REPORT ON AN ICOMOS ADVISORY MISSION TO
UPPER MIDDLE RHINE VALLEY
GERMANY

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On-Site-Inspection, 13th and 14th December 2012
Report, 28th January 2013
Executive Summary and List of Recommendations

Summary
The Advisory Mission was charged to consider many different projects. They are at varying stages of evolution, ranging from built temporary constructions to installations whose incomplete construction is interrupted to projects in the form of a preliminary outline.

In general, the World Heritage property’s awareness for its needs and of its Outstanding Universal Value (OUV) are well developed. However, in some cases it is remarkable that the temptation of potential financial gains from attracting more tourists, selling land or giving permissions for land use seems to override clear incompatibilities with OUV and well-founded reservations referring to it. Furthermore, unmistakable promises seem to become questioned.

The Advisory Mission was confronted with the following questions:
- Master Plan for the World Heritage property,
- cable car service Koblenz-Ehrenbreitstein,
- Loreley Plateau: three new hotels,
- Loreley Plateau: Summer Bobsleigh Track,
- plants for alternative energy.

In addition, the persons accompanying the mission have added remarks concerning the railway traffic in the valley that have led to some observations.

Recommendations
The Advisory Mission has permitted to make several clear observations and conclusions (see below), which inform the following recommendations. They are based on the Outstanding Universal Value (OUV) of the property as defined in the adopted retrospective Statement of OUV.

The Master Plan for the coordination of all measures within the World Heritage property and in its buffer zones is underway. Many of the actual problems would have not arisen if an adequate Master Plan had existed and been implemented. The general direction of considerations and first steps seem to be adequate.

It is recommended to complete this important document without delay and present it to the World Heritage Committee. The document should be combined or at least closely linked with the existing Management Plan. In the document the position of the diverse stakeholders and particularly that of the “Association World Heritage Upper Middle Rhine Valley” should be precisely defined.

The Cable Car System Koblenz-Ehrenbreitstein is not compatible with the OUV of the World Heritage property. It harms its authenticity and integrity.

It is recommended to dismantle it according to the promise expressed in the letter of the Ministry for Education, Science, Youth and Culture announced the new construction to the Director of UNESCO World Heritage Centre, dated 3rd April 2008. Dismantling should respect the agreed deadlines, i.e. begin fall 2013 and end spring 2014.
The development plan coordinating the activities on Loreley Plateau is important for maintaining the spirit of the place, as well as resolving the issues arising from traffic and parking.

It is recommended that work on the development plan should be continued without delay. It should be adjusted with the goal of reducing the punctual overuse of the plateau and ensuring the “genius loci”. Possibilities for the construction of new buildings should be clearly restricted.

The discussed project for the three hotels on the Loreley Plateau is not compatible with the OUV of the World Heritage property. In particular, the six-star hotel would be especially harmful and would seriously alter the cultural landscape as it is not in accordance with the site, damaging its authenticity and integrity.

It is recommended to stop all associated public planning measures and inform the private investor about the impossibility to realise the project. However, a project for a smaller hotel remains possible if it is in accordance with the development plan for the plateau that is to work out. Any new building has to be adapted in its location and size and must be of a high architectural quality.

The Summer Bobsleigh Track on the Loreley Plateau is not compatible with the OUV of the World Heritage property. It considerably alters the cultural landscape. The site is definitely damaged in its authenticity and integrity.

It is recommended to refuse the final permit for the Bobsleigh Track. It should be made sure that the parts already installed are dismantled and the site is returned to its previous natural state.

No definite projects for Energy Plants are pending. However, the evolution of such projects in its dynamic should be closely monitored.

It is recommended to continue the work on the study of visibility-lines, with the goal that no wind turbines are visible from the extents of the World Heritage property. The document should be presented to the World Heritage Committee. The World Heritage Centre should be informed if important projects such as pump storage stations are proposed.

Noise from the Railway heavily affects the quality of life of inhabitants and the experience of visitors to the World Heritage property.

It is recommended to tackle the problem and to reinforce efforts to reduce noise in the most effective and sensitive way. Obviously sporadic measures are not sufficient and lead to unsightly solutions such as noise protection walls. Short-term solutions including improvements on the technical infrastructure, the noise-reduction of vehicles and further organisational measures should be realised. A long-term solution with another rail transport corridor should be considered.
The Upper Middle Rhine Valley between Assmannshausen and Lorch © Thomas Ahlmeyer
1 Introduction and Acknowledgments

1.1 Motive

In October 2012, the State Party of Germany requested an ICOMOS technical advisory mission in the World Heritage property “Upper Middle Rhine Valley” in order to assess the possibility of extending the use of the temporarily installed cable car service between the Konrad-Adenauer-Ufer and the Fortress of Ehrenbreitstein in Koblenz.

During the preparation of the mission, the State Party added – in accordance with ICOMOS – some further topics to be examined during the mission. They concern several intentions to extend the tourism infrastructure on Loreley Plateau. Furthermore the problem of installing wind power plants and systems to stock energy within the property and the buffer zone was presented.

Requests of a State Party in order to get a report on concrete open questions are defined in the World Heritage Convention under paragraph 173. The World Heritage Committee requests that reports of missions to review the state of conservation of the World Heritage properties include:

- an indication of threats or significant improvement in the conservation of the property since the last report to the World Heritage Committee,
- any follow-up to previous decisions of the World Heritage Committee on the state of conservation of the property,
- information on any threat or damage to or loss of outstanding universal value, integrity and/or authenticity for which the property was inscribed on the World Heritage List.“

1.2 Acknowledgments

The on-site inspection was planned with great caution and care by the responsible of the directly concerned ‘county’ (Land). The programme was extremely dense and allowed direct contact with all the stakeholders, the ‘county’, the city of Mainz, the other involved boroughs, the “Association World Heritage Upper Middle Rhine Valley” and private persons. Before, during and after the on-site visits all the necessary documents were available to the expert.

The expert was accompanied by Christoph Kraus, Head of Department “General Cultural Heritage Preservation” in the Ministry for Education, Continuing Education and Culture of Rhineland-Palatinate, and Dr. Stefanie Hahn, Head of the World Heritage Secretariat, who were both representing the State Party in substitution. The professional accompaniment during the two days was ensured by Thomas Metz, Director General of the department for cultural heritage in Rhineland-Palatinate", und Dr. Joachim Glatz, Head of Conservation for the Rhineland-Palatinate. Secretary of State Walter Schumacher, Rhineland-Palatinate World Heritage Representative, was present for a concluding discussion.

The expert is grateful for the open and direct information policy of all the persons present at the meetings and visits. The atmosphere was friendly although some of the opinions heard from those in attendance were quite controversial.
2 Background to the Mission

2.1 Statement of OUV for the Upper Middle Rhine Valley World Heritage property:

Brief Synthesis
The 65km-stretch of the Middle Rhine Valley, with its castles, historic towns and vineyards, illustrates the long history of human involvement with a dramatic and varied natural landscape. It is intimately associated with history and legend, and for centuries has exercised a powerful influence on writers, artists and composers.

Description
The strategic location of the dramatic 65km stretch of the Middle Rhine Valley between Bingen, Rüdesheim and Koblenz as a transport artery and the prosperity that this engendered is reflected in its sixty small towns, the extensive terraced vineyards and the ruins of castles that once defended its trade.

The river breaks through the Rhenish Slate Mountains, connecting the broad floodplain of the Ober-rein-graben with the lowland basin of the Lower Rhine. The property extends from the Bingen Gate (*Binger Pforte*), where the River Rhine flows into the deeply gorged canyon section of the Rhine Valley, through the 15km long Bacharach valley, with smaller V-shaped side valleys, to Oberwesel where the transition from soft clay-slates to hard sandstone results in a series of narrows, the most famous of which is the Loreley, no more than 130m wide (and at 20m the deepest section of the Middle Rhine), and then up to the Lahnstein Gate (*Lahnsteiner Pforte*), where the river widens again into the Neuwied Valley. The property also includes the adjoining middle and upper Rhine terraces (Upper Valley), which bear witness to the course taken by the river in ancient times.

As a transport route, the Rhine has served as a link between the southern and northern halves of the continent since prehistoric times, enabling trade and cultural exchange, which in turn led to the establishment of settlements. Condensed into a very small area, these subsequently joined up to form chains of villages and small towns. For over thousand years the steep valley sides have been terraced for vineyards.

The landscape is punctuated by some 40 hill top castles and fortresses erected over a period of around thousand years. Abandonment and later the wars of the 17th century left most as picturesque ruins. The later 18th century saw the growth of sensibility towards the beauties of nature, and the often dramatic physical scenery of the Middle Rhine Valley, coupled with the many ruined castles on prominent hilltops, made it appeal strongly to the Romantic movement, which in turn influenced the form of much 19th century restoration and reconstruction.

The Rhine is one of the world's great rivers and has witnessed many crucial events in human history. The stretch of the Middle Rhine Valley between Bingen and Koblenz is in many ways an exceptional expression of this long
history. It is a cultural landscape that has been fashioned by humankind over many centuries and its present form and structure derive from human interventions conditioned by the cultural and political evolution of Western Europe. The geomorphology of the Middle Rhine Valley, moreover, is such that the river has over the centuries fostered a cultural landscape of great beauty, which has strongly influenced artists of all kinds - poets, painters, and composers - over the past two centuries.

The outstanding quality of the property is given by the unique linking of important qualities of geology, geomorphology, flora and fauna with cultural landscape, the aesthetic qualities of the site and the testimonies of European History.

Criterion (ii): As one of the most important transport routes in Europe, the Middle Rhine Valley has for two millennia facilitated the exchange of culture between the Mediterranean region and the north.

Criterion (iv): The Middle Rhine Valley is an outstanding organic cultural landscape, the present-day character of which is determined both by its geomorphological and geological setting and by the human interventions, such as settlements, transport infrastructure, and land use that it has undergone over two thousand years.

Criterion (v): The Middle Rhine Valley is an outstanding example of an evolving traditional way of life and means of communication in a narrow river valley. The terracing of its steep slopes in particular has shaped the landscape in many ways for more than two millennia. However, this form of land use is under threat from the socio-economic pressures of the present day.

Integrity: The extensive property contains within its boundaries all the key attributes – the geological landscape, the sixty towns and settlements, the forty castles and forts, the vineyard terraces that define this prosperous and picturesque stretch of the Rhine valley and encompass all the key views that influenced writers and artists.

Authenticity: Thanks to the relatively modest leeway given by the natural landscape of the Middle Rhine Valley to the people inhabiting it, this section of the river has undergone fewer changes than others. As a result, but also thanks to various early attempts to protect the landscape and its historical monuments, the landscape has remained largely untouched. As a result, many of the features and elements that lend the area its authenticity have been preserved. However the railways that run along the valley contribute greatly to the noise pollution in the Valley which is a problem that needs to be mitigated.
2.2 Issues addressed by the Mission

2.2.1 Cable Car Koblenz – Ehrenbreitstein

From mid April to end of October 2011, the German National Garden Show (Bundesgartenschau BUGA) took place in Koblenz. Traditionally, the show takes place every 2 years in a German city. It is a very important event and attracts an enormous number of visitors. Considerable subsidies are available from the National government and from the concerned Federal county. After its end, the show leaves normally many positive interventions.

For the show in Koblenz, important restoration work was undertaken in the town and especially in the ancient Ehrenbreitstein Fortress where also a large part of the exhibition was renewed. The actual state of conservation of the fortress, an impressive piece of military architecture, its exhibitions and its mise en valeur for the population are excellent.

In order to connect the two main sites of the Garden Show with its newly installed green areas and gardens, situated on both sides of the river Rhine, and in expectation of a high number of visitors, a cable car transportation system was installed between the town and the fortress. On the 3rd April 2008 the Rhineland-Palatinate World Heritage Representative in the Ministry for Education, Science, Youth and Culture, Prof. Dr. Hofmann-Göttig, announced the new construction to the Director of UNESCO World Heritage Centre, assuring that the installation was merely temporary, and promised it would be dismantled within three years.

Indeed, the cable car transportation system functioned perfectly well and has transported millions of visitors. It has become an attraction in itself, not only during the Garden Show but also afterwards. Contrary to the promise to dismantle the cable car, the city of Koblenz wants to maintain it and has already negotiated with the company that owns and operates it in order to make it function for another 20 years.

The temporary installation of the cable car system was no problem for the World Heritage property. If it is to become a permanent intervention, it has to be carefully assessed. Furthermore, it would be naïve to think that after the life span of the original construction a further system would not follow. So, the State Party asked for a Technical Evaluation Mission to answer the question whether the installation was in accordance with the OUV, integrity and authenticity of the World Heritage property.

2.2.2 Touristic Installations on the Loreley Plateau

The Loreley is the famous place where a steep rock forms a 130m wide narrow in the river Rhine. From the rock the legendary dame Loreley, with her long blond hair and her singing that echoed in the rocks, fascinated sailors to the point that they lost control over their boats and died in the water; the stretch of water remains treacherous to this day. Behind the top of the Loreley-rock spreads a large plateau, covered with meadows and surrounded by forest.

Actually this plateau is sporadically occupied by some infrastructural-buildings. During summer the lieu is intensively used. A great number of tourists visit the Loreley and during the popular pop concerts visitors spend their nights in tents and cars on the plateau. In wintertime, the plateau is deserted and has a
somehow neglected, but charming character. A development plan is in work, which tries to better the compatibility of the activities with the site. Special attention is given to questions of traffic and parking.

Investors want to develop the site with several large-scale hotel buildings and, on the other hand with a Summer Bobsleigh Track. The State Party asked for an evaluation whether these projects were in accordance with the OUV of World Heritage.

2.2.3 Alternative Energy installations

Germany has decided to abandon nuclear energy production. For its substitution, important investments are being made in other forms of energy production, such as wind turbines.

For establishing the necessary balance between irregular production based on sun or wind and irregular consumption new plants for energy storage will be necessary. One system consists in pump storage stations. Such technical constructions could harm the World Heritage property. The State Party asked for guidelines to avoid impacts to OUV.

3 National Policy for the Preservation and Management of the World Heritage Property

3.1 Protection and Management Requirements

In Rhineland-Palatinate the monuments are covered by Cultural Monuments Protection Law (Denkmalschutzgesetz) 1978 and Building Ordinance (Landesbauordnung Rheinland-Pfalz) 1998.


The southern part of the Upper Middle Rhine Valley World Heritage property is situated in the 'county' of Hesse. However, the actual questions concern only the middle and northern parts situated in Rhineland-Palatinate.

Signatories of the Rhine Valley Charter (Die Rheintal Charta) of November 1997, which include the great majority of communities in the Middle Rhine Valley, undertake to conserve, manage, and exercise care in developing the natural and cultural heritage and the unique cultural landscape of the Rhine Valley.
3.2 Management Plan

Based on a structural analysis 1994, a rudimentary Management Plan was decided in 1995, thus before the inscription of the Upper Middle Rhine Valley into the World Heritage List. It has not been revised since. Defining goals of preservation the plan has a general character; it is poor in its concrete definition of actions. It defines wishes but does not show how to realise them.

In 2004, the task of monitoring the implementation of the management plan in Rhineland-Palatinate was confided to the state's Structural and Approval Directorate in Koblenz. The measures taken serve mainly to preserve historical castles and towns, uphold the tradition of winegrowing on the steep slopes of the valley, secure habitats for rare animal and plant species, and generally ensure that the state of the environment remains unaltered. Further measures are designed to underpin the region's economic viability in a bid to dissuade people from moving away and prevent the average age of the region's inhabitants from rising.

Since 2005 the property has been run by the “Association World Heritage Upper Middle Rhine Valley”, which comprises representatives from all the local and 'county' authorities falling within the region and also includes officials from the federal states of Hesse and Rhineland-Palatinate. The association also provides the property's World Heritage manager.

In the last years some 300 Mio € have been invested within the Upper Middle Rhine Valley. The money was mainly spent on restoration work on castles and other built monuments. The National German budget of the Program for investments into the National World Heritage Properties (Investitionsprogramm Nationale UNESCO Welteerbestätten) contributed to these long term investments.

3.3 Master Plan

To conciliate economic development to benefit local communities and the safeguarding of the Outstanding Universal Value of the property a Master Plan for the further sustainable development of the Upper Middle Rhine Valley World Heritage property is about to be compiled.

During the mission several aspects of Management were presented. In the working document WHC-11/35.COM/7B.93 World Heritage Committee welcomed the elaboration of a Master Plan on the “progress towards the development of a Master Plan for the property that will set out how its Outstanding Universal Value will be sustained, and how the property might develop in a sustainable way in relation to traffic, noise pollution and demographic and economic developments” and its submission to the World Heritage Centre by the State Party.

The direct motive for elaboration of a Master Plan was the project of a new bridge connecting Sankt Goar and Goarshausen. The Master Plan has to show the effect a new bridge would have on the OUV and how it could be avoided by reinforcing the ferry-boat connections or constructing a tunnel. However, the document is indispensable to steer a great panoply of further questions. In the
meantime, for political reasons, the bridge-project has been stopped, but it could be reactivated in a changing political constellation.

The received information shows that the work for the Master Plan advances well. A first stage is reached with the elaboration of basic documentation of facts, an analysis of the premises of landscape and space (revision of the document of 1994, mentioned above) and the formulation of the needs and wishes of different stakeholders. After a series of workshops a conference for future (Zukunftskonferenz) have been organised. Great expectations of the population and the politicians can be observed. The relating document will be submitted to the World Heritage Centre by February 2013.

The second stage will be far more difficult even if the main issues seem to be clear. This work will need some more time. Probably, the Ministry for Economic Affairs, Climate Protection, Energy and Spatial Planning and not the Ministry for Education, Continuing Education and Culture will lead the process. It should lead to a concept for future development, orientated towards concrete realisations and actions for preservation. Besides precise goals and general programmes (“visions”), concrete activities, possibilities and restrictions have to be defined, the procedures cleared, financial questions answered and the competencies of the diverse authorities adjusted.

It must not be forgotten that the elaboration of the Master Plan involves two ‘counties’ (with different ministries and permission authorities), some 50 communes and, for certain questions, the Administration Union Upper Middle Rhine Valley. An important question will be to define the relationship between the existing Management Plan and the new Master Plan. It is important to envisage a periodical revision of both the Management and Master Plans.

3.4 Administration Union Upper Middle Rhine Valley

Actually, the “Administration Union Upper Middle Rhine Valley” (Zweckverband Welterbe Oberes Mittelrheintal) is an important tool in order to coordinate the different levels of decisions. The “special purpose association” assembles the two concerned ‘counties’ (Rhineland-Palatinate and Hesse), five districts, six cities, five associations of communities (Verbandsgemeinden) and 42 communes. It works with the general assembly, an Executive Board, an office and a consulting committee (Fachbeirat).

In March 2012 the Administration Union decided upon an Action Program (Handlungsprogramm). It defines in what fields the Union is to be active and will be revised every 5 years. The Administration Union has its own budget for the realisation of defined projects. For instance the different locations of the project “R(h)einblick” allow a new connection between people and river.

In the case of the proposed hotels on Loreley Plateau a Concept for Development (Entwicklungskonzept) was drafted. It is not completed and shows in its actual state the difficulties or even impossibility in bringing together further development that is inevitably linked with more traffic with the intended tranquillity of the lieu and its mainly natural character.

Since its foundation in 2005, the Administration Union has become an important factor for the preservation and development of the World Heritage property. It has its role in creating mutual understanding and coordination of the intents. Its
voice is heard, however, it has no right to make decisions. According to the German National Constitution, every single commune has its autonomy in matters of planning. The Administration Union can only try to persuade its members and so its influence in decision-making should not be overestimated.

4 Specific Issues, Considerations

4.1 Cable Car Service Koblenz-Ehrenbreitstein

As explained before, the cable car service was realised for a limited time of a few years to serve during an exceptional event, the German National Garden Show. It is particularly evident to assess the diverse influences as they can be observed in reality without the normal incertitude when interpreting projects.

Tourism: The touristic attraction of the cable car connection is doubtless. Crossing the river high above the water level with a splendid view into the valley is a pleasant experience. This easily explains the enthusiasm of citizens in Koblenz who encourage the politicians to maintain the cable car service.

The core of the town of Koblenz and especially the German corner (deutsches Eck), one of the most important symbols of Germany, is visited every year by millions of tourists. Its direct connection with Ehrenbreitstein Fortress brings a not negligible additional quantity of tourists up to the hill. As the fortress contains free accessible areas, the easy access is highly estimated by the citizens.

Finances: The cable car is realised and paid for. Transportation fares easily cover its maintenance, which is in the responsibility of the constructor. The technical life expectancy is around 20 years. At least during this time, the cable car system will not cost the public anything.

The museum in Ehrenbreitstein Fortress is partly financed by the entrance fees. Additional visitors coming up the hill from the German corner contribute to its running costs.

The city plans to convert a former military site currently occupied with barracks to a housing area for some 2'000 inhabitants. The direct connection between the new settlements and the city by cable car could be a non-negligible argument for future investors.

It would be possible to create an alternative connection to the fortress e.g. with shuttle buses or with a combination of ferryboat and funicular railway. The construction of the latter would necessitate considerable investments. Probably, all those solutions would not be self-funding.

Cultural Education: The museum in Ehrenbreitstein Fortress offers modern exhibitions. They attract visitors and make them understand the history of the place. In the management of a World Heritage property it is important to increase the cultural experience of population and tourists. Thanks to the new installation of the exhibitions in the museum the number of visitors of the fortress has increased considerably. The easy connection with the cable car system contributes to this increase.

The Cable Car in the Landscape: The position of Ehrenbreitstein Fortress located high above the river and the town of Koblenz is one of the most
significant situations in the Upper Middle Rhine Valley. It is not surprising that so many artistic testimonies exist exactly for this place. It powerfully marks the limit of the World Heritage property.

The cable car system crossing the river is a new, singular element in the valley. The line crosses the Rhine diagonally and, self-evidently, is inclined. In the landscape the line is doubly unusual and it causes a strange and irritating impression. It is always seen against the sky and is therefore very visible and present. Furthermore, the fact of the perpetual movement of the cabins transmits the impression of restlessness, increasing the annoying effect. The fact of the line raising high over the river combined with its somehow dynamic character gives more importance and irritation than a crossing by a foot bridge on a low level, which would have a static and thus calm character. The impact of the cable car system on the landscape as a strange element is negative and must not be under-estimated.

The Stations: Cable car systems of the given size need big stations. The technical realities leave few possibilities to adapt them to the locations in which they are placed.

The valley station is located on the Konrad-Adenauer-Ufer, nearby the Rhine. The situation is very delicate and the realised building solution is very problematic. The first issue is that the station interrupts the free public space that is accompanying the shore of the Rhine and has been respected till now by all buildings, including the castle and the former building of the government. The second question is the size of the station. It covers a big surface (ca. 16m x 32m) and, most notably, has an important height (ca. 12m). In the given urban context the station is out of scale.

A third problem is the location of the station in relation to the Basilica of Saint Castor, the oldest church in Koblenz with roots going back to the beginning of the 9th century. The present building was consecrated in 1209 and despite some damage during World War Two has largely been unaltered. The prominent Carolingian foundation played a very influential role in history since it was here that the foundations were laid for the division of the Carolingian Empire into an Eastern and a Western realm from which the Holy Roman Empire of the German Nation and France were later to evolve. St. Castor Church is a monument of European dimension, has a high importance in history and is one of the main monuments of Koblenz. The cable car station interrupts in a most problematic manner its special relationship with the Rhine. Furthermore the station is too near to the apsis, which can no longer be properly viewed, thus heavily damaging the appearance.

At Ehrenbreitstein Fortress, the hill station is situated quite far from the historical buildings and could at first glance seem to be unproblematic. However, comparison with the newly built entrance building for the museum shows clearly what would have been adequate and responsible in the given historical and spatial context: a volume of clearly restricted height, in a horizontal arrangement, which is situated not on the plateau, but beside it and thus on a lower level, underneath the horizon. These principles allowed the entrance building not to disturb the historical complex. The same properties have not been respected for the cable car station. With its location on the highest level
and its volume it takes an inadequate importance on the site. The station harms
the ensemble considerably.

**The masts:** The massive mast of steel on the riverbank near the valley station
appears as a crossbar interrupting the avenue. It destroys the visual integrity of
the area. Its height is overwhelming the towers of St. Castor and additionally
disturbs the view of St. Castor from the Rhine and from the right riverbank.

The situation of the hill station is also worsened by the huge mast, which is
technically linked with the problematic location of the station. Its verticality
detracts from the stretched longitudinal form of the fortress.

Taking all the points regarding the general aspect of the landscape, the valley
and the hill station with the masts together, it must be stated that the cable car
station strongly harms the landscape. It especially disturbs the basilica and its
relationship with the Rhine. It was possible to accept this technical installation
when it was temporary, but it cannot be tolerated as a permanent intervention.

**Precedent:** For multiple properties on the World Heritage list cable car
transportation systems to cross a valley could be of interest and therefore be
requested. Besides Cultural Heritage, Natural Heritage can be affected. The
arguments will mostly be equal to those in Koblenz: the fact that the cable car is
a tourist attraction, is a financially viable form of transportation and increases
interest in cultural and/or natural heritage. Even if it is evident, that every
situation is different, the approval of the cable car in Koblenz will have
consequences for many cases in future. That is no argument for or against an
approval in this case, but the fact must be taken in consideration.

A recent example is the project to install a cable car connection in the World
Heritage property “Swiss Alps Jungfrau-Aletsch” crossing the valley of the
glacier of Aletsch between Riederalp and Belalp. The National Commission for
the Protection of Nature and Culture rejected the proposal because it would
have harmed the integrity of the site and in order to avoid a precedent.

**Temporal considerations:** The cable car had a temporary building permit until
October 2013 and was built under the commitment to dismantle it immediately
afterward. The actual proposal, expressed in a letter of the Mayor of Koblenz,
Prof. Dr. Hofmann-Göttig, to UNESCO without date (sent around 13th December
2012), proposes to extend the temporary building permit till 30th June 2016 in
order to develop betterments and to accept it afterwards till end of 2026.

It is evident that betterments in the sense of different solutions for the principal
critical points are not possible. The line, the masts, the technical parts of
stations and their location are inalterable. Of course, the design of the station’s
shelters could be discussed, but they are not the real problem. In consequence,
an approval to-day would mean an approval till 2026. More than that: After this
time limit the principal requests and the main arguments will persist and most
probably a similar installation will be realised.

**Outstanding Universal Value:** The cable car system is not in accordance with
the OUV. It introduces a unique and strange technical element to the landscape
that is not in-keeping.

**Authenticity:** The cable car system is an additional element and does not
intervene into the material substance; authenticity in a limited sense is not in
danger.
However, attributes such as spirit and feeling are important indicators of character and sense of place (Operational Guidelines, para. 83). Intentionally, Ehrenbreitstein Fortress was built on a steep hill to be easily defendable and no direct access from the valley remained possible. It must be questioned if immediate access without any effort is in accordance with the ideology of a military defence building and its experience today.

**Integrity:** As shown before, the cable car system heavily affects the aesthetic qualities and the character of the site. Therefore the integrity of the World Heritage property is not granted. In the confrontation between the positive aspects of tourism, finances and cultural education of the cable car system and its negative impacts on the cultural landscape and the fatal influence of the two stations to the historical context it is evident, that in a World Heritage property the later criteria must be the predominant crucial factors.

**Conclusion:** The cable car system Koblenz-Ehrenbreitstein is not compatible with the requirements of the World Heritage property.

4.2 Loreley: Project for Hotels

**The Loreley:** Topographically, the rock of the Loreley, with its wooded precipices is extremely impressive. The river Rhine curves through the steep rocky walls of the valley and turns dramatically around the edge of the Loreley rock. On its top, a wide plateau with smooth slopes opens.

Even more important than the orographic characteristics is the lieu as part of cultural memory. In the legend a wonderful young woman with golden hair sitting on the mountain top distracting passing skippers so much that they crashed on the rocks. Many representations by artists such as William Turner, works of literature from Clemens Brentano and Heinrich Heine and music pieces from Franz List, Clara Schumann or Max Bruch have described this place, mythifying it further.

The rock of the Lorely and the plateau behind it represent a central part of the World Heritage property.

**Actual situation:** Today several buildings are located on the open landscape of the plateau and with two farmhouses it is mainly in agricultural use. The tourism infrastructure consists of a new visitor centre, a small hotel (with an adjacent one-family-house), a gymnast-hostel, a camping area and a “Thing-Stätte”, a nazi installation remembering old Germanic tribunal places composed of a stone-built tower and an open-air-theatre, which has been remodelled several times.

By the actual projects the new visitor’s centre and the “Thing-Stätte” are not concerned. The infrastructure’s back-fitting of the open-air-theatre concerning the back-stage and improvements for the safety of the audience is already decided; regrettably the new building-structure will divide the area of spectators from the rest of the landscape.

**Additional building intentions:** Under the title “Loreley for everyone”, a private developer has proposed an over-all remodelling of the plateau. The initiative is not coordinated with the mentioned development plan. The proposal contains several hotels, partly of huge dimensions.
In the centre of the project is a *****hotel, named „Loreley Prevention SPA-Resort – Hotel und Destination Club“. The complex contains 4 floors (eventually on a additional basement) and has a length of ca. 200m and a depth of ca. 120m. The hotel occupies a surface of ca. 9’000m2, with a total floor-surface of ca. 26’000m2. With its amorphous form and its section with each floor stepping back from the floor beneath it tries to orientate itself to the terraced vineyards. The construction is planned in stone quarried from the region. The complex is situated on the edge of the plateau in order to ensure the guests a perfect view into the Rhine valley.

A ****hotel, for individual guests and groups, is planned for the plateau itself. On 4 floors it has a surface area of ca. 4’000m2, with a total floor-surface of ca. 12’500m2. It is ca. 180m in length.

The proposal includes also a ***youth-guesthouse. On 3 floors it has a surface area of ca. 1’200m2, with a total floor-surface of ca. 3’600m2. It is ca. 60m in length.

The existing hotel located close to the top of Loreley Rock should be remodelled and become a restaurant for day-tourists.

A car parking area of ca. 20’000m2 would allow parking 800 cars.

*The dimensions:* In the given context, the three proposed buildings and the parking areas are enormous. They would far exceed the acceptable dimensions in a landscape worthy of protection that would change from an agricultural and largely natural site into a commercialised area. If not every transformation is negative, in this case the proposed project would completely denature the site and its space and would have a negative impact on the OUV.

*The position:* The main building, the six-star hotel is located at the very edge of the plateau. Its guests could benefit from the splendid view into the valley. This position means that the building would be easily discernible from the valley and from the hills on the other side of the river. The hotel would be highly visible during the day, but especially during the night.

Building near the edge of the hill would form an important and negative divergence from the general rules of building development in the region. In fact, settlement in the Upper Middle Rhine Valley is consequently organised with dense building-structures in towns and villages on both sides of the river including its lateral branches, empty hill-sides (beside the castles), all with an empty passage to the smooth landscape behind, which is then occupied by settlements of low density. It is crucial to respect this clear structure when any new development is planned.

In accordance with the analysis of sight lines and visibility, the site visit clearly illustrated the detrimental alteration the six star hotel would have on the shape of the Loreley Rock. The other two hotels seem to be less in conflict with those principles. Nevertheless with their dimensions they introduce a foreign and wrong scale and therefore should be reconsidered.

*Intensity of use:* As shown before, fundamentally, the Loreley Plateau is primarily an agricultural landscape. Several additional functions were introduced in the last decades. Addition of more temporal activities and especially permanent buildings would denature the character of the place. Special attention has to be given to issues of approach. They do not only concern the
access with cars and buses, but must respect the limited capacity and vulnerability of the site in terms of the number of tourists. It would be hugely detrimental if, for example, a mechanical transportation system linking directly the valley with Loreley Plateau was to be considered in order to increase visitor numbers.

Recompense: The existing hotel in its current form and extents and the nearby one-family-house harm the landscape in one of its most sensitive spots. It would be an important improvement if, in recompense of the building permit for a new hotel respecting the site, the existing hotel could be reduced to its former size, the individual house demolished and the landscape remodelled.

Outstanding Universal Value: All the presented hotel projects would harm the OUV. If the six-star hotel is neither possible in its position nor in its dimensions, the other projected hotels could become acceptable if they are largely reduced in size and their precise location is reconsidered.

Authenticity: The site of Loreley depends on its largely natural situation, both of its slopes and its plateau. Today, its form and nature-orientated presentation, its use and function are highly authentic. It would be spoiled by the large new building complexes and would lose its authentic character.

Integrity: It is true that currently the Loreley Plateau is not in the best conditions of use and design, and that in several areas improvements are possible. However any intervention has to consider the delicate balance between nature and activities. During the summer season the “genius loci” is hardly appreciable as the present use is very intense, reaching extremes during the 10 or 12 festival weekends. The hotel project would strongly add to the overuse. Furthermore it would reduce the nature-orientated areas. Outstanding universal value could not be clearly discernable and the property’s significance would be largely put in question. The project in its entirety would have a heavily adverse effect on the World Heritage property.

Development plan: the Association World Heritage Upper Middle Rhine Valley, tries to evaluate the reasonable capacities of the Loreley Plateau. A workshop was held in January 2012 in order to link ideas. Even with better coordination, the danger of overuse remains. The main danger is substitution of the legend (or myth) of Loreley for an amusement park.

Conclusion: If, due to its position and size, the six star hotel has to be cancelled completely, a new hotel could be acceptable if it was reduced in size and positioned with sensitivity. A competition among architects could ensure high architectural quality in the sense of building-culture (Baukultur) as is stipulated by the county of Rhineland-Palatinate.
4.3 Loreley: Summer Bobsleigh Track

*Actual situation:* The project for the Summer Bobsleigh Track has got a building permit and it is partly realised. Due to a fault in procedure the work has now been stopped. The directory for structure and permits north (*Struktur- und Genehmigungsdirektion Nord*) is called to examine the dossier.

*The project:* The project for the Summer Bobsleigh Track consists of a rectilinear lift that carries the tourists to the highest point of the complex from where they descend in a curved channel made from stainless steel. The length of the complex is ca. 100m.

*Landscape:* Basically, further development of the landscape on the Loreley Plateau is possible, however it must preserve its special nature and must be in-keeping. The present character corresponds more or less with the romantic image expected by visitors; in contrast to the slope zone with rocks and vineyards, in the plateau zone forests and agricultural land predominate. In that given context, the new installation of the Bobsleigh Track cannot be inserted in a harmonious way. The straight line of the lift cuts sharply in the ground, the channels of the descent insert an artificial design into the smooth flank of the hill. The entire complex will inevitably form a hard contrast to the existing landscape.

*Visibleness:* The new installation will be highly visible from the whole Loreley Plateau. Furthermore it will be easily discernable from several important viewpoints on the opposite side of the valley. It will appear as an artificial insert and because of the polished and brilliant stainless steel channels it will be additionally disturbing.

*Authenticity:* The site of Loreley depends on its largely natural situation both of its slopes and of its plateau. Today, its form and nature-orientated presentation, its use and function are highly authentic. It would be largely be disturbed by the new Summer Bobsleigh Track on the plateau.

*Integrity:* Any intervention on the Lorely Plateau has to consider the delicate balance between nature and programme. The present project would introduce an activity that is not in accordance with the site as its Romantic character does not correspond with an amusement park. The nature-orientated focus would be perverted and so the property’s significance would be largely put in question. The development of this project would have a strongly adverse effect on the World Heritage property.

*Conclusion:* The Summer Bobsleigh Track should not be permitted. The present elements of its installation should be dismantled and the former natural aspect and agricultural use should be re-established.
4.4 Energy Plants

The decision of the German National government to abandon nuclear energy also has important consequences for historical buildings (energy saving measures on buildings, solar plants on or beside buildings) and for cultural landscapes (wind turbines, pump storage stations). If the former problem is to resolve on a local level (within the World Heritage property solar plants are not allowed), the latter can have important consequences for the integrity of the World Heritage property in a much wider context.

Wind Turbines: Actually, in the Federal State’s Program for Development (Landesentwicklungsprogramm), decreed in 2008, the chapter concerning renewable energies is in the process of revision. Until the revision is completed, a moratorium is effective. So the project for a wind energy plant in Kamp Bornhofen is actually stopped; it would have a non-negligible impact as it is visible together with the famous castles of Sterrenberg and Liebenstein, the so-called hostile brothers (feindliche Brüder).

The aim of the revision is to identify 2% of the ground as sites of preference (Vorranggebiete) and designate them for the purpose of wind energy production. The sites must be geographically appropriate for wind energy plants. An important part of the allocations will be in forests. Important considerations are made for the preservation of cultural landscape. The actual draft stipulates that within the World Heritage property neither solar plants nor wind turbines will be permitted. In the buffer zone a case-to-case examination is provided.

The authorities are aware that these rules may not be sufficient to protect the World Heritage property. In the aim to clear up the possibilities and as wind turbines get higher and higher, a “Study of Visibility-Lines” (Sichtachsenstudie) is under way in order to avoid any visual harm. It will show in what zones outside the property, including not only the buffer zone but also the areas around it, wind energy plants will not be permitted.

One main problem with wind turbines seems to be the possibility to create an income for the private landowner as for the concerned commune by giving permits. In order to avoid this pressure, models for compensational systems and plants based on a cooperative model are actually studied.

Pump Storage Station: A project for storage of energy concerns the construction of a storage basin nearby Niederheimbach, situated in the World Heritage property. In times of energy abundance, water from the Rhine would be pumped into a newly dug artificial lake at the "Franzosenkopf", near to the limit of the buffer zone. During times of energy shortage the water in the lake would be used for hydroelectric power.

The project is at its beginning. It is to early to express any opinion on its influence on the World Heritage property. Experience with similar plants in the alps show that several major points can be important: the artificial lake with its suppression of natural environment, its aspect, especially in periods of low level, the huge pressure pipes with diameters of around 10m or more (if they are not located under ground) and the power station nearby the river in its position, volume and design.
4.5 The Railway Traffic in the Valley

It is impossible to visit with open senses the Upper Middle Rhine Valley and not notice the tremendous noise caused by the railway. This heavy nuisance was already mentioned and criticized on the occasion of the listing of the World Heritage property. It is important to point out this essential problem.

**Actual situation:** The noise is due to the fact that on both sides of the Rhine a double-track railway line essentially follows the shore of the river. The connection is one of the main routes for European commercial transport between North (Northern Germany, Scandinavian countries, Holland) and South (Southern Germany, Switzerland, Italy). The heavy trains with noisy freight wagons follow in short intervals of a few minutes and fill-up the valley with noise. In proximity of the line, it exceeds the alarm level. The noise is probably one of decisive factors for the population decrease.

**Realized measures:** Till now, German railways (*Deutsche Bahn DB*) have certainly made efforts. Indeed, in many places noise diminishing walls have been installed with costs of about 65 Mio € since the inscription. Generally simple standard solutions have been adopted and most of them harm the cultural landscape. Technical investment to the existing rail infrastructure, in particular to modern junctions would improve the situation further. However, real progress in lowering essentially noise levels is not reached. The effect of the realized measures is insufficient, because betterments are compensated by the fact that the density of traffic has increased considerably.

Obviously, co-using the new line, connecting Köln with Frankfurt a. M., for freight trains is not possible as it was built for the ICE, the high-speed train of DB. The line’s maximum inclination of 40 ‰ exceeds usual standards and due to the important lateral inclination of the rails for the fast rains, important abrasion of the rails does not permit reasonable operation.

**Additional short-term measures:** Organizational measures can be implemented in the short-term. Several possibilities could be realized within some years. An important improvement would be a ban of exceedingly noisy wagons. This measure is legally viable and has already been adopted in Switzerland. Furthermore the conditions for using of the track could differentiate substantially between higher fees for noisy and lower fees for quiet rolling stock. Another improvement could consist in operate alternative transport routes. For certain goods, without need of quick transportation, freight on the river could be increased. All these measures would reduce the volume and noise of railway transportation in the valley.

However, the only effective possibility of resolving the problem is to bypass the route for freight transportation. Planning, obtaining permissions and building a new line will take one generation. It is important that the planning of a new freight-corridor, which bypasses the World Heritage property, is started immediately.
**Conclusion:** The important harm to the World Heritage property should lead to a better conscience of the problem, to flexibility in resolvable organizational fields. The stakeholders involved, mainly the National German State (having signed the World Heritage Convention), and the Deutsche Bahn should remember their responsibility for the World Heritage property and should be invited to discuss possible solutions for both short term and long term remediation.
## Annexes

### 5.1 Programme of the Mission

#### Programmablauf Advisory Mission Oberes Mittelrheintal

**13./14. Dezember 2012**

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<th>Zeit</th>
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<td><strong>Donnerstag, 13.12.12</strong></td>
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<tr>
<td>14.00 – 15.00 Uhr</td>
<td>Seilbahn – Besichtigung der Talstation und Fahrt auf die Festung Ehrenbreitstein</td>
<td>Thomas Metz (Generaldirektor der Generaldirektion Kultur, Erbe in Rheinland-Pfalz), Dr. Joachim Glatz (GDKE, Landeskonservator), Dr. Stefanie Hahn (Leiterin des Sekretariats für das Welterbe in Rheinland-Pfalz)</td>
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<td>15.00 – 15.45 Uhr</td>
<td>Rundgang Festung</td>
<td>Herr Metz, Herr Dr. Glatz, Frau Hahn</td>
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<td>15.45 – 16.00 Uhr</td>
<td>Begrüßung, Vorstellung Gesamtprogramm</td>
<td>Christoph Kraus (Abteilungsleiter der Kulturreferat im Ministerium für Bildung, Wissenschaft, Weiterbildung und Kultur)</td>
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<td>16.00 – 18.00 Uhr</td>
<td>LEP IV – Umsetzung der Energiewende in RPL (mögliche Standorte, Planungsverfahren)</td>
<td>Vorstellung durch Martin Orth (Abteilungsleiter im Ministerium für Wirtschaft, Klimaschutz, Energie und Landesplanung)</td>
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<td>(Frau Nadja König-Lehrmann, Welterbe-Managerin)</td>
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<td>Weitere Teilnehmer: David Langner (Vizepräsident SGD-Nord), Herr Kraus, Herr Metz, Herr Dr. Glatz, Frau Hahn</td>
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<td>Alexander Fürst zu Sayn-Wittgenstein (Vorsitzender Deutsche Burgenvereinigung, Vizepräsident Europa Nostrum, Sprecher der nichtstaatlichen Denkmalpflegeverbände)</td>
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<td>Hans-Dieter Gassen (Vorsitzender des Förderkreises der Freunde der BUGA e.V.)</td>
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<td>Martin Orth</td>
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<td>Christoph Kraus</td>
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<td>Thomas Metz</td>
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<td>Nadja König-Lehrmann</td>
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<td>Dr. Joachim Glatz</td>
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<td>Dr. Stefanie Hahn</td>
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<td><strong>Freitag, 14.12.12</strong></td>
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<td>09.00 – 10.30 Uhr</td>
<td>Seilbahn – Termin bei OB Prof. Dr. Joachim Hofmann-Göttig, Vorstellung der Pläne, des Verfahrensstandes und der Bedeutung der Seilbahn aus Sicht der Stadt Koblenz</td>
<td>Oberbürgermeister Prof. Dr. Joachim Hofmann-Göttig, Dr. Ulrich Kleemann (Präsident der SGD-Nord), Frau Nadja König-Lehrmann</td>
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<td>Herr Landrat Bertram Fleck (Verbandsvorsitzender), Frau König-Lehmann (Welterbe-Managerin)</td>
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<td>Weitere Teilnehmer: Herr Dr. Kleemann, Herr Kraus, Herr Metz, Herr Dr. Glatz, Frau Hahn</td>
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<td>10.30 – 11.15 Uhr</td>
<td>Fahrt durch das Mittelrheintal</td>
<td>Vorstellung durch den Zweckverband</td>
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<td>11.15 Uhr</td>
<td>R(h)einblick St. Goar</td>
<td>Herr Landrat Bertram Fleck (Verbandsvorsitzender), Frau König-Lehmann (Welterbe-Managerin)</td>
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<td>Weitere Teilnehmer: Herr Thomas Vogt, Initiative Baukultur bei der SGD Nord)</td>
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<td>11.40 – 12.00 Uhr</td>
<td>Modellstadt St. Goar</td>
<td>Vorstellung durch SGD-Nord (Herr Thomas Vogt, Initiative Baukultur bei der SGD Nord)</td>
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<td>Weitere Teilnehmer: Landrat Fleck, Frau König-Lehmann, Herr Kraus, Herr Metz, Herr Dr. Glatz, Frau Hahn</td>
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<td>12.15 – 12.30 Uhr</td>
<td>Aussichtspunkt Maria-Ruh mit Blick auf das Loreley-Plateau</td>
<td>Herr Prof. Furrer, Herr Kraus, Herr Landrat Kern, Frau König-Lehmann, Herr Metz, Herr Dr. Glatz, Siegrid Wirz-Ries, Daniela Gottreich, Stefanie Hahn</td>
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<td>12.30 – 13.15 Uhr</td>
<td>Überfahrt auf das Loreley-Plateau mit der Rheinfähre</td>
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<td>13.15 – 14.00 Uhr</td>
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14.00 – 15.00 Uhr
Loreley-Plateau
Vorstellung der Pläne, des Planungsstandes und des Ablaufs des Genehmigungsverfahrens
Vorstellung des Loreley-Entwicklungskonzepts

Sommerrodelbahn

15.00 – 16.00 Uhr
Besichtigung des Loreley-Plateaus
- Sommerrodelbahn
- Freilichtbühne
- Geplante Hotelstandorte

16.30 – 17.20 Uhr
Abschlussbesprechung
Staatssekretär Walter Schumacher, Beauftragter der Landesregierung für das Welterbe in Rheinland-Pfalz

5.2 Persons met during the Mission

<table>
<thead>
<tr>
<th>Name</th>
<th>Vorname</th>
<th>Institution</th>
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<th>Kontaktdaten</th>
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<tbody>
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**Upper Middle Rhine Valley (Germany)**

Advisory Mission Report

(MBWWK)

Ministry of Education, Science, Continuing Education and Cultural Affairs

Heritage Secretariat

Präsident

Structure- und Genehmigungsbehörde Nord

Structure and Approval Directorate North

Vizepräsident

Structure- und Genehmigungsbehörde Nord

Structure and Approval Directorate North

Leiter des Referats Bauwesen

Chief of the Unit „Building and Planning“

Stellvertretende Leiterin des Referats „Raumordnung und Landesplanung“

Leiter der Projektgruppe Weltwerte Oberes Mittelrheintal

Chief of the „Project Team World Heritage Site Upper Middle Rhine Valley“

Leiter des Referats Bauwesen

Chief of the Unit „Building and Planning“

Stellvertretende Leiterin des Referats „Raumordnung und Landesplanung“

Abteilungsleiter Stadtentwicklung

Vorsitzender der Stadtentwicklung

Vorsitzender der Stadtentwicklung

Site Manager

Site Manager
5.3 Responsible for the Mission
The Technical Evaluation Mission has been conferred to Bernhard Furrer, architect ETH-Z SIA ass. BSA, ancient president of the Swiss National Commission for Monument Preservation and emeritus professor for Monument Preservation at the Academy for Architecture of the University of Italian Switzerland in Mendrisio.

The expert’s voyage took place December 13th and 14th 2012.

5.3 Documents, Maps and Photographs
The German authorities established a detailed program. It contained intense visits of the critical and important places of the property (with the length of 40 km, the site is quite big and not easy to overview), detailed information about the plans and projects, discussions with political leaders and the persons responsible for the preservation and the management of the property.

The documents maps and photographs are provided on a CD-ROM.

5.3.1 Master plan: Draft for Master plan – Management Plan
5.3.2 Cable Car System Koblenz-Ehrenbreitstein: General plan – plan of valley and hill stations – photographs of the line, the two stations – the mast near the Rhine
5.3.3 Loreley: Project for Hotels: General plans – six-star-hotel – photograph of the ensemble – photomontage
5.3.4 Loreley: Summer Bobслей Track: General plan – photomontage – photographs of the executed parts
5.3.5 Energy Plants: general plan of areas banned for wind energy plants – plan of property – project Kamp Bornhofen – overview plan for pump storage installation
5.3.6 Railway Noise: photographs illustrating the actual situation