was achieved by a gradual transition from the street to the cathedral by means of a stone stand and steps. At the same time, the green character was preserved to keep the memory of a cemetery alive, an impression which is reinforced by the stones with engravings, spread out in the lawn.

In this regard, the project also relates to other contemporary interventions in the immediate surroundings of similar World Heritage properties (e.g. the cathedrals of Reims, Chartres, ...). A collection of projects was included in the first issue of 2009 of the influential French review MONUMENTAL, Revue scientifique et technique des monuments historiques, (thematic issue “La cathédrale dans la ville”).

By rethinking the staircases and introducing a gentle slope, access to the former cemetery is improved, not in the least for the disabled. Since the daily access to the cathedral is located at the side of the former cemetery, the new layout also invites to visit the building – in which the restoration of the nave is concluded. As a whole, the project is likely to contribute to a better and wider appreciation of heritage in itself, and of the efforts different levels of government go through to preserve heritage, in respect for the intrinsic heritage values.

The city of Brugge and the Flemish government hope that the information and arguments provided in this report were sufficient to convince you of the qualities of the project, and of the extreme care that was involved in developing and executing the project. It is true that some minor issues arose during the execution of the project, but it is our belief that they were handled in a swift and careful manner. The city of Brugge and the Flanders Heritage agency would like to continue working according to the same principles, in the spirit of joint responsibility.

Please accept, Your Excellency, the assurances of my highest consideration,

Sonja Vanblaere,
Administrator-general
Flanders Heritage Agency
Map of the World Heritage property of the historic centre of Brugge, with the Sint-Salvatorskathedraal in the centre (indicated by the blue cross).
Situation plan with street names. Sint-Salvator is located in the centre (→ blue cross); the area along Steenstraat where the 'stand' was built is highlighted in yellow.
Sint-Salvatorskathedraal – aerial image. The green area to the north is where the new ‘stand’ was built.
Sint-Salvatorskathedraal – view from the south.
*Sint-Salvatorskathedraal* – view from the west onto the formal entrance and the main tower. The area with trees to the left is where the new 'stand' was built.
Sint-Salvatorskathedraal – view from the east onto the choir. The area with trees to the right is where the new ‘stand’ was built.
Sint-Salvatorskathedraal – view from the north, along Steenstraat, onto the area where the new ‘stand’ was built.
A segment of the map by Marcus Gerards of 1562, showing *Sint-Salvator* and the northward and southward cemetery walls (on this side and at the back of the cathedral, respectively).
Water colour by Jan Beerblock with caption “état déplorable de l’église Saint-Sauveur”. Around 1800.

Painting by Antoine Laurent Joostens showing the fire of July 19, 1839. In the front, there are only a couple of trees on the cemetery.
One of the earliest photographs of the cathedral, taken around 1878 (Daveluy), shortly after the copper roof was installed on the tower (in 1872). Clearly, the wall around the cemetery has been taken down, the cemetery itself a freshly planted pleasure garden.
Photograph around 1880-1885. The basis for a new fence is clearly visible. The trees along Steenstraat in the front are extremely young.
Another picture dated 1880-1885, showing the Steenstraat with the belfry in the distance. The pavement is there, and the trees have grown quite a bit. The pleasure garden does not have any standard trees.

Photograph dated ca 1896: the new fence with pillars around the cathedral is complete.
Photograph taken after 1916. It shows the pleasure garden with shrubs and some trees, and the new chapter house – built between 1913 and 1916 by arch. Viérin –, currently the treasury of the cathedral.
Fence around Sint-Salvator (around 1919).
Annex 3: Photographs presenting the situation of the site before the project

Deplorable state of the iron gate & handrail.

The lawn, with ‘alternative walkways’, and cobblestone paths. Access for the disabled can be challenging. Moss is omnipresent.
The problems related to public safety and hygiene: street litter, urinating in public, dog’s toilet, ...
The statues of St-Peter and St-Paul suffer from moisture and biological growth.
Annex 4: proposed redevelopment of the surroundings of the Cathedral of Our Saviour: plan + photographs

The following images give an impression of the finalized project. They start on the south-west side of the cathedral (at the corner of the Korte Vuliërsstraat and the Sint-Salvatorskerkhof), and continue in a clockwise direction around the cathedral.
Voorlopig rapport: Resultaten archeologisch onderzoek Sint-Salvator

Auteurs: Frederik Dekreyger, Bieke Hillewaert, Jan Huyghe, Griet Lambrecht.
Situering van het projectgebied

Wegens de herinrichting van de gehele omgeving rond de Sint-Salvatorskathedraal werd geopteerd om voorafgaand een archeologisch onderzoek op deze site uit te voeren. De werken omvatten de heraanleg van het noordelijke kerkplein aan de Steenstraat, alsook de vernieuwing van de riolering en andere nutsvoorzieningen in de Heilige Geeststraat, het en de Korte Vulderstraat. De werken werden allemaal uitgevoerd door Verhelst BV. Het archeologisch onderzoek liep van 7 tot 29 april (sleuf I t.o.m. VI) en van 18 tot 25 mei (sleuf VII en VIII).

De doelstelling van dit onderzoek is tweeledig: voor het noordelijke gebied van de kerk (sleuf I t.e.m. III) ging het vooral om het onderzoeken en registreren van de aangetroffen sporen die werden aangesneden door de werken op het plein voor de kathedraal (vondstmelding). Voor sleuf IV t.e.m. VIII in de Korte Vulderstraat en het Sint-Salvatorskerkhof was het de bedoeling om na te gaan hoe de geologische opbouw van deze zone zich voordoet en in hoeverre de zone al dan niet werd verstoord door eerder graafwerken.

Voor het gehele terrein werd besloten om enkel de te verstoren zone te onderzoeken. Daardoor waren de grootte en diepte van de sleuven afhankelijk van de diepte en breedte van de toekomstige verstoringen. In de sleuven aan de zuidzijde en de westzijde in aan de hand van boringen getracht na te gaan wat er zich nog dieper onder het oppervlak bevindt.

Werkmethode

Om het gehele terrein te onderzoeken waren 25 werkdagen voorzien. Voor de noordzijde van het terrein waren 7 werkdagen nodig, de zuidkant van het terrein nam 10 dagen in beslag en nog eens 7 dagen werden gebruikt om de sleuven aan de westzijde van de kathedraal te onderzoeken. De overige dagen zijn gebruikt om de resultaten om te zetten in dit basis verslag. Tijdens de opgravingen zelf was steeds een archeoloog ter plekke, bijgestaan door vaak een andere archeoloog en één of meerdere arbeiders van Raakvlak.

Alle sleuven zijn met een kraan van 9,5ton gegraven, geleverd door de aannemer zelf. Voor de noordzijde van het terrein waren sleuven direct te graven tot op het niveau van de aangetroffen grafkelders, aangezien grond er boven al volledig verstoord bleek te zijn. Voor de zuidzijde en de westzijde werd in lagen van 5 tot 10cm verdiept, naargelang de graad van verstoring. De sleuven werden tot ongeveer 2m gegraven, de diepte tot waar de verstoring door de nutsleiding zou komen. Alle aangetroffen sporen werden gefotografeerd, beschreven, gesitueerd. Alle vondsten werden verzameld en voor de skeletten werden skeletfiches ingevuld. Er werden voldoende hoogtemetingen genomen. Wegens het tijdsgebrek werd geopteerd om enkel de profielen in te tekenen, de sporen zelf werden gefotografeerd en ingemeten zodat ze nadien op het grondplan aangeduid konden worden.

