



# BEST PRACTICES ON SOCIAL SUSTAINABILITY IN HISTORIC DISTRICTS



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The case study on Aleppo is written by Dr. Maan Chibli.

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The views expressed are those of the authors.

Cover photo: The new siheyuan on both sides of the alley (hutong) in Nanchizi area ©Fu Jing

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## INTRODUCTION

The impact of globalization on cities has been as vast as it has been varied. World trade liberalization and freer flow of capital have put cities, as much as nations, at the forefront of economic competition. Some cities with comparative advantages such as highly educated workforces, strategically located ports, airports, as well as other transport and communications infrastructure have been able to capitalize on rapidly expanding global trade. Many others have exploited unique physical or cultural assets to attract rapidly expanding tourism.

Most cities and countries, however, are struggling with the challenges of economic and financial globalization. They must also grapple with the neoliberal policies prescribed for integrating them into the global economy and to making them more competitive. The combined impact of lack of opportunity and widening inequity becomes tangible in terms of territorial segregation and economic polarization.. These are major factors contributing to urban violence and crime, which in turn threaten the long-term social and economic sustainability of the city.

Sustainable forms of urbanization require more than environmentally sound approaches to urban planning and development. They call for simpler reforms to current approaches to the promotion and distribution of economic growth. They require a concerted set of socially inclusive policies capable of ensuring that the benefits of urbanization today will remain sustainable in the future. In an increasingly urbanized world, the promotion of sustainable urbanization; encompassing issues of economic growth, social equity, cultural and ethnic cohesion and environmental protection; require strategic planning, consensus building, and conflict resolution.



Over the last few decades, inner cities and their historic districts all over the world have been deteriorating. In many cities the combination of old housing stock, congestion, outdated infrastructure and poor services have led to the migration of inhabitants to outlying settlements, leaving behind unoccupied buildings and an ageing population. In other cities, residents have undertaken to modernize their homes and workplaces, often to the detriment of previous architectural heritage. On the other hand, while such initiatives can be successful in preserving select areas, they tend to harm the district and rarely reverse the vicious cycle of inner city decay in favour of suburban development.

Gentrification processes are now increasingly threatening the social cohesion of historical districts, often leading to brutal transformation and eventually to forced evictions. Gentrification, a sociospatial process, usually takes two forms: one proceeds through the exclusion of working class in districts that are already bourgeois; the other happens through an increase in more wealthy strata of society in an area which, until then, had been sociologically mixed or more working class.

Historical urban centres have become growing sites of social exchange. The sudden rise in rents and building speculation compels tenants to give up their homes and neighbourhoods. It seems that town centres where socioeconomic pressure is high become a centrifugal force, whose victims are working class residents.

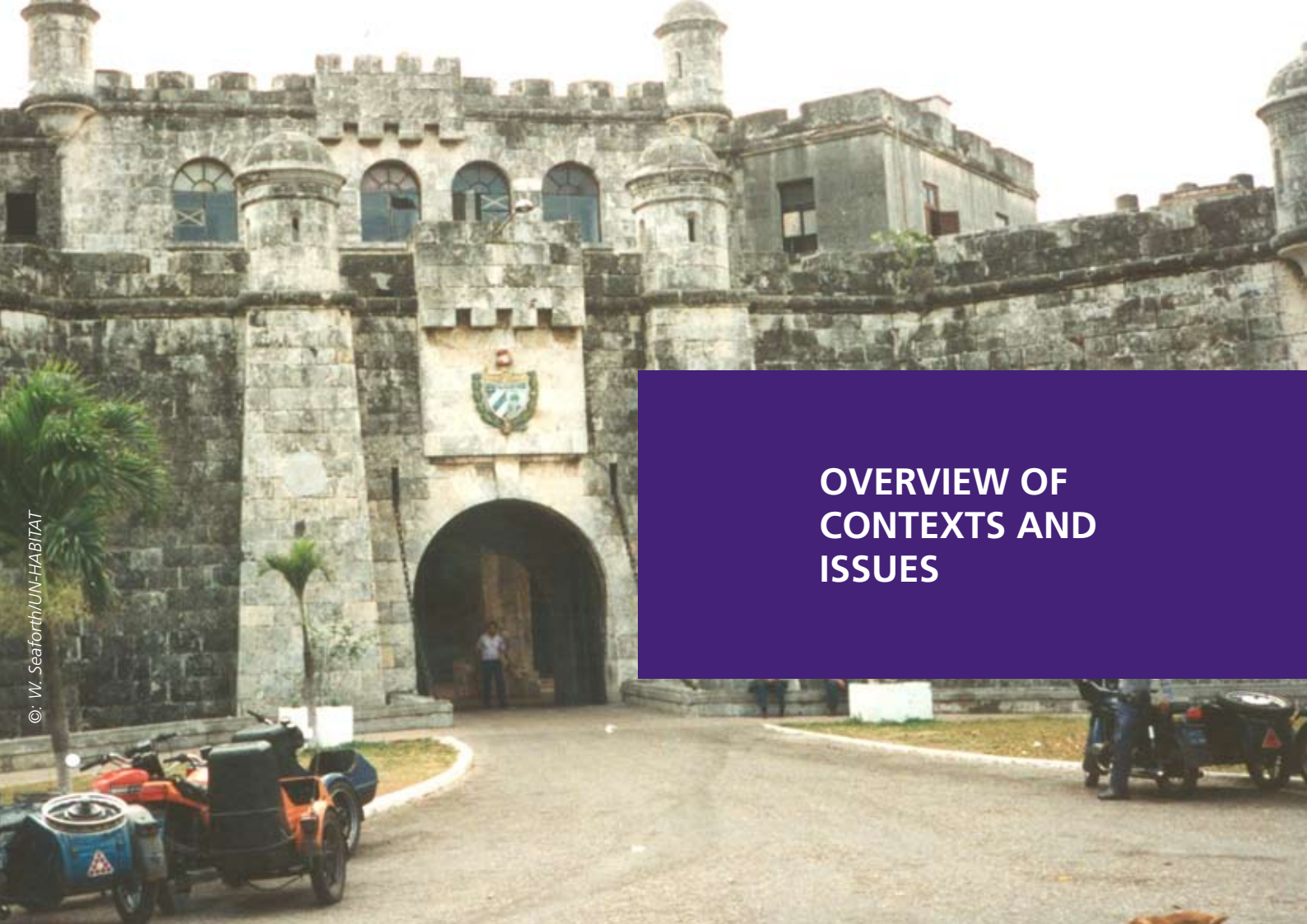
Within the United Nations Educational, Scientific and Cultural Organization's (UNESCO) Management of Social Transformations (MOST) Programme a specific focus has been given to social perspectives for the renewal of inner cities since 1996. An exhibition of diverse renewal projects supported a Round Table held at Habitat II. Six years later in Venice some of the panellists at the Round Table held in Istanbul were invited to reflect on the sustainable and ethical revitalization of historic districts. The main conclusions of these two Round Tables are compiled

in a UNESCO publication *From Istanbul to Venice: Socially Sustainable Revitalization of Historical Districts, Architects Speak Out*. In 2004, during UN HABITAT World Urban Forum II held in Barcelona, Spain, UNESCO proposed to identify some bad and good practices on enhancing social sustainability in urban revitalization projects in historical districts. At the same time, HABITAT organized a Dialogue on Urban Realities focusing partly on this topic.

The following case studies represent a selection of initiatives in the enhancement and conservation of cultural heritage contained in UN HABITAT's Best Practices Database. They have been selected from all regions of the world to demonstrate the variety of entry points, methods that have been used by different communities in different social, economic and political contexts to deal with the issue of historical districts in their entirety. All these cases represent approaches that have proven themselves over a period, including some that have been scaled up and replicated.







## OVERVIEW OF CONTEXTS AND ISSUES

The cases described in the succeeding pages represent a variety of interventions from diverse settings such as high-income countries, with their wealth of knowledge, to developing countries striving to modernize. All these studies describe initiatives that have grappled with ways to improve the physical environment and buildings in historic districts while attending to cultural, social and economic issues. The challenge remains how to restore and preserve historic districts as habitable areas where residents can enjoy the benefits of the revitalization. A further challenge is how to resolve the often-perceived conflict between preservation and modernization.

### COMMON ISSUES EMERGE FROM THE CASE STUDIES:

Conservation initiatives described are mostly by local authorities, or neighbourhoods helped by local authorities, or national governments collaborating with local authorities, or a combination of all these elements. The role of the local authority is critical and diversity of partnership is a big advantage.

Conservation has been motivated by physical and environmental decay, for example, resulting in danger to public health and fears for personal safety. Other driving forces for conservation include economic decline caused by degradation and poverty, comprehensive citywide urban planning and renewal initiatives that contain a restoration and conservation aspect, a dynamic mayor or mega-events such as the Olympic Games and expos.

Restoration and conservation has aimed at revitalizing a given geographical area for both residential housing and commercial activity, restoring the space as a vibrant commercial area, renewing the space as more of a museum, or various combinations of the above.

Social inclusion in these efforts has been encouraged mostly by involving residents in the restoration and conservation of their homes and neighbourhoods. This process takes various forms, including subsidizing individual initiatives. Ensuring that local residents, or business owners, or both benefit directly from the projects fosters social inclusion; as do measures set up to counter gentrification.

### COMMON CHALLENGES AND CONSTRAINTS:

Technical capacity may be inadequate, depending on the city or country. Costs can be high resulting in undesirable shortcuts or involvement of “cheap” processes that compromise quality or very expensive ones that eventually drive out poor residents.

Approaches to reducing crowding present challenges in how to deal with “surplus” populations. True and effective involvement of the affected population varies a lot from one country to another, and in different political and governance regimes.

Maintaining the social fabric and countering gentrification in revitalized historic districts continues to be a challenge for cities in developed and developing countries. Residential neighbourhoods that lack sanitation or are dilapidated or both raise questions about the viability of restoration, or whether it is better to demolish and rebuild structures in original style or in completely new designs. There are no absolute or easy answers.

Policy and legal frameworks to guide conservation are lacking in many places but some successful restoration projects have led to formulation of relevant national policy guidelines.







## CASE STUDIES



## JOHANNESBURG, SOUTH AFRICA: CITY IMPROVEMENT DISTRICTS

### SYNOPSIS

During the past decade, Johannesburg has received an influx of rural folk, placing heavy demands on the cash-strapped government for improved infrastructure, public services, homes and security. In addition, the need to redress the inequalities of the previous 40 years of racially segregated development, namely apartheid, has meant that priority has had to shift to previously disadvantaged areas. The result has been even less money for traditional urban government, increased crime, and an expanding army of poor residents, as well as wretchedness in the inner city.

The Central Johannesburg Partnership (CJP), an effort dedicated to encouraging business and job creation, investigated international and local trends in urban renewal. Then it began to implement City Improvement Districts (CIDs) that served as launching pads for various urban renewal projects. While acknowledging that any revitalization effort must be sympathetic to every human need, it was equally important to introduce equitable urban management in order to maintain acceptable standards. Improvement Districts seek to achieve this goal. Therefore, the purpose of setting them up was to ensure that the inner city became safe, clean, attractive and user-friendly in order to reinforce the area as a premier retail, business, cultural or entertainment destination, or a combination of these, to attract investment once again.

A large portion of Johannesburg's inner city is under supplementary service management through the Retail, South-Western, Central, Northern, Gandhi Square, Legislature and Newtown Improvement

Districts. The areas under supplementary private management have shown remarkable results. Apart from a dramatic decrease in crime, the streets are noticeably cleaner. Specially designed informal trading stalls bring a more ordered look to that part of the city, in comparison to others. There has also been a noticeable decrease in available retail space in the Improvement Districts.

### BACKGROUND

Urban planning under Apartheid South Africa led to physically, socially and economically divided cities. As stringent "Group Areas" rules (regulating where different races could live and work) were slowly removed, Johannesburg's inner city ballooned as poor unskilled rural folk, both nationals and foreigners, flocked in to search for work. As the army of urban poor grew, a large informal trading sector began selling its wares on the sidewalks. The result was congestion, litter and an anarchic environment. The city council was unable to cope with the increased demands on infrastructure and services, and crime soared. This caused business to "flee" to the north of the city, leaving behind an increasing number of vacant buildings.

### THE RESTORATION PROCESS

The need to remove the conditions that caused the city's decline was the primary reason for establishing Improvement Districts. Therefore, urban management was set up to redress the shortfalls in city council service delivery. This was achieved through the objectives outlined below. Priorities were decided by

stakeholders paying for the supplementary services Improvement Districts provide, together with the CJP that has broader input with regard to aspects of urban renewal. In essence, the projects promote self-help through self-taxation.

Property owners in each Improvement District and the CJP felt that to achieve objectives a vision for the Districts was needed, and to be used as a benchmark. This proved useful in later monitoring and review. The vision for the Districts is to ensure that the area becomes safe, clean, attractive and user-friendly in order to reinforce the area as a premier retail, business, cultural or entertainment destination or a combination of these. Objectives to fulfil this vision include provision of enhanced or supplementary services, to improve the economic well-being of the area and its stakeholders. Other aims are to further public and private investment in the area so they could respond quickly to market and community needs, create a distinct identity for the area and make it more competitive with surrounding areas, and promote the services of the District.

Initially, a cross-section of stakeholders and role-players in the inner city agreed at a workshop on a mandate for an independent, legally constituted structure representing business in the inner city – the Central Johannesburg Partnership. The Partnership, with the co-operation of business and the Council, pioneered private urban management intervention in the form of the Improvement Districts, in the inner city. The Partnership provides experts in urban development, thereby making valuable contributions to service delivery and to the initiation of new projects in the Districts.

Funds for the establishment of the Districts are raised solely from the contributions of each property owner to the total budget. The size and rateable value of each property determines the amount each individual pays.

City council provides political support to the Districts and, in some cases, funds certain aspects such as

Signposting Programmes or improved street lighting. They also take the form of a client in the Legislative District, being the largest property owner in the area.

During the establishment of Improvement Districts, a need arose for companies offering cleaning and security services. The Central Johannesburg Partnership helped local entrepreneurs set up businesses providing services to the Improvement Districts.

Often it is only when an area has undergone extreme degradation that the need for an Improvement District is identified. Thus, there is a definite need for stakeholders and local governments to initiate these Districts, thereby ensuring maintenance and growth of urban areas before they decay.

A perception survey is conducted at the initial stages of the establishment of an Improvement District. In this way, the community, police, property owners, tenants and other users, identify the problems and needs of the area. The results of this consultation are then analysed and fed back to these stakeholders at workshops and public meetings where clarifications are sought and given. One drawback with this participatory approach is that it is time consuming and costly. In addition, some users are not surveyed because invitations to attend workshops fail to reach them, which can result in their feeling alienated and hostile.

Perhaps the greatest problem property owner, whose support is crucial to the Improvement Districts, faced throughout the process is scepticism. The concept of “private management” was overlooked and seen as merely an extension of the City Council, along with all the perceived and actual inefficiencies associated with its service.

Equally as challenging is changing public perceptions of urban management. Stakeholders often perceive Improvement Districts as just a private security initiative. The stakeholders fail to realize that the process is holistic and that the concept even includes

physical environmental upgrade, promotion as well as retention of tenants and business in the area.

Passing legislation for local authority to register Improvement Districts is a lengthy and bureaucratic in process. However, efforts are being made to shorten and simplify the process.

Improvement Districts have achieved the objectives listed above, which include reversing urban decay. They have provided a way for property owners to safeguard their investments, and have provided supplementary services such as security, cleaning, informal trade management, so that precincts can develop individual identities and market their areas for business retention and attraction. Funds paid to a particular District are only for that area and so benefit the paying stakeholders directly while giving them a greater level of control. Business now plays a prominent role in improving the general environment of the inner city.

All users now benefit from an improved public environment. Crime levels have dropped and the areas under management are considerably cleaner than the surrounding spaces. Businesses have shown that their specific commercial area is worth investing in, such that there are fewer commercial and retail vacancies. By supporting Improvement District programmes, business has allowed local authorities to focus on redressing the imbalances of previous policies.

Success of the Districts are measured largely from security and cleaning company reports of falling incidents of crime and progress in keeping the areas hygienic. Surveys of stakeholders are also carried out in existing Districts for monitoring and review. Police statistics show a decrease in crime and property owner's reports show an increase in tenanted space.

The establishment of Improvement Districts has resulted in increased dialogue and co-operation among stakeholders, and between stakeholders and city council with the District management advocating in the interests of business. The initiative has led to the recognition of specific opportunities and

constraints within designated precincts and, in the broader context of the inner city, through focus on the needs of the areas and their users. To some extent, Improvement Districts have also led to positive public attitudes about the city and the greater freedom to use the public environment without fear of crime.

## LESSONS LEARNED

Improvement Districts, operating in synergy as part of the city's greater "ecosystem", create ideal conditions in which the integration of economic, environmental and cultural elements of sustainability can be achieved. The private sector fully funds the Districts on a monthly basis, thereby enabling them to be self-sustaining and debt-free.

In Johannesburg, the Districts have demonstrated sustainable practice through economic empowerment and the transfer of knowledge, enabling local entrepreneurs to establish businesses and to employ previously homeless and jobless people who were part of the urban poor. This has contributed positively to the wider context of urban regeneration. Social equity has also been established in the inner city, largely through the security the Improvement Districts have provided. This has further encouraged investment, as there is a larger local market available.

In terms of sustainability, urban development should focus on the satisfaction of basic needs and the retention or creation of self-sufficient ecosystems. To this end, Improvement Districts have created a self-sustaining instrument to maintain, manage and market investment and renewal in Johannesburg. Basic factors presently attended to through the Districts are physical, social, economic and environmental imbalances that lead to urban decay. The Districts also promote change in management and further creativity in problem solving. If the inner city is to become a place where people want to be, it should promise an entertaining experience.

In an environment of uncertainty, people must seize the initiative to create their own futures. The



built environment will play a role. Private urban management, through the Improvement Districts, seems the best route to take, allowing people to be as creative as possible.

However, there is a danger that city council will view the Improvement Districts as an opportunity to reduce the level of their own services. To head off this risk, a service contract is entered into which is binding for the legal three-year life of the District before it must reapply through the same process as was required before its identity. The contract is between the local authority and the Improvement District, stipulating the levels of service that the local authority has to provide and from which level supplementary services are provided.

Local authorities may also see the Districts as competition that might usurp their powers and responsibilities. To overcome this, the Central Johannesburg Partnership has instituted a detailed education campaign to enable local authorities to view the Districts as partners. In addition, a local authority official is invited to join the Board of an Improvement Districts, albeit in a non-voting capacity.

Like many urban and renewal projects, the Improvement Districts have tended to shift the problems originally found in one area to another. This causes increased stress and further decline in already degenerating urban areas. Crime moved to other parts of Johannesburg's inner city, as did the homeless and street children. The CJP saw a need for these problems to be solved. Therefore, it set up a transitional housing facility, Cornelius House, which is administered by the Johannesburg Trust for the Homeless, a CJP constituted body. This facility accommodates the needy on a medium-term basis, whilst providing them job training and education. The CJP has also become involved in developing a "street newspaper", Homeless Talk, to give the destitute a voice. CJP is also active in projects that deal help street children.

In addition, Improvement Districts train and employ formerly jobless and unskilled local people thereby empowering them.

One of urban renewal goals for Johannesburg is to have Improvement Districts manage the entire inner city. This will prevent the marginalisation of certain areas and allow the entire Central Business District to be a well-managed place.



BRIGHTLY COLOURED BANNERS AND TRADING STALLS ENLIVEN THE ENVIRONMENT IN CJP-MANAGED IMPROVEMENT DISTRICTS IN JHB CBD

## PALESTINE: REHABILITATION OF HISTORIC CENTRES AND JOB CREATION THROUGH RESTORATION

### SYNOPSIS

For many years it had been clear that the historic centres of the towns and villages were being lost through neglect or demolition. Riwaq was established in 1991 to halt this and protect Palestine's architectural heritage by restoring historic buildings. Restoration was completed in 2001 but eight years earlier the Riwaq Register of Historic Buildings, and Riwaq's Archive were set up. During this period twenty renovation projects were completed in ten towns and villages.

By the end of 1999, two factors radically altered Riwaq's approach to conservation: First was the increasingly high level of unemployment, due largely to the military occupation and the restrictions it placed on free movement. Second was the inability of pilot projects to halt the deterioration of the historic urban fabric.

In 2000 and 2001 Riwaq developed three initiatives that changed the emphasis of the broader project: In 2000, the Community Outreach Unit was set up initially to promote the work of Riwaq in Palestine and in particular within the communities in which work was proposed. In 2001, it took on the additional role of organizing meetings within the villages and introducing the initiatives to the end users, generally women's and children's groups.

From 2001, all renovation projects would have as large as possible a job creation component, local workers being trained and then employed in the restoration works. This has meant that up to 60 percent of the construction costs went to the employment of local labour. Five years later, under the Job Creation

Through Restoration scheme, thirty projects have been completed in twenty towns and villages, accounting for more than 55,000 workdays of employment for locals on the construction projects. Activities carried out in the completed project buildings now provide more jobs..

In 2001, the Planning Unit was set up to draft a bill for presentation to parliament for protection of the historic cores. The first part of this bill has now been accepted and it is expected to become law soon. Parallel to this work, in 2004 this Unit started the mapping of 180 villages and towns, the grading of buildings and making of "Protection Plans" for each urban core. So far, eight Plans have been completed.

