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Process orientation of the world heritage city management system

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ABSTRACT

Purpose. – This article aims to explain how the world heritage city management system may be improved, and the structure of its processes enhanced by including relevant stakeholders to reach better results, i.e. outputs and outcomes. With this aim, process-based orientation is proposed as a new management approach.
Design/methodology. – The article is divided into two parts. In the first part, theoretical background of the world heritage city management system is given, and process orientation of heritage city management explained. In the second part theoretical concepts were applied to the cases of the world heritage cities (sites) of Split (Croatia) and Venice (Italy). A brief description of the basic characteristics (elements, processes) and of the main problems related to the results (outputs and outcomes) is followed by the application of the Unified Modelling Language as the method. The process architecture of the new management meta-model is presented, processes designed and documented, and activities and responsibilities among stakeholders, both existing as well as potential, within the proposed hierarchical structure shared.
Findings. – By proposing the process-oriented approach to the management of world heritage cities, the paper sets out to contribute to the growing body of knowledge related to cultural heritage management (especially world heritage cities). By applying knowledge from different theories into a process-based approach to the management of world heritage cities, it enables UNESCO's directives to be implemented into the actual managerial system of a World Heritage Site (WHS). We find it potentially useful not only to WHS managers, but also to scholars and other experts who have managerial responsibilities but limited knowledge in this area.

1. Introduction

The admiration for heritage is as old as mankind itself. However, it was not until the 20th century that care for its proper protection, rehabilitation and use became the object of wider interest. Over the last half century, the range of what has been regarded as cultural heritage has broadened significantly as has understanding of its relations with the environment. As a result, heritage properties nowadays are not seen as individual buildings standing by themselves but are recognised, together with their intangible heritage, as intrinsic parts of their surrounding environment [1,2,3,4], creating so-called Historic Urban Landscape (HUL) [5]. In that respect a new, holistic approach to managing HUL has been introduced, by integrating the goals of urban heritage conservation and those of social and economic development [5]. It is effective for all cities with heritage, and not necessarily only those having (or being) properties on the World Heritage List (WHL), hereinafter 'world heritage cities (WHCs'), helping them cope not only with the ordinary challenges, but also with those typical for such cities [4]. Its usefulness is especially highlighted by the rise of culture/heritage-led development concepts [1,6–12].

2. Research aims

Implementation of the new management approach requires deep understanding of the WHC's management system and the ways its performance and efficiency may be enhanced. To this end, the process-oriented management meta-model will be proposed, created on the basis of the actual management systems of the two heritage cities (sites) on the UNESCO's WHL, i.e. the city of Split (Croatia) and the city of Venice (Italy). For that purpose, common characteristics of the two cities (sites) are summarised, necessary processes documented, and the main activities and responsibilities of the stakeholders outlined, making up process structure of the new governance model.

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3. Theoretical considerations behind the WHC management system

The term 'management system' refers to a series of processes and activities which together deliver a set of results, some of which feed back into the system to create an upward spiral of continuous improvement of the system, its actions and its achievements [13]. An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context [4] and has to be integrative and holistic [14]. In the case of historical centre or cultural landscape with multiple owners and uses, this new approach entails a particular management system characterised by **three categories**:

1. **elements** (legal framework; institutional framework; resources),
2. **processes** (planning; implementation; monitoring), and
3. **results** (outputs/products and services; outcomes/changes; improvements/corrective measures and feedback) [13].

Due to the complexity of the research subject, i.e. world heritage city (WHC) management system, its understanding requires extensive knowledge originating from a number of theories, presented in the conceptual model (Fig. 1), developed by the authors.

By explaining the key theoretical concepts and approaches (system approach, stakeholders' approach, new public governance approach, process-oriented approach), the framework is created to understand who the stakeholders of a world heritage city are, what kind of relationships and processes are created among them, why the system approach is relevant to understand the management of a WHC, in which ways and to what extent the local authorities are involved in the management processes are what kind of an organisational structure is optimal to enable transformation of inefficient WHC management system into a new, integrated and holistic one.

Given the aforementioned, it may be stressed that system approach has become one of the basic pillars of contemporary management theory, in relation not only with the business organisations [15,16] but with any other self-regulated social (autopoietic) system [17], such as WHC. Management of social systems requires a multilevel governance approach, i.e. dispersion of authority away from the central government [18]. Such an approach presumes collaborative and inclusionary consensus building practices [6,19] which create three kinds of shared capital: social, intellectual and political capital [19] as presented in the Fig. 1.

Over the years, different definitions of stakeholders have been proposed [20,21] with their types and responsibilities progressively made more specific. Hence, apart from experts (who shape and run processes) and governmental stakeholders (who decide), 'community' – both external (e.g. wider public) and internal/direct (e.g. inhabitants, users and developers) is also to be consulted in the management processes, in particular in WHCs [1,6,13,22] where people connected to heritage make a core component of heritage management [23].

However, by emphasising the role of community, the role of governmental stakeholders is not to be neglected. On the contrary, after a long period of disputes over the role and efficiency of government and its public service [19,24], New Public Governance approach, introduced in the 1980s [25], has emphasised the need for inter-organisational relationships and the governance of processes in which trust, social capital and contracts act as the core governance mechanisms [26], all of which is highly appreciated in managing WHCs.