Aangezien het hier gaat om een basisrapport, is het skeletmateriaal nog niet aan een uitvoerig onderzoek onderworpen. Dit is dan ook de belangrijkste reden waarom er bij het skeletmateriaal niet dieper ingegaan wordt op leeftijd, geslacht en aandoeningen.
Historische achtergrond

Ontstaan van de kerk

Vermoed wordt dat de oorsprong van de kerk samenhangt met de opsplitsing van de oerparochie Snellegem in meerdere andere parochies, net zoals dit het geval was voor de parochie Sijsele met het latere ontstaan van de Onze-Lieve-Vrouwekerk. Er wordt zelfs aangenomen dat het in dit geval kan gaan om nog een latere afsplitsing uit de Sint-Michielsparochie (Ryckaert M., 1991: 53). Hieruit mogen we concluderen dat Sint-Salvator in se een dochterkerk is van de kerk van Snellegem. Recent archeologisch onderzoek dat zich binnen het koorgedeelte van de kerk bevond, kon jammer genoeg geen duidelijkheid brengen omtrent de stichting van Sint-Salvator (Van Besien E., 2010).

**Van houtbouw naar steenbouw**

De aanvang van de kerk mag volgens sommige bronnen gesitueerd worden omstreeks het midden van de 9de eeuw (Ryckaert M., 1999: 26). De oorspronkelijke kerk was waarschijnlijk in houtbouw opgetrokken en pas omstreeks 1127 werd er overgeschakeld op steenbouw nadat een brand het vorige kerkgebouw grotendeels had vernield (Van Besien E., 2010). De oudste overgebleven restant van deze eerste steenbouwfase, die de kerk een Romaanse stijl toebraacht, is te zien in het benedendeel van de kerktoren die de westelijke ingang van Sint-Salvator siert. Het gaat enkel nog om een fundering in veldsteen (Ryckaert M., 1999: 26).


De Sint-Salvatorkerk had reeds in 1086 het statuut van parochiekerk maar het duurde tot 1834, met de oprichting van het Bisdom Brugge, dat de kerk de naam van kathedraal mocht dragen. Wanneer in 1839 voor een derde maal een zware brand uitbrak in het kerkgebouw, bood dit de mogelijkheid om naast de nodige herstellingen aan het dak ook de toren te verhogen. Dit werk werd uitgevoerd naar architecturale plannen van de Engelsman Robert Chantrell, wat de Anglo-Normandische eigenschappen van het bovengedeelte verklaren (Ryckaert M., 1991: 215). De laatste verbouwingen vonden plaats in 1912-1913, toen men van start ging met de oprichting van de kapittelgebouwen en de schatkamer aan de zuidzijde van de kerk.
Historische achtergrond van het kerkhof

Een kerkhof is, zoals het woord zegt, een hof rond een kerk waar de doden werden begraven. Dit gebruik vond zijn oorsprong ongeveer gelijktijdig met de aanvang van de kerkbouwtraditie in Vlaanderen en zal voor de stedelijke gebieden duren tot 1784, wanneer keizer Jozef II een edict uitvaardigt dat openbare besturen verplicht om de doden buiten het centrum te begraven wegens hygiënische redenen. Aangezien de kerk zelf omstreeks midden 9de eeuw werd gebouwd, is het mogelijk dat het kerkhof zelf zo’n 900 jaar in gebruik is geweest.

Doorgaans geldt de regel dat de rijke burgers in de kerk begraven werden en het gewone volk op het kerkhof. In stedelijke gebieden is echter ook op het kerkhof een duidelijke indeling te maken tussen de meer gegoeden en de minderbedeelden. Hoe meer geld men kon uitgeven voor de begraving, hoe dichter men bij het kerkgebouw kon liggen. Daarenbovenop werden de rijken in de regel begraven in een grafkelder, terwijl de gewone man in een houten kist werd begraven.

Het kerkhof rondom Sint-Salvator wordt pas vanaf 1308 duidelijk afgescheiden van de openbare weg. Dit gebeurde eerst door een gemetselde kerkhofmuur aan zowel de noordelijke als zuidelijke zijde. Het is pas op de Marcus Gerardskaart uit 1562 dat we ook effectief deze muren afgebeeld zien staan. Op de Sanderuskaart uit 1641 zien we echter enkel de noordelijke muur afgebeeld. Het is evenwel niet zeker of de zuidelijke muur toen was afgebroken of dat hij eenvoudigweg niet op de kaart werd aangeduid.
Wanneer we het plan Popp uit 1865 bekijken, is ook de noordelijke muur verdwenen. Dit zou kunnen samenhangen met de verlaging van het kerkhof tot op zijn oude niveau in 1878-1879. Voor deze periode zijn er al enkele vroege foto’s gekend waarop ook duidelijk te zien is dat de oude kerkhofmuren verdwenen zijn en vervangen werden door een ijzeren hekwerk. Een lang leven was dit hekwerk ook niet beschoren aangezien het vóór 1904-1907 al was vervangen door een nieuwe kerkhofmuur (Algemeen stadsplan stad Brugge, Dienst der Werken 1904-1907).

Helaas beperkt zowel het kaartmateriaal als het beschikbare beeldmateriaal zich vooral tot het noordelijke deel van het kerkhof, wat duidelijke uitspraken over de ontwikkeling van de zuidelijke en westelijke zijde moeilijk maakt. De oudst gekende foto over deze kant dateert omstreeks 1898 (Nahrath).
Bodemkundige achtergrond

Op de bodemkaart wordt het gehele onderzochte gebied aangeduid als antropogene zone, wat wil zeggen dat de volledige omgeving rond de Sint-Salvatorskathedraal omschreven wordt als zijnde zwaar verstoord door menselijke invloed.
Onderzoekresultaten

De resultaten worden hier besproken per sleuf, waarbij voor elke apart spoorcomplex een korte uitleg wordt verschaft. De sleuven I tot en met III bevinden zich aan de noordzijde, het gebied tussen de kathedraal en de Steenstraat. Sleuf IV, V, VI ligt aan de zuidzijde van Sint-Salvator en komt overeen met Sint-Salvatorskerkhof. Sleuven VII en VIII (aan de westzijde van de kathedraal) liggen aan de andere kant van de Korte Vulderstraat eveneens in het Sint-Salvatorskerkhof. De werken in de Heilige Geeststraat werden ook opgevolgd maar hier was de bodem zo zwaar verstoord door recente vergravingen dat er geen relevante archeologische sporen meer te zien waren.

Sleuf I

In sleuf I zijn in totaal 14 sporen gevonden. Het gaat vooral om grafkelders en inhumaties waarvan vaak maar enkel een botten in situ bewaard bleven. Het is mogelijk dat het hier gaat om begravingen in een houten kist maar hiervan zijn in sleuf I geen restanten zichtbaar.

Spoor 1

Dit spoor is één van de zes grafkelders die werden aangetroffen in sleuf I, en is ook meteen de enige in deze sleuf die beschilderd was. Het gaat om een bakstenen constructie met zandkalkmortel waarvan het baksteenformaat 32x11x5 cm bedraagt. Aan de hand van deze formaten kan het graf in de 14de-15de eeuw worden gedateerd. Het graf zelf was afgedekt met drie grafstenen in Doornikse kalksteen die naast elkaar in N-Z richting lagen. De meest westelijke steen was reeds in twee delen gebroken, de middelste steen en oostelijke steen waren nog volledig maar enkel de middelste lag nog in oorspronkelijke plaats op het graf. De oriëntering van het graf is W-O, wat bij middeleeuwse begraafingen de standaard is. Aangezien het graf verstoord wordt aan de oostelijke kant door de bouw van een muur, is de kelder maar deels bewaard. De maximale bewaarde breedte van het graf is 89 cm met de westelijke bakstenen muur bij en 67 cm zonder de muur. De lengte is 120 cm met de noordelijke en zuidelijke muur bij en 108 cm zonder de muren. De maximale diepte is 75 cm.

Fig. 6: foto van spoor 1, waarop duidelijk de grafstenen in situ te zien zijn, sleuf I

De beschichting in het graf zijn aangebracht op een pleisterlaag, dat direct op de bakstenen constructie is geplaatst. De drie aangetroffen wanden waren oorspronkelijk
beschilderd. De bewaring van deze verftekeningen was echter in zo’n slechte staat dat er geen duidelijke afbeeldingen te herkennen waren. Om te voorkomen dat de pleisterlaag nog verder zou aangetast worden werd geopteerd om het graf, nadat het volledig werd leeg gehaald, op te vullen met silicakorrels aangezien na overleg met de bouwheer besloten was dat het graf in situ kon blijven.

Onderaan in het graf werd nog een skelet gevonden dat in anatomisch verband lag met een W-O oriëntering (skelet 18). Jammer genoeg werd ook het skelet doorsneden door de muur, waardoor enkel het hoofd tot en met het bekken is bewaard. Het gaat om een individu dat op de rug werd begraven, met het aangezicht naar boven gericht. de Breedte van het bekken bedroeg tussen de 38 en 40 cm.

Fig. 7 links: Foto van skelet 18 in spoor 1, sleuf I  
Fig. 8 rechts: detail van de beschilderingen is spoor 1, sleuf I

**Spoor 2 & 19**
Net als bij spoor 1 gaat het hier om een grafkelder. Het verschil met spoor 1 is dat het hier om een dubbele kelder gaat, waarbij 2 compartimenten naast elkaar zijn gebouwd en dat er gene dekstenen zijn teruggevonden. S2 is de noordelijke grafkelder en S19 de zuidelijke. Ook hier gaat het bij beiden om een W-O oriëntatie. Aan de hand van de tussenmuur tussen beide kelders kunnen we concluderen dat beide kelders op het zelfde moment zijn gebouwd. Het bewijs hiervoor zien we in de plaatsing van de bakstenen, waarbij er afwisselend rijen op elkaar liggen met enerzijds een W-O en anderzijds een N-Z richting. Ook de baksteenformaten van beide kelders zijn dezelfde, namelijk 22/21x9x4cm. Daardoor zou het geheel gedateerd kunnen worden rond het begin van de 15ste eeuw. Het binnenwerk van de muren was zowel in spoor 2 als 19 niet bepleisterd en het muurwerk was gemetseld met zachte zandkalkcement.

De afmetingen van de kelders zijn grotendeels gelijk aan elkaar: de maximale lengte bedraagt 2,28m en 2,07m aan de binnenkant. De breedte aan de binnenkant voor S19 is 46cm en voor S2 47cm. De totale breedte van beide graven is 1,29m. De maximale diepte is 46cm, gemeten aan de tussenmuur.
Waar de muurresten van S2 nog bijna volledig bewaard waren gebleven, was dit niet het geval voor S19. Aan de zuidwestelijke hoek van het graf bleek duidelijk dat er reeds verschillende verstoringen hadden plaatsgevonden waardoor de muur hier niet meer bewaard was. Deze verstoringen zullen er ook voor hebben gezorgd dat de gehele inhoud
van het S19 door elkaar zat, wat kan verklaren waarom er geen skelet in anatomisch verband werd aangetroffen, in tegenstelling tot S2.

Fig. 9: overzichtsfoto van spoor 2 en 19, met skeletten 14 en 20, sleuf I

In S19 zijn uiteindelijk nog restanten van een inhumatie gevonden. Het gaat om skelet 20. enkel de armen, deel van de ruggengraat, bekken en benen waren bewaard, doch lagen deze niet in normale positie. Skelet 14 dat in S2 lag was wel bijna volledig. Het individu lag op zijn rug met het hoofd naar rechts gedraaid. Zijn armen lagen op het bekken en de benen waren uitgestrekt. De lengte van het skelet is 146cm en de breedte tussen de 38-40cm.

Opmerkelijk hier is het ontbreken van de nekwervels en de voeten. Juist op deze plaatsen trof men wel bakstenen aan die in N-Z oriëntatie waren geplaatst. Het zou hier gaan om bakstenen die men in het graf legde zodat de houten kist, met het lichaam erin, hier op kon rusten. Dit bood de mogelijkheid om de touwen waarmee de kist werd neergelaten op te halen zonder enige problemen. Naarmate de houten kist begon weg te rotten is het skelet beginnen zakken en door de druk van de opliggende grond is het skelet tussen de bakstenen beland.
Spoor 4
Ook hier gaat het om een grafkelder in W-O oriëntatie dat zwaar verstoord werd aan de zuidkant. De verstoring was in die mate groot dat bijna de volledige zuidelijke muur was verdwenen. Net als bij S19 zorgt dit ervoor dat het skeletmateriaal volledig verstoord werd. De kwaliteit van het metselwerk was waarschijnlijk van laag niveau aangezien de noordelijke muur niet bestand was tegen de zijdelingse druk die de naastliggende grond uitoefende, duidelijk te zien aan de kromme lijn dat deze muur had toen hij werd opgegraven. Er werden geen grafstenen gevonden die het graf oorspronkelijk afdekten.

Fig. 10: spoor 4, Sleuf I

De afmetingen van het baksteenformaat van S4 bedraagt 18x14x6cm. Het geheel werd gemetseld met een zachte zandkalkcement en de binnenkant van de muren waren niet bepleisterd. De maximale lengte van dit graf is beduidend groter dan voorgaande: 2,38m met een binnenlengte van 2,09m. De buitenbreedte is 74cm en binnenbreedte 46cm. De hoogte bedroeg 46cm.

Spoor 5
Deze grafkelder werd aangetroffen aan de noordelijke sleufrand. Dit bracht met zich mee dat niet het volledige graf onderzocht kon worden omdat de noordelijke en oostelijke muur nog bedekt werden. Bij dit spoor werd geen deksteen aangetroffen of beschilderingen aan de binnenkant.

Het gaat om een gemetselde grafkelder in zandkalkcement waarvan het baksteenformaat 21x10x4cm bedraagt. De maximale bewaarde hoogte was 27cm. Door de gedeeltelijke visibiliteit van het graf was de interne breedte 54cm en met muur bij 63cm. De lengte was 1,32cm intern en 1,44cm extern. Onderaan dit spoor lag skelet 29 in oorspronkelijk verband. Het betreft hier een skelet waarvan enkel de ruggengraat, enkele ribben, bekken en bovenbenen bewaard zijn gebleven. Uit de positie van de onderste
ruggenwervels valt af te leiden dat het skelet hoogst waarschijnlijk verstoord is geweest. Zowel de grafkelder als het skelet hebben een W-O oriëntatie.

*Fig. 11: Detailfoto van spoor 5 met skelet 29, sleuf I*

**Spoor 6**
Net als bij de vorige sporen gaat het hier om een grafkelder. Wegens de toegepaste werkstrategie waarbij enkel het traject van de geplande verstoring werd gevolgd, kon enkel de noordoostelijke hoek van het graf beschreven worden, aangezien bijna het gehele graf nog in de zuidelijke sleufrand zat. Op het deel dat zichtbaar was, zijn geen sporen van een grafsteen teruggevonden. Het gaat waarschijnlijk om een graf met W-O oriëntatie. Het baksteenformaat hier bedraagt 23x11x5cm. De maximale zichtbare lengte is 38cm, de breedte 57cm.

*Fig. 12: detailfoto spoor 6, sleuf I*
**Sleuf II**
In sleuf II werden in totaal 8 verschillende sporen gevonden. Net als in sleuf I gaat het vooral om inhumaties (3) en grafkelders (3). Door de beperkte breedte van sleuf II zijn de meeste aangesneden sporen hier niet volledig zichtbaar. Dit zorgt ervoor dat de sporen ook niet tot in detail onderzocht konden worden.

**Spoor 9**
Tijdens het uitgraven van sleuf II werd er een grote puinlaag van ongeveer 2m lang aangesneden waarin verschillende materiaalsoorten in voorkwamen zoals aardewerk, stenen alsook metaal. Dit metaal dat vooral in de vorm van bronsslakken werd gevonden, doet vermoeden dat het gaat om restanten van de vorming van de klok uit de Sint-Salvatorskathedraal. Omdat zo’n kerkklok heel wat gewicht vertegenwoordigd, werd vroeger vaak geopteerd om de klok op het kerkplein zelf te gieten, wat toen zeker kost- en tijdsbesparend was. Aan de hand van recente vondsten uit Utrecht aan het Pieterskerkhof, is er een grote vergelijking te stellen tussen de aangetroffen slakken aldaar en diegene aan Sint-Salvator. Bij beide is er sprake van verglaasd materiaal in de omgeving en stukken verbrannte leem (Luksen-Ijtsma A., 2010: 47). Restanten van een klokoven zijn evenwel niet gevonden. Het ter plaatse gieten van de kerkklokken was een gebruik dat tot in de 14de eeuw werd toegepast (Luksen-Ijtsma A., 2010: 51).

De zogenaamde klokovens die aan de kerktoren zelf werden geïnstalleerd bestaan uit 2 belangrijke componenten: enerzijds de oven zelf voor het smelten van het brons en anderzijds de gietvorm in de grond waarin het brons omgevormd zal worden tot de klok zelf (Luksen-Ijtsma A., 2010: 51).

*Fig. 13: overzichtsfoto van spoor 9, sleuf II*
**Spoor 11**
Dit spoor is een grafkelder dat deels zichtbaar was en deels oversneden werd door de zuidelijke sleufrand. Toen het graf werd aangetroffen had het geen grafsteen en waren er geen directe indicaties dat de binnenkant beschilderd zou zijn. Het gaat om een constructie van 1,70m lang met baksteenformaat 21x10x4cm waarvan de stenen met witte zandkalkcement op elkaar zijn geplaatst. Het graf heeft een W-O oriëntatie. Vermoedelijk dateert het graf uit de 15de eeuw.

**Spoor 12**
Ten noordwesten van S11 werd S12 aangetroffen. Dit graf werd oversneden door de noordelijke sleufrand. Ook hier waren er geen aanwijzingen voor overblijfselen van een deksteen of mogelijke beschilderingen aan de binnenkant van het graf. Net als alle andere aangetroffen graven zitten we hier met een W-O oriëntatie. De gele bakstenen waarmee het geheel werd gemetseld in witte zandkalkcement hadden een afmeting van 27x13x6cm. De datering zou rond de 13de -14de eeuw zitten.
Net als S12 werd dit spoor overlangs aangesneden door de noordelijke sleufrand. Toch werd hier gekozen om iets buiten de sleufranden te gaan aangezien het al rap duidelijk was dat het hier ging om een goedbewaarde grafkelder.

In het westen van dit W-O georiënteerd graf was de deksteen nog in situ bewaard gebleven. Het gaat om een deksteen in leisteen waarop geen opschrift of afbeelding stond. De afmetingen van deze steen zijn ongeveer 1m lengte en 80cm breedte. De eigenlijke grafkelder is gemetseld in baksteen waarvan de afmetingen 23x11x5cm bedragen. Het geheel is op elkaar geplaatst met zachte zandkalkcement. De kelder zelf meet 2,25m buitenlengte en 2,02 binnenlengte. De breedte bedraagt 74 – 50cm en de maximale hoogte 66cm.

Na het verwijderen van de deksteen kwamen er verschillende afbeeldingen op pleisterwerk tevoorschijn die op de binnenkant van het graf tegenaan de bakstenen muren waren aangebracht. Toen het puin, dat in het graf terecht was gekomen, werd verwijderd bleken de afbeeldingen nog in zeer goede staat en van een uitzonderlijke kwaliteit te zijn. Op de westelijke korte zijde is duidelijk een calvariescène voorgesteld; Het gaat hier om de afbeelding van Jezus aan het kruis, met links Maria en rechts Johannes voorgesteld. Het lijden van Jezus wordt benadrukt door zijn mager voorkomen en de strepen rode verf naast het lichaam die het gutsende bloed uit de wonden aan de handen, buik en voeten voorstellen (Dezutter P.W.,1988: 197). De hoofdkleuren zijn duidelijk rood en zwart, met hier en daar variaties op rood. Zowel Johannes als Maria dragen een boek in de hand, Maria Rechts en Johannes Links.

**Spoor 13**

Net als S12 werd dit spoor overlangs aangesneden door de noordelijke sleufrand. Toch werd hier gekozen om iets buiten de sleufranden te gaan aangezien het al rap duidelijk was dat het hier ging om een goedbewaarde grafkelder.

In het westen van dit W-O georiënteerd graf was de deksteen nog in situ bewaard gebleven. Het gaat om een deksteen in leisteen waarop geen opschrift of afbeelding stond. De afmetingen van deze steen zijn ongeveer 1m lengte en 80cm breedte. De eigenlijke grafkelder is gemetseld in baksteen waarvan de afmetingen 23x11x5cm bedragen. Het geheel is op elkaar geplaatst met zachte zandkalkcement. De kelder zelf meet 2,25m buitenlengte en 2,02 binnenlengte. De breedte bedraagt 74 – 50cm en de maximale hoogte 66cm.

Na het verwijderen van de deksteen kwamen er verschillende afbeeldingen op pleisterwerk tevoorschijn die op de binnenkant van het graf tegenaan de bakstenen muren waren aangebracht. Toen het puin, dat in het graf terecht was gekomen, werd verwijderd bleken de afbeeldingen nog in zeer goede staat en van een uitzonderlijke kwaliteit te zijn. Op de westelijke korte zijde is duidelijk een calvariescène voorgesteld; Het gaat hier om de afbeelding van Jezus aan het kruis, met links Maria en rechts Johannes voorgesteld. Het lijden van Jezus wordt benadrukt door zijn mager voorkomen en de strepen rode verf naast het lichaam die het gutsende bloed uit de wonden aan de handen, buik en voeten voorstellen (Dezutter P.W.,1988: 197). De hoofdkleuren zijn duidelijk rood en zwart, met hier en daar variaties op rood. Zowel Johannes als Maria dragen een boek in de hand, Maria Rechts en Johannes Links.

**Fig. 17: detailfoto spoor 13, sleuf II**
Aan de oostelijke zijde zien we de afbeelding van Madonna met kind op zitbank, geflankeerd door twee kandelaars. Jammer genoeg zijn de bovenste stenen aan de oostelijke zijde niet bewaard gebleven waardoor het gezicht van Maria en kind Jezus niet zichtbaar zijn. Ook hier zijn de hoofdkleuren rood en zwart.

Op beide lange zijden, de noordelijke en zuidelijke muur, was er een engel met wierookvat afgebeeld. De noordelijke engel staat naar het oosten afgebeeld en bewierookt de Madonna met kind. De zuidelijke engel staat naar het westen afgebeeld en bewierookt de calvariescène.
Tijdens het leeghalen van het graf werden 7 losse schedels bovengehaald en nog wat ander botmateriaal. Onderaan werd het oorspronkelijke skelet gevonden waarvan enkel de schedel, armen en benen bewaard bleven. Net als in S2 van sleuf I zijn hier de bakstenen bewaard gebleven waarop de kist ruste. Omdat er werd gekozen om het graf op zijn oorspronkelijke plaats te laten zitten, werd het graf opgevuld met silicakorrels, net zoals met S1 in sleuf I. Aan de hand van de beschilderingen en de baksteenformaten mag het graf rond het begin van de 14de eeuw worden geplaatst.
Sleuf III
Voor de heraanleg van het kerkhofplein diende men voor de werken juist voor de noordelijke ingang van de kerk een sleuf te graven van ongeveer 23cm diep. Aangezien het kerkhofplein in 1878, zoals reeds verteld tot op het huidige niveau was verdiept, bleek dit genoeg te zijn om enkele grafkelders (5) aan te snijden. Omdat juist de bovenkant hiervan werd ontdekt, werd in overleg met de aannemer besloten deze grafkelders niet op te graven maar te laten zitten, aangezien de plannen hiervoor aangepast konden worden.

Spoor 22
Het gaat hier om een grafkelder zonder deksteen waarvan slechts delen van de noordelijke en oostelijke muur zichtbaar waren. De gele bakstenen hebben een formaat van 27x12,5x6cm en de muren zijn gemetseld met zachte beige zandmortel. De datering zou rond de 13de-14de eeuw liggen. Door de slechte zichtbaarheid kon de lengte en breedte van dit spoor moeilijk achterhaald worden. De kelder heeft een W-O oriëntatie. Er waren geen indicaties dat de muren beschilderd waren.
**Spoor 23**  
Deze grafkelder heeft een baksteenformat van 23,5x11x5cm en is gemetseld met zachte beige zandmortel. Enkel de noordelijke en oostelijke muur is zichtbaar. Net als bij S22 is hier geen deksteen bewaard en zijn er geen sporen van beschildering aan de binnenzijde van de muren. Doordat niet alle muren zichtbaar waren, kon de originelle lengte en breedte niet achterhaald worden. De kelder heeft een W-O oriëntatie. De datering draait rond de 14de -15de eeuw.

**Spoor 24**  
Dit spoor is net als de andere een grafkelder waar nu wel alle muren zichtbaar zijn. Dit biedt de mogelijkheid om vast te stellen dat de buitenlengte 2,27m is en de binnenlengte 2,04m. Voor de breedte is dit respectievelijk 78cm en 56cm. De bakstenen hebben een afmeting van 23-24x11x5cm en zijn gemetseld met halfzachte beige mortel. Op de muren is geen deksteen bewaard gebleven en zijn geen sporen van beschildering gevonden. Het geheel heeft een W-O oriëntatie en zou uit de 14de -15de eeuw komen.

**Spoor 25**  
Opmerkelijk bij S25 is de bewaring van een deel van een deksteen op het oostelijke deel van de kelder. Het graf zelf is enkel aan de oostelijke en zuidelijke zijde deels bewaard. De afmetingen van de bakstenen zijn 27x13x6,5cm en het graf is gemetseld met zachte beige zandmortel. Dit doet vermoeden dat het graf rond de 13de - 14de eeuw werd geplaatst. De afmetingen van deze deksteen zijn maximaal 89cm in de lengte, 63cm in de breedte en ongeveer 12cm dikte. De steen zelf is gemaakt uit Doornikse kalksteen en is aan de bovenkant versierd met een kruis dat O-W georiënteerd staat.

**Spoor 26**  
Net als S24 is deze grafkelder bijna volledig bewaard. Alle muren zijn goed zichtbaar. De bakstenen hebben een afmeting van 19,5x9x5cm en zijn aan elkaar gemetseld met een harde witte mortel. De grafkelder zelf meet 2,39m – 2,01m in de lengte en 93cm – 58cm in de breedte. Opvallend zijn de zeer dikke muren van de kelder die, samen met de mortel en de steensoort, doen vermoeden dat het hier om een meer recentere grafkelder gaat. Net zoals alle andere graven heeft S26 een W-O oriëntering.
**Spoor 27**
Deze grafkelder verschilt met de andere, aangezien hier enkel de noordelijke of zuidelijke muur deels is bewaard. De lengte van dit muurtje is 1,20m, het baksteenformaat is ?x10x4,5cm.

![Fig. 26: foto spoor 26, sleuf III](image)
![Fig. 27: foto spoor 27, sleuf III](image)

**Sleuf IV**
Waar de sleuven I t.e.m. III aan de noordelijke zijde van de kerk gelegen waren, is sleuf IV, net als V en VI, aan de zuidelijke kant getrokken. Deze sleuven volgen over de gehele lengte het tracé waar de nieuwe riolering op Sint-Salvatorskerkhof moest komen. Deze nieuwe riolering wordt parallel naast de oude riolering geplaatst, die in het midden van de straat is gelegen.
Het merendeel van de sporen uit sleuf IV zijn inhumaties (9) waarvan in sommige gevallen de omlĳning van de kist nog zichtbaar was. In de gehele sleuf zijn geen grafkelders gevonden.

**Sporen**
Spoor 5 (SF 3)
Het gaat hier om een inhumatie in een houten kist, waarvan enkel nog de nagels en wat beenderresten bewaard zijn gebleven. Dit spoor wordt oversneden door de zuidelijke sleufrand waardoor het skelet niet volledig verzameld kon worden. Het skelet heeft een W-O oriëntatie en ligt uitgestrekt op de rug waarbij het hoofd op het achterhoofd is gelegen. Aangezien enkel de restanten van de schedel tot de onderkant van het bovenbeen gemeten konden worden, ligt de lengte voor dit skelet op 104cm. Van het skelet zelf is de schedel, de volledige linkerarm, linkerdeel van bekken en linkerbovenbeen bewaard. Zoals gezegd zijn er weinig overblijfselen gevonden van de houten kist waarin de dode werd begraven. De enige aanwijzing dat er een houten kist aanwezig was, zijn de metalen nagels die mooi om de 15cm in de grond aanwezig zaten.
Spoor 7
Dit spoor omvat de contouren die een houten kist had nagelaten in de grond. De omlijning van de kist is nog zeer goed zichtbaar. Jammer genoeg ontbreekt het volledig aan nagels en een duidelijk skelet in anatomisch verband. Zoals op de foto te zien is, wordt het spoor oversneden door ander botmateriaal, wat niet uitzonderlijk is aangezien het kerkhof zo’n 900 jaar dienst heeft gedaan.

Spoor 8
Naast de inhumaties zijn er ook andere sporen aan het licht gekomen in sleuf IV. S8 is hier een voorbeeld van: Dit is een kuil dat verder moeilijk te definiëren valt. De kuil werd op ongeveer 150cm diepte van het loopniveau aangetroffen en zag er in het vlak uit als een kleiige lens in de bodem. Bij het couperen was duidelijk te zien dat het in se gaat om een kleine donkerzwarte kuil waar niets van dateerbaar materiaal uitkwam.

Fig. 28: detail spoor 5, sleuf IV

Fig. 29: Spoor 7, sleuf IV
Spoor 10 (SF4)
Dit spoor is een kistbegraving waar het skelet en de duidelijke lijnen van de kist zichtbaar waren. De plaats waar de kist zat is te zien aan de donkerzwarte lijn die rondom het skelet loopt, in de vorm van een rechthoek. Het skelet zelf is zeer goed bewaard en is bijna volledig. Het gaat om een individu dat op de rug lag met de benen uitgestrekt en de armen naast het lichaam, met W-O oriëntatie. De lengte is 175cm en de breedte van de heupen is ongeveer 40cm. Deze afmetingen zijn opvallend groot voor de middeleeuwse periode. De positie van de schedel is echter niet zo duidelijk aangezien deze zeer gefragmenteerd tot ons is gekomen.

Spoor 11 (SF 5)
Ten noordoosten van S10 lag op dezelfde diepte onder het huidig loopniveau S11. Het skelet is goed bewaard gebleven tot aan de onderkant van het bekken, enkel de linkerarm ontbreekt. De benen waren volledig verdwenen. Het individu ligt op zijn rug met het hoofd naar rechts gedraaid. De afmeting van de bovenkant van de schedel tot aan de onderkant van het bekken bedraagt 58cm, en het bekken zelf is zo’n 23cm. Hieruit mag geconcludeerd worden dat het gaat om een kindskelet. Of er een duidelijke relatie bestaat onderling tussen S10 en S11 is niet duidelijk.
Spoor 12
Op zo’n 60cm onder het huidige loopniveau werd een quasi vierkante structuur aangetroffen. Het geheel is gemetseld met allerhande baksteensoorten door elkaar van verschillende grootte en hangt samen met witte kalkmortel. De lengte bedraagt 85cm en de breedte 77cm. De overgebleven hoogte was ongeveer 45cm. Waarschijnlijk is dit het enige wat overblijft van een fundering van één van de pilasters die deel uitmaakte van de vroegere kerkomheining, die rond 1896 rond het kerkhof werd geplaatst, maar in 1970 werd verwijderd.

Spoor 13 (SF 6)
S13 is een inhumatie waarvan weinig botresten van het oorspronkelijke skelet tot ons zijn gekomen. Daarenboven is er duidelijk sprake van verstoring dat op het skelet heeft plaatsgevonden, aangezien het volledige onderlichaam met bekken, beide onderarmen en bovenarm van de rechterarm is verdwenen. Ook de onderkaak lag niet in verband met de schedel. Wat dit skelet echter interessant maakt, is de oriëntering ervan. Waar de meeste skeletten in W-O richting liggen met het hoofd naar het westen, is dit hier niet het geval. Bij S13 lag het lichaam naar het oosten gericht, duidelijk te zien aan de positie van het hoofd en de aansluitende ruggenwervels.

Spoor 16
Dit spoor bestaat uit bakstenen van verschillend formaat. De vorm van S16 is moeilijk te achterhalen aangezien dit varieerde naar gelang de diepte. De stenen zelf waren niet aan elkaar vast gemetseld. Toch waren er verschillende stenen die sporen van mortel vertoonden. Het lijkt hier dan ook te gaan om een puinkuil waar enkel bakstenen in terecht zijn gekomen die mogelijks als onbruikbaar werden beschouwd.
**Spoor 15 (SF8)**
Hier gaat het om een skelet met W-O oriëntering dat bijna volledig bewaard is gebleven, enkel de schedel is verdwenen. De oorspronkelijke lengte zou rond 1,80m zijn met een breedte van het bekken rond 32cm. Het skelet is aangetroffen op een diepte van 130cm onder het huidige loopniveau. Het individu lag op de rug naar boven toe gericht. De armen waren gestrekt naast het lichaam, maar door het openvallen van het bekken zijn deze hieronder terechtgekomen. Ook de benen waren uitgestrekt. De aflijning van de houten kist is nog deels zichtbaar, vooral aan de zuidoostelijke kant van het spoor. Bij het opgraven van het skelet zijn rondom ook nagels gevonden, alsook aardewerk. Het is echter niet duidelijk of het skelet ook dezelfde datering mag meekrijgen als het aardewerk aangezien het hier niet gaat om een gesloten context.

**Spoor 17 (SF9)**
Net onder S15 werd S17 gevonden. Het gaat hier ook om een skelet in anatomisch verband met W-O oriëntering dat op ongeveer 10cm onder S15 werd aangesneden. Het skelet ligt op de rug en het hoofd is naar rechts gericht. De benen zijn gestrekt maar de armen liggen gekruist op het bekken. De lengte van het individu zal ongeveer 1,70m zijn geweest. Het bekken had een breedte van 28cm. Net als bij S15 is nog goed te zien waar het hout van de kist heeft gezeten, vooral dan aan de zuidkant. Ook enkele nagels van de kist zijn nog bewaard gebleven.

**Spoor 18 (SF10)**
Wanneer S17 werd uitgelicht, kwam er nog een skelet naar boven, namelijk S18. Ook dit skelet is goed bewaard, enkel de linkerarm is niet volledig. Het individu lag op de rug met het hoofd naar rechts gedraaid. De armen lagen gestrekt naast het lichaam maar net als bij S15 is het bekken opengevallen waardoor de onderarmen niet zichtbaar zijn. De benen zelf zijn ook uitgestrekt. Opmerkelijk is de conditie van de voeten: alle beenjes zijn teruggevonden en zelfs nog in volledig anatomisch verband. De lengte van deze persoon zal rond de 1,70m zijn geweest, met een breedte van het bekken rond de 32cm.
Zoals op de foto te zien is, ligt er nog een losse schedel ten noordwesten van de schedel dat bij S18 hoort. Over de gehele lengte van sleuf IV (alsook V en VI) zijn diverse losse schedels aangetroffen. De verklaring hiervoor mag gezocht worden bij de verschillende verstoringen die zich doorheen de tijd in deze bodem hebben voorgedaan. Vooraleerst zijn er aanwijzingen dat het kerkhof gedurende 900 jaar in gebruik is genomen. Doorheen deze tijd zijn talloze doden rondom de kerk begraven waardoor men na enige tijd sowieso andere graven begon te verstoren om de bijzetten van een andere individu te vervolledigen. Wanneer men in de middeleeuwen en postmiddeleeuwse periode het graf van een dode verstoorde op het kerkhof, liet men enkel de schedel op zijn originele plaats liggen. De overige beenderen werden naar een knekelput verhuisd, een verzamelplaats op het kerkhof voor beenderen.

Vervolgens mag er op gewezen worden dat de bovenste grondlaag van dit voormalige kerkhof reeds verregaande verstoring heeft gekend door de aanleg van diverse nutsvoorzieningen waarbij vroeger vaak geen archeologische begeleiding bij te pas kwam.
**Spoor 19**
In sleuf IV zijn ook de resten van een veldstenen muur aangetroffen. Dit spoor zat op ongeveer 170cm diepte onder het huidige loopniveau en was zichtbaar tegen het noordelijke profiel. De lengte van deze muur is 1,75m. Het is niet duidelijk hoe de muur exact loopt aangezien hij door de noordelijke sleufrand oversneden wordt. Aangezien de sleuf voor veiligheidsredenen niet dieper dan 2m mocht gaan, is hier niet geweten tot hoe diep deze muur eigenlijk liep. Wel is zeker dat we hier te maken hebben met de buiten- of binnenkant van een muur aangezien er geen uitbraaksporen zichtbaar waren voor de muur.

De muur zelf bestaat uit op elkaar gestapelde veldstenen van verschillende formaten die door middel van een zachte zandkalkmortel bevestigd zijn. Het gebruik van veldsteen voor het bouwen van muren was een toepassing dat vanaf de 13de eeuw fel afnam, aangezien men toen begon met de overschakeling op baksteen. Hieruit mogen we afleiden dat de muur dateert van voor de 13de eeuw. Bij de muur zijn geen resten gevonden van oude vloerniveaus of dergelijke.

Mogelijk kan het in onbruik raken van deze muur gekoppeld worden aan de verbouwingen van de Sint-Salvatorskerk in 1127, wanneer men toen is overgeschakeld van houtbouw naar steenbouw, of aan de werken in 1275, wanneer de voorheen romaanse kerk een gotisch karakter werd aangemeten.

**Spoor 20 (SF11)**
Dit is een inhumatie met W-O oriëntatie dat vlak voor S19 ligt. Het gaat om een kistbegraving waarvan de plaats waar de kist oorspronkelijk zat, mooi zichtbaar is. Het individu is op de rug begraven, met het hoofd naar links gericht. De armen lagen gestrekt naast het bekken. Bij de benen is het linkerbeen gestrekt, het rechterbeen is naar binnen toe geplooid. Bijna het volledige arsenaal aan botten is bewaard, enkel de rechtervoet en het borstbeen zijn afwezig. Het skelet zelf meet 1,60m in de lengte en 30cm breedte aan het bekken.
Spoor 21 & 22
Beide sporen zijn zogenaamde knekelputten, waar de beenderen van overleden personen in werden gedumpt nadat hun oorspronkelijke rustplaats verstoord of weg gegraven werd. Zoals reeds verteld zal men de schedel van het skelet vaak op de plaats zelf laten liggen maar de andere beenderen werden wel naar een knekelput overgebracht. Dit is dan ook direct het grote verschil tussen S21 en S22: in S21 zijn wel restanten van schedels teruggevonden.

S21 wordt volledig door de zuidelijke sleufrand oversneden. Aangezien de oude riolering in deze straat parallel met de oude riolering loopt, is het aan te nemen dat deze knekelput aangesneden werd voor de bouw van de oude riolering. Als we dit vergelijken met S22 zien we enige verschillen. Deze knekelput zal waarschijnlijk ook verstoord zijn door de bouw van de riolering maar werd veel raper in het vlak aangesneden dan S21. Ook de aflijning van S21 is veel duidelijker dan bij S22. Misschien is het mogelijk dat S21 eerder een dumpkuil was voor het beendermateriaal dat tijdens de aanleg van de riolering werd gevonden, dan een oude knekelput dat dienst deed toen het kerkhof nog in gebruik was.
ProfieLEN
In zowel sleuf IV, V en VI zijn verschillende profielenwanden opgetekend. De profielen voor sleuf IV worden hier verder besproken.

Profiel 1
Laag 1: asfalt  
Laag 2: kasseien  
Laag 3: zandlaag  
Laag 4: betonlaag  
Laag 5: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling  
Laag 6: bruingrijs zandige grond met skeletresten  
Laag 7: pleistoceenzand

Profiel 2

Laag 1: donkerbruin zand  
Laag 2: asfalt  
Laag 3: knekelput, kuil vol bot en puinafval  
Laag 4: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling  
Laag 5: puinkuil, vooral mortel  
Laag 6: bruin en lichtbruin gelaagd zand met bot  
Laag 7: donkerbruin en zwart gelaagd zand met bot
Profiel 3

Laag 1: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling
Laag 2: donkergrijs zand met veel bot en houtskool, verstoord door wortel
Laag 3: lichtbruin en grijs gelaagd zand
Laag 4: donkerbruin zand, baksteenbrokken
Laag 5: witte zandmortel
Laag 6: lichtbruin, grijs en donkergrijs gelaagd zand, in situ inhumaties

Profiel 4

Laag 1: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling
Laag 2: donkergrijs zand met veel bot en houtskool
Laag 3: lichtbruin en grijs gelaagd zand
Laag 4: donkerbruin zand, baksteenbrokken
Laag 5: lichtbruin, grijs en donkergrijs gelaagd zand, in situ inhumaties

Profiel 5
Laag 1: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling
Laag 2: donkergrijs zand met zwarte band, met veel bot en houtskool
Laag 3: donkergrijs zand met houtskool
Laag 4: Donkerzwart zand, gelaagd
Laag 5: lichtgrijs beige zand, bioturbatie
Laag 6: knekelpuit, kuil vol bot

Profiel 6

Laag 1: verstoorde kerkhofgrond, vol botmateriaal en leidingen, bruine vulling
Laag 2: donkerzwart zand met botmateriaal
Laag 3: grijs zand, homogeen
Laag 4: licht beige/wit fijn zand
Laag 5: grijs/donkergrijs zand, houtskool
Laag 6: knekelput, kuil vol bot

**Sleuf V**

**Sporen**

*Spoor 23*

Bij het openleggen van sleuf V werd 60cm onder het huidig loopniveau een Doornikse kalksteen aangetroffen. Het bleek om een deel van een deksteen te gaan dat omgekeerd in de grond was terechtgekomen, dus volledig buiten context. De steen zelf heeft de afmetingen 114x102x12cm. Bij het aantreffen was de steen nog volledig maar bij het uitlichten door de kraan is deze uiteindelijk in 3 stukken gevallen. Op de bovenkant van de steen is duidelijk tekst te lezen en in het midden staat er een kleine afbeelding van een kruis.

*Fig. 46: onderkant spoor 23, sleuf V  
Fig. 47: bovenkant spoor 23, sleuf V*

De tekst zelf is:

**CHI GIST GAIDONS DE DINANT / KI TRESPASSA E...**

*Hier ligt Gaidons Van Dinant/ die overleed...*

**N ALS MEN SCRIFT °M °CC Δ °XCI XIII KL [Kalenden] VAN WEDE/ MAENT [juni] Δ BID OVER DE Z [IELE]**

*Als men schreef 1291 14e van de maand / juni bid over de z[iel]*

Na overleg met de heer Ronald Van Belle bleek het hier om een zeer uitzonderlijk grafzerk te gaan. De Nederlandse tekst zou te linken zijn aan de vrouw van Gaidons van Dinant, die achteraf in het graf werd bijgelegd. De enige datum op de grafsteen verwijst naar 14 juni 1291, hoogstwaarschijnlijk de sterfdatum van de vrouw wiens naam onbekend is.

Op de steen zelf is ook een huisteken te zien, een persoonlijk teken dat handelaars gebruikten om hun goederen te merken. Dit zou dan het teken van de heer Gaidons kunnen zijn.
Spoor 24 (SF 12)
Dit spoor betreft een kinderskelet met W-O oriëntering. Het werd op een diepte van 1m aangetroffen en werd in de oostelijke richting verstoord door een oudere waterleiding die richting de Steenstraat liep. Het individu lag op de rug met het hoofd naar boven gericht. Zowel de armen als de benen lagen uitgestrekt. Door de verstoring van de waterleiding zijn de onderbenen en voeten niet bewaard gebleven. De lengte van dit skelet meet van aan de schedel tot de onderkant van het bovenbeen 60cm. Het bekken was maar 18cm breed. Rondom S24 zijn nog enkele nagels gevonden, maar de omlijning van de kist was niet meer zichtbaar.

Spoor 25, 26, 29
S25 is net als S21 uit sleuf IV een veldstenen muur maar in vergelijking met S21, veel mooier afgewerkt. De muur liep tegen de noordelijke sleufrand en heet een W-O
oriëntering. In het westen werd de muur verstoord door enkele nutsvoorzieningen en in het oosten stopte de muur op ongeveer 1,90m. De muur zelf lag op ongeveer 1,13m onder het loopniveau. Bij het verder verdiepen bleek in de zuidelijke richting van de muur een vloerniveau te zitten. Het bestond uit een kalkmortel verschraald met fijn schelpmateriaal. De dikte van deze vloer varieerde tussen de 10 en 20cm, waarbij het dikste niveau zich aan de westelijke zijde bevond. De muur loopt in het westen over de gehele breedte van de sleuf. Vanuit de zuidwestelijke hoek vertrekt de vloer bijna diagonaal naar de oostelijke hoek van de muur. Hierdoor is de vloer niet zichtbaar in de zuidoostelijke hoek van de sleuf.

Fig. 50: overzichtsfoto spoor 25 & 26, sleuf V

Waar de muur zich bevond, leek er een kleine greppel te lopen in het vloerniveau, parallel met de muur. Het lijkt er ook op dat de vloer onder de muur doorloopt. Mogelijkerwijs is de greppel dat aangelegd bij de bouw van de veldstenen muur op de het vloerniveau. Bij het uitbreken van deze vloer bleek dat er onder de muur nog een soort fundering te liggen, bestaande uit kleinere brokken veldsteen vermengd met een grote hoeveelheid kalkmortel. Aangezien S25 boven het vloerniveau zeer fijn was afgewerkt, zou dit een bovenmuur kunnen zijn en het materiaal onder de muur als soort fundering. Ook onder het vloerniveau bleek er nog een andere laag te zitten, namelijk S29. Deze laag bestond uit zeer fijne stukjes veldsteen, wat de bodem een groene kleur voorzag. Deze laag was reeds zichtbaar daar waar het vloerniveau niet terug te vinden was toen de vloer nog in situ lag. Deze laag groene veldsteen kan misschien gediend hebben als een stabiliseringslaag voor de vloer dat hierop werd aangelegd.
Spoor 27 (SF13)
Net als S24 gaat het hier om een inhumatie. Het skelet lag op de rug met het hoofd naar boven gericht, op een diepte van 1,30m onder het loopniveau. Net zoals bij S24 is het lichaam in het oosten verstoord door de waterleiding. Door de W-O oriëntering van het skelet was het botmateriaal onder het bekken volledig verdwenen. De armen van het individu waren wel bewaard en lagen gestrekt naast het lichaam. Het skelet zelf meet van de schedel tot aan de vingerkootjes 80cm. De breedte van het bekken is ongeveer 30cm.
Spoor 30
Het laatste interessante spoor uit sleuf V is S30. Het gaat om een laag dat onder S29 werd gevonden. Deze laag werd op een diepte van 1,80cm aangetroffen en liep bijna over de gehele sleuf. De laag was zeer nat en bevatte verschillende kleine fragmenten van dierlijk bot en stukjes houtskool. Jammer genoeg kwamen er uit deze laag geen vondsten, waardoor er geen exacte datering mogelijk is.

Profielen
Profiel 7

Laag 1: kasseien
Laag 2: donkergrijs pakket met botmateriaal
Laag 3: groene muur in veldsteen met kalkmortel
Laag 4: vloerniveau in kalkmortel met schelpverschraling
Laag 5: fundering muur, kalkmortel met stukjes veldsteen
**Sleuf VI**

**Spoor 32 (SF 14), 33 (SF 15) & 34 (SF 16)**

Zowel S32, S33 als S34 zijn inhumaties. Deze drie skeletten worden hier samen besproken omdat ze vlak onder elkaar zijn aangetroffen. Op 28 april werden de botresten van S32 gevonden. Tijdens het openleggen werd duidelijk dat er op het bekken van dit individu een Sint-Jacobsschelp lag. Maar door de combinatie van een hevige stortbui en de ligging van deze sleuf op een laag gelegen gebied, stroomde de sleuf binnen de kortste keren onder, waardoor pas de volgende dag de werken weer werden aangevat. De skeletresten die de dag ervoor waren blootgelegd, waren weer volledig onder gegraven door de modder dat met het water werd meegesleurd in de sleuf.

![Fig. 55: Vlakfoto spoor 32, sleuf VI](image1)
![Fig. 56: detailfoto spoor 32, sleuf VI](image2)

Bij het opnieuw blootleggen werd het skelet teruggevonden, met de schelp nog in situ. Door de modderige toestand was het zeer moeilijk om het botmateriaal met elkaar in relatie te brengen. Pas na het uithalen van S32 werd duidelijk dat dit skelet enkel nog bestond uit een schedel, paar onderruggenwervels, paar ribben en een rechteronderarm. De aanwezigheid van de schelp kan naar meerdere dingen verwijzen: vooreerst is de schelp het symbool voor Sint-Jakobus, de apostel die in Santiago de Compostela begraven ligt. Door de populariteit van de pelgrimstocht naar deze heilige zijn graf, werd Jakobus al snel de patroonheilige van alle pelgrims. Daarnaast is hij ook de patroonheilige van onder andere apothekers, soldaten, smeden, hoedenmakers en bont- en pelsbewerkers. Ten tweede werd deze heilige aanbeden door mensen die leden aan reuma of artritis.

Direct onder S32 werd S33 aangetroffen. Dit skelet kende net zoals S32 een W-O oriëntering en lag op zijn rug met het hoofd naar links gedraaid. De armen als zowel de benen van S33 lagen uitgestrekt. De lengte van dit skelet is uitzonderlijk: ongeveer 1,80m en de breedte van het bekken bedraagt 30cm.

Bij het uithalen van deze botresten bleek er nog een skelet onder S33 te zitten. Dit individu lag ook in W-O richting. De armen en benen waren ook hier mooi gestrekt naast het lichaam maar de vingerkootjes van de rechterhand lagen op de bovenkant van het bovenbeen, doch in anatomisch verband met de rechterarm. Het lichaam lag op de rug met de schedel op het achterhoofd. Net als S33 is dit skelet zeer lang: 1,80m. De breedte van het bekken draait hier rond de 28cm.

Bij alle drie de lichamen zijn geen resten van de kist gevonden, noch nagels, noch aflijningen in de bodem. Of er een direct verband is tussen deze drie personen is moeilijk te zeggen. Toch kan de positie waarin ze alle drie lagen wel in deze richting wijzen.
Spoor 35 (SF 17) & 37 (SF 19)
Net zoals met de sporen 32, 33 en 34, liggen S35 en 37 onder elkaar. S35 werd aangetroffen op 1,05m diepte aan de noordelijke sleufrand, met W-O oriëntatie. Het skelet wordt ook deels oversneden door deze sleufrand waardoor enkel de rechterkant van het lichaam zichtbaar was. Het gaat om een individu dat op de rug begraven werd, met de schedel op het achterhoofd en met de rechter- arm en been gestrekt. Jammer genoeg is ook een deel van het bovenbeen tot aan de voet verdwenen. S37 werd direct onder dit skelet gevonden. Het lag in dezelfde richting als S35 en werd ook door de noordelijke sleufrand oversneden. Het lag ook op de rug met het gezicht naar boven gericht en de armen en benen gestrekt naast het lichaam. De rechterhand ligt evenwel op het bekken. Van aan de schedel tot aan de onderkant van het onderbeen meet de lengte van deze persoon 150cm.
Spoor 38 (SF 20)
Ook dit spoor is een inhumatie met een W-O oriëntering. Het skelet ligt tegen de zuidelijke sleufrand maar wordt hier niet door oversneden. Het individu ligt op de rug, op het achterhoofd en met de linkerarm gestrekt naast het lichaam. De rechterarm ligt op vermoedelijk op het bekken. Jammer genoeg is het skelet tot juist onder het bekken bewaard gebleven. Bij het opgraven werd een stuk metaal teruggevonden. Vermoedelijk zou het hier gaan om de sluiting van de houten kist waarin de dode werd begraven. Andere sporen van de kist zijn niet gevonden maar er is wel duidelijk een kleurverschil tussen de grond waar het skelet in ligt en de omliggende grond.
Besluit

Uit dit voorrapport blijkt duidelijk dat er, ondanks het kleine werkterrein en de vele verstoringen, verschillende interessante sporen aan het licht zijn gekomen. De diverse grafkelders aan de noordzijde en de vele kistbegravingen aan de zuidzijde wijzen op een langdurig gebruik van het Sint-Salvatorskerkhof door alle lagen van de bevolking.

Door het hoge aantal botmateriaal dat uit de graven kwam, was er geen tijd om dit skeletmateriaal binnen deze beperkte periode grondig te onderzoeken. De verdere studie naar geslacht, leeftijd en ziektes zal waarschijnlijk in een later stadium gebeuren. Ook de vondsten van deze opgraving zijn zeer summier beschreven aangezien ook hiervoor de tijd ontbrak. Het merendeel van de vondsten zijn echter losse vondsten of materiaal waarvan niet zeker is of het residueel was of niet.

Bibliografie