### BACKGROUND

From 1991 through 2001 there was an alarming increase in the rate of destruction, due to a construction boom and ignorance about the value of architectural heritage. By 2000, 50 percent of the buildings in towns and villages had been built during the previous five years, leaving a negative impact on the historic centres. In addition, the border closures imposed the Israeli Defence Forces from 2001 onwards dramatically affected the economy and quality of life, particularly for residents of the now isolated towns and villages.

When Riwaq was set up priority was to document and protect Palestinian cultural heritage and, hopefully, to stimulate the revival of town and village historic centres. By 2000 it had become clear that the programme needed to include the components of cultural identity, immovable historic

properties, and environmental importance of historic buildings.

The new focus was to incorporate aspects such as public attitudinal change to conservation, generating income and creating jobs. Previously within communities, Riwaq had concentrated its work largely on individual buildings. Examining and dealing with entire historic centres was now seen as a more effective use of Riwaq's resources.

The ideas were formulated as follows:

- Continued update the now existing Riwaq Register, to institute emergency preventative intervention for groups of endangered historic buildings;
- Lobby local and national government to institute protective planning ordinances, and for ratification of a proposed new laws;
- Involve central and local governments, local user-groups, women's organizations, youth groups, school children and potential community labour in protecting cultural heritage;
- Training people in highly labour intensive skills needed in restoration work, which would also maximize use of the local job market and material;
- Scale up the protection of historic centres to the national level;
- Expand and catalogue the Riwaq Archive.

## FINANCIAL AND HUMAN RESOURCES

Since 1991, Riwaq has had various partners including the Swedish International Development Agency, the Ford Foundation, the United Nations Development Programme and the United Nations Educational, Scientific and Cultural Organization. Foreign partners account for 80 percent of the budget. The rest comes from the local private sectors as well as funds generated by the project. Actual building projects have a 10-percent input from the local community, generally the municipal or village council. This takes







the form of labour, materials or direct payment to the contractor.

Training courses in restoration are held at the Riwaq Centre, with national and international participation. Riwaq is now working to expand its partnership with universities and international organizations, and is in the process of establishing its own foundation to secure continued funding.

Riwaq employs a multidisciplinary team that includes architects, planners, an administrative coordinator, a historian, an archaeologist, a sociologist and an artist. In the projects, teams comprise 50 percent women and the same percentage of men, generally working in groups of two or three.

## RESTORATION AND PRESERVATION PROCESS

Based on the Riwaq Register and Archive, it is known that 25,000 buildings or approximately 50 percent of traditional buildings in Palestine are abandoned. Thus, it is clear that awareness raising and an aggressive approach to protection and preventive conservation are required. The restoration process is divided among specific units of Riwaq.

## COMMUNITY OUTREACH UNIT:

When introducing Riwaq, a number of activities are set up. These range from meeting villagers in groups, families or singly; to school activities, summer camps, and voluntary work. Cultural heritage is not a priority with villages under the current political climate and amidst increasing rural poverty.

For Riwaq this is a real challenge when starting a project in a village.

Dialogue is initiated with different sectors of the community, presenting general ideas for development that incorporate the protection of cultural heritage. Resistance evaporates quickly when the villagers recognize the potential for job creation in their villages, because contractors are required to utilize

as close as possible to 100 percent labour and materials locally, and employ local workshops for the manufacture of off-site elements. In addition, enthusiasm is generated once it is also realized that the restored building will be for the use the village community and that additional jobs will be created through the daily running of the building.

#### PLANNING UNIT:

The village concerned is surveyed and a Protection Plan prepared before building projects are initiated. The Community Outreach Unit is involved prior to the inception of the Plan. Typically the Plan for a village consists of a 150-page document of new and updated data. It also contains a detailed analysis with about twenty-five maps documenting all aspects of village life, past and present, and proposals for future protection. The documentation includes such aspects as physical state and use. Buildings, monuments and alleyways are then graded according to their significance and the degree of protection required. The overall result is a document with detailed recommendations for the development of the historic core.

#### CONSERVATION UNIT:

A brief is drafted for the building in consultation with the end-users who generally have the last word. The end-user is often of a nongovernmental organization offering services to women and children, in partnership with a local authority.

A detailed physical survey is carried out and when the design is approved by the end-user contract documents are prepared. The bidding process is standard, except that prospective contractors must be local, employ local labour, and use environmentally friendly materials.

Contract implementation is normal except for a process weighted heavily in favour of labour intensive methods and use of on-site labour.

Following completion of the contract, the Outreach Unit conducts a three-to-four-month follow-up, ensuring optimal use and proper resolution of technical difficulties that may arise in the renovated building.

### RESULTS ACHIEVED

Since 2000 twenty-nine buildings for community-based facilities have been completed, involving tens of thousands of work-days of employment within the locality and many permanent jobs in the running of the centres. Approximately 75 percent of the facilities specifically target women and children. Riwaq's Community Outreach Unit, has helped initiate many highly successful and lasting cultural and training activities.

Following the completion of projects, local councils now see Riwaq as a consultancy and coordination agency for issues such as protection and regulation of development in their historic centres.

Today decision makers in central and local government, and in society, are more enthusiastic about dealing with cultural heritage problems. This is reflected in the level of participation encountered on issues of the social and economic aspects of heritage preservation.

Having initiated the examination of the law regarding protection, Riwaq has successfully drafted legislation which has been fed upwards through the government system, culminating not only in the formal acceptance by government of the principle and detail of protection plans, but also in the acceptance of Riwaq's drafting of specific regulations and bylaws which are in the process of being ratified by central government.

Today, Riwaq has a waiting list of interested working partners. This is a major contrast to when it first started and it is increasing technical and human capacity. This is evidence of increased recognition of the urgent need to preserve historic buildings and neighbourhoods.

## SUSTAINABILITY

In 1991 the primary objective was the preservation of cultural heritage and for ten years the pilot projects were geared to achieving this aim. Five years ago it was realized that in order to do this in a sustainable way a revision of the approach was needed, incorporating tangible results in terms of local social and economic gains for end-users.

Previously, local partners, often lacking capital, undertook buildings using cheap and generally inadequate methods of construction. This led to buildings with substandard specifications and a very short useful life.

The pilot projects were able to demonstrate that environmentally, socially, and economically; revitalizing the buildings, rather than constructing new ones, was efficient, cost effective while preserving the cultural value of the spaces. Given the nature of the ubiquitous cross vault and barrel vault techniques; the spaces were much higher, more airy and well suited to the dry and hot Middle Eastern climate. In comparison, low ceiling modern buildings often requiring artificial ventilation to provide reasonable internal conditions and are ill-suited to the area's climate.

Metre-for-metre, renovation is built for 60 percent to 70 percent of the cost of newly constructed buildings. Sometimes it is 40 percent. Renovation creates local skills and jobs depending on labour-intensive methods required, using abundant and inexpensive local materials such as stone, handmade tiles and lime renders.

Within a financial context, most of Palestinian architectural heritage is privately owned, albeit collectively managed. The leasing of the building by the council or the end-user, for a specific period of years, solves two problems. First, it skirts the difficulty of buying property jointly owned by several family members. Second, it gets around the problem of the end-user with seldom enough money to invest in such an enterprise.

Upon completion, the renovated building with its immediate environment is managed by the local partner. Legislation to protect cultural heritage developed at local level is then adapted for and negotiated at the national level. For the government, institutions and municipal and village councils this represents a great saving in time and energy, when compared to a case-by-case approach.

## LESSONS LEARNED

With the rapid deterioration in and loss of the architectural heritage, Riwaq cannot afford to continue to work solely on a village-by-village basis, and taking over ten years to complete Protection Plans. A more comprehensive approach must involve scaling up and institutionalization involving a diverse range of stakeholders.

Riwaq has to encourage and involve other participants and partners, both professional and commercial, maintaining and expanding these ties so that others can work effectively in parallel with Riwaq. Thus, knowledge transfer must become a central issue in future work.

Commercial activity will be encouraged, partly through the renovation work, but also through opening up possibilities of local tourism, recreation and cafés, and similar facilities.

## CAPACITY BUILDING

Training courses run for professionals and site operatives are seen as major tools in introducing Riwaq's accumulated experience. Riwaq now also offers free consultancy to other practitioners in the field, the private sector, and town and village councils. It also grants free access to its register and archive.

Riwaq monographs on many aspects of cultural heritage are widely disseminated in Palestine and, together with media coverage, encourage inquiry into the organization regarding the issues dealt



with. Starting in 2005, the Bethlehem Cultural Preservation Centre successfully replicated the Job Creation Through Renovation initiative in the Anatreh neighbourhood. Similarly, the Hebron Rehabilitation Committee adapted this initiative in 2003.

High unemployment can be reduced by hiring locals to restore and protect heritage sites. The task now is to persuade relevant ministries and central government, in this case the Palestine National Authority, to adopt this approach.

In March 2006, the Higher Planning Council passed ordinances, prepared by Riwaq and the Ministry of Local Government, for this protection.

The general ordinances will be applied to all historic centres and monuments within the city, town and village master plans, whereas the specific ordinances will serve as a reference for the preparation of Protection Plans.

## RELATED POLICY ENVIRONMENT

The existing legal system and laws for the protection of cultural heritage in Palestine are obsolete and fragmented. Only archaeological sites and buildings that predate 1700 AD are protected through the 1966 Antiquities Law. Therefore, most of the architectural heritage is not covered.

The Palestinian National Authority has yet to adopt a protection policy; cultural heritage has not yet been made a priority, and is still largely seen as a liability rather than as an economic and social development benefit.

The Birzeit University Institute of Law, with Riwaq acting as consultant, drafted a bill in 2003 for cultural heritage protection. This proposed law aims to protect, manage and enhance all components of cultural heritage. This bill is before the Palestinian Legislative Council, or parliament, for ratification.

This bill stipulates that the suggested cultural heritage body must prepare a Protection and Development Plan for declared immovable cultural heritage properties. Pending its parliamentary adoption,, and the creation of the Cultural Heritage Authority, Riwaq started preparing Protection Plans for significant historic centres, based on current laws, particularly that which regulates urban planning (Planning and Zoning Law 1966, # 79). The main objectives are to identify, classify and delineate the borders of historic town and village centres, and to draw up bylaws for their protection.

## ALEPPO OLD CITY, SYRIA: IMPROVING ENVIRONMENTAL PERFORMANCE OF SMALL AND MEDIUM ENTERPRISES

### INTRODUCTION

The City of Aleppo has 2.5 million inhabitants. It is considered a metropolis for the northern regions of Syria, a central attraction point, and an important economic city. The core of the city evokes the long and proud history - Aleppo is one of the longest continuously inhabited cities in the world. On the other hand, modern interventions have introduced wide streets which cut across the historic urban fabric. This has resulted in the demolition of a part of the Old City as well as a great loss of residential units. These units were replaced mostly by economic activities such as wholesale and retail trade, as well as workshops and small enterprises.

The Old Aleppo, covers 355 hectares, and houses 110,000 inhabitants. It was declared a World Heritage Site in 1986. It suffers from severe environmental problems, which need long term planning as well as immediate action. One of the long term planning initiatives identified by the 2002 Development Plan involves improving environmental management in harmful small industries, or their relocation out of the Old City zoning. In the short and medium terms, there is need to upgrade the environmental management in these enterprises, which make up a large part of the national economy.

The industrial sector is considered a major polluter in Aleppo, affecting all aspects of life: water, air and soil. In the Old City it acquires an additional level of importance because it contributes to the physical deterioration of the built heritage. Therefore, any urban interventions have to be sensitive to this aspect. Attention is often directed towards big industries

as the main source of pollution. Small and Medium Enterprises (SMEs) are often ignored or given less importance in environmental studies despite their significant contribution to pollution in urban areas.

A degraded environment leads to the reduction of the quality of life, negative effects on health, and the relocation of economic activities, especially tourism. Consequently, this leads to the destruction of the local economy that provides jobs for the residents of the Old City. Such a wide range of negative impacts calls for rapid intervention.

The small and medium businesses in the Old City are generally located near residential or mixed-use-areas. Co-existence of trade, services, industries and housing is preserved as a valuable form of urban life. However, this urban structure is not always in harmony with the environment, leading to severe environmental stress. All enterprises in the Old City belong to the category of the SME with an average of five employees per entity. They are important for the number of jobs they provide – 25,000 of which 33% are occupied by Old City residents. In addition, they have a positive impact on the social balance within the City's labour market, because women have substantial opportunity to work in this sector.

### OBJECTIVES

In theory, large-scale enterprises can afford the financial resources and the know-how to solve environmental problems. Smaller enterprises, on the other hand, often cannot tackle ecological issues without external expertise and assistance. SMEs sector in Syria forms a rich economic base, creating many

jobs and ultimately contributing significantly to the overall economy. In general, SMEs form about 97% of the Syrian industrial structure and the capital invested by them in 1999 was about 69% of the total industrial sector investments. These figures indicate the importance of developing a strategy for helping SMEs in Aleppo, enabling them to manage their work and production in an environmentally sustainable manner.

A focus on Small and Medium Enterprises in the Old City of Aleppo is useful because of their important economic role. They contribute and provide jobs, as well as attract tourists. SMEs could be included in tourist plans as part of the traditional artisan heritage of the City of Aleppo. SMEs also play a role in the functional change of residential quarters. Within such a context, there is need to upgrade the operations of SMEs from an environmental perspective.

SME promotion can be considered as a tool for managing the urban environment as well as the economy. It provides a common ground for the formulation of environmental regulations and the development of economic partnerships between enterprises and local authorities. Through this approach the following outcomes are realized:

- A demonstration of the rationale of SME environmental management within the historic context of the Old City;
- Provision of a medium-term perspective on how to manage the SME environmental upgrading; and
- Development of guidelines for urban SME promotion.

The short-term aim of this intervention is two-fold. One, to promote environmental protection in selected SMEs. Two, to show the importance of improving the environmental performance of SMEs as part of an integrated environmental strategy for the city. This involves facilitating access to technical assistance for SME, including adoption of cleaner production technologies.

In the medium-term, the intervention seeks to acquire knowledge and experience that can be used in future

to inform broader public support to SMEs in the Old City, in order to sustain investments as well as sound environmental management. It aims specifically at:

- Gaining better knowledge of the current situation;
- Studying the organization of the SME sector to highlight its strong and weak points; and
- Encouraging SMEs to change their operational practices, and to take an integrated approach to environmental matters.

Major emphasis is placed on measures that will bring about distinct environmental improvements in the given enterprises, at minimum cost. Attention is directed to enterprises not yet addressing environmental issues. Further, preference is given to those where there are obvious options for reducing hazardous emissions and waste, or for saving water and other resources. It is acknowledged that measures presented for one enterprise could also be transferred to others.

## PROCESS

The close links between urban land use, environmental conditions and poverty have been the subject of considerable research for decades. The key question, however, is to identify correctly cause and effect, and to separate hypothesis from empirically observed conclusions within a given context. The industrial sector is the source of most toxic pollutants. Pollution can occur for reasons related to poverty, lack of knowledge, experience and appropriate technology.

Rarely do SMEs make efforts to introduce environmental measures out of a purely idealistic conviction. It is not always easy to respond to questions of costs and business risks, with convincing arguments in favour of environmental protection. However, some key points have been found to be influential, both on their own, and in combination:

- Cost savings through environment-friendly technologies and reduction in raw materials, water and energy;



- Avoidance of follow-up costs required for disposal procedures or for remedying environmental damage;
- Compliance with environmental standards to avoid penalties or closures; and
- Enhanced image resulting in improved customer and market prospects through environmental-friendly production.

SMEs are generally more open to change than bigger companies due to their less complicated procedures and management processes.

### SURVEY OF SMES IN THE OLD CITY

The starting point was an inventory of about 9270 economic activities in the Old City. According to a study of the urban economy of the Old City (Spreen, Sadawi, 1999), those activities had been classified according to their type of work. From the list, activities that generate significant levels of pollution were classified in four categories according to their type of impact:

- Activities that generate a lot of traffic: they are the source of traffic jam around the citadel and in the narrow alleys of the Old City, such as warehouses. Activities of this kind are classified by the Project as “unwanted land uses”.
- Activities that affect the environment negatively: They pollute the air and/or contaminate the soil. They are also harmful to the health of employees. However, some of these activities are of importance to the Old City residents including women. They also contribute to the multifunctional character of Old Aleppo, thus enhancing its vitality.
- Activities that deteriorate historical buildings: Some of them are located in listed monuments but do not generate enough income to ensure proper maintenance.
- Activities that fit optimally into the physical environment of the Old City: Small crafts, small stock markets, consulates, business training schools, among others. However, a big number

of these desirable activities are located outside the Old City and have to be given incentives to return.

A detailed quantitative survey on selected environmentally harmful SMEs covering 141 different types of activities, targeting 2028 SMEs, permitted compilation of a representative sample of 20 activities to begin the work. Further, a qualitative survey of several activities analyzed the problems in these SMEs.

Table 1: Harmful activities that should be kept in the Old City [need environmental intervention]

Source: The SME fund program in Old Aleppo, Chibli, Sadaoui, 2000.

### CRITERIA FOR SELECTING ENTERPRISES FOR INTERVENTION

In order to set appropriate criteria, the urban environment, as well as the economic aspects of the SMEs, is taken into account. It is important to assess the significance of the environmental impact of an enterprise, as well as its economic viability. The indicators of economic stability could be summarized through the following:

- Long-term prospects of the enterprise;
- Sales figures;
- Raw materials supply;
- Good management skills;
- Personnel development programme;
- Good manufacturing processes.

In selecting SMEs for intervention, several aspects are considered including:

- Significance of impact on the local environment;
- Impact on biodiversity;
- The amount and the quality of contaminants;
- The negative effect on the workers;
- Potential for positive change either by improving the operation process, or by redressing the negative impacts.

**TABLE 1: HARMFUL ACTIVITIES THAT SHOULD BE KEPT IN THE OLD CITY [NEED ENVIRONMENTAL INTERVENTION]**

No	Activity	Number of companies
1	Roaster	5
2	Fish shop	5
3	Photographer	10
4	Stone cutter	3
5	Public dispensary	9
6	Hospital	6
7	Hotel	25
8	Soap manufacturing	3
9	Bakery	87
10	Butcher	273
11	Poultry	26
12	Print shop	54
13	Goldsmith	81
14	Iron smith	141
15	Restaurant	35
16	Veterinary clinic	8
17	Copper	43
18	Copper craft	3
19	Carpenter	250
20	Dye house	8
Total		1075

Source: The SME fund program in Old Aleppo, Chibli, Sadaoui, 2000.

## ENVIRONMENTAL AUDITING

Environmental audit is a tool used to get a comprehensive evaluation of a company's environmental performance, to determine the procedures needing redress and to encourage good practices on sustainable environmental management in the industrial sector. An appropriate audit takes into account the specificities of each enterprise, including unique processes. It also actively involves the staff, and transfers evaluative and diagnostic competencies for environmental performance. Its success is indicated by how far it identifies all the problems: inventories all inputs and outputs, determines exactly where

pollution is generated, and ultimately contributes to revision of production and consumption cycles.

**Waste water:** Is a serious problem and can involve a broad range of organic and inorganic materials. Small changes in process control or substituting heavy pollutants by less harmful ones, or more precise dosage procedures within the production process can bring about distinct reduction in pollution.

A comprehensive inventory of a company's water management entails a history of the individual water consumption points and the various areas in which wastewater is generated and disposed. An analysis of this kind not only helps make significant savings in

water consumption, but it can also significantly reduce the volume of wastewater generated. It can also lead to the re-circulation of low-pollution water for suitable functions.

**Waste air:** Waste gas and dust emissions pose a grave problem in many SMEs. They cause extensive pollution and irritation to their environs. It is important to develop a strategy to avoid and significantly reduce emissions of pollutant gases. Rational energy use, involving the systematic analysis of energy inputs and consumption, can save energy, and lower environmental pollution and operating costs. Often the use of particularly critical inputs brings about harmful emissions. This necessitates substituting inputs if possible, or better managing their use, or even stopping or relocating the business.

**Solid waste:** In many SMEs, the idea of a regulated waste disposal system is quite new. Often, waste or residues are still deposited on company premises releasing hazardous substances into the environment. A large percentage of these wastes need special monitoring and handling.

Consequently, assisting SMEs to improve environmental management includes the introduction of good practices within the enterprise, which can have the following effects:

- Reduction of pollution in the inner city;
- Implementation of innovative measures on environmental protection;
- Introduction of new technologies and environmental standards in SMEs;
- Training of personnel for continued good performance;
- Setting up of new green businesses; and
- Creation of new types of jobs, where changes have to be made.

## THE ENVIRONMENTAL MANAGEMENT SYSTEM

Good Environmental Management consists of a series of practical procedures that can also help to improve

predictability, reduce costs and limit the environmental damage. Some of the measures taken include:

- More efficient use of raw materials;
- Reduction of solid waste, waste water and air pollutants;
- Maximizing re-use and recycling of raw materials and packaging;
- Improvement of work conditions and safety inside the enterprise.

The application of "Good Environmental Management" (GEM) has environmental as well as economic benefits. It leads to a reduction in the quantity of raw materials, the amount of waste and in the energy consumption. The Environmental Management System (EMS) follows a two-pronged policy and strategy. First, it takes into consideration the environmental performance of the "Organisation", and the second of the "Product" itself. In the pilot initiative in Aleppo, only the environmental performance of the organism was addressed.