Given the above, a new organisational structure within the existing WHCs' management systems is obviously needed. Organisational theory suggests that businesses are increasingly moving from function-based towards process-based organisation by focusing on processes to create final value (outputs and outcomes) rather than focusing on functions and activities [27], thus becoming more flexible and adaptive [28]. Although process orientation in the business sector is increasingly attracting the attention of researchers, this subject is rarely addressed in the public sector [29–33]. It must be stressed that a process-oriented approach looks for an adequate organisational and process architecture (as outlined in Fig. 1), that is subject to a constant fine-tuning process with regard to changes in management system categories and related constituents.

In supporting successful process management, the role of information technologies is of crucial importance. Besides, it is also governance, strategic alignment, methods, people and culture that are identified as its core elements [29]. Moreover, process-oriented organisations highly support and appreciate multi-project environments which can include different types of projects with different characteristics and in various stages of a project life cycle [34].

4. Results and discussion

4.1. Modelling processes in the WHC's management systems

Given the explained theoretical background, in the following section we propose implementation of the process-oriented approach in the WHC management system that is aimed at fulfilling both, heritage conservation goals [35], as well as sustainable development goals [36].

To that end management of a WHC has to be aligned, not only with relevant UNESCO charters and documents, but also with:

- a country's specific legal requirements concerning the structure and power/responsibilities that are to be exercised by organisational units/departments within the city government as a key governing body,
- a number of strategic documents outlining city development, both generally and with regard to specific areas.

To accomplish the above requirements, the WHC's administration is to follow proper organisational hierarchy, as was suggested by Hernaus [27] and Willaert et al. [37] for a process-oriented organisation. The hierarchical structure in such an organisation is dependent on its organisational structure (divisional, matrix or other) and process organisation.

Usually, any city governance is entrusted to the city mayor and the city council as an executive body. They are in charge of problems and process effectiveness at the highest, strategic level and are responsible for the fulfilment of all the legal requirements as well as for the planning and monitoring processes. The second level consists of city departments, which, according to the area they are in charge of, may act as process and functional managers and must closely collaborate on the tactical level. Finally, the third level consists of process teams, i.e. operatives working within different departments; they are led by process managers who assure efficient execution of processes at the operational level.

Following the basic principles of the process-orientation in the business sector, its implementation in a WHC starts with the identification of the core processes. Various methods for (business) process modelling have been developed so far, with many of them originating in operations research, computerization of business process, and management research [28,38]. When designing a business process model, standardised graphic elements are used to facilitate the communication among different stakeholders. In this research Unified Modelling Language (UML) Activity Diagram [39], developed in 1997 is employed. It uses a swim lane process chart, also known as 'cross-functional' or 'Rummler-Brache Diagrams'

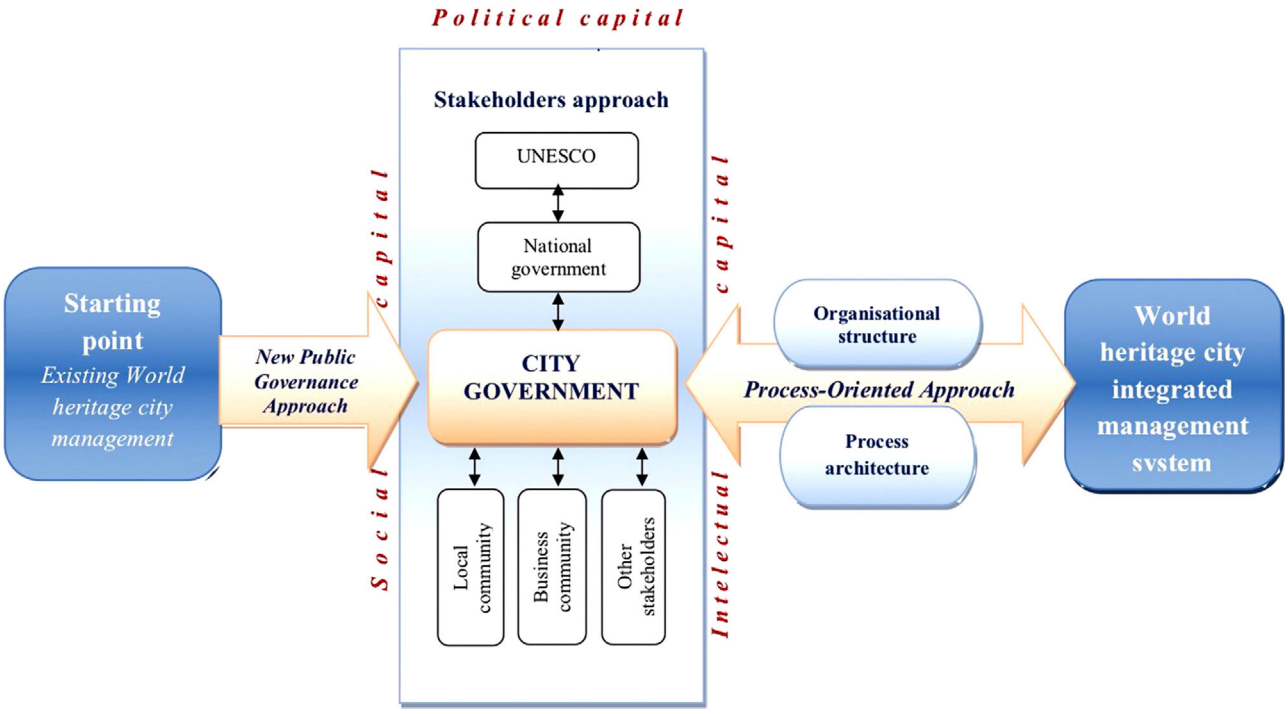

Fig. 1. Theoretical background of the WHC's management system.

[40], describing a flow that goes through different organisational units or stakeholders [38]. By means of the swim lane diagram technique, it is possible not only to analyse, design and document processes, but also to manage and to share tasks and responsibilities among the stakeholders of the process observed [41]. In this regard, processes and decisions are grouped visually by placing them in lanes, with one for each responsible body or an activity (graphically presented by rectangles). The direction of the information flow among bodies in charge of certain processes is presented by arrows and accompanied by a specific document whose name indicates content relevant for the next activity (phase) (i.e. information flow between activities). Vertical division represents the sequence of the three processes, i.e. planning, implementation and monitoring. Hence, each activity is related to one of the processes (phases).

4.2. Process-oriented management model of the Split and Venice WHCs

In the Paragraph 78 of the 2012 Operational Guidelines edition [35], as well as in later editions, UNESCO has stressed that each World Heritage property/site must have an adequate management system, with the common references being described in the paragraphs 108–112. The recommendation to create the management plan as an integral part of the management system's description is also given, but with no specific reference to its nature. However, both of the above requirements make the basis for the efficient management of the property [13].

With this regard it may be concluded that management of heritage properties is "site-specific", meaning that it differs with regard to their management system characteristics, organisational structure, and the nature and content of the site's management plan. Hence the management models are as many as the number of heritage sites, with most of them being based on the UNESCO's recommendations [13]. However, it is worth mentioning a few UNESCO based conceptual models widely used, such as the CHIMP model (Cultural heritage integrated management plan) [5], ANZECC model (developed by the Australian and New Zealand Environment Conservation Council), the AHC model, (developed by the Australian Heritage Commission) and NWFH – Heritage Site Development Model, (developed by the Australian Northern Countries' World Heritage Fund) [42].

The above models are all developed along the common concepts of community involvement, collaboration and strategic planning, the same as the model developed in this research. However, in this research the authors proposed a new institutional/organisational set-up for efficient WHS/WHC management that may support proper operational structure and new working methods in different surroundings.

In order to validate the effectiveness of the proposed "process-oriented management meta-model" for different WHSs/WHCs, two concrete cases, the cities of Split (Croatia) and Venice (Italy), that the authors are well informed of, have been chosen. The two cities show some similarities regarding their management systems' state of the art, but are also demonstrating some specificities that may help validation of the meta-model in different territorial and institutional frameworks.

Thus, both cities, Venice and Split have been inscribed in the WHL for 30 and 40 years respectively; both are experiencing uncontrolled over tourism, but while Venice seems to have reached its stagnation phase, Split, although quickly approaching its tourist carrying capacity, still believes it has additional room for growth. Moreover, both cities seem to suffer from an inadequate institutional framework to cope with the various problems, among which overtourism, putting their heritage in danger. With regard to the specificities, the Split WHS is located on the territory of just one municipality, while the Venice WHS embraces a much wider territory, including several territorial units, thus giving us opportunity to check if the model may be adapted in both cases.

For each of the cases, a brief description of the site is given, with concise information about the key problems it is facing with regard to its elements, processes, and outputs.

4.2.1. World heritage city of Split management system

World heritage site Historical complex of Split with the Palace of Diocletian covers the area of 0.2 km^2 (Fig. 2), and is located in the Split-Dalmatia County, south of Croatia. It was inscribed on the WHL in 1979 in accordance with UNESCO's Operational Guidelines [43] on the basis of 3 (out of 6) cultural criteria (II, III and IV). It has always been and it still is the centre of not only the municipality of Split but also of its metropolitan area, populated today by more than 350,000 inhabitants. Hence, the WHS is usually identified with the city itself (which is why the terms WHS and WHC are used synonymously). However, despite its importance and the fact that 40 years have passed since it was inscribed on the WHL, it still does not have a proper management system, consequently resulting in a number of problems endangering its status on the WHL.

The WHS lacks not only the management plan, but also a spatial plan, conservation plan, and many other relevant documents [45]. Many processes are either insufficiently regulated by the city administration (i.e. those related to communal order) or are not regulated at all (those related to the excavations and conservation of the archaeological findings). The boundaries of zone A and buffer zone are not clearly defined and are, from time to time altered. The unregulated property right issues and missing spatial data bases prevent proper spatial management. Monitoring is officially not conducted since information related to the WHS is not regularly collected and analysed.

Given the above, the resulting outputs and outcomes regarding the WHS are not satisfactory. Thus, decades of lack of investment in communal infrastructures have additionally aggravated seasonal overloads in the situation of the constant growth of demand and accompanying accommodation facilities. Hence the number of overnights in Split in 2018, which was 2.5 million [45] is 126% higher than in 2014 [45] while the number of beds has grown from 14,188 to 34,374, or 142% in only 4 years [45,46]. Carrying capacities are additionally overburdened by daily visitors, including those from cruise ships and travellers passing through the main transportation hub located near the WHS. Both, public space as well as traditional functional diversity of the historic core are disappearing, leading to gentrification, loss of visual integrity and authenticity.

Such a situation indicates poor governance of the site. The reasons are manifold, with the legal and institutional framework being the most important. Hence, a huge number of legal acts affecting management of the protected site are either un-harmonized or have overlapping, exclusive or ambiguous powers. In addition, there is no clear division of roles and responsibilities among different institutional levels, specifically between the Croatian Ministry of Culture and its Conservation office located in Split, which is officially in charge of the management of the Site, and the City of Split administration, which governs the site in practice. The **City administration**, i.e. its departments and the **Office for the historic city** core that is **located within the Mayor's office**, but with neither powers nor responsibilities, is desperately lacking in management/planning experts able to apply system thinking to management activities. Control over flow of money coming from utilisation of the properties is poor. Implementation of ICTs (and smart solutions) is still inadequate, causing an ineffective flow of information and consequently poor monitoring of the processes. Finally, social, political and institutional capitals are not sufficiently developed at any level, resulting in absence of common vision and goals [45].

4.2.2. World heritage city of Venice management system

The world heritage city of Venice is the heart of a wider site, known as Venice and its Lagoon. It is situated in the Veneto Region of Northeast Italy, and inscribed on the WHL in 1987, on the basis of all six cultural criteria (I–VI), valid at the time of inscription. The Lagoon of Venice, in which the historical centre of Venice lies, is a wide coastal saltwater basin between the mouths of the Brenta and the Sile Rivers, covering a surface of about 550 km^2 (Fig. 3) [47].

The WHS has a Management Plan for the period 2012–2018 [47] resulting from the lengthy and complex process of consultation and planning. However, the effects resulting from this document have failed to be as successful as expected for a number of reasons. Firstly, the WHS Venice and its lagoon covers a large area consisting of not only nine municipalities, one region, and two provinces but also of a range of institutions in charge of different resources and sectors, each of them producing a number of different documents, plans, and instruments, often with overlapping responsibilities, sometimes resulting in administrative deadlock. The rules and laws are not always aligned with specific town planning and architectural characteristics of the historic city of Venice and of the lagoon settlements, resulting in negative impacts on their effectiveness with regard to heritage conservation and enhancement. Generally speaking, there is a lack of consistency, integration and cooperation between urban and regional planning and economic-social programming [47]. The lack of financial resources for the implementation of plans and for the funding of projects is also a serious restriction. However, one of the major obstacles is that the Management Plan has never found a strong political resolution to be implemented in a decisive manner.

This has led UNESCO to reconsider the Site's status and classify Venice and its Lagoon as endangered heritage. Especially critical is the city of Venice's incapacity to deal with over tourism in general and with cruise tourism in particular. Namely, it attracts around 1.4 million cruise passengers and 2.9 million visitors accounting for more than 7 million overnights in 2016. It is estimated that, together with other visitors, the city hosts up to 60,000 visitors per day [48]. According to the Management plan [46], its accommodation system is comprised of 267 hotels with 16,258 beds and over 1700 non-hotel facilities with 10,756 beds, with a growing tendency.

An update of the Management Plan was carried out and integration of the possible solutions regarding the aforementioned problems was forwarded in January 2019 to UNESCO but has not yet been officially released by the City of Venice. The Management Plan [47] defines the roles of bodies responsible for the management of the Site. Hence, the **Office of the World Heritage Site "Venice and its Lagoon"**, established under the **Department of Territorial Development of the Municipality of Venice** is aimed at: coordinating all the activities related to the management of the property, promoting sustainable development, enhancing the heritage, and monitoring the implementation of the Management Plan. **The Steering Committee**, made up of representatives of all the bodies responsible for the WHS, has the task of guidance, programming and control of the activities related to the management of the property [47].

4.3. Proposal of the WHS/WHC management meta-model based on process orientation

Based on the Split and Venice cases, it can be concluded that both of them experience poor performance of processes and poor results within their management systems, mostly resulting from either too complicated and/or ineffective a legal and institutional framework.

By keeping this in mind, and starting from the building blocks of previously elaborated theories, the authors propose a process-oriented management meta-model (instead of a function-oriented one) by focusing on the final value, instead of focusing on separate tasks performed by different stakeholders. In developing this new perspective, the starting point is the actual state of the WHCs' management systems and their organisational architecture.

In the following section the terms 'world heritage city (WHC)' and 'world heritage site (WHS)' are used simultaneously, with one

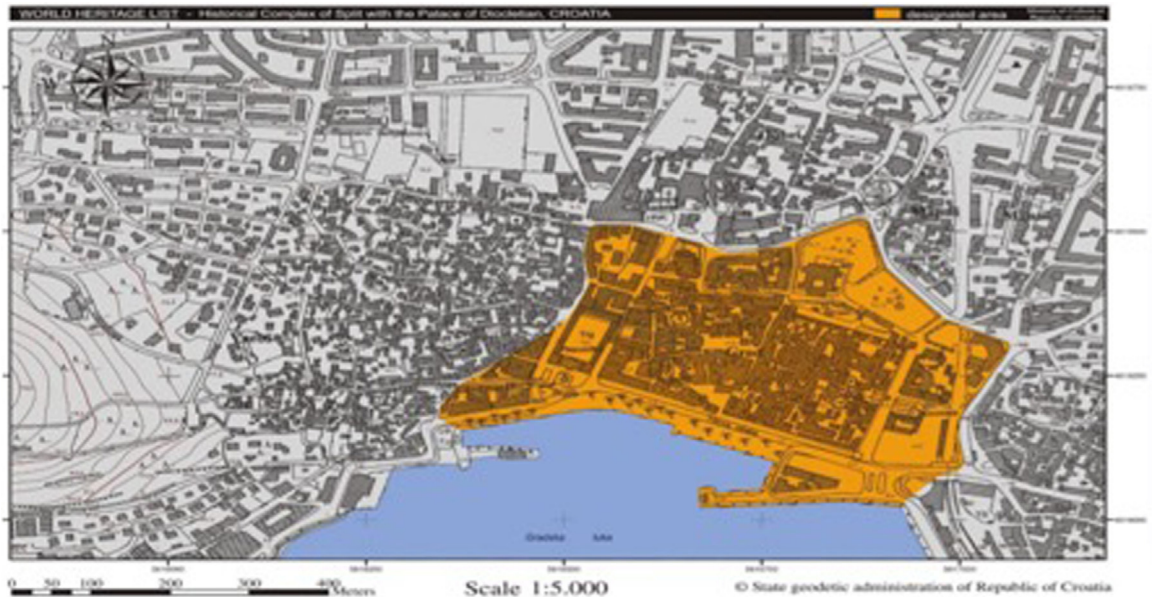

Fig. 2. Historical complex of Split with the Palace of Diocletian [44].

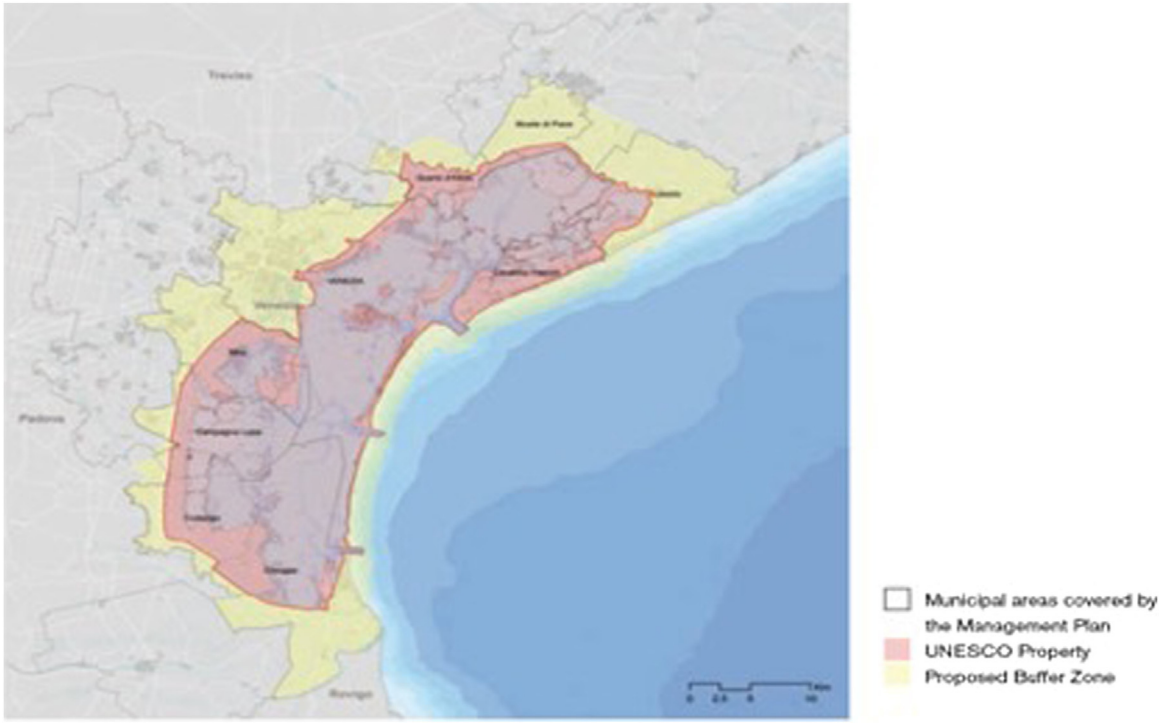

Fig. 3. Venice and its Lagoon- UNESO world heritage site[47].

basic difference between them, which is the number of elements (cities) that the site consists of. However, despite the differences between the two cities/cases, common meta-model may be introduced, tending to describe all the most important relationships among key elements as well as with their constituents.

Hence, the **City council** is usually entrusted with strategic management (governance) issues. As explained before, its role is to approve all strategic decisions relevant to the city. Yet, despite their highly appreciated role, the members of a City council do not need to be experts of heritage management issues, as they are mostly elected on the basis of their political affiliations and not their expertise. In the case of WHCs' management, they ought to focus on harmonizing all the stakeholders' interests. If a Site consists of more municipalities (such as in the Venice case), before final approval, the vision, goals, priorities, measures as well as annual action plans have to be agreed upon by all the city councils at the WHS. The Management Plan for the City of Venice and its lagoon (as in many other WHSs) has already introduced a so-called **Steering Committee**. To accomplish its management goals, this body must contain the representatives of not just the institutions directly involved with the Site but also of the external ones, that are able, based on their expertise and responsibilities, to see the 'wider picture' and to protect public values and interests, not just particular ones.

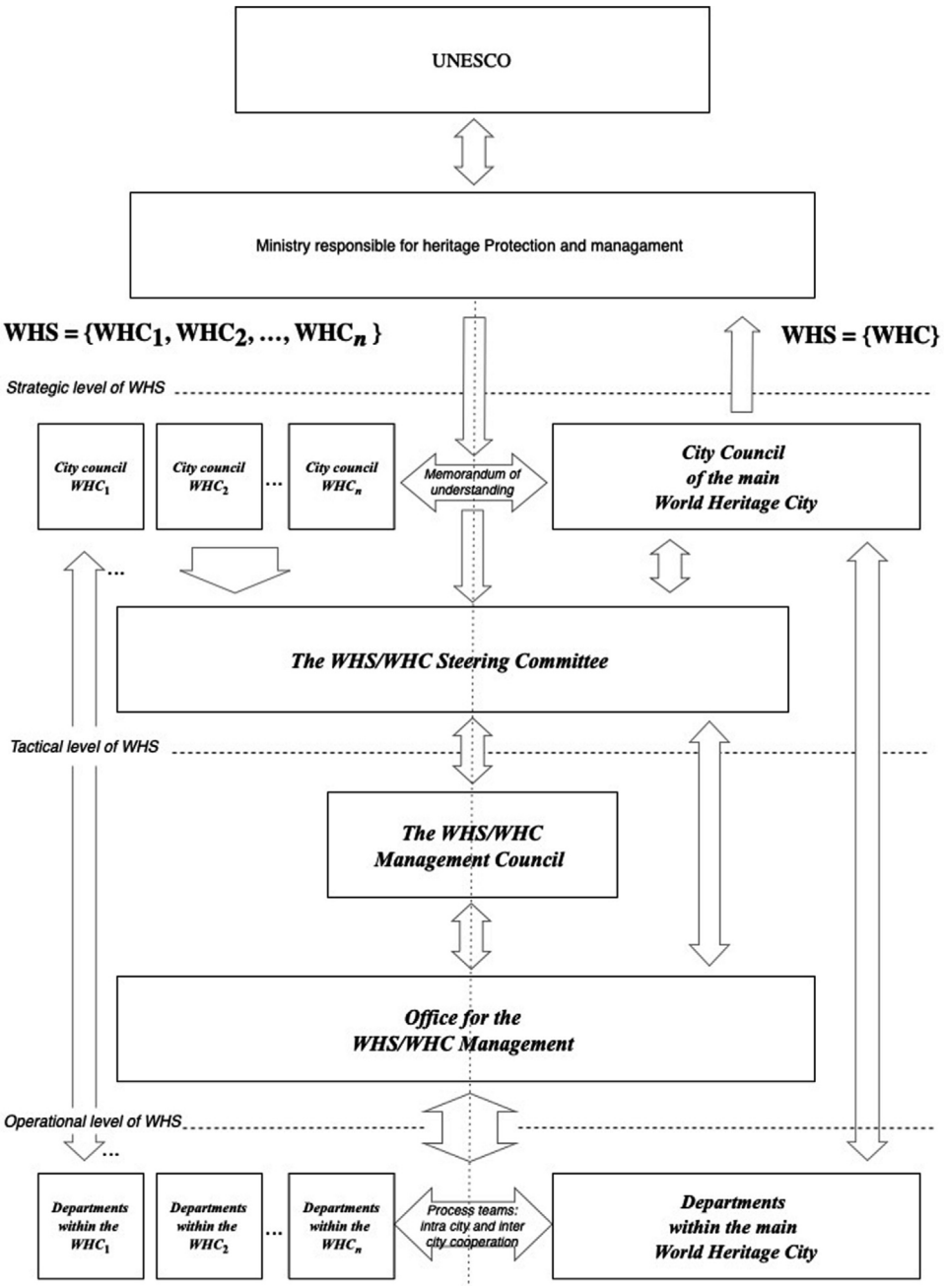

Fig. 4. WHS/WHC management system organisational architecture.

The tactical level operations are to be executed by two bodies, i.e. the **Office for the WHS/WHC Management** and the new body that we have named the **WHS/WHC Management Council.** The Office for the WHS/WHC has the role of coordinating all the actors and activities related to the management of the property. It is comprised of the process owners whose area of expertise is crucial for the implementation of the UNESCO directives (such as the Office manager and the heads of the city departments). Their responsibility is to prepare strategic documents in collaboration with the WHS/WHC Management Council that consists of stakeholders from the civil and business sectors and local community representatives. The WHS/WHC Council is also in charge of designing projects, of monitoring and reporting to the Steering Committee about implementation of the annual action plan.

Lastly, experts working in different departments act together at the same **operational level** as the process teams, and are managed by process managers who are coordinated by the Office. They take responsibility for direct implementation of the annual action plan, previously adopted by the City council.

The WHS/WHC management system organisational architecture described above is summarised and presented in Fig. 4.

Finally, Fig. 5 explains how the meta-model that we created actually works. The basic elements of the swim lane diagram are: **bodies** responsible for management processes (name of the lane) with their roles; **activities/processes** (in bold) representing the set of actions and decisions that use functional roles and *information flows - documents* (in italics) describing the relationship between activities. Arrows between activities describe direction of processes.

If the site consists of several cities (the case of Venice) the entire process begins with the signing of a Memorandum of Understanding among all the cities that make up the WHS. It convenes the

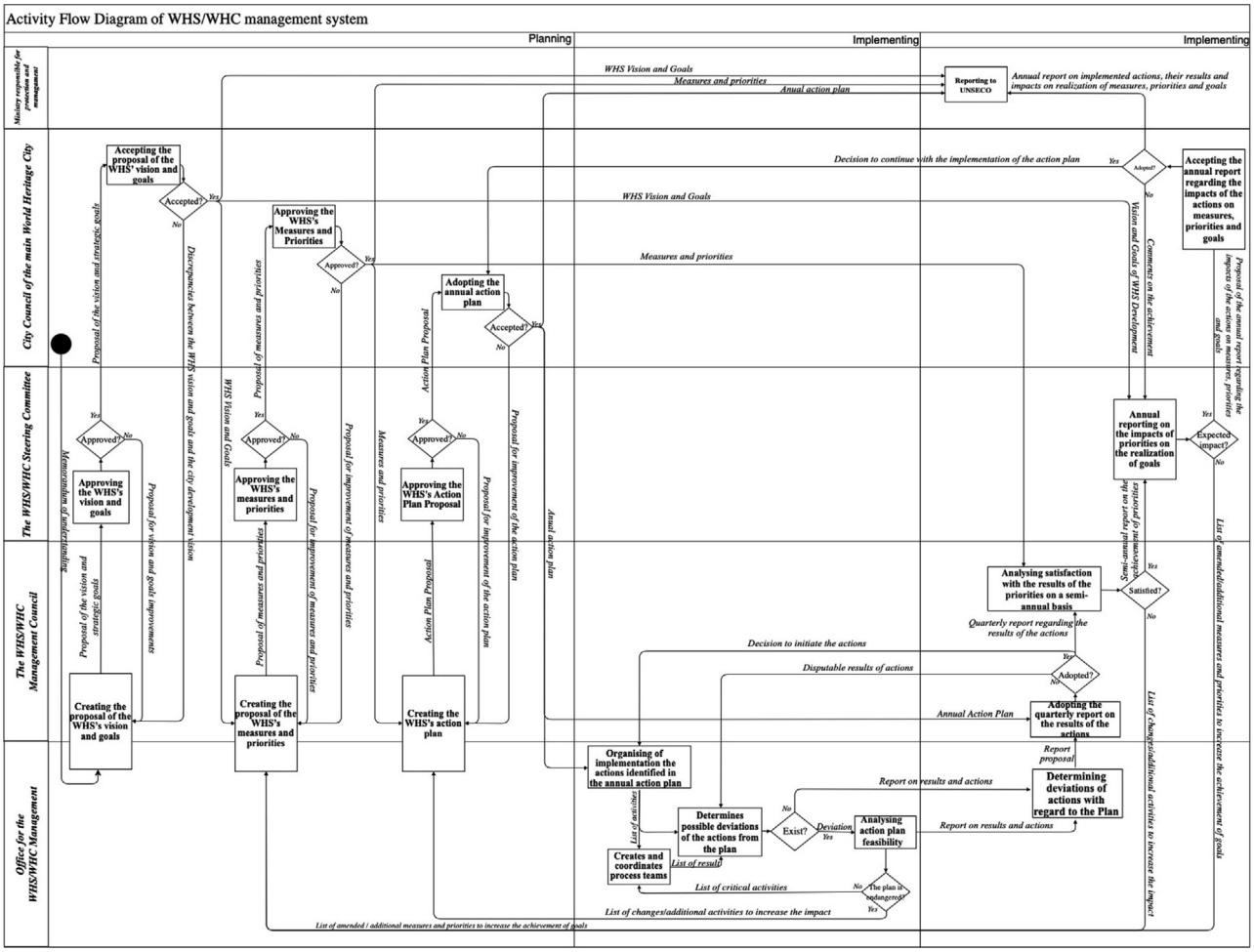

Fig. 5. Activity Flow Diagram of WHS/WHC management system.

WHS/WHC Management Council (hereinafter: ***WHS Council***) and the ***WHS/WHC Steering Committee*** (***SC***) and owner of the whole process the ***Office for the WHS/WHC Management*** (hereinafter: ***WHS/WHC Office***).

4.3.1.1. Planning

In the planning phase, the ***WHS Council***, under the coordination of the WHS Office, through an activity named **Creating the proposal of the WHS's vision and goals**, generates a document named *Proposal of the vision and strategic goals* that is sent for approval to the ***SC***. Through the activity of **Approving the WHS's vision and goals**, the uniformity of the proposal with the laws, regulations and recommendations on preservation of cultural heritage is checked. In the case of an objection, they are formalised in the document *Proposal for vision and goals improvements.* Otherwise, the approved proposal is forwarded to the ***City Council (CC)***. By Accepting the *Proposal of the WHS's vision and goals*, the compliance of the proposal with the vision and goals of the WHC/WHS is checked. If objected, the ***CC*** submits the document in a form of *Discrepancies between the WHS vision and goals* and the *city development vision.* By accepting the proposal by the ***CC***, the WHS *Vision and Goals* are defined as the starting point for **Creating the proposal of the WHS's measures and priorities**. The result of this activity is the document named *Proposal of measures and priorities* that, by carrying out the activities of **Approving the WHS's measures and priorities** by the ***SC***, is revised or forwarded to the ***CC.***

As a part of the **Approving the WHS's Measures and Priorities** activity, the ***CC*** checks the deviations from the measures and priorities of the city and, in case of deviation, documents the *Proposal for improvement of measures and priorities*, which is the starting point for repeating the activity of **Creating the proposal of the WHS's measures and priorities**. Proposals approved by the ***CC*** become measures and priorities for **Creating the WHS's action plan**. The Action plan proposal prepared by the ***WHS Office*** and the ***WHS/WHC Council*** is sent to the ***SC*** to be approved, and forwarded to the ***CC*** upon approval. Based on an *Analysis of the Action plan proposal* and the *Decision to continue with the implementation of the action plan*, the activity of **Adopting the annual action plan** is carried out.

4.3.1.2. Implementation

In the implementation phase the *Annual Action plan* is submitted to the ***WHC Council***, the ***SC,*** the ***WHS Office*** and the ***Ministry*** responsible for the heritage protection and management together with the vision and goals and priorities and measures. Based on the *Annual action plan* and *Decision to continue with the implementation of the action plan* approved by the ***WHC Council***, the ***WHS Office*** moves to **Organising the implementation** of the actions identified in the annual action plan. It draws up a list of actions and in accordance with other city services, creates and coordinates process teams, and determines possible deviations of the actions from the plan. If deviations exist, the ***WHS Office*** should go on with **Analysing action plan feasibility.** If an action plan is not compromised, a *List of critical activities*, for which new work teams can be assigned, is compiled. In this case, everything remains at the ***WHS Office*** level. If the analysis has shown the vulnerability of the implementation of the strategic plan, the ***WHS Office*** submits the document *List of*

changes/additional actions to increase the effects, which goes through the same procedure as in activity of **Creating the proposal of the WHS's action plan.** This implies returning to the planning stage.

4.3.1.3. Monitoring

Through the activity **Determining deviations of actions with regard to the Plan**, based on *Reports of results and actions*, the ***WHS Office*** produces the report proposal. The report proposal is submitted to the ***WHC Council*** for the purpose of **Adopting the quarterly report on the results of the actions.** In case of non-acceptance, the Council submits *Disputable results of actions to re-establish the deviation.* In this way, the compliance of the administrative and real system is monitored. Accepting the proposal of the *Quarterly report regarding the results of the actions*, the *Decision to initiate the actions* is adopted, thus returning to the implementation phase. The activity of **Analysing satisfaction with the results of the priorities on a semi-annual basis** is secured at the tactical level. Namely, the activities undertaken and the resulting outputs do not necessarily reach the planned impact on the priorities, which is documented by the *List of changes/additional activities to increase the impact.* The reason can be sought in the delay of the effects or the change of environment, which is why it is necessary to return to the planning stage by **Creating an action plan addition** included in the *Action plan proposal.* The corrected action plan must go through the same procedure as the new action plan. If the effects are satisfactory, the semi-annual report is presented in the form of *a Semi-annual report on the achievement of priorities*. This document serves for monitoring at a strategic level, and is implemented by ***SC.***

Through the activity of **Annual reporting on the impacts of priorities on the realisation of goals**, the assessment of the impacts of priorities on the goals' fulfilment is assured. Namely, meeting the goals may be delayed due to the changes in the environment, which is why additional priorities and measures need to be shaped to replace them. In this case, ***SC*** suggests the *List of changed/additional measures and priorities to increase the achievement of goals.* Based on the list, we return to the planning phase with the activity of **Creating the proposal of the WHS's measures and priorities**. Any change needs to be made through the entire procedure as if they were being carried out for the first time. It should be noted that partial realisation is expected, i.e. some objectives will be fully realized in accordance with the plan while some will be partially realized. These situations are summarised through the *Proposal of the annual report regarding the impacts of the actions on measures, priorities and goals* submitted for adoption to the ***CC***. Through the activity of **Accepting the annual report regarding the impacts of the actions on measures, priorities and goals**, the proposal becomes a report submitted to the Ministry responsible for heritage protection and management which, in addition to the already submitted documents on vision and goals, priorities and measures and action plan, may draft the *Report* to the UNESCO organisation (if requested).

In order to ensure the continuity of the action plan implementation it is necessary that all changes to the documents listed in the *List of changes/additional actions to increase the impact* and a *List of additional measures and priorities for achieving the objectives* are integrated.

The proposed changes must go through the same procedures of adoption as described above. This is also the case when all the goals are fully realised, but final outcomes do not give the desired effect.

5. Conclusions

Management of both individual heritage properties and world heritage cities has recently been changing its focus from a so-called 'conventional 'or 'conservation-led approach' to a wider, more inclusive and adaptable 'values-led' approach, which puts stronger emphasis on partnerships and community engagement. In this regard, design of an appropriate institutional/organisational set-up that supports proper operational structure and working methods is one of the greatest challenges. It has to provide for efficient decision-making and facilitate all processes of the management system. With this aim, as stressed by Wijesuriya et al. [13], it has to be designed in relation to the wider governance context; it has to be organisationally decentralised, favouring a multistakeholder approach and particularly stressing community participation and the promotion of sustainability. Special attention should be paid to operational capacities of the people involved in management processes. Local administration, which is usually in charge of world heritage city management, therefore should promote new management approaches such as a process-oriented approach which, as explained above, is sufficiently flexible, adaptive and responsive to fulfil the aforementioned requirements.

With regard to the proposed process-oriented management meta-model of the world heritage cities, it is obvious that its implementation requires a wider consensus on not only the level of a city administration (horizontally), but also among all the other stakeholders proposed, from the local to the national ones (vertically and diagonally). However, such a consensus requires existence of developed social, intellectual and political capital. Unfortunately, although both cities (Split and Venice) are not lacking intellectual and creative capital, the other two elements, i.e. social and political capital, are the key obstacles for achieving consensus on the essential issues related to the performance of the basic elements and processes within the heritage city management system, which endangers their status on the WHL. To avoid the scenario of losing the status of world heritage property, except for enhancing these two challenging types of capital, which is a long-run project, it is urgent to adapt some norms to support a multi-level governance model of this kind, especially with reference to different stakeholders' tasks and responsibilities, the way they are nominated, and alike. It is also important to formally adjust existing organisational structures within local administration to successfully cope with new process orientation in managing the WHSs.

The proposed management meta-model may be adopted not just in the two world heritage cities/sites analysed here, but also in all other similar cities/sites regardless specificities in their management systems constituents. It is defining ways of communication between the Office for the World Heritage Site Management and other bodies and stakeholders, that, despite possible extension of the whole management process, are of an utmost importance for the success of the proposed management model.

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