## THE PILOT PROJECT

The main objective of the pilot project is first to have detailed information on activities in the old city that are sources of pollution. The next step is to assess their operational procedures in order to help them eliminate their negative environmental impacts. Preliminary audits through field visits result in a classification of enterprises into two categories: significant and not-so-significant polluters. A further stage is more detailed audit of the serious polluters to determine specific critical points for intervention. Some examples are outlined below.

**Goldsmiths waste combustion:** This Small enterprise is located in the area of Jdaideh inside the Waqf Ipshir Pasha and is used for extracting precious metals from collected goldsmith's waste. The work consists of burning the goldsmith's wastes to extract silver and gold. The method is primitive and disruptive for all the neighbouring workshops. This enterprise produces a significant amount of noxious gases



causing indoor-air pollution to the point that the inside of the workshop is full of black dust. In addition to that, it emits a bad smell and black smog, disturbing the neighbours.

The solution is to modify the working process by making the waste combustion internal inside a specially fabricated kiln, in order to prevent indoor and outdoor emissions. In addition, installation of a filter at the exhaust source eliminates noxious gases.

**Metal cast:** This enterprise is also located in the neighborhood of Jdaideh at the south of Hammam Bahram Basha. During the work process, metals are liquefied inside an open oven with a very bad chimney creating bad exhaust. The incomplete combustion added to the inadequate chimney design creates a significant indoor pollution with a negative impact on the workers the health.

Here, there are no significant possible interventions to modify the enterprise's working process. The solution is to modify the inner and the outer environment. Therefore, a new regular funnel is rebuilt to absorb the smoke produced by the melting process.

**Mirror making:** The enterprise is located in Khan Nakhal at the southern part of Sahat al Hatab in Jdaideh. The work involves a traditional process for making mirrors. It is the only one of its kind still functioning in the Old City. It should therefore be kept as an example and could be integrated into the Old City tourist map. The indoor environment is extremely polluted because of the gases from the silvering process that uses some chemical materials. The chemical materials, silver and copper, are mixed with water as part of the working process and then drained directly onto the sewers without any treatment. A process of analyzing the wastewater was suggested to determine the exact content and level of pollutants. The next stage was to propose a process for wastewater treatment in order to comply with the Syrian wastewater standards.

**Bleaching cloth:** This enterprise is located in the area of Jalloum near Bab Antakia at the Eastern side of the

Old City. The work consists of bleaching raw cotton cloth to give a white color. Here, no dying is used therefore no dangerous chemical materials are used during the process. The procedure is to heat water inside a boiler, then add the bleaching materials mixed with the raw cloth.

Here, the process uses a significant amount of hot water and diesel fuel. Further, moisture is greatly spread within the workshop affecting the structural elements and contributing to the bad interior environment. The use of solar energy to pre-heat the water is the appropriate solution provided to diminish the diesel consumption. The second suggestion is to improve the interior environment by exhausting the wet air.

## CONCLUSION

The foregoing examples illustrate the significance of many SME activities in the Old City. Positive aspects include their generation of a large number of jobs, as well as their contribution to maintaining the historical character of the Old City. At the same time, they pose a danger both to the health of Old City residents as well as to the physical environment of the city and its monuments. They need to be supported technically and financially by other institutions at the level of the City. In this way, they can become economically and environmentally sustainable, and continue to contribute to the historical and social character of the Old City.

The production of guidelines for the environmental management in the SMEs in Aleppo constitutes the first step towards enabling these enterprises to improve the environmental conditions within their establishments. These guidelines address: (i) the judicious use of water in order to preserve this natural resource and to recycle it, (ii) the optimal use of raw materials and equipment and, (iii) energy efficiency and the reduction of different kinds of wastes. An awareness creation campaign among the SME owners is of great importance.

The following are some of the lessons learned:

- In-company environmental protection measures should aim at reducing the amount of wastes and minimizing their polluting effect.
- At the macro-economic level, it is important to offer incentives for minimizing waste and pollution, but legislation and enforcement are also needed.
- The SMEs require persuasion through awareness creation and educational work. This can be performed through trade associations or chambers of commerce, and include specific information and training.
- Technical assistance must offer SMEs practicable options that are not tailored solely to short-term remedies for specific environmental problems, but are also viable in the long-term.

The cooperation and participation of the major social groups and organizations concerned, including local authorities, industry, universities, and NGO's are vital to manage a change processes and structures based on consultation and dialogue.

## YANG ZHOU, CHINA: PROTECTION OF ANCIENT CITY AND RESIDENTIAL ENVIRONMENT IMPROVEMENT

### BACKGROUND

Yangzhou is at the confluence of the Yangtze River and the Beijing-Hangzhou Grand Canal in central Jiangsu Province. With a history of approximately 2,500 years, Yangzhou is among China's 24 famous cities the State Council has classified as being of historic and cultural importance. The urban area has over 500 clusters of historic buildings and 148 sites of cultural heritage, ten of which are under State protection. Folk arts and crafts in Yangzhou such as lacquer ware, jade ware, block printing, paper cutting, ballad singing, storytelling, and the Yangzhou opera are on the first list of China's cultural heritage.

By the end of 2005 the city covered an area of 960 square kilometres and had a population of 1.28

million. Its inner urban area covered 71.4 square kilometres and held 790,000 residents.

In the 1980s hundreds of thousands of rural migrants flocked into the city in search of work and a better life. The result was a housing shortage, forcing many to live in slums and even in historic buildings under State protection. Shanty towns emerged in the city and its outskirts. Often, these shabby homes had no drinking water; the areas were devoid of street lighting, water drainage and basic sanitation. According to a survey conducted at the end of 2000, 98 percent of the residents were dissatisfied with their living conditions and called for urgent improvements.





## THE PROTECTION PROGRAMME: GOALS AND MEASURES

The approach to the preservation of historic sites and buildings has been comprehensive urban planning and renewal. In 2001, under the guidance of “the Habitat Agenda” and “the United Nations Millennium Declaration”, the Yangzhou Municipal Government set out to provide “adequate shelter for all” in line with the preservation of the ancient city, and involving residents in sharing the city’s development achievements. The city implemented the project for improved living standards among its disadvantaged groups by applying several measures.

In 2001, the municipality set up the Housing Improvement Leading Group, headed by the city’s mayor. With the participation of relevant government departments as well as the communities and representatives of the residents, the Group is charged with setting goals and guiding the implementation of projects aimed at achieving these objectives.

Since 2001, the Municipality canvassed residents and experts extensively for their opinions. As a result, it successively formulated fifteen policies concerning the renovation of old and dangerous houses in the ancient city area, and built homes for the poor.

In 2003, for example, it applied a temporary measure to sell houses at fixed prices directly to poor families in the inner city. This contributed much to meeting the housing needs of families whose monthly income per person was below US \$37.5, and whose living space per person was below eight square meters.

## PROJECT IMPLEMENTATION

Since 2001, \$770 million has been invested in the construction of eight communities of central government-subsidized affordable housing, three communities of low-price housing, two communities of low-rent housing, five communities for the resettlement of urban villagers, and one community for migrant workers. Of this amount, the municipality

invested \$350 million through cooperation with real estate developers. It did so in ways such as allocating land or providing it cheaply, reducing or exempting fees collected by governmental bodies for infrastructure construction, and by providing its own cash.

Since 2001, the Municipality has pumped \$2 billion into upgrading roads, cleaning polluted rivers, sewerage and garbage treatment, forestation, and the provision of water supply, among others. The supply for water, electricity and gas is now guaranteed for the disadvantaged population. For example, the expansion of the No.4 Water Works in 2002 has brought about a 100,000-ton increase in daily supply of clean water for all urban residents. All these measures have enhanced the environment and functionality of the city.

## ACHIEVEMENTS

Over the past five years, with government leadership and active public participation, Yangzhou has successfully renovated 3,050 residential units in the ancient city area, and built 33,000 new low-cost homes for sale and for rent. This has solved the housing problems for 148,000 residents categorized into various disadvantaged groups. These groups are residents in old and dangerous homes in the ancient city area, those in shanty towns along the Ancient Canal, poor and the lowest-income families, urban villagers, and low-income migrant workers. Now they live in proper homes, a fact that has laid a good foundation for better lives.

## RESIDENTS OF THE ANCIENT CITY’S OLD, DANGEROUS HOUSES

From 2001, the Municipal Government began to solve their housing problems applying three different approaches. One of these concerned residents whose old and dangerous homes were on the ancient city protection list. For example, most houses in the Dongquanmen Block in the ancient city are 100 years old. This block is an example of the styles and flavours of the ancient city of Yangzhou. Old and shabby as

they are, these houses must be well preserved instead of demolished. From 2001, the Municipal Government began preserving the façade and renovating the interior of these homes.. It publicized the renovation policies; 30 percent of the cost being borne by the Municipality and the other 70 percent by the residents. A total of \$23 million jointly contributed by the Municipality and residents for renovation of homes has enabled 3,050 households in the ancient city area to improve their living condition over five years.

The Municipality persuaded 538 families to vacate cultural buildings under its protection. The dwellers were offered resettlement shelter or housing subsidies. After they moved out, the government restored the building to their original state and opened them to public viewing.

The Municipality has ordered demolished houses built without authorization and whose architectural style fails to reflect that of the ancient city. Two thousand families affected by this order have, however, received subsidies from the municipality to buy affordable homes.

### SHANTY TOWN RESIDENTS

The Yangzhou Municipal Government formulated the “Approach to the Construction and Management of Affordable Housing in Yangzhou”, aiming at the complete demolition, then renovation of shanty towns. It has been able to build 18,000 units of affordable housing, now occupied by 73,000 residents. Two thousand five hundred households used to occupy both sides of the Ancient Canal that runs through Yangzhou city. As one of the largest shanty town areas in Yangzhou, this Canal area used to be submerged in the rainy season. A rainstorm in 1998 flooded nearly every house.

Before 2001, such a problem could only be solved through the temporary transfer of the area’s residents. In 2001, however, the municipality raised \$80 million from financial funds, government bonds and residents’ employers, for the rebuilding of the shanty towns

on both sides of the Canal. Now the former shanty residents have been relocated to homes the same size as their previous ones. A landscaped area of green open space has been created on both sides of the Canal and made open to the public. It now serves as an ideal family recreational area in the city.

### POOR FAMILIES LIVING ON LESS THAN EIGHT SQUARE METERS OF SPACE

In 2002, the Municipality formulated the “Temporary Managing Measures for Housing Sold at a Fixed Price Directly to Poverty-Stricken Families” in Yangzhou’s inner city. As a result, the Municipality allocated land and provided supporting infrastructure for the Huangjinyuan Residential Community, composed of 1,980 housing units. The Municipality also granted a subsidy of \$62.5 per square metre, which enabled poor families specified in this undertaking to afford their homes, priced below \$100 per square metre (25 percent of the commercial housing price). This has benefited 1,900 poor families.

### LOWEST-INCOME HOMELESS FAMILIES LIVING ON SUBSISTENCE ALLOWANCES

In 2003, the Municipality developed the “Approach to the Guarantee and Management of Low-rent Housing for the Lowest-income Families.” This led to the building of 306 municipal funded homes for which the beneficiaries only needed to pay \$1 in rent every month. For those lowest-income families who rented elsewhere, the Municipality set up a fixed rent subsidy system. This has met the basic housing needs of 5,000 residents.

### LOW-INCOME MIGRANT WORKERS

The Municipality has built 1,600 homes, community hospitals and the Tongxin Elementary School for migrant workers and their children, thereby giving them equal access to modern facilities of urban life. This has benefited 11,000 residents.

## PUBLIC PARTICIPATION

On their own initiative, urban residents, being the direct beneficiaries of improved housing, have taken part in the renovation of old and dangerous houses, in the resettlement of shanty-towns dwellers, and in the rebuilding. For example, during the renovation of the shanty-town along the Ancient Canal, residents discussed the plans and offered their suggestions. During the relocation and resettlement effort, communities helped the relocated residents find temporary houses and found volunteers to help them move. Employers provided subsidies to their relocated workers so that they could buy government-subsidized homes. Thus, the government, residents and their employers jointly implemented the project.

## INTERNATIONAL COOPERATION

The plan for the renovation of the Shuangdong Block in the ancient city area was developed by the Municipality in co-operation with UN-HABITAT, the German Agency for Technical Co-operation, GTZ; and the Cities Alliance. The Australian and German governments together loaned \$15 million for the expansion of the water works and the building of the sewage treatment plant.

"Eco-city Planning and Management", a Municipality project, also received German government money and technical support.

## STATE AND FINANCE INSTITUTIONAL SUPPORT

The National Development and Reform Commission issued \$60 million in bonds to shore up capital for the renovation of shanty towns along the Ancient Canal and treatment of the polluted river. The China Development Bank loaned \$150 million for home renovation, overhaul and construction of city infrastructure. Other authorities such as Ministry of Construction, Ministry of Culture, State Environment Protection Administration and the State Administration of Cultural Heritage also gave frequent

guidance. Well known Chinese and Asian planners and conservationists gave technical advice.

## IMPACT

According to Blue Book on City Competitive Power: the 4th Report on Chinese Cities' Competitive Power issued by China Academy of Social Sciences on 20 March 2006, Yangzhou ranked 9th in terms of social environment and 20th in terms of business environment among 661 cities nationwide. The Blue Book also shows that the in overall competitiveness, Yangzhou ranked 43rd, the first time it had appeared on the list of China's top 50 cities.

Yangzhou now attracts an increasing number of tourists and migrants from around China and the world, due to the perfectly preserved styles and flavours of the ancient city and the improved quality of residential areas. The city's local tourism revenues grew by 20 percent annually. In addition, there have been an increasing number of migrants into the city.

The State Environment and Sanitation Inspection Team conducted a survey in November 2005 that showed a 98.44 percent approval for the municipality's efforts and for its improvement of the local environment.

## POLICY FRAMEWORK AND SUSTAINABILITY

The municipality has formed new policies and mechanism to improve housing by reconstructing "urban villages", and renovating old and dangerous homes in the ancient city area. These policies are to guide the Municipality's future actions in improving living conditions for disadvantaged groups.

The municipality has raised public awareness, which has contributed to the initial success and ensured sustainability of the project.

In 2001, it set out to overhaul a 320,000 square metres area holding the ancient city's old and dangerous homes and its surrounding area by the end of 2008. The scheme has been included in the 11th



Five-Year Plan (2006-2010) of Yangzhou's National Economic and Social Development process.

In order to make use of the market potential while maintaining its guiding role, the municipality formed a holding company in 2003 to implement prevention projects and improve living conditions. Acting on the municipality's guidelines, the holding company is responsible for project funding, external cooperation, and organization of construction.

### RAISING AWARENESS

The improvement of housing and the living environment has benefited Yangzhou's residents since 2001. They have understood the value of these construction activities. People have become increasingly proud to live in this part of the city and are more involved in the effort to improve living conditions and preserving the ancient city.

Yangzhou's efforts to improve life for its poor has gained strong appeal locally and abroad. In view of this, the Chinese state authorities and the Jiangsu Provincial Government have recognized these efforts as best practice to be replicated elsewhere.

### FINANCIAL SOURCES

Since 2001, the Yangzhou Municipal Government has been speeding up economic development to increase its revenue base. This will enable it to continue improving living conditions while preserving the ancient city area. In the past five years, the municipality's revenue has increased by 25 percent annually; correspondingly, the municipality has increased by 30 percent the amount of money it has given to improve living conditions and preservation of the ancient city area, pumping in \$ 357 million. From 2001 through 2005 \$210 million was raised from national bonds, loans and finance houses. The municipality expanded sources of finance, which enabled it to attract more money for upgrading residential areas. It has attracted \$226 million in the past five years for this purpose..

## LHASA, TIBET, COMMUNITY-BASED CONSERVATION OF URBAN CULTURAL HERITAGE

### SYNOPSIS

In 1996, the Lhasa City Government encouraged the Tibet Heritage Foundation - a spontaneously developed initiative that became an established NGO to try to reverse the decade-long decay in the old city area.

After extensive local community consultations, the city developed a general concept for a rehabilitation programme that included renovation of historic residential buildings and improvement of infrastructure. In 1997, a water and sanitation programme was launched and since 1998, the Lhasa City Cultural Relics Preservation Office became a main partner. Lhasa's central Barkor area was chosen as a pilot conservation area. The Office implemented several full-scale rehabilitation projects while it made a number of emergency interventions to stabilize buildings and prevent further damage.

This project provided the opportunity for vocational training, with established Tibetan masters and occasional foreign experts training more than 300 Tibetans, at least half of them women, to become masons, carpenters, painters, restorers, electricians, plumbers and surveyors/draftsmen.

Altogether, the Foundation fully rehabilitated twelve historic residential buildings and one monastery in Lhasa. It completed basic rehabilitation of three additional residential sites, carried out emergency interventions in eighteen residential buildings, and improved water supply and sanitation for more than 1,000 old city residents. It also built two public toilets, paved alleyways and courtyards, reconstructed a Buddhist Stupa and restored another, and stabilised

threatened wall paintings. The residents participated in planning and implementation. The Foundation has invested more than US \$ 800,000 in these projects through which it has trained 300 Tibetans. Subsequently, most have found jobs. These actions have reversed Barkor's decay.

The Cultural Relics Preservation Office has been running the project since 2002 with central government funding. The concept has attracted widespread attention. Regional Chinese institutions, members of the Mongolian parliament, and interest groups in the Indian Himalayan region of Ladakh have invited the Foundation to apply the concept in their respective regions. Other areas have also adopted the Lhasa's participatory approach to the restoration of urban cultural heritage.

### THE RESTORATION PROCESS

Tibetans are one of China's ethnic minorities with constitutionally protected rights. Lhasa is their traditional cultural and religious centre. The city's historic centre, the district with the highest concentration of Tibetans, fell into disrepair after nationalization of housing in the 1960s. Buildings lacked basic facilities such as safe drinking water. Some areas became slums. Children suffered from waterborne diseases and chronic diarrhoea. New buildings that bore no relation to local cultural and were unsuited to the local climate, replaced historic neighbourhoods. The mostly low-income residents of these historic quarters moved elsewhere. Then buildings fell into disrepair and traditional construction and artisan skills began to die out rapidly.

Individuals lobbied until the municipality agreed to cooperate with the nongovernmental organization they formed. After that, the first activity was a three-month long social survey in the affected area to establish priorities. The residents named secure tenancy, safe water, sanitation, a preference for traditional housing, which is climatically adapted to the high plateau environment, and neighbourhood social surroundings, as priorities. The Foundation then designed a programme to rehabilitate the worst affected historic residential buildings and to upgrade the area's water and sanitation infrastructure. Residents of each building were further consulted for the planning of the intervention. However, there was a noticeable lack of Tibetan craftsmen, plumbers, electricians, engineers and architects; so a second priority was the need to train such people locally.

The conservation of the cultural heritage of Barkor appeared impossible without local community support. Therefore, the project was conceived as a bridge between local communities and the government. Planners achieved this by using the officially sanctioned Barkor Neighbourhood Committee meetings as a forum to discuss urban issues. The meetings resulted in the aforementioned priorities and in the willingness of the residents to undertake crucial maintenance work to make the project sustainable.

In order to attract sufficient central government support, the potential tourism value of a restored city centre was highlighted. Individual important historic buildings were suggested for listing so that subsequently restored protected buildings could be showcased. The first stage of the strategy was, therefore, the early rehabilitation of two of key monuments: Tadongshar House and Trapchishar House. After completion, government officials, tourists and ordinary Lhasa citizens visited. This led to a second stage rehabilitation of a small neighbourhood block comprising eight buildings that provided the drive for a scaled-up approach for the entire restoration of the old city.

Government construction companies largely catered to new construction. Therefore, the organizers hired

retired craftsmen to train the younger generation. Traditionally men dominated crafts and construction; women carried water, soil among other things. To increase women's involvement, organizers formed three all-female teams and trained them in roofing, waterproofing and plastering. Women were also given preferential employment and training opportunities in project management and logistics, accounting, and in contracting and procurement. The Foundation developed these objectives, with the Cultural Relics Department having provided important input.

The Foundation's founders and directors travelled to China, Europe and North America to raise funds during lectures and meetings with donor agencies. The US-based Trace Foundation provided crucial early financial support, and the German and Netherlands embassies in Beijing helped.

It was easy to attract people to the project. In Lhasa craftsmen applied eagerly to join; 2,000 unemployed Tibetans also applied for entry into the vocational training programme. Three hundred were accepted. Technical experts from China, England, Finland, Germany, Japan, Portugal, South Africa, Sweden and the United States offered to train Tibetans or help in other ways, at nominal fees. This meant that most of the money raised was spent directly on the project and not on high expatriate salaries. This helped the budget considerably because the cost would have doubled if foreign experts had been paid at the usual rate. The Cultural Relics Department then used the highly visible results of the project to apply, successfully, for central government funding to continue and scale-up the project.

Following the extensive social and building survey of the target neighbourhood, and the establishment of goals, the implementation required adequate preparation. Initial building rehabilitation carried out by construction companies proved inadequate due to their lack of skill in traditional building techniques. A key contributing factor to the success of the project, therefore, lay with the recall of retired craftsmen and women, most of them in their sixties and seventies.



The Lhasa City water and sewage departments carried out the infrastructural improvements.

The commitment by communities to take part in the project determined which buildings would be selected for refurbishment. During the social survey, the Tadongshar House community immediately became interested in the potential upgrading of its tenement building. Therefore, the project managers chose it as a crucial first building that local artisans would rehabilitate. A series of further meetings were held with the residents to plan the rehabilitation. Representatives of all tenant parties attended weekly meetings for the duration of the project, in which they could evaluate the work progress and discuss. Their participation in these meetings increased their appreciation of the work involved, as the residents would later be responsible for regular upkeep.

Already during the work on Tadongshar, neighbourhood communities asked that their tenement house be next on the list for renovation. In fact, while the project was underway, there was a waiting list for rehabilitation sites. The project managers accepted individual requests only after the entire community had reached a consensus on what to do. Since part of the rehabilitation included the removal of rooftops providing courtyard extensions, which tenants had erected to deal with the chronic shortage of space, a significant discussion process between tenants was a prerequisite to the start of work.

Developers opposed the project, preferring that hotels or expensive housing blocks be built. After listing ninety-three buildings for rehabilitation there were several attempts to demolish some. However, from 1998 to 2000, the mayor of Lhasa successfully blocked these ventures.

## RESULTS AND LESSONS LEARNED

Ninety-three buildings are protected permanently and a significant part of the central Barkor area has been rehabilitated. Living standards for 1,000 residents have

improved vastly. Dilapidated apartment buildings have been repaired, safe drinking water is available, and sanitation improved. The residents have bonded closer in the realization that by cooperating they get major improvements made.

For the Lhasa City Government, consultation with residents on urban renewal was an important experience. The city has changed its policies radically. Until 1998, its aim was to replace every old building in Lhasa by 2000. Since the project started, rehabilitation and conservation of historic and traditional buildings and neighbourhoods has become the new official policy.

Before 1996, protected buildings in the region were no longer to serve as residential homes; they were required to be converted into museums, mere relics of better days. Since the implementation of the project, it has become accepted that buildings should be restored, protected, and still serve as homes for members of the community. Therefore, to restore the buildings the project trained 300 artisans some of whom are now training other artisans in Lhasa, other parts of China, and Mongolia. Many former trainees have found work in Lhasa. Women participants, many of them accountants, logistics managers and crafts experts, serve as role models for the entire community.

Perhaps the most significant outcome of the project has been the change in attitudes about the need to protect historic architecture and neighbourhoods, and cultural heritage. Prior to the project, the prevailing attitude was that old buildings and neighbourhoods had outlived their usefulness. The feeling was also that they were a reflection of backwardness and needed to be replaced with so-called modern buildings, most of which were ill-suited to the climate. So, only isolated buildings and monuments were preserved. The project has shown that alternative approaches can create jobs, revive skills, strengthen the identities of communities and contribute to tourism development. Today, traditional and historic buildings and residential neighbourhoods have taken their rightful place in Lhasa. The hope is that the Cultural Relics Department

will continue to rehabilitate buildings for residential occupation.

The project attracted international and central government funding but, essentially, it relied on local money and volunteer labour. China's rapid economic growth has ignited interest in investing in Lhasa's development. The challenge remains in identifying what constitutes desired development for the old area, and to channel investment accordingly. The long-term financial sustainability has magnified since the local government and Central Department on Cultural Relics got involved. The changes in policy will, hopefully, redirect the use of existing resources to extend the scale and scope of the project to other areas.

Once job opportunities for Tibetans opened up for those who received vocational training, 2,000 people applied for the programme; 300 were accepted. The Foundation reserves half the places available in the programme for women. Most graduates of the programme have found work in construction, restoration, or as trainers. As the numbers of artisans trained in traditional building techniques grows, so does the demand for their skills as property owners seek an alternative to tearing down their old buildings. The demand has been latent until now, as the skilled artisans were very difficult to find.

The project successfully revived some of the most relevant aspects of traditional culture and architectural heritage, thereby injecting renewed pride in local skills. It has also contributed to documenting traditional building techniques that, previously, were passed on orally and through apprenticeships from one generation to the next. In the long run, this will benefit Tibetan tourism and related industries.

Equally important, traditional architecture makes use of locally available materials, and through its unique building design, energy is saved by using mud as insulation, sunshine and dried yak dung for heating. These benefits were further improved by the installation of solar heated water and showers in several buildings, and in improving south-facing window designs and skylines.

The local community must be the engine of any sustainable rehabilitation of urban cultural heritage. This implies the community's need for involvement in each step of the process: from initial fact-finding, project design, to implementation. Detailed social and economic surveys are an important starting point for project design, so that local aspirations can be understood and then formulated into clearly defined project goals that the entire community can share.

The lesson learned is that artisans and builders are best suited to undertake rehabilitation because they take pride in their work and have a stake in the projects. In this project, residents trained as builders because professional contractors either were disinclined to learn traditional skills or had no share in the rehabilitated projects.

Local traditions and skills are often dismissed as outmoded in eras of rapid urbanisation and modernization. However, these customs and arts often survive and are better adapted to the environment and society. Therefore, rather than importing designs from other regions, urban rehabilitation projects should first aim to understand local traditions and through these seek solutions to their technical challenges.

In many societies based on oral transmission of history, the transmission of knowledge and skills can easily be lost in times of rapid urbanisation and social change. Lhasa's restoration project has documented these skills and revived the transmission chain for maintaining them. It has done this through techniques that include use of traditional drawings rather than modern architectural plans that local artisans find difficult to understand. Through on-the-job training, it has been able to instruct locals as electricians, plumbers, and masons in the use of modern building materials and techniques. Other communities are applying these lessons learned to their respective undertakings.

In response to the growing demand for Tibet's experience, the project has produced videos and animations. Officials in Beijing, the Chinese capital, have access to these urban rehabilitation conservation initiatives. In Beijing, the Department of Architecture

at Tsinghua University, adapted the Lhasa community-based approach to the rehabilitation of three of the city's historic hutong districts.

Trust and transparency among all parties has always been essential to the successful transformation of historical sites. Therefore, the Foundation will strive to improve transparency and make regular exchanges with government departments, even those not directly involved in the project. We firmly believe that recognition of the co-operation among all concerned will encourage the central authorities to sustain their commitment to continued rehabilitation work.



## NANNING, CHINA: FACE-LIFT TO REJUVENATE ORIGINAL CITY FUNCTIONS

A three-hour flight from the Chinese capital, Beijing, brings one to Nanning, capital of southern China's Guangxi Zhuang Autonomous Region. "Green Capital of China". In 318 AD, Nanning came into existence as a county. However, as a border city in southern China it has had close economic and cultural exchanges with the countries of Southeast Asia. Today, Nanning is the political, economic and financial centre of Guangxi Zhuang.

Despite its long history, the city has faced countless challenges as wars have destroyed many of its ancient buildings. During the last ten years, the municipal government has intensified its drive to speed up urban growth. This has doubled the average living space per capita to 31 square metres, three-square metres more than the national average. This rapid growth has propelled some people into trying to preserve what remains of the city's 1,600-year architectural heritage. Most of the historical buildings are in the inner city, which was a business centre in which people also lived before part of it was ruined by years of war.

Like many historic cities in southern China, Nanning is famous for its qilou buildings. These are overhead structures supported on thick pillars and line the streets. They first appeared in southern Europe and in some countries bordering the Mediterranean Sea. In Chinese, qilou literally means, "building riding on top" because they appear to ride above the inner city's narrow passageways. Qilou buildings are linked together, thereby forming shaded corridors that protect shoppers from the scorching sun and driving rain.

In the late 19th Century, some rich foreign-based business-men returned home to Nanning and started

to rebuild its qilou lined streets. These open-minded people readily absorbed foreign influence. The application of those influences to their rebuilding of the inner city gave the qilou buildings a harmonious blend of western and Chinese styles.

For most of its earlier history, the city's expansion was slow. By 1949, the city had only four main streets, which formed a core of ancient Nanning. The streets were lined with qilous, which separated the zone into several blocks. Usually, the qilous were three or four-storied buildings. The shops and stalls were on the first floors and the rest of the blocks were used as dwellings.

"The buildings were beautiful and were part of our heritage, but they lacked modern facilities and some of them decayed over time," Tang Xianxing, deputy director of Nanning Municipal Commission for Construction, says.

Today, the qilou lined streets bustle with activity once more. They are choked with traffic, visitors and local residents. Bars and restaurants, fruit and flower stalls, and clothes shops lined the streets. Inside the blocks, local residents are crammed in small and outdated two- or three-storied buildings. The scenes suggests prosperity in this trade hub that stubbornly clings to its ancient charm; but outside the inner city a modern traffic network, shopping malls, business centres and residential communities have partly taken over the functions of qilou streets as Nanning modernizes and expands rapidly..

Tang says nearly 70 percent of the city's 1,000 qilou buildings are dangerous. Furthermore, emergency services are nonexistent in the qilou area. In its blocks,



most homes do not have enough facilities: several families share kitchens and toilets. In the old days, many families desired to flock into the area, but on finding living space inadequate, they built extensions onto existing buildings in the blocks. Now, modern emergency equipment and vehicles cannot navigate the congested narrow alleyways. Due to a lack of regular maintenance, the wooden and brick structure of the qilous have become dilapidated. Because of all this, the city's young generations are willing to renovate the area and, perhaps in this way, help people like 82-year old resident Xie Xiuhua.

Since marriage 65 years ago, she has lived in a two-story wooden building behind Jiafang Street, locally well known for its qilous. There are eight rooms in the buildings. Her family of eight shared five of the building's eight rooms. The rest are rented to businessmen.

The pathways near her building are essentially extension of the streets where residents sit and relax. Pavements and pathways serve as shops for household goods, fishing equipment, and clothes. Jiafang Street was formerly the centre for activity, but now it is almost deserted..

"Some moved out of the city centre but I'm not willing to do so," Xie says. "In the qilou, you can witness the essence of local Nanning life. I always enjoy this kind of neighbourhood."

However, many of the other residents like Wang Xingsuo, 60, are hoping for resettlement elsewhere.

She shares a two-story structure with seven other households along a 300-metre long, two-metre wide alley.

"It is crowded, dark, wet and noisy," she says, "can you imagine how dark it is?"

Faced with historic and present realities, managing the conservation of cultural heritage within an accelerated process of urbanization has become a major concern for the mayor and the city. The central question is whether all of Nanning's qilous can and should be preserved.

The municipal government has drawn up a protection and upgrading plan for the remaining qilou in the old city centre. The municipality has invited thirty-six Chinese and foreign urban design and architecture companies to bid for renovation of old centre, which

consist of the Zhongshan, Minsheng, Gonghe, Xingning and Jiefang streets. The policy of protecting the old centre while building new areas is meant to help strike a balance between conservation of the old, and new development. One way to support conservation of cultural heritage would be to make this an integral part of city planning. This way the older neighbourhoods would not be regarded as burdens to the city, but as valuable assets to drive the city's development. These are basic principles when Nanning defines old city preservation and renovation.

City officials say the renovation approach for the qilou and the blocks will be different. Because of special value of qilou buildings, the city will try to restore of the original buildings. Those that are irreparable and considered in danger of collapsing will be demolished; they will be replaced by new buildings maintaining the original style. The qilou buildings in the landscape area will be for business and all the qilou-lined streets will be designated a pedestrian precinct.

The city plans to rebuild all the residential blocks on streets with qilou. The original qilou buildings were planned to hold up to six floors. Inside the blocks, the residential buildings will allowed up to nine floors. Modern design techniques will be applied to avoid residential buildings inside the block from masking the qilou landscapes. This is seen as a solution that offers adequate living space for residents while protecting the old buildings.

The original qilou buildings and their streets are the priority under the protection plan, which also designates three other areas for upgrading. The landscape area, which features most of the typical qilou, is intended to become one of the tourist sites in the city's old urban centre since it also has some relic sites and other traditional buildings.

One significant project constraint is a shortage of money. Conservation requires large amounts of it and at the moment most of that comes from the central government budget. The city cannot be sure that central government will underwrite the entire effort.

#### **BASIC FACTS OF NANNING'S QILOU RENOVATION PROJECT (2006-09)**

**Coverage:** 374,000 square metres including blocks formed by five qilou-lined streets

**Number of buildings needing protection:** around 1,000

**Household involved:** 8,000

**Goals:** restore traditional qilou buildings and business street and offer improve living space for residents

**Timetable:** Planning, Design and Bidding Invitation (2006)

**Resident resettlement (2007):** temporary resettlement during restoration

**Massive renovation (2008-09)**

#### **PILOT PROJECT: THE XINGNING PEDESTRIAN STREET RENOVATION**

Nanning's renovation is yet to be implemented, but an example of what is likely to happen is already visible. In 2001, the city rebuilt Xingning Street and designated it strictly a pedestrian thoroughfare.

"The renovation has increased my chances to make more money," ----, a fifty-year-old fruit vendor on Xingning Street, says. The street is the heart and soul of the city. Most of the 323 households in qilou buildings remained in the same abode they occupied before the renovations. Most own a business or they rent their first floor shops as apartments.

#### **PROTECTION BYE-LAWS**

When the renovation of Xingning Street was completed the Municipal People's Congress, a city level parliament, has passed a bylaw to protect the city's heritage. The bylaw says that protection of traditional relics is a precondition for renovation and that all plans need Congressional approval before work can begin. The bylaw also requires that the municipal government bear responsibility for earmarking funds and putting all projects to tender. The bylaw also limits the height



of the buildings along historic streets and governs the kind of construction material and decoration styles that are to be used.

## REMAINING CHALLENGES

Despite the years of public debate and approval by the majority of local legislators, some municipal congressmen still complain that the renovation plan is too far-reaching. Opinion is also still very much divided between the urban planners and cultural purists who believe that historic buildings must be preserved in their original form.

### QILOU

According to the Ministry of Culture, the history of arcade buildings dates to about 2,000 years ago in Greece. It took root in China only around 100 years ago.

However, during the Ming (1368-1644) and Qing (1644-1911) dynasties, Guangzhou had built “commercial houses of the 13 hong” organizations that dominated the city’s old trading centre. Their homes are considered forerunners of Guangzhou’s earliest qilou buildings.

At the beginning of the 20th century, Guangzhou began its expansion by widening roads; after Chinese businessmen started returning from other Southeast Asian countries. These businessmen combined the features of ancient Greek architecture with traditional Cantonese residential buildings known as “bamboo tube houses”. The result was the qilou; a usually long, narrow structure whose outside walls are usually richly dotted with Western decorative patterns in light relief.

The wall of the qilou buildings facing the street generally follows a three-part model: at the lowest part pillars support the arcade: namely the qilou. The middle part is comprised of the main building, and the uppermost part is usually made up of the end struts of eaves and gutter.

The style became popular and was later seen also in neighbouring Fujian Province and the Guangxi Zhuang Autonomous Region.



## BEIJING: CONSERVATION PILOT PROJECT A CAUSE FOR REFLECTION

Towering glass-covered skyscrapers and massive shopping malls belie Beijing's essence. These days, one has to dig a little deeper to find the cultural residue accumulated through history in the narrow alleys and ancient quadrangular buildings, called hutong and siheyuan respectively.

First built about 800 years ago in the Chinese capital, their layout has become a vivid symbol of the country's civilization. Simply put, the Forbidden City is a massive collection of grand siheyuan and hutong, which provides some insight into their importance.

However, rapid urban sprawl since 1949, when New China was founded, has caused a similarly fast disappearance of this unique architectural heritage. Official statistics indicate that more than 40 percent of the city's siheyuan and hutong have vanished. Meanwhile, the old design also raises the question of whether all hutong and siheyuan in Beijing can or should be preserved. The typical layout does not have indoor plumbing; its kitchens and toilets are often in remote corners.

Since the 1960s, many families have squeezed into hutong and siheyuan and, finding the amount of living space inadequate, they have erected temporary huts attached to the main building. Modern-day emergency service vehicles cannot access these congested and dilapidated narrow alleyways. The glorious mansions in which the wealthiest once lived are now slums and huts where the poorest shelter in large numbers.

While calculating the cost-benefit analysis pitting the improvement of living conditions against heritage protection, the Beijing Municipal Government

decided in 2000 to use a systematic approach to rehabilitate 25 siheyuan areas in the ancient capital. The government chose Beijing's Nanchizi, a centuries-old residential community just outside the red walls of the Forbidden City, as the first pilot project to advance the protection and relocation programme. The government has mobilized famous national urban and relics expert to advice on the pilot project. The public's input has also been sought and included in the implementation plan.

Historically a part of the Forbidden City, Nanchizi was once home to key royal depositories in the Qing Dynasty (1644-1911), serving as the royal storehouses for silk, meat and grain. After the fall of this dynasty, commoners began to move into the area. In 1917, a fire destroyed many buildings, some of which have been rebuilt. By the time the renovation of the area began in 2001, Nanchizi was filled with many old and newly added structures next to or inside the ancient siheyuan; it had become one of the most densely inhabited communities in Beijing.

The protection of historic and cultural heritage constitutes an essential part of China's bid to present the world with its best image as the 2008 Olympic Games approach. Cultural preservation is critical in the "New Beijing Great Olympics". It is an important opportunity for realizing the ideal of sustainable development. At the heart of the ancient and modern capital, the Nanchizi project has also the responsibility of cultural and historical preservation.

In spite of criticism, the government and many experts have touted the project as a model for the renovation and upgrade for another 24 old siheyuan areas in

## SIHEYUAN IN BEIJING

A siheyuan is the combination of four buildings flanking a central quadrangular courtyard. These buildings sit within a set of walls that creates a unified whole. In ancient Beijing, the residences of citizens of different social status contained a different number of Siheyuan. Ordinary citizens' homes had only one Siheyuan, called the Yijin Siheyuan. Wealthier citizens would have two or more Siheyuan, called Liangjin Siheyuan, Sanjin Siheyuan and so on. Therefore, the number of Siheyuan in a home was a useful indicator of wealth. Each individual Siheyuan also had its own door. Following this rule, the Forbidden City, residence of the emperor, has many doors.

Due to Beijing's geographical location, four buildings in a single courtyard receive different amounts of sunlight. The northernmost building receives the most amount of sun, thus serving as the parlour and bedroom of the Siheyuan owner. The eastern and western buildings receive less, and consequently serve as guestrooms. The southernmost room, opposite the owner's house, receives the least sunlight, and usually functions as the quarters for service staff.

Beautifully decorated passages connect the northern, eastern and western buildings. These passages serve as shelters from sunshine during the day, and provide a cool place to appreciate the view of the courtyard at night. Behind the northern building, there often was a separate building for unmarried daughters. In ancient China, unmarried girls were denied direct contact with the public, so they would occupy the most secret building in the Siheyuan.

Though built centuries ago, Siheyuan uses scientific, human-oriented architecture. North-Western walls are usually higher than the other walls to protect the inside buildings from the harsh winds blowing across northern China in the winter. The eaves curve downward so that rainwater flows along them rather than drop straight down. The rooftop has ridge design so that it provides shade from the sun. This helps the room to escape direct exposure to sunshine in the summer while retaining warmth in the winter.

Urban development and renovation of old city areas in Beijing has accelerated in recent years, forcing many residents to move out of their old homes. Today, Beijing still has about 400,000 residential quadrangles, mainly distributed over the East, West, Xuanwu and Chongwen districts of the city. Those in the East and West districts are the best preserved. The departments concerned with the preservation of cultural relics in Beijing have earmarked a number of good quality dwelling compounds for protection.

Beijing after nearly two years of work involving the relocation of residents and reconstruction.

Official assessment is that it is a sound project. However, time and the assessments of the locals will decide. Right now, it serves as an opportunity to reflect on the protection of architectural heritage sites.

## IMPLEMENTATION AMID HEATED DEBATE

After carefully consideration of the ideas of experts, the municipal government kicked off the pilot project in 2001. Debate was heated but ended in mid-2003. Cultural preservationists strongly opposed the project, concerned by the fate of Nanchizi and, by extension, the principle and practice of protecting Beijing's 25 old streets as historic and cultural zones.

Cultural purists maintained that the areas should be totally preserved. However, opponents felt that this ignored part of the history that had resulted in the area's poor living conditions. In 1917, a fire had burned down some buildings; some were rebuilt. Meanwhile, evaluations found nearly 90 percent of the buildings are dangerous, and the population density was so high that each household occupied about 27 square meters of living space. As a result, many temporary structures and huts were built in the alleys. The front hall of the Pudu Temple housed several hundred primary school students even though it was included in the government's protection list.

The municipal government took steps according to established laws and regulations. In 2000, the municipal government passed a bye-law on historic

and cultural zone protection commonly called the “101 Document”. It underscores the importance of protecting original courtyards and encourages poor residents to move out. It says the government would subsidize those refurbishing their houses and those leaving..

Local residents first welcomed the decision to accept Nanchizi as a trial area for historic protection. Owners of larger private homes saw it as an opportunity to refurbish their buildings and courtyards. As for those huddling in small rooms and sharing the same courtyard with other families, it was a chance to improve their living conditions.

However, in May of 2001 residents received notice from the local district government requiring all of them to move out. They were compensated with 5,900 yuan (US \$710) per square metre of their living area.

While demolishing makeshift houses, the government decided to build two-storey buildings for those residents who planned to stay, and to rebuild dangerous siheyuan for sale and then channel the earnings into the heritage protection region.

The decision angered the long-time residents and cultural protectionists. Nevertheless, some experts and officials consider those old houses dilapidated. They also believe that the main problem with the

old courtyard homes is that they are too congested. In the past, these courtyards usually housed one large extended family. Today, families of up to three generations share a courtyard. Consequently, a number of families should be encouraged to move if the old houses are to be restored to their original state. Many experts and officials agreed that the simplest way to protect the zone is to demolish the dilapidated houses and build new ones but in the traditional style.

Money is another major obstacle for urban planners, in their effort to preserve protected zones. They say the principle of protecting the original houses and a courtyard as laid out in the “101 Document” is not feasible, largely due to a lack of investment.

In 2000, the municipal government allotted 330 million yuan (\$39.8 million) to protect 25 historic zones. The sum allotted to the Nanchizi project was even smaller, miniscule really, considering the huge task of relocating residents and maintaining the old buildings. The government contribution only totalled 10 percent of the cost of renovation and compensation of previous owners. The municipal government believed that the market was the only solution to offset the capital shortfall, which meant selling those old houses that were in better condition and using the proceeds for the project.

#### STATISTICS ON HABITATION ENVIRONMENTAL CHANGE CAUSED BY NANCHIZI PROJECT

	Before	After
Number of households	1076	356*
Density of building	42.30%	41.60%
Number of buildings	192	103
Coverage of road (square metres)	7,800	10,800
Percentage of dangerous building	91.96%	0%
Per household living space (square metres)	26.84	69

\* Remaining household absorbed in other housing projects

Total coverage in Nanchizi area: 6.39 hectares

Opponents got the project suspended for some time but eventually the two-storey buildings were erected around the Pudu Temple for the families who choose to stay. In addition, reconstructed siheyuan have been sold to raise money for protection.

### LIFE AND FOLK CUSTOMS IN SIHELOU

The ugly makeshift structures and some dangerous old siheyuan are no longer in the revamped Nanchizi area. Around the Pudu Temple, brand new two-storey homes called sihelou have been built in the architectural style of the traditional single story siheyuan, which are made of cemented grey walls and tiled roofs.

Old women sit in the corner of hutong, sewing in the sunshine; a group of middle-aged residents play Chinese chess beside the grey walls of old homes; young men read the newspaper on a traditional porch inscribed with images of lilies and fish. These are the occupants of the new placid and calm scene in Nanchizi. Most of the old residents have remained and they say they are happy to live in traditionally styled yet modern homes.

Some experts say that the sihelou is an innovation for siheyuan and that the former can provide more living space for residents. In the area, the new buildings are located in the inner part of the neighbourhood and much lower than the architectural relics of Pudu Temple, which is in the centre of the community. All the buildings along the main roads are one-storey siheyuan and so the entire layout of the traditional architectural style remains largely unchanged. On the other hand, two-storey buildings can house more people and the sale of the rebuilt siheyuan can channel more capital for the protection scheme.

"For those dangerous siheyuan, we need innovative thinking, but for those well conditioned [ones], we should protect," Wang Shiren, an expert with Beijing's Heritage and Relics Research Centre, says.

### THOUGHT FOR FUTURE ACTION

The project raised many points of contention such as what should and should not be preserved, and how to strike a balance between improving living conditions and preserving cultural heritage. To achieve the balance or make one take preference over the other remains the unresolved issue.

However, a start can be made in resolving this dilemma. First, the government could organize a team of experts to identify the architectural relics, heritage sites and dangerous buildings while giving the public a say in the process. Many siheyuan and hutong homes in Beijing's centre have already been destroyed, as the city widens roads to make room for cars and developers seeking to cash in on a booming property market.

Since the government is also mindful of its image it wants to project to the world when it hosts the Olympics in 2008, the city has already widened several main roads that crisscross the heart of the old city centre. This has turned what used to be quaint, tree-lined residential areas into 150 metre-wide boulevards lined with high-rent shops and often-empty apartments and office complexes. Within this context, it is urgent for the government to finalize a list of hutong and siheyuan needing preservation.

Fortunately, the city's Planning Commission is stepping up efforts in this realm. In 2000, the commission designated 25 old streets historic and cultural zones, which makes up 27 percent of the city's old urban areas. So far, the protected zones have increased to 42. In 2005, the Beijing Cultural Heritage Bureau also unveiled a protection plan for the city's old imperial area. Under the plan, a downtown area of 6.8 square kilometres of palaces, gardens and temples with the Forbidden City at the centre will be placed under full protection.

Although money for protection can be raised through the market, residents' wishes and property rights must be respected. That might slow the process of refurbishing old homes and building new ones, but



the ideas and input of the residents involved should be included. Most of all, ways to improve living conditions of locals should be considered as important as architectural layout protection.

In addition, the debate during the implementation of the pilot project has helped create a basic framework for further protection action. The State Council has already approved the overall planning blueprint of the ancient capital for the next 15 years. Moreover, in 2005, the government made public a new regulation on the protection of heritage and relics. Under central government and municipal-level regulations, no more historic urban areas will be demolished and all new developments must be outside the second ring road, built where the old wall of Beijing once stood.

## VIGAN CITY HERITAGE CONSERVATION PROGRAMME, PHILIPPINES

### INTRODUCTION

The Vigan Heritage Conservation Programme revolves around the protection of an elegant stretch of centuries-old ancestral houses that remain a mute yet powerful testament to four centuries of Spanish colonization, almost four decades of American rule, and four years of Japanese occupation.

The programme is an initiative of the mayor and the city government with a significant contribution of ten other partners that include the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Government of Spain, relevant national institutions, the private sector and civil society organizations.

Vigan was once the political, cultural and social hub of northern Philippines, supported mainly by the wealth from the Mexico galleon trade. However, at the turn of the 19th century, the abolition of this trade brought with it the beginning of Vigan's decline.

With the introduction of Virginia tobacco as an agricultural crop Vigan, to an extent, regained a semblance of its former prosperity. However, political violence eventually led to the exodus of its residents and deserted ancestral houses became vulnerable to decay.

In 1995, acknowledging both the fragility and the potential of Vigan's cultural heritage, the newly-elected Mayor, Eva Marie Singson-Medina brought a renewed determination to reverse Vigan's stagnation. She called upon representatives from government agencies, various people's organizations, and other stakeholders to draw up a common

vision for the city. It was this foresight that laid the foundation for the Vigan Heritage Conservation Programme as a collective endeavor of the city residents to regain their town's identity and pride in their heritage.

Taking drastic yet necessary steps in the face of resistance from residents, the programme entailed infrastructure projects, widespread information campaigns, and the rehabilitation of the historic district. From a second level municipality with a budget of only 27 million pesos in 1995, the conservation programme has made it possible for Vigan to earn 168 million pesos of local revenue in 2007 alone.

Before 1995, the presence of ancestral homes in Vigan was largely taken for granted and traditional industries were neglected. With widespread political violence, Vigan gained nationwide notoriety as warlord country, triggering a massive migration of its residents. The local economy stagnated and inspiring leadership was absent.

In 1995, the newly-elected local officials led by Mayor Singson-Medina, the first woman to hold this post in the country, recognized the decline and apathy in Vigan. Economic and deeply rooted socio-political problems were formidable constraints to Vigan's development. At this time, the city only had an annual revenue of 27 million pesos, a sum that barely covered local government salaries and the provision of basic services.

The primary aim of the conservation project was to find the delicate balance between conserving Vigan's cultural heritage simultaneous with its economic advancement. The groundwork for the programme

was laid during a major planning session 17-19 June 1995, where the local government and other local stakeholders sought to identify issues and set goals to revitalize Vigan's economic decline. A vision for Vigan emerged and strategies were formulated with these objectives:

1. Fortify the sense of identity and pride of the Bigueños in their rich cultural heritage;
2. Institutionalize local protective measures and development programmes to ensure community involvement and conservation of cultural and historical legacy;
3. Forge local and international linkages; and
4. Develop and promote Vigan as a tourist destination.

Pivotal to the approach was the registration of the City of Vigan, and its thirty-nine barangays (lowest administrative units) - villages as a UNESCO World Heritage Site. This was achieved in 1999 and paved the way for the establishment of linkages and access to various resources for the conservation programme. As one of initial groundbreaking steps to mobilize resources for the programme, Vigan received help from the Government of Spain through its Agencia Española de Cooperación Internacional (AECI), its international cooperation agency, in the undertaking of the Vigan Master Plan Project.

Vigan, likewise, embarked on forging of city-to-city agreements with other local government units, in line with the national government policy of encouraging twinning arrangements and bilateral cooperation between local governments. The central government wanted local governments to adopt programmes that would have a positive impact on the economic and social development of the participating parties.

Another linkage made was with the Technical Education and Skills Development Authority - and the Ilocos Fernandina Chapter of the United Architects

of the Philippines, for the establishment of a school for restorers of ancestral structures. In addition, with Department of Education, the curriculum of basic education in Vigan has been modified to include subjects pertinent to cultural preservation.

The vision for Vigan was translated into strategies, and the process of operationalizing the conservation programme was categorized according to the objectives.

## HERITAGE AWARENESS

Prior to the commencement of the programme, many Bigueños no longer took notice of the ancestral homes and other cultural landmarks. The thirty surrounding rural barangays were largely ignored and their distinct industries were left to decline.

Vigan is historically the hometown of some of the best-known intellectuals and revolutionaries who played pivotal roles in the shaping of Philippine history. Some of these people are the martyred priest, Jose Burgos; President Elpidio Quirino; the pioneer of the labour movement, Isabelo delos Reyes; Vicente Singson Encarnacion; Diego and Gabriela Silang; and the poetess, Leona Florentino. The conservation programme required more than physical infrastructure on which to anchor its objectives. City officials recognized that the programme's real foundation lay in the renewed sense of pride of Bigueños in their cultural heritage. This pride could be instilled to replace the apathy that was then prevalent.

City officials acknowledged that the best way to root out apathy was by creating awareness and encouraging education. The city, as the primary step in the programme, used several approaches to heighten the collective pride of Bigueños and make them feel that they owned the programmes.

STRATEGY	ACTIVITIES	RESPONSIBLE PERSON/ AGENCY	OUTCOME Measure/ Indicator
Information Dissemination	Research on History and Baseline Data	Mayor's Office	Strong sense of community created among residents through cultural awareness
	Update socioeconomic profile	Vigan Tourism Council	Established baseline data for development planning
	Production and distribution of: <ul style="list-style-type: none"> <li>■ Audio Visual Aids</li> <li>■ Brochures</li> <li>■ Electronic Book</li> <li>■ Video Production</li> <li>■ Newsletter Publication</li> <li>■ Radio</li> <li>■ Vigan Stamps</li> <li>■ Workbook for Elementary pupils</li> <li>■ Lectures/Symposium/ film showing</li> </ul>	Mayor's Office Vigan Employees' Multipurpose Cooperative	Tourists are extended assistance
Inculcate the Value of Traditional Arts and industries	Formation of a group composed of local talents to perform traditional songs and dances	City Government Students	Cultural performances by the troupe in events
	Research on traditional Ilocano dances, songs and arts	Government and private employees	Heightened community participation in arts and cultural events
	Promotion of native products and delicacies	Local artists	Traditional performing arts strengthened
Revitalization of the Ancestral Homeowners Association	Revitalize ancestral homeowners to strengthen their ranks as protectors of their properties and cooperate with the City Government in undertaking proper conservation works and to have more joint undertakings	City Government Save Vigan Ancestral Homeowners' Association Inc.	Existence of a more vigilant group of ancestral homeowners  Maximized participation of homeowners in conservation policy making  Interest generated owners to restore their houses



Inscription in the UNESCO World Heritage List	Public hearings and consultations	Mayor's Office	Inclusion of Vigan in the prestigious list of World Heritage Sites and Monuments, declared as universal property.
	Conduct of seminars on cultural conservation	City Council Stakeholders	Vigan became subject of international attention by conservation experts
	Preparation of nomination dossier		Increased tourist arrivals
	Post inscription projects		Promotion of heritage appreciation
Rebirth of Vigan as a City	Research and data gathering	Local government Unit of Vigan	Cityhood restored
	Filing of appropriate legislations		
	Public hearings		
	Conduct plebiscite		
	Post Cityhood Activities		

## INSTITUTIONALIZATION OF LOCAL PROTECTIVE MEASURES

Prior to the commencement of the conservation programme Congress had enacted all conservation laws. Foremost of these is Presidential Decree No.

1505 identifying the National Historical Institute as the body to review and issue clearances for restoration of historical landmarks, while the National Museum is responsible for cultural sites. Other relevant national conservation laws are the following:

Law	Title/Abstract
Republic Act 4846	Otherwise known as the Cultural Properties Preservation and Protection Act.
Presidential Decree 260	Declaring several cultural properties nationwide as national shrines, monuments and landmarks. The decree was signed on 1 August 1973, but did not include in its list the historic district of Vigan.
Presidential Decree 756	Amending Presidential Decree 260 to include the houses of Leona Florentino, the Reverend Jose Burgos and Mestizo Section (the historic core of Vigan) in its scope. The decree was signed into law on 30 July 1975.

However, administrative and technical limitations of the above named agencies constrained the effective enforcement of these laws. Ancestral homeowners were unsure of which national government institution should be approached for clearances in home restorations. Worse, there were no specific guidelines in proper restorations.

The need for additional legislation and regulation of heritage conservation measures to suit the local requirements of the programme made the following measures imperative:

STRATEGY	ACTIVITIES	RESPONSIBLE PERSON/ AGENCY	OUTCOME MEASURE
Enact Ordinance No. 12 S. 1997	Public consultations  Define core and buffer zones of the historic centre	City Council	The boundaries of the protected historic district delineated
Enact Ordinance No. 14 S. 1997	Public consultation  Establish general guidelines in conserving Vigan	City Council	General conservation guidelines for Vigan Ancestral House and its compatible uses established
Executive Order No. 3 S. 1999	Public consultation  Create the Vigan Conservation Council	City mayor	Vigan Conservation Council created and functioning
Enact Ordinance No. 04 S. 2000	Public consultation  Research and drafting group to provide for detailed guidelines for the repair and restoration of ancestral houses	City Council	Detailed guidelines for conservation of Vigan ancestral houses adopted

Formulate the Master Development Plan for the Revitalization of Vigan as a Historic Centre	Network with cooperating agencies	Local Government Unit – Vigan	Master Development Plan for the City of Vigan formulated and adopted
	Prepare for signing of Memorandum of Agreement (23 March 1999)	Agencia Española de Cooperacion International (AECI)	
	Undertake formulation of master plan (April 1999 – July 2001)	Provincial Government of Ilocos Sur	
	Turnover of master plan and keys to Vigan Culture and Trade Centre	Vigan Heritage Village Commission	
	Sectoral projects undertaken		
	Resolution adopting the Vigan Master Plan as blueprint for development (22 April 2002)		

Apart from the Vigan Master Plan Project jointly undertaken by Spain's Agencia Española de Cooperacion International, the Department of Tourism, the Vigan Heritage Village Commission, Fundacion Santiago, the Province of Ilocos Sur and Vigan city which begun in March 1999, various city co-operation agreements were executed between the City of Vigan and the following:

- Barra de Navidad, Municipality of Cihuatlan, State of Jalisco, United States of Mexico
- The Municipality of San Mariano, Isabela - Philippines
- The Municipality of Lall-lo, Cagayan - Philippines
- The County and City of Honolulu, the State of Hawaii, United States of America

STRATEGY	ACTIVITIES	RESPONSIBLE PERSON/ AGENCY	OUTCOME MEASURE
Establishment of linkages with funding agencies for conservation programmes	Signing of agreements	Government of Spain	Completion and adoption of the Vigan Master Plan as a blueprint for development
	Undertake cooperative endeavours with Agencia Española de Cooperacion Internacional	Agencia Española de Cooperacion Internacional ( AECI)	
	Implementation of projects (formulation of master plan; livelihood courses, health etc.)	Government of the Philippines Provincial Government of Ilocos Sur	Acquisition of technical and financial assistance for ongoing socioeconomic projects proposed in the master plan
	Conduct of UNESCO World Heritage Education Seminar Workshop	UNESCO UNACOM	Increased knowledge of Bigueños on heritage conservation
	Research on Heritage Culture Management and Tourism	Schools in Vigan UNESCO	
Forging of sisterhood agreement with Barra de Navidad, Cihuatlan Mexico and San Mariano, Isabela	Signing of agreement	City Government of Vigan	Creation of diplomatic linkages and establishment of local relations
	Exchange in the fields of agriculture , tourism, culture and education	Municipal Government of Cihuatlan Mexico Municipal Government of San Mariano Isabela	
	Evaluation of cooperative endeavours between City and Barra de Navidad, San Mariano, Lal-lo, and Honolulu	Philippine government Mexican government	
Establish a Website	Hire an expert to set up, update and maintain the Web site	City Government of Vigan	Ready access to the City of Vigan by the international community
Undertake various conservation projects with various peoples' organizations	Gold leafing of altars through joint undertaking of Parish St.	City Government of Vigan St. Paul Parish	Altars at St Paul Cathedral enhanced
	PauPaul Balikatan sa Vigan, an NGNGO and the City GoGovernment	Balikatan sa Vigan	Museo San Pablo established and now opened for viewing



	Staging of a benefit concert of the UST Singers by the St. Paul Parish, Provincial Government of Ilocos Sur, and the city government for the establishment of the Museo San Pablo	Provincial Government of Ilocos Sur	
Sustained networking with UNESCO	Research capability of projects	City Government of Vigan UNESCO Bangkok Office UNACOM	At least two joint undertakings a year

## VALUES-ORIENTED TOURISM

The conservation programme was used to strengthen the people's value for Vigan's heritage and as a tool to

support the harnessing of Vigan's cultural heritage for development. The following were identified as Vigan's core values:

Value	Description
Faith (Pammati)	Belief in and fear of God, faith in others and faith in oneself.
Industry (Kinagaget)	Dedication and commitment to one's duties and responsibilities; observance of work ethics towards a productive and self-reliant Bigueño.
Frugality (Kinasalimetmet)	Wise utilization and conservation of resources to include funds, time and materials; simple living.
Integrity (Kinatakng)	Honesty and transparency in business transactions and relationships with members of the community.
Community Pride (Panangipateg iti Kina-Bigueño)	Appreciation of and pride in one's identity as a Bigueño and his/her heritage manifested through active participation in the conservation and enrichment of his/her unique culture.
Strength of Character (Kinatibker)	Perseverance and firm determination to surmount challenges to one's principles and goals; self-discipline and observation of high moral standards in public and private life.
Selflessness (Saan A Managimbubukod)	Willingness to share one's time, treasure and talent with others.
Unity and Teamwork (Panakipagkaikaisa)	Co-operation and strong sense of community founded on close family ties and guided by a common goal.
Vigilance	Awareness of social concerns and participation in the promotion and protection of the rights of the citizenry.
Concern for the Environment (Panangipateg iti Aglawlaw)	Awareness of and participation in the protection and conservation of the environment; keeping the city clean and healthy.
Foresight (Addaan Sirmata)	Ability to identify opportunities and develop them for the good of the present and next generation.

Together with the strengthening of values orientation in preparation for tourism development, significant infrastructure and capability building training were

likewise utilized as measures to ensure the readiness of the people of Vigan, including the following:

STRATEGY	ACTIVITIES	RESPONSIBLE PERSON/ AGENCY	OUTCOME MEASURE
Establish the Vigan Culture and Trade Centre	Preparation of plans for the Vigan Culture and Trade Centre	City Government of Vigan	Restoration of an old building that houses the Vigan Culture and Trade Centre
	Restoration proper	Agencia Española de Cooperación Internacional (AECI)	
	Turn over of structure to City Government (August 2001)		Number of activities for culture and trade at Vigan Culture and Trade Centre
	Utilization of centre for its intended purpose		
Training workshop for tour guides	Training for private individuals, government employees, calesa operators	City Government of Vigan Department of Tourism	Accreditation of Vigan tour guides
Establish other tourist destinations	Mira Hills Eco Tourism Park	City Government of Vigan	More places of interest and attractions for tourists and locals to visit
	Mindoro Beach Resort	Philippines Tourism Authority	
	Museo San Pablo	National Historical Institute	More private homes opening their doors for visitors
	Syquia Mansion and President Quirino Memorabilia	St. Paul Parish	
	Opening of restored private homes for viewing		
Conduct of cultural and religious events	Vigan City Fiesta Activities	City Government of Vigan	More events attracting tourists
	Semana Santa	Vigan Tourism Council	
	VIVA Vigan Binatbatan Festival of the Arts	St. Paul Parish	
	World Heritage Cities Solidarity Day		
Streetscape and beautification	Landscaping of parks and plazas	City Government of Vigan	Enhanced Historic District
	Installation of house markers		Better illumination in streets
	Installation of period lamps		

Support livelihood and traditional industries and arts	Participate in trade fairs Financial assistance for traditional industry workers Conduct of livelihood trainings Integration of heritage appreciation and traditional industries in the public school curriculum	City Government of Vigan National Government City Council On Education City School Board Department of Education University of Northern Philippines Nueva Segovia Consortium of Cooperatives	Revitalization and increased market of Vigan traditional crafts and other products
Organize Vigan Tourism Council	Advocacy of importance of existence of a tourism council Hold organization meeting	City Government of Vigan Vigan Tourism Council	Strong partnership of City Government and private sector towards tourism development.
Enhance tourist facilities	Conduct of regular meetings Tap resources for improvement and establishment of tourist facilities such as toilets, restaurants, and hotels.	City Government of Vigan Association of Tourism oriented establishments Vigan Tourism Council Provincial Government of Ilocos Sur	Additional tourist facilities

The Vigan Heritage Conservation has strengthened solidarity, cohesiveness, patriotism and a stronger sense of pride in community. The conservation programme has reached and benefited the present 45,000 residents of the city and the future generations of Biguenos.

The resulting boom in tourism has directly benefited operators of accommodation facilities, restaurants, souvenir shops, makers of traditional products and delicacies. From the added revenue from tourism and demands for various services, other sectors including agricultural workers have likewise benefited.

## COLLECTIVE COLLABORATION

The conservation programme is anchored significantly on the active participation of the private sector and people's organizations in the decision making and monitoring process. Such is clearly manifested in:

- 1) The creation of a multi-sectoral group composing the Vigan Conservation Council;
- 2) The active involvement of the Vigan Tourism Council which is an NGO in the tourism promotion activities;
- 3) Privately owned ancestral houses have recently been restored, many more owners of ancestral

houses have developed interest in restoring their properties; and

- 4) The newly established privately owned and religious museums.

Civic participation is best exemplified in the advocacy and the plebiscite for the cityhood status of Vigan in 2001 where a record 93 percent of those who participated strongly ratified Republic Act No. 8988 or the Vigan City Law. Vigan is the only city in the country that has gained city hood status mainly on its historical and cultural significance.

### POSITIVE SOCIO-ECONOMIC AND ENVIRONMENTAL IMPACTS

Aside from the immeasurable socioeconomic impact in fortifying the identity and sense of pride of the community, the outcomes from the Heritage Conservation and Tourism Programme of Vigan are providing three major benefits to reduce poverty in the city.

#### FINANCIAL BENEFITS OF GAINING CITY STATUS:

- Enhanced health delivery programmes including the provision of insurance coverage for indigent families;
- The establishment of a city scholarship programme for poor but deserving students, including uniform allowance;
- Provision of farm-to-market roads, high yielding seeds, machineries and post harvest facilities to farmers;
- Provision of fishnets, fingerlings including a project to marginal fishermen;
- Construction of the third module of the Vigan Public Market;
- Augmentation fund for each of the 39 barangays for developmental projects;
- Non-formal training for school drop-outs to match their skills to present day requirements;
- Enhance delivery of social services.

#### BENEFITS FROM VIGAN MASTER PLAN SECTORAL PROJECTS:

- Provision of water fountains in thirty (30) rural barangays with each resident entitled to five litres (5) per day for twenty-five (25) years absolutely without cost;
- Revival and rehabilitation of the river systems to enhance livelihood opportunities to marginal fishermen, environmental protection and disaster management during floods;
- Sanitation projects implemented by the Philippine National Red Cross funded by the Spanish government;
- Livelihood training programme implemented by the University of Northern Philippines funded by the Spanish government;
- Improvement in the water management system as funded by the Spanish government;
- Operation of Vigan Culture and Trade Centre to reinforce the cultural spirit of Vigan.

#### BENEFITS TO TOURISM:

- Increased business for hotels, restaurants, souvenir shops and other tourism related establishments;
- Increase demand for local delicacies providing livelihood opportunities to residents;
- Precolonial industries are revived;
- The once abandoned Crisologo Street is now a thriving tourist destination;
- Increased in investments from local and other businessmen;
- Calesa drivers/operators provided with gainful and regular livelihood.

#### BENEFIT OF GOOD GOVERNANCE, TRANSPARENCY:

- Promotes community participation in governance;
- Accelerated increase in revenue from 34 million pesos in 1995 to 134 million pesos in 2002;
- Established twinning arrangement with other local governments;



- Exemplifies judicious use of government resources;
- Demonstrates coordinated efforts among the city, provincial, congressional and national governments towards socioeconomic development;
- Promotes international understanding and goodwill through bilateral linkages;
- Reconciles conflicting concerns on cultural conservation and economic development;
- The conservation programme has instilled pride and spurred the renewal cultural identity in the people of Vigan.

The rebirth of Vigan occurred because of its historical significance. It has brought pride to its residents and amenities that every city in the country enjoys, including a significant increase in the internal revenue allotment from 23 million pesos to 97 million pesos.

Vigan has become a favoured destination of tour groups from municipalities, schools, organizations and institutions. Local tourists from as far as South Cotabato are come in busloads, an activity that was rare prior to 1995. The rich potential for revenue generation from tourism is alone an assurance that the project will be sustained well into the future. The representation of the income of the city over a twelve-year period covering the years prior to the implementation and after shows that the conservation programme has been earning money for the city's residents.

The Vigan Heritage Conservation Programme will continue even beyond the present administration inasmuch as it is firmly anchored on community participation and thus effectively creating a sense of ownership among the stakeholders. This shift in residents' interest from total indifference to an overwhelming sense of pride in the city's cultural heritage more than ensures that present and future generations will sustain the conservation initiative.

Enthusiasm and capability of residents to speak about their city's unique heritage - for instance even cocheros (calesa drivers), tricycle drivers, and daycare

workers - can now relate local history and culture to local and foreign visitors.

Participation of residents in cultural and other festivals has increased in number, and the quality of their performances has greatly improved research. In addition, the support of business establishments in city activities has improved greatly.

Vigan's registration on UNESCO's World Heritage List is tantamount to an international treaty where all member nations are obliged to protect heritage sites. Even beyond the mere protection of the ancestral homes, the conservation programme will ascertain the preservation of the traditional industries that support the tourism ideals.

Vigan's tourism and conservation programme demonstrates that cultural preservation can be pursued together with economic development of the heritage site. Vigan continues to be a vibrant centre for trade; at the same time its pre-colonial industries provide livelihood and employment to its residents. It also ensures that the values and traditions that made the Philippines survive and flourish for centuries will be passed on to the future generations.

The conservation programme recognizes the fragility of preserving a unique cultural heritage with the pressing need for development. The programme's modest gains have paved the way in affording the city resources to build infrastructure and to ensure that the natural environment is safeguarded.

The conservation of heritage in Vigan transcends political boundaries. Protective measures and programmes have been institutionalized through local legislation. Further, the aspects of the conservation programme, funded by the Spanish government that were managed and implemented by a Special Projects Unit manned by highly skilled personnel under the City Planning and Development Office, was absorbed by the Vigan City Government after the termination of the grant in 2005. This ensured sustainability of the sectoral projects under the Vigan Master Plan.

Local legislations for heritage conservation have

resulted in stronger involvement of the local stakeholders, making the community feel it owns the programme. The institutionalization of local protective measures ensures sustainability of the heritage programme and removes confusion and misunderstanding in conservation works within the core and buffer zones. Creation of the Vigan Conservation Council encourages participation of local heritage stakeholders in conservation efforts.

## LESSONS LEARNED

### **AN INITIATIVE IS ONLY AS GOOD AS ITS PEOPLE – THE AUTHORSHIP OF THE VIGAN HERITAGE CONSERVATION PROGRAMME BEGINS AND REMAINS WITH THE PEOPLE OF VIGAN.**

For an initiative as immense as the Vigan Heritage Conservation Programme, the need to instil the sense of identity and pride of the Bigueños on their historic city is imperative. To achieve this massive and creative information dissemination campaign that included research into Vigan's history, traditional industries and arts was necessary. The results were mass produced and distributed in the form of brochures, an electronic book, video films, monthly newsletters, a coffee table book, postal stamps, and coloring workbooks for children. There was also an effort to revitalize the existing nongovernmental organizations and the encouragement of the creation of new ones.

### **THE TOTAL DEPENDENCE ON NATIONAL INSTITUTIONS AND ILL-DEFINED CONSERVATION GUIDELINES MUST BE PRIMARILY ATTENDED TO.**

Prior to the initiative all conservation laws were enacted and implemented by national government agencies in Manila, which is an eight-hour drive from Vigan. Thus, effective evaluation was inadequate due to lack of personnel and field offices to oversee restoration works. Ancestral homeowners were confused as to which national government institution should be approached for clearances, made even worse by the absence of specific guidelines. To deal with this, and in pursuit of one of the foremost ideals of local autonomy, local ordinances were enacted within the bounds set by the 1991 Local Government Code of the Philippines and the Charter of the City of Vigan.

### **LIMITED FUNDING FOR HERITAGE CONSERVATION MUST NOT CONSTRAIN THE INITIATIVE.**

Financial constraints cannot hamper an initiative that has long been needed. Vigan continues to undertake collaborative projects with the private and government sector. It has sustained networking with local and international agencies and governments adhering to the belief that the Programme can be further refined through these linkages that have even paved the way for assistance in various regards, including but not limited to financial and technical.

## SUPPORTIVE POLICY ENVIRONMENT

The following national laws have facilitated relevant programme:

Law	Title/Abstract
Presidential Decree No. 1505	Identifying the National Historical Institute as the body tasked with reviewing and issuing clearances for the restoration of historical landmarks, while the National Museum deals with cultural sites.
Republic Act 4846	Otherwise known as the Cultural Properties Preservation and Protection Act.
Presidential Decree 260	Declaring several cultural properties nationwide as national shrines, monuments and landmarks. The decree was signed in August 1973, but did not include in its list the historic district of Vigan.
Presidential Decree 756	Amending Presidential Decree 260 to include the houses of Leona Florentino, the Reverend Jose Burgos, and the Mestizo Section (the historic core of Vigan) in its scope. Decree was signed into law on 30 July 1975.

To augment and truly operationalize the foregoing national laws and to ensure that legislation suitable for the effective implementation of the conservation programme was achieved, the following local ordinances were enacted by Vigan's city council:

- An ordinance defining the boundaries of the protected historic district specifying the core and buffer zones
- An ordinance providing for the general conservation guidelines for Vigan ancestral houses and specifying the compatible uses of structures within the historic district
- An executive order issued in 1999 creating a Multi-sectoral Vigan Conservation Council to promote involvement of local stakeholders. This council serves as a clearinghouse for all applications for building permits within the historic district;
- An ordinance enacted in 2000 prescribing the detailed guidelines for conservation of Vigan Ancestral Houses. These were reproduced as pamphlets and distributed to all stakeholders. Clear guidelines for securing permits for house restorations were formulated.

## SUSTAINABLE URBAN RENEWAL VIENNA, AUSTRIA

### SYNOPSIS

The model of sustainable or soft urban renewal has made a significant contribution to improving living conditions in the City of Vienna. A decisive factor in this process is that urban renewal is understood as an interdisciplinary challenge where social, economic, cultural, aesthetic and ecological demands must be taken into consideration.

Urban renewal requires future-orientated, continual development, which reflects the possibilities for the city as an evolving system. Soft urban renewal pursues the goal of linking affordable housing with economic use of resources, mixed use, and adaptation to the existing infrastructure. Reconversion and upgrading of the existing urban structure is counterpoised to demolition and new building.

The Viennese model of “soft” urban renewal places residents at the foreground so as to minimize the repression frequently induced by improvement activities. Owners and residents are involved in the progress. Main emphasis is placed on so-called base improvement which is on maintaining, improving and modernising existing housing structures in coordination with residents. The legal foundations of “soft urban renewal”, such as amendments to the tenancy laws, were laid long before actual improvement activities were launched. This kind of urban renewal is an excellent example of how a cost-intensive project is easily prepared with reasonably priced planning measures.

Currently, more than 150,000 apartments have been renewed with public subsidies, one-sixth of the total housing stock. This is one of the world’s leading tenant-oriented urban renewal programmes.

### BACKGROUND

Vienna is a city with 2,000 years of history reflected in its urban and building structure. Its greatest urban problems are concentrated in those city districts, which are most in need of modernisation. These are areas of a high percentage of low-income families, deficient infrastructure, and high levels of environmental pollution.

At the start of the programme in 1984 there were more than 300,000 apartments (39 percent of the total housing stock) categorised as being substandard, meaning they lacked toilets, running water or both.

### THE REHABILITATION PROCESS

Vienna benefited from the experiences of cities in other countries in its rehabilitation effort. From this, it decided against demolition, new construction and the eviction of residents. Rather, it chose to improve rundown inner city areas using a soft renewal approach. Two laws developed when there were insufficient means to improve the situation rapidly were used to determine priorities. These were The Tenancy Act and The Non Profit-Housing Act that laid the foundations for a future sustainable development.

The goals as defined by the strategy of soft urban renewal may be specified according to the objectives of housing rehabilitation:

1. “Soft Urban Renewal”.
  - Priority of social criteria.
  - Avoiding social segregation or gentrification.
  - Avoiding forced change of ownership.
  - Affordable rehabilitated housing.



2. "Sockelsanierung" - Renewal of inhabited buildings
  - Distribution of responsibilities between owner and tenants.
  - Tenants' participation.
  - Tenant-oriented modernization schemes.
  - Substitute housing offers.
3. Subsidies
  - Amount of subsidies depending on existing standard of apartments (about 98 percent of total building costs)
  - Allowances to low-income households.
  - Controlled and limited rent increase.
  - WBSF-point system: priority by social, technical and urban criteria.
  - Equal subsidies to privately- and publicly-owned rental buildings.
4. Single building approach/Area oriented renewal/Conflict management.
  - No designated renewal areas with special subsidies.
  - Gebietsbetreuung - area renewal offices to stimulate rehabilitation measures and to co-ordinate improvement of public spaces.
  - Blocksanierung - block improvement schemes including housing renewal, improvement of public spaces and ecological measures.

## PROCESS

The basis for soft urban renewal can clearly be laid, even if initially hardly any money is available from the city. This first phase of this renewal project in Vienna was used alongside "first aid" measures for situational analyses.

User-friendly housing redevelopment obeys the principles of soft urban renewal, which gives priority to social, technical and urban criteria. The housing stock is modernised without driving out tenants. Complete restoration of the base of buildings is the most important strategy in this process, involving as it does the division of responsibility between owners and residents, co-determination by those renting,

modernization according to the wishes of tenants, offers to convert and subsidies.

The size of the grants is based on the existing standard of the housing, which is in need of repair. Grants, including help for low-income households and monitored limited increases in rent are available to those renting publicly or privately. A fixed level of rent is planned to remain in force for 15 years. In addition, local support services are to be set up; that is offices to provide information and to co-ordinate the renewal of public spaces, in order to link housing redevelopment plans with the transformation of public spaces and ecological measures.

The most significant renewal strategy is what is termed Sockelsanierung (meaning "basic renewal"); Such projects include the renovation of the building in question and the modernisation of the flats within, in accordance with tenants' wishes.

Vienna's leading role in urban renewal shows that this option has been successful. Soft urban renewal has also proven to have a positive economic impact. It offers growth potential for the construction industry and opportunities for smaller businesses.

## RESULTS ACHIEVED

- 7,560 buildings had been applied for renewal with public assistance;
- 3,800 residential buildings - with 181,000 apartments "approved";
- 2,160 buildings with 142,000 apartments were completed;
- Total investments: approx. US \$2.40 billion for completed projects, and \$3.40 billion for all buildings recommended for the programme;
- Public investments: \$2.51 billion for all projects recommended in the worst areas;
- Substandard dwellings reduced from approx. 320,000 (39 percent of the total stock) to less than 125,000 from 1984 to 2001;
- Fully equipped apartments have gone up from

approx. 328,000 to more than 715,000 since the programme started 1984, and is still running.

## SUSTAINABILITY

Today, urban renewal offers to the property owner sufficient financial incentive while remaining socially oriented through the high level of public subsidy involved. Up to 90 percent of rehabilitation cost is born by the public sector through subsidies on bank loan annuities. The amount of money granted depends on the type of improvement option selected and on the standard of the building. The principle is that the worst kept houses must be the best subsidised.

The subsidy on annuities is highest, for instance, for the elimination of substandard dwellings (flats without bathrooms or toilets). In order to pay back the bank loans - reduced by the annual subsidies - rents may be increased temporarily to a cost-covering level set and controlled by the city authorities and accompanied by individual allowances to the tenants if necessary. It is important, however, to note that no further rent increase may be made during the fifteen-year period over which promotion is effective.

Today, one in five Vienna dwellings is in a building already being renovated or due for refurbished. There is still a lot to catch up with, and funds are limited. However, urban renewal has also turned out to be a major economic factor that promises to open up a vast potential for the building industry but also for smaller area-based enterprises, which can create new jobs in run-down districts.

Moreover, block improvement schemes, that is the improvement of whole blocks of buildings with different owners, aim at combining the improvement of flats with other measures. These are procedures like improving the living environment as well as backyard clearing; merging backyards of adjoining properties to lay out green spaces; creation of low traffic zones; preservation of small businesses compatible with residential areas; and insuring

neighbourhood shopping facilities, among others. Landlords, shop owners and the people who live in the buildings concerned are all involved in developing the block improvement project right from the beginning. Through the planning, coordination, and implementation phases detailed information expert advice and specific project management are provided to insure that whatever conflicts may arise can be resolved openly and that everybody's interests are respected to the greatest possible extent.

## LESSONS LEARNED

Although a high amount of public money has been dedicated to urban renewal projects in Vienna, a comparatively rich region, lessons can be learned also for the case of poorer areas.

These include priority of social criteria, acceptance of different lifestyles: area based approach to urban renewal, information and training, and using times of economic downturn to set the frame.

Priority of social criteria: Renewal programmes have to target on those already living in the area considering their financial standing. The first aim must be to improve an area without evicting the residents.

Accepting different lifestyles: The political aim is to preserve and improve as many old buildings as possible as long as it is economical to do so (that is cheaper than new housing). In this respect, it is not so important to achieve the standard of quality that new dwellings would offer. Different people have different demands on quality, and often these requirements can be met with comparatively modest means.

Soft renewal options should concentrate on small-scale or low-standard renewal schemes or both, giving new hope and pride to deteriorating areas. At the same time significant improvements can be reached through a step-by-step approach, following a careful survey of the existing problems and including self-help activities. Such measures can also strengthen local business and provide new jobs in the area.

Area based approach: Urban renewal consists of more than technical measures; typical area improvement schemes have to consider such problems as unemployment, crime rate, ethnic tensions, drugs, and so forth. That is to say such social problems cannot be solved by building programme alone. Area based renewal requires a decentralisation decision making and an interdisciplinary approach to tackling the existing problems.

Information and training: Early information has to be given to all parties involved. However, if all groups are to participate, professional support must be provided, especially for weaker groups and for minorities. Special training programmes for technical experts and locals are to be set up to compete with the range of problems to be tackled in typical renewal areas.

Using economically weak times to set the frame: As the case of Vienna shows foundations for a future sustainable development can be laid even if at present there is only little money to carry out improvement works. Laws have been passed although there is little to no means to improve the situation rapidly: they are the Tenancy Act and the Non-profit Housing Act. The Housing Improvement Act was also passed when

Austrian's economic condition was significantly weaker than that of most other Western European countries. Ironically, this may have contributed to avoiding problems experienced elsewhere, as there was less immediate economic pressure from different market forces. Times of economic downturn can, therefore, be used to concentrate on priority programmes and independently work out one's own plans for sustainable development based on a careful study of a specific situation. Vienna's way to assuming a leading role in urban renewal policies shows that it is well worth making the effort.

## TRANSFERABILITY

Although a large amount of public money has been invested in Vienna's renewal, the model can also be applied in situations where less money is available. Vienna has often undertaken consultancy work in this context for communities in Eastern Europe. Close contacts have been established between Vienna and the cities of Budapest, Hungary; and Bratislava, the Slovak Republic; for example. The experience gained is applicable to other urban areas where redevelopment measures are being planned.

## SAFEGUARDING BANSKA STIAVNICA, SLOVAK REPUBLIC

### SYNOPSIS

Banska Stiavnica is an historic town built in rugged, hilly terrain amidst rich finds of precious metal ores containing gold and silver. The town started to decline due to the gradual exhaustion of ore veins.

Almost the entire 20th century was affected by administrative, economic and social regression. University education was moved from the town, which also lost its position as an administrative centre. Significant scientific research institutions were disestablished. A great part of the intelligentsia also left and the population decreased by about two-thirds. All this resulted in deterioration of the town's historic core including several architectural monuments and sites.

After social changes in 1990, Banska Stiavnica, with a population about 11,000 inhabitants, lost 3,900 jobs. Under these circumstances, the government unveiled a plan to safeguard the town. The plan was for the town to gain international recognition to the point that it would inject into the state administration, national institutions, entrepreneurs and citizens, the importance of safeguarding the town.

In 1993, Banska Stiavnica was registered on the World Heritage List. Then, it became the district administrative centre. The seat of two national institutions and university education returned after an eighty-year absence; more than thirty significant architectural monuments were renovated; several important monuments and sites were preserved; more than 2,000 jobs were created; and infrastructure was completed. After ten years of concentrated effort

Banska Stiavnica has become a significant university centre and popular tourist destination.

### BACKGROUND

In 1990, there were scores of deteriorated buildings in the historic part of Banska Stiavnica. Neither the state, nor investors had any interest in safeguarding architectural and monuments of the state or investors. Jobs were lost, young people left town and housing in the historic sector of town became substandard.

The city government formulated the following objectives:

- Gain international recognition of the historic significance of Banska Stiavnica by registering it on UNESCO's World Heritage List;
- Ensure investors for renewal of deteriorated historic monuments and sites;
- Reclassify the town to a higher administrative level;
- Complete needed technical infrastructure;
- Create new jobs;
- Improve social infrastructure by providing conditions for permanent housing in the historic core.

The government, state bodies, universities, residents and civic initiatives set the priorities for safeguarding the town's renewal and guaranteed the project.

The city government elaborated the priorities named above in a separate document, where specific operational objectives were formulated and resources



defined for their implementation. In this way the concepts were prepared for safeguarding historic monuments and sites; housing in the historic core of the town; creation of new jobs; development of a water supply system. Others were building pressure zones; introducing natural gas, an electricity supply system; protecting the environment and improving the standard of living. Municipal bodies discussed and approved timing and financial resources. The next step was elaboration of the concepts into yearly operational plans.

## HUMAN AND FINANCIAL RESOURCES

Priority was given to mobilize human resources, especially to gain the support of residents for the project implementation. Bulletins as well as meetings were used to inform residents about the proposed changes and procedures. Meetings were also used to discuss the involvement of civic associations, volunteers and residents.

Another aspect of the mobilization of people was to gain sympathisers for the project implementation, especially from the locals, former students, weekend-cottagers, hut owners and other people who used to visit Banska Stiavnica repeatedly. The third step was to deal with influential people in society and in politics; people who promised their support for the project proposal.

The mobilisation of money was based on the principle that each owner had to upkeep his or her property to good condition to enhance the town's aesthetic image. Each owner also had to be involved in social and economic activities. All the properties in the town were divided into two groups: those needed for public functions, and the others. The others were sold on condition that buyers restored them. The income from these sales was then used for renewal of municipal buildings and public spaces.

## RESTORATION PROCESS

The project faced a lot of legislative, economic and

technical hurdles. The first was that the country was not a signatory to the Convention Concerning the Protection of the World Cultural and Natural Heritage. The local government in the early 1990s started to initiate consultations with the Ministry of Foreign Affairs of the Slovak Republic on joining the Convention on World Heritage and for Banská Stiavnica to be registered on the World Heritage List. These efforts succeeded and Banská Stiavnica made the list in Cartagena, Colombia, in December 1993. Based on this, negotiations started with the Slovak government on a system of supporting programmes to safeguard and manage Banská Stiavnica as a World Heritage Site.

The procedure was tedious and it was not until 1997 that the central government adopted a resolution containing 56 tasks, and clearly defining the range and contents of state support for Banská Stiavnica. At the same time, the local government consulted owners on the procedure for the renovation and utilization of the monument but owners of the monuments changed. Several of the monuments owned by the municipality were sold to private buyers. Each year up to four large monuments were renewed, and at the same time fifteen to twenty more were under renovation. Due to the support of local and external investors, the local government could afford to prepare a project of final adjustments of public spaces in the historic core and to complete the infrastructure.

At the same time basic decisions about permanent housing in the historic core were made. One of them, based on mutual cooperation between the local government, city residents and civil society initiatives, was that a large part of the buildings would be used for housing. At the same time the process of revitalization of the close surroundings of the historic core was initiated by the city government. A potable water supply system was installed, eliminating the need for residents to get their drinking water from wells. Residents now started to cooperate, share and improve their homes, making a marked change in attitude about housing in the original mining settlements. The process of decision making was

almost unanimous as the implemented measures revived the residents' waning hope of dignified housing in the steep terrain of the town.

## RESULTS

Since the beginning of the initiative more than 30 historic buildings have been renewed and fully integrated in social and economic life of the town. Sixty apartments have been gained in the renovated historic buildings in addition to spaces for retail businesses and administration.

After more than 30 years the town has again become the administrative district centre. National institutions were re-established and, after an 80-year break, university education returned. All this attracted new town residents, especially the intelligentsia. In the historic core of Banská Stianica three hotels were established that contribute to tourism development. A more environmentally friendly municipal waste water treatment plant has been installed. Eight water reservoirs that were part of the historic water management system were rebuilt in the natural environment of the town and its immediate surroundings.

The changes in the physical conditions of the town persuaded the residents of the significance and efficiency of the revitalization process for it improved housing quality, shopping services, created new jobs and recreational centres. Another effect for the town was that its social prestige within the Slovak Republic increased as did civic activities aimed at further development of the revitalization process. The results achieved contributed also to gaining the confidence of investors and state bodies that encouraged even more investment into the town.

The most significant aspect in ensuring sustainability of the results achieved, and further prospective improvement of living conditions in Banská Stianica was to merge renovated historic objects into social and economic life of the town. With the availability of improved permanent housing in the historic

buildings, young families moved in. This also provided them new jobs in the historic buildings renovated for business, especially in shops and services. In this way, the permanent social, material and economic life was improved.

The location of national institutions in the town centre has enabled continuous contact of the historic environs with new residents. This is important for continual regeneration of information and ideas, as well as dissemination of new knowledge and positive experiences of life in Banská Stianica.

Capacities of building companies, which in the first stage were used mostly for safeguarding and renovation of historic buildings, are utilized increasingly for maintenance of renovated monuments. This means permanent jobs in the building firms, at the same time assuring a high standard of maintenance of the renovated monuments and homes.

Environmental gains were also made; this came from the replacement of outdated heating systems of central boiler rooms from brown coal to natural gas. This in turn removed acid rainfall that had previously damaged the historic buildings.

General renovations of dams within the historic water management system resulted also in renewal of the water reservoirs which, while conserving rain water, does not lead to a variation of the water level in the surrounding area. The existence of permanent administration and supervision of the reservoirs has resulted in efficient water management.

## LESSONS LEARNED

- Deteriorated historic buildings cannot be removed effectively unless there is not long-term prospective of their utilization corresponding to their historic significance. In addition, there will be no success if the use of these buildings is not woven into in the social and economic life of a town. That is the reason why revitalization is preferable to renovation of

historic buildings. When preparing a renovation plan of an historic town building, technical and organizational possibilities should be viewed in accordance with the long-term social and economic possibilities.

- Renovation of a dilapidated historic town cannot be forced. It is not possible to develop a revitalization programme of renovation without involving the community, and without persuading of the residents, concerned governmental and non-governmental institutions. The public should not be mere bystanders; they must be direct and interested participants who contribute to management of the processes.
- A programme of town renovations should be given incentives so as to attract investors. The incentives should be based on stability of the social and economic environment, and on guarantees of the local government about the firmness of its decisions and its conviction to achieve its plans always. The guarantees should become a part of public opinion that should support the town renovation programme as the most important priority.

- When preparing and implementing a plan, home and foreign experiences should be reviewed continuously in solving problems. One must learn from one's own mistakes and those of others if repetition of errors are to be avoided.

The lessons learned in Banská Štiavnica have been replicated and adapted mainly within the Slovak Republic. Mostly only partial experiences are applied, for example safeguarding monuments and sites. Historical environment for tourism and the use of historic buildings for permanent residential housing can and should be exploited.

One significant lesson learned is the danger of overestimating the historic significance of monuments without making a realistic assessment of their potential contribution to contemporary social and economic life of the town could be. Such an approach enables permanent development of historic towns. More useful is a general revitalization approach that incorporates conservation of historic monuments.

## PROTECTION AND REHABILITATION OF HISTORICAL WORLD HERITAGE, SANTIAGO DE COMPOSTELA, SPAIN

### SYNOPSIS

For the past decade, Europe has witnessed persistent levels of unemployment, a lot of which is concentrated in inner cities. Immigrant populations have also occupied old housing stock where the lack of amenities has made them less desirable for middle and higher income groups. This has resulted in the gradual deterioration of entire inner city neighbourhoods.

Owing to their location in or adjacent to historic centres, this trend has also posed particular challenges to the conservation and preservation of historical and cultural heritage. Many initiatives to upgrade these neighbourhoods have resulted in gentrification, further exacerbating the support of affordable housing, urban sprawl and social exclusion. In recent years, however, several Spanish cities have embarked on a new and integrated approach to conserve their cultural heritage and environment while providing affordable houses and promoting social inclusion. One such policy, as exemplified by continuous efforts spanning over a decade, can be found in the city of Santiago de Compostela, in the Galicia region of Spain.

UNESCO recognizes the city, with its population of 120,000, as a World Heritage Site. In addition, it is known as the final destination of St. James' Way. Often called by its Spanish name el Camino de Santiago. St James' Way is the pilgrimage to the Cathedral of Santiago de Compostela where legend has it that the remains of the apostle, Saint James the Great, are buried.

The city had witnessed progressive deterioration throughout the 1970s and 1980s. Middle class families, attracted by suburban residential

development, deserted the area, leaving 16 percent of the houses empty. The remaining population was rapidly aging. Abandoned riverbeds and poorly maintained open spaces exacerbated the decline. Over 40 percent of the homes required rehabilitation before they could be fit and safe for habitation

In the framework of a complex town planning policy, urban restoration pays special attention to two important problems in today's historical cities: the preservation of residential usage with the improvement of the population's housing conditions, and the environmental regeneration of open spaces that have been in a marginal state.

More than 650 projects, backed by public money, have boosted the rehabilitation process with demanding environmental and heritage criteria, resulting in more than 400 private projects.

The policy of restoring open spaces has consolidated two green corridors that include public riverbeds, woodland and vegetation, historical gardens and ethnographic elements. More than eighteen hectares of new parks have been created.

Santiago de Compostela is a destination of millions of pilgrims who, apart from enjoying its heritage, become immersed in a historical city with all its attributes, including the most fragile and valuable ones: the inhabitants who continue to use it as they always have after twelve centuries of existence.

### PROCESS

In 1994, the city's Municipal Council approved the Special Plan of Historical City Protection and



Rehabilitation. The objective was to revive the historical centre by taking a comprehensive approach to rehabilitation. In physical terms, this entailed the creation of green space, the development of a new traffic system to ease congestion and pollution, and the careful restoration of architectural heritage. In social terms, the plan recognized the need to provide affordable solutions for housing so that gentrification and social exclusion could be avoided.

## OBJECTIVES AND ACTIONS

These are as follows:

1. Residential usage, preferential objective in the historical city.  
Actions: comprehensive rehabilitation programme involving 1,270 buildings, 2,400 homes; improvement of installations and green spaces.
2. The historical city: large-scale pedestrian infrastructure, meeting place, link between different parts of the city.  
Actions: Elimination vehicular traffic with strict access regulation; New pedestrian routes; Compactness and continuity of urban growth.
3. Creation of green corridors in the historical city.  
Actions: Parks in the west linking the university campuses, in contact with rural landscape. Parks in the east linking traditional neighbourhoods near the Way of St. James. Reclaiming riverbeds and tributaries.

Resources to carry out the plan came from the state, regional and local administrations with those of residents and people working in the city. Initially, there was opposition to the project from several quarters. Building contractors opposed the reintroduction of traditional building materials and low cost, low energy technologies. Similarly, many shop owners opposed the introduction of pedestrian lanes and car parks. These obstacles were overcome, however, through extensive consultations with different stakeholders, a public awareness and sensitisation programme; and a clear transparent explanation of how the plan would

increase public and private resources, create new jobs, and help boost tourism.

## RESULT

The main outcome of this initiative lies in the provision of improved housing at an affordable cost while improving the aesthetical value of the city. By 2002, more than 650 projects were completed with an 80 percent occupancy rate. The programme reversed the trend of systematic destruction of the wooden interiors of unique historical and architectural value. Because of the success of these projects, a further 400 projects were initiated exclusively by the private sector. Twenty-three hectares of new public parks were created and maintained by the city council.

There has been a notable change in the resident's attitude towards their natural and living environment as witnessed by the overwhelming level of financial and technical support from a wide range of stakeholders. New fields of specialization and employment have resulted from the projects as shown by the creation of new small and medium enterprises, as well as new professional and technical listings

The historical city has been reintegrated with its natural surroundings. Pedestrian lanes have been restored and an integrated network of walkways, parks and gardens provided. Public and private partnerships has been institutionalized through changes in public policy. A series of training courses were organized for architects, technical experts, masons, plumbers, electricians and other vocations designed specifically for rehabilitation of historical buildings. The city is currently a partner to the Finestra (Recite II) programme that encourages the exchange of public and private collaboration experiences with other cities in Europe.

## SUSTAINABILITY

Financial: The housing rehabilitation costs are affordable for the users. The sobriety of the projects, the reuse and repairing of elements has made them

eligible for public-sector subsidies. These public sector subsidies are accompanied by an investment on the part of the users and are administered according to the criterion of stimulating such investment.

The restoration of public spaces requires important resources for their acquisition and execution. However, the beneficiaries of urban developments donated free a significant seven-hectare piece of land. The investment for preparing such spaces is centred on regenerating the woodland and a layer of vegetation adapted to the climate.

**Social:** Rehabilitation has stopped the loss of residents and maintained the social diversity. Locating large urban parks and prestigious installations has integrated the surrounding segregated spaces

**Cultural:** The preservation of the historical city's cultural value, applied rigorously in the case of constructed heritage, has also taken into account its social content, as a living expression of coexistence in a city of multiple functions; of inhabitants from different classes; and of different cultural expressions.

**Environmental:** Environmental sustainability characterized these projects. The consistency applied in the introduction of a small-scale rehabilitation method that has the objective of functionally restoring all possible structures has reintroduced construction techniques and logic capable of prolonging the buildings' life and reviving the use of wood in construction.

## LESSONS LEARNED

- Social diversity as a cohesive value has an opportunity in historical cities with housing rehabilitation policies based on project economy and appropriate technologies.
- Knowledge of traditional techniques and materials, compatible technological innovation and qualified conservation and repair practices enable the multiplication of restoration initiatives.
- The success of the restoration depends on the active participation and direct financial involvement of the population. Sometimes technical assistance and advice is more appreciated than economic aid.
- The material, social and environmental crisis of historical cities requires coordination among administrations. The local administration is responsible for the planning, strategies and direct management of the initiatives.
- Restoring nature to the city, also in its historical centre, is a legitimate aspiration with an immediate improvement in the quality of life. Reclaiming deteriorated free spaces in outlying areas can promote urban integration and social cohesion.
- Interventions in historical buildings, designed to last, make up a rich educational and experimentation field regarding themes of sustainability, the quality of life, and development models of human settlement.
- The urban restoration of Santiago de Compostela has gained important national and international recognition with the awarding of the 1998 European Town Planning Prize, by the European Commission and the European Council of Town Planners, to the Special Protection and Rehabilitation Plan. The city is represented in numerous forums, conveying its experience to other cities.

Compostela's experience has been conveyed to different cities worldwide through the Assembly of World Heritage Cities, participating in international cooperation relations with several Latin American cities.

Three successive series of rehabilitation training courses for architects and technical architects have been held biannually.

The city's experience makes its programme replicable. These experiences are the comprehensive nature of the projects, their direct relationship with the citizens'

most specific problems and the direct involvement of the local administration with limited technical and financial resources. Compostela's was a locally based project that, identifying the opportunities of its cultural and environmental resources, managed to attract the attention of the authorities. It, thereby, became a project of national interest that has served to promote the city, its cultural heritage, and the region of Galicia internationally. It has done so without losing sight of the underlying social and environmental objectives that the city requires.

## REMAINING CHALLENGES

Some problems remain. An unintended outcome of the restoration has been social exclusion: the historic city centre has become fashionable and some lower income people cannot afford to live there. The problem remains only partially solved. Another mixed outcome has been the volume of tourists that the city receives each year. With visitors arriving by the thousands, it has been a challenge to balance the needs of tourism, culture and the normal life of residents.



## CONSERVATION OF THE CULTURAL HERITAGE, HALMSTAD, SWEDEN

### SYNOPSIS

Countries around the Baltic Sea have common problems that can be summarized as the lack of regional growth, the lack of regional cohesion and cultural diversity, high unemployment, and environmental pollution.

Today, cultural heritage and diversity is regarded as an important resource for regional and local identity as well as for regional growth and sustainable development, which if managed properly can strengthen democracy.

Funding the maintenance, conservation and restoration of architectural cultural heritage is a worldwide challenge. The Halland region of south-eastern Sweden has found an answer to this challenge. The Halland Model operates in regional cross-sectoral and problem-oriented networks. The measure-oriented planning system has had an important community impact; especially in employment, training and education programmes related to saving, restoring and maintaining valuable cultural buildings. The idea is that after the restorations, the buildings accommodate an activity of importance for the regional and local development, and sustainable growth.

Eighty valuable buildings have been saved and approximately 1,000 construction workers have been trained in traditional building techniques. The Project Halland Model in Olsztyn had significant positive consequences for regional development, the strengthening of democracy, cultural identity and cohesion, even in diversity.

A partnership for conservation was established under the name Balcon. It includes Kaliningrad, Russia; Kaunas, Lithuania; Utena Lithuania; Preiļi/Latgale, Latvia; Tartu, Estonia; and Christiansfield, Denmark. From Poland, the regions of Lodz, Lublin, Krakow, and Wroclaw participate in the partnership.

### THE CONSERVATION PROCESS

The post-communist states in the Baltic Sea region are transforming into market economies and decentralized governments. However, the countries have problems concerning poverty, regional imbalance, urban management, unemployment and environmental pollution.

The 1990s in Sweden were a time of financial crisis and a high unemployment. Therefore, the priority was to fight poverty through sustainable development in projects with optimal community impact. Sweden achieved this in broad joint action programmes where various types of problems were solved at the same time. Such actions required sophisticated planning and organization. The priority was the restoration of the most valuable buildings at risk. Construction work, and especially conservation work, is labour intensive. After restoration, the buildings could host important activities such as appropriate industries, tourist attractions and cultural events. The aim was that the restorations should integrate with the existing general market.

The plan was to establish the cross-sectoral and multi-problem-oriented networks. The main objective was to provide jobs for unemployed construction workers

who restore historically valuable buildings using traditional building techniques and materials.

“Save the jobs, save the craftsmanship, save the buildings” was a working slogan. The cultural heritage sector identified the building and the construction sector trained the builders.

Today, various public planning tools are linked and targeted at specific common goals. The broad joint actions lead to broad co-financing and optimization of resources, but also to strengthening of regional cohesion and active participation of politicians, civil servants, workers, and users of the premises.

The cross-sectoral networks at regional levels are organised as steering committees, with leading regional politicians chairing. The Regional Museums of Halland constitute the project management of Balcon. Each restoration site has its own organization.

The Swedish government has granted Balcon over three million kronor for the Regional Museums of Halland as project managers. The government has also been contributing to the Halland Model since 1993 when launched, providing approximately 25 million kronor in annual regional subsidies to the County of Halland. Of this amount approximately 20 million kronor was allocated to the labour market policy. In the Balcon projects the European Commission, the Polish authorities and Swedish local authorities together with estate owners have contributed approximately another 25 million kronor.

In 1996, the Halland Model was named one of Sweden’s ten best practice projects, and it was used to present Sweden as a new member state in the European Union. At the same time international co-operation started with the implementation of the network in Poland. Today, the networks are established in ten different regions around the Baltic Sea that are linked together in the Balcon partnership.

The work starts with linking different public sector planning instruments. A selection of listed buildings at risk is carried out. One building of historic value that is selected in terms of material, size, location, and co-

financial states is chosen. The selection process has a strong bottom-up approach. Unemployed construction workers carry out the restoration. They are trained in traditional building techniques and then sent to practice on the restoration site. This means that the cultural heritage sector must co-operate with the building industry that is in charge of the training programmes. The programmes are open to unemployed workers. Of utmost importance is that the restorations do not disturb the existing building market. Instead, they provide more jobs in the building industry. .

By linking different sectors of the society, it possible to see which activity could take place in the restored building. Several bodies try to solve a number of problems at the same time: a cross-sectoral, multiproblem-oriented network is achieved.

When a building is about to be restored, the feasibility study is carried out. Different sectors present their contributions to the restoration effort. A preliminary budget is presented and negotiated. After the quality and quantity surveys specify the costs, material, and labour, the budget is fixed. The contributions from different co-financiers are then decided.

Now the actual restoration starts. The unemployed are first given theoretical education in construction, traditional techniques, cultural history, and security at a construction site, among other things. The long-term unemployed are trained in commonplace social contacts. After inauguration, new activities start. They could be in the tourist business: well-preserved buildings are popular as tourist attractions. For culture, they could be used as museums, exhibition halls; but also as artist villages, city theatres, and as cultural centres or for education.

## RESULTS ACHIEVED

In Poland a medieval castle, a palace, and a 19th century dwelling have been restored. Today, they are used, respectively, as an international youth cultural centre, an ecological centre, as a regional museum, and as a Baltic Sea centre. The centre hosts a regional development agency, the European Union office, and



the regional library. All activities are significant for sustainable development. In Sweden, almost eighty buildings have been restored this way. More than 1,000 construction workers have been employed and an additional 300 jobs created in the renovated buildings.

Strategically important employers who threatened to leave the region have been dissuaded; the new environment attracted new employers and this has contributed to strong regional cohesion.

After the project in Poland, the international network increased to fifteen partners with cross-sectoral networks.

In the report to the Swedish government, the project was acknowledged as having had an impact on regional development, having strengthened democracy, and having spurred cultural diversity.

## SUSTAINABILITY

Balcon has developed tool kits for regional cross-sectoral co-operation. In the process, several public sectors are engaged at local, regional, national, and international levels. Small and medium-sized enterprises are actively involved. Several entities can therefore join the project with their specific objectives (labour market, environment, education, cultural heritage, tourism, among other things) and contribute to the total financing.

Restoration allowed for the long-term unemployed to receive work and for immigrants as well as young apprentices to be introduced to the labour market. Female construction workers were also trained and employed.

The restored buildings are all of great importance for cultural heritage and identity. The restorations in different regions, cities and villages have improved the cultural diversity of Europe. Cultural heritage includes both tangible and intangible assets: for example, the younger generation has learned older, traditional construction techniques. This knowledge is useful for

the ecological approach of modern construction.

One of the objectives is to save buildings instead of destroying them. Another is to use environment-friendly materials. Several activities in the restored buildings are significant for ecological education, regional sustainable planning, practice environmental heating systems, or production of friendly solid fuels.

## LESSONS LEARNED

Cultural heritage is closely related to regional development, sustainable growth and the fight against poverty.

Inhabitants of an area want to co-operate to improve their lives. The Balcon project demonstrates that with the right organization at international, regional, and local levels, the protection of heritage could also strengthen democracy. Cultural heritage is one of the most important assets for cultural diversity. The initiative demonstrates that regional cohesion, cross-sectoral and multi-problem-oriented networks can be important tools for fighting poverty through regional sustainable development.

The exchange of knowledge and experiences between regions and nations was first organised in various work groups where politicians, civil servants, representatives of trade unions and employees, small and medium sized enterprises participated. Everyday benefits and problems were discussed to see how such networks could fit a specific organisation into a specific region. Their experiences have been presented and discussed at several seminars around the Baltic Sea region and in other parts of Europe.

Several major international conferences have been organised, for example at Restrade, with participants from the highest national level from the whole of Europe, where the Halland Declaration was accepted.

The initiative has shown the importance of approaching heritage preservation in an integrated way that deals with the built and natural environments, culture and economic opportunities.

## CUBA: URBAN INTERVENTION IN THE HISTORICAL CENTRE OF BAYAMO

### INTRODUCTION

The deterioration and loss of the housing stock in one of the oldest zones of Bayamo, due to a lack of maintenance, was a cause for concern. This resulted in the local government and the Provincial Department of Housing recognizing, in 1996, the need to restore and maintain 3,956 homes.

A policy directed at maintenance of certain key points, plazas and real estate was studied in order to preserve the historic architectural patrimony already in place.

The objectives laid out were to stop the deterioration of housing stock, to rehabilitate the urban image, and to eradicate precarious conditions in Bayamo.

Through the formulation of a unique plan, the programmes of action were defined and these were launched to:

- Restore 2,205 dwellings in thirteen main streets;
- Restore plazas and their surroundings. The Plaza of the Revolution (Central Park and its surrounding) and the Plaza of the Hymn were selected;
- Make the commercial thoroughfare of the city pedestrian-friendly;
- Eliminate thirteen seriously deteriorated blocks;
- Conserve and rehabilitate dwellings within the restoration zone;
- Rehabilitate works of cultural, social and service character.

Significant results were obtained from the combined efforts of the municipal administration, state companies, and residents in a coordinated task.

These results were:

- 10,912 inhabitants improved their standard of living;
- Thirteen blocks were demolished and transformed into 102 adequate dwellings from which 510 inhabitants benefited;
- 27,228 dwellings were conserved and rehabilitated or relocated;
- The Hymn and of the Revolution plazas were revived;
- Other works of cultural, restaurant and service character were rehabilitated inside and outside of the selected zone;
- The city's image was greatly improved.

### RESTORATION PROCESS

The shortage of building materials in the 1990s, caused by an economic crisis in Cuba, resulted in a lack of systematic maintenance and repair of housing in the oldest quarter of Bayamo. Over a period, this caused the loss of cultural heritage values while it exacerbated precarious living conditions already in place.

Through the initiative of the local government, supported by the provincial government and the Provincial Department of Housing, the need to introduce an intervention directed to recuperate and to stop the deterioration of 3,956 existing dwellings in the oldest zone of the city was recognized in 1996.

The Popular Counsel of San Juan - the Christ was selected, since it corresponds to the historic centre of the city and where many buildings of colonial architectural value are concentrated.

A policy directed towards conserving main streets, plazas and real estate was adopted. Intervention prioritized the technical upgrade of the buildings, the rescue of real estate with historical value, and the elimination of precarious living conditions, and improvement of infrastructure.

Thirteen thoroughfares were selected within the city's historic centre; in particular the Bayames Paseo, commercial street that became pedestrian walkway; the intervention in the Plaza of the Hymn, in the area of and around the Cathedral; and the Plaza of the Revolution in the area of the central park and its surroundings; as well as other social works found within the historic centre. This permitted the combination of timely and urban joint action to improve the image of the area.

The local government and the Provincial Department of Housing acted as principal agencies in partnership with a diverse range of relevant bodies. Residents and the elected officials were also mobilized and highly involved.

Fundamental phases were established to undertake the project. These were the organizing phase, the preparation of technical documentation and definition of priorities phase, and the execution phase.

Multidisciplinary and multi-sectoral teams participated actively in the conception and execution of the project. Companies of the region, including the Ministry of Construction, the Ministry of Sugar, the Department of Agriculture, citizens' participation group and other agencies contributed technical resources to the effort.

Among human resources, the following was emphasized: the resident population that together with the state executing organ and under the principle of cooperation played a strong protagonist role. The participation of the transportation, agricultural and social micro-brigades, as well as construction businesses from citizen participation groups, was significant.

At the beginning, the plan was ambitious in scope and had to be scaled down in line with the reality regarding time and resources. As process or method to



Cuba ©: W. Seaforth/UN-HABITAT

be followed in the zone, a diagnosis on the technical inventory of the real estate and its surroundings was carried out. All the necessary documentation of projects and the human and material resources needed were, therefore, defined.

The interrelated nature of the actions to be undertaken and the diversity of the companies involved in the process made the creation of a general coordinating body necessary. This coordinating body was linked to the government and comprised all the construction companies, investors, suppliers and designers. Through this group the priorities, the resource allocation and time limitations were analyzed.

The systematic controls established through the general coordinator permitted the best allocation of resources and the execution of the works. The objectives laid out in the intervention plan were fulfilled by more than 70 percent and can be summarized as follows:

- 2,728 constructive actions carried out - conservations, rehabilitations and relocations;
- Thirteen blocks eradicated, converting 102 dwellings with adequate minimum conditions and benefiting 510 inhabitants;
- Technical improvement of 215 dwellings;
- Rehabilitation of works of a cultural, social and service character - museums, hotels, and commercial installations;
- Standard of living rose for 110,912 inhabitants;
- The image of the city was improved considerably.

One result of the improving the standard of living was increased solidarity among citizens and the neighbourhood in general. The changes produced have had a favourable impact in the conditions of the locality and the level of the city's development.

The public attitude, that at the beginning of the intervention was largely skeptical, can now be qualified as positive. The restoration strategy allowed integration and coordination focus among different programmes and actors. This produced positive results that can be applied elsewhere.

## LESSONS LEARNED

The way in which the initiative was organized made it easier to concentrate manpower and material resources, thereby achieving a high degree of integration and multisectoral work in each of the activities. The organizing process was participatory and institutional, permitting the advance of the work and optimal use of resources.

To undertake similar actions of intervention in other places, the following is fundamental:

- Precision of scope and time limit for execution that each action will require - which is only possible through a unique plan that equally considers architectural and sociocultural actions, for example;
- The formulation of an effective programme that defines priorities with clarity;
- Stable and systematic source of financing and of suppliers capable of guaranteeing everything needed during the process of intervention;
- A coordinating centre for actions, works and resources, that systematically organizes and regulates;
- Ability to achieve, through the existing social structures, the extensive participation of the beneficiaries in the project.

The most important aspects that need to be kept in mind for adaptation to other initiatives include:

- Identification of the problem in the area to be intervened;
- Human, material, and financial availability of resources that, although may proceed from different sources, can nonetheless coincide in the purpose;
- Competent technical teams to carry out projects and assume management of the works;
- Creation of a coordinating centre;
- Existence of social structures that can enable public participation.

## QUITO, ECUADOR: SOCIAL HOUSING IN THE HISTORIC DISTRICT

Historic centres are magnets that attract large projects and investments aimed at their renewal. This revaluation of these centres has emerged in response to the tourism and financial potential attributed to such areas. However, at the same time, the transformation of the centres highlights the structural contradiction between historic-cultural wealth and socioeconomic poverty, and between the homogenization demanded by the market and the cultural diversity of cities.

Quito, the capital of Ecuador, is home to one of the most significant historic city centres in the world. The Quito Historic Centre occupies a surface of 376 hectares, encompasses 4,700 houses and is home to 50,200 people. The Centre attracts a daily influx of 300,000 visitors, workers and shoppers. Of these, nearly 30,000 are school students. Sixty-five percent of the historic buildings, churches, convents and government facilities form the heart of the Centre that covers 54 hectares. This is surrounded by fourteen adjacent neighbourhood districts.

The Centre forms part of Quito's Central Administration Zone that was established on the creation in 1994 of the Quito Metropolitan District,<sup>1</sup> which encompasses a surface area of 409,468.05 hectares<sup>2</sup>.

**1 Comprised of 8 Administraciones Zonales (Administrative Zones)**

**2 This surface may be broken down into an urban Quito area of 19,135.91 hectares and a suburban area of 390,332.13 hectares. Data obtained from the Land Planning and Housing Department of the QMD.**

**3 The liberation movements in the Spanish colonies in America began with the proclamation of a Sovereign Council in Quito on 10<sup>th</sup> August 1809.**

From pre-colonial times, Quito has been an important political, administrative, commercial and cultural meeting point. In 1534, the Spanish founded the city of San Francisco de Quito, thus heralding a colonial period that lasted nearly three centuries, and giving rise to the Historic Centre, built on the ruins of an Inca settlement. The blend of native talent and Hispanic art in the 16th, 17th and 18th centuries, its location and historical significance<sup>3</sup>, led to recognition of Quito's "exceptional universal value", and its declaration in 1978 as a UNESCO World Heritage Site. This alone served to enhance awareness of the degree of social, urban, architectural and economic deterioration of the Centre and the pressing need for its preservation.

At the beginning of the 20th century, the majority of the population and life of the city revolved around the geographical area known today as the Quito Historic Centre. In mid-century, the emerging models of consumption created new economic activities and focal points of attraction to the capital; many families moved to areas to the north with better infrastructures and later, to the adjacent valleys. Changes in spatial structure, land use and economic activities slowly redefined the centre-outskirts relationship, and the Historic Centre witnessed the partial loss its habitability. Since then, north-south residential segregation and spatial fragmentation have set in, as well as other forms of exclusion that still persist, reinforced by physical and social barriers.

The aforementioned processes, inappropriate urban planning policies, the incapacity to deal with the city's multicultural diversity, together with the lack of jobs made the incorporation of families migrating from the



rural areas a source of conflict. Housing in the heart of the Centre was replaced by warehouses, shops, low-rent homes and hovels. Street-vending prospered along footpaths and squares. The basic, already obsolete services collapsed. Some neighbourhoods and streets were identified as prostitution and drug zones; these were unhealthy, unsafe and socially dysfunctional areas. The main victims of this situation were the children of poor or broken families.

The Centre has enormous symbolic importance, given its history and its role as a central public space that structures and unifies the city. It is a place where people interact, where collective identities are forged, where group living is given meaning. It was a place where public debate used to take place. It eventually fell into decadence.

The earthquake that razed the country in 1987 further aggravated the Centre's deterioration. That same year, the city embarked on a complex, multidimensional and multifaceted rehabilitation process that is still underway.

#### The Process and its Actors, a Distinctive and Yet Unfinished Business

The various activities undertaken to rehabilitate the city's historical heritage focused on the following areas of interest: a) to upgrade the physical, social and economic conditions in the city; b) to prevent the forced displacement of the area's poor residents; c) to recover public spaces and create opportunities for economic development, and reactivating the cultural and tourist appeal of the area.

The first projects undertaken in the Centre began in the 1980's. The devastation caused by the quake gave rise to the establishment of the Cultural Heritage Preservation Fund, or FONSAL. It is an entity created primarily to restore, preserve and protect the 4,286 cultural heritage assets inventoried in the city (Carrión, 2003). The design of the 1992 Master Plan for the Integral Rehabilitation of the Quito Historic Centre

re-examined the focus of the rehabilitation of historic monuments<sup>4</sup>, and set out to tackle the issue of the social and economic problems in historic areas. Thus, a number of social projects were implemented, in compensation for predominantly physical and spatial activities (Carrión and Vallejo, 2003, p. 69-72). The second stage of the plan envisaged actions aimed at improving public areas, rehabilitating housing, promoting tourism, and leisure as well as recreational activities.

The Historic Centre's renewal was undertaken with the cooperation of the governments of various countries in the design and execution of housing and other subsidized projects. The Historic Areas Commission, the Caspicara Foundation and the National Institute of Cultural Heritage, amongst other organizations, also contributed money. The departments of land, planning and housing, the Quito Municipal Central Zone, the Empresa del Centro Histórico de Quito (the Historic Centre Company), FONSAL, and a number of metropolitan services and bodies also played significant roles in this process.

In addition, UNESCO provided the design of a profile for the Integral Sustainability Programme; the Regional Government of Andalusia in Spain, through the Council of Public Works and Transport, provided technical and financial support for the rehabilitation of the Quito Historic Centre during the 1997–2004 period. The European Union implemented supplementary social actions such as the Social Development of the Centre Zone project, which was responsible for establishing the Centro Violence Prevention Centre; the Home for the Elderly; various early education services; and the QUITO-COSPE Project set up to help marginalized and discriminated families and children.

**4 According to Carrión and Vallejo (2003 p. 72), in this stage of the process, the social sustainability strategies were merely complementary and not a priority goal.**

In mid-1994, after five years of negotiations, the Inter-American Development Bank approved a \$51-million loan allocated to the implementation of the Quito Historic Centre Rehabilitation Project. – The Quito Historic Centre Company was subsequently established to carry out this ongoing project until 2004. The goal was to recover the heart of the Historic Centre with the final objective of creating it as a tourism resource. To do so, alliances were forged with the private sector to spread the investment risk and transaction costs such as buying of government property.

The Metropolitan District has worked throughout the last 16 years to rehabilitate the Historic Centre. This has meant an average investment of \$12 million annually in a complex negotiation process with the owners and tenants of the properties, street vendors, transport companies, private firms, and the Church which held title to certain existing heritage assets.

The work revolved around: a) redirecting the use of architectural structures; b) rehabilitation of properties, restoring unsafe and abandoned buildings<sup>5</sup> to residential use, and c) recovery of public spaces, relocating the street vendors in new shopping centres and organizing vehicular traffic.

The recovery of public spaces encompassed the relocation of street vendors; the provision of parking areas in a concentric ring around the Historic Centre; the incorporation of elements to prevent parking on footpaths; traffic signals and provision of street fixtures; amongst other items. The rehabilitation of culturally significant buildings (such as the Centro Cultural Metropolitano and the Museo de la Ciudad) and the simultaneous investment in urban furnishings, lighting and safety have gained popular acceptance and use in a very short time. The many pilot projects carried out to encourage other initiatives have served to stimulate private investment in catering, hotel and tourist services.

**5 Resources from the Sistema de Incentivos a la Vivienda (Housing Incentives System - SIV) of the Ministry of Urban Development and Housing (MIDUVI) were used to achieve this goal.**

Subsidized housing renewal projects commenced in a highly unstable economic and political context in Ecuador; it was a period during which the national currency was devalued by over 200 percent in the transition period, from 1998 to 2001, to the dollar system of the Ecuadorian currency structure. Despite this financial crisis 144 new homes were built and 140 restored. Seventy-five percent of the new and restored homes were subsidized to guarantee that poor families would have access to money through the savings, bonus and loans.

Some of these families had to be given temporary housing while the rehabilitation work was in progress. Those who did not have the money to buy homes in the area they lived were offered that possibility elsewhere and at a lower price. In total, through all the different initiatives, including the Make Your House Right Programme, some 1,200 homes were rehabilitated and built (Carrión, 2003 and 2006).

So far, the renewal of the Historic Centre has caused only minimal displacement of the poorest families to other areas of the city. However, the initial goal of 4,000 homes<sup>6</sup> has not yet been attained, possibly because there are still factors that restrict potential homeowners from buying property. Some of these factors are the non-existent or minimal ability for families to repay loans, and the lack of subsidized housing loans.

Popular opinion is unanimous that basic infrastructure such as drinking water, a sewerage system and street lighting is much improved; as are the homes, neighbourhoods and general living conditions in the Historic Centre. As a result, property values have risen and there has been a surge of interest in living in this area. Recently many homeowners have restored their properties through subsidies and loans. Some banks and hotels have acquired buildings in the Centre for rehabilitation, hiking the value per square meter of land. After the earthquake, the value per square metre of land in the Centre was \$632. From 1991 onward, it rose to \$90 (Arizaga, s/f, p.19). Currently it fluctuates

**6 The IDB assessment (2004) states that “100% of the goals were achieved”.**

from \$300 to \$800. This movement may have adverse effects at the medium term, which is the displacement of the low-income population. The municipality does not monitor displacements and this aspect is not addressed by the project.

However, efforts must still be made to reduce absentee property owners, to improve safety, and to reduce car exhaust emissions in the area.

The most unusual action undertaken in the Historic Centre to recover public spaces was the relocation of street vendors, primarily women. This complex project was able to minimize the contrast between the multicultural and architectural wealth on one hand; as compared to the deplorable, precarious working and living conditions of Quito's street vendors on the other.

The relocation of street vendors began in 1991, when the Metropolitan District Council approved ordinances aimed at regulating the use of public areas. These had an unexpectedly adverse result, by institutionalizing permits to set up shop on the streets and in the squares. During the 1990s there emerged organizations, intermediaries and politicians who made their name defending peoples' right to work in the streets in the Historic Centre or who simply refused to move to other designated street vending areas in the city, in open defiance to authority (Carrión, 2003).

After a previous failure, the Street Vendor Executive Unit was created under the Quito Historic Centre Company within the framework of the Project for Modernization of Street Markets. This unit based its work on the principles of openness, dialogue and equality. In 2000, the unit began complex negotiations with the 98 organizations that grouped 7,000 street vendors in the Historic Centre (Carrión, 2003). Tense but peaceful negotiations between the Quito Metropolitan District and the street vendor organizations looked at relocating their stands temporarily in business premises. Agreement was finally reached in 2003, under the terms of the street vendors. Their terms were that they would all move together or not at all (Ibid). When the city agreed to

this demand, the street vendors left voluntarily for eight "Popular Shopping Centres" near their previous stands. It was a fifteen-day operation that began on 24 May 2003 and required police protection and widespread media coverage.

The methods and transactions used to relocate the street vendors included vendor registration, provision of municipal subsidies, and allocation of stands by ballot, supervision to ensure transparency, sales promotion campaigns, and training as well as support for the organizations of vendors and residents.

This change enabled the street vendors to improve their working conditions. They were also free from the extortion of the dealers in public stands. They became the owners of their own premises and were given access to creditors, other than those offered by the formal business sector.

The successful recovery of the public areas in the Historic Centre attracted private investment and led to the Centre's cultural and economic revival and that of the entire city. Some 50,000 domestic and foreign visitors come to the Centre each year. Research is needed so that Quito can maintain a balance between the need to attract tourists, and life and culture of the city's residents.

In September 2003, the Metropolitan District Council approved the Special Plan for the Quito Historic Centre, drawn up with the collaboration of the Regional Government of Andalusia, Spain. This scheme seeks to consolidate the achievements of the previous initiatives and to give the Historic Centre continual vitality by preserving the social, economic and cultural diversity of urban development undertakings (The Quito Metropolitan District, 2003). Plans include the implementation of actions in priority areas and in those surrounding the heart of the Historic Centre. The aim is to link the entire city: for example, the recovery of the "Panecillo"<sup>7</sup>, a small hill in the middle of the city; and the "Parque Itchimbia", nominated "Symbol of Millennium Development Goals" by UN Habitat Ecuador in 2004.

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**7 "Panecillo" means small round sweet bread.**

The process of transforming the Historic Centre is still underway. In view of public demands, the immediate future must be devoted to solving the urgent problems of traffic jams, lack of public transport and security, and air pollution.

The “environmental capacity” of the Historic Centre is overtaxed: nearly 72 percent of the people who come to the city centre daily arrive in private vehicles, while 28 percent travel by public transport (Inter-American Development Bank, 2004). The ring of parking areas has had only a limited impact on the lowering traffic congestion in the Centre, making it vital to continue with an integral transport plan for the entire city. Other measures that could serve to improve mobility in Quito include the decentralization of services and the placement of new educational institutions north and south of the city, amongst others.

Public safety in the Historic Centre has been vastly improved, primarily through better street lighting, a greater police presence, and the creation of various services to prevent violence or to deal with it once it occurs. Despite the progress made, many young people, especially women, who are particularly vulnerable to violence, are still afraid to walk in the Historic Centre at night. This fear affects the mobility of women and is one of the key obstacles to achieving gender equality in urban areas.

Furthermore, the Quito Metropolitan District still needs to monitor the settlement of street vendors in their new premises and the sustainability of the new economic conditions achieved. Other issues, such as long-term coexistence and improved quality of life for most of the poor residents of the Historic Centre and surrounding areas still need attention.

According to the Inter-American Development Bank 2004 assessment, and public opinion, the management of the Quito Historic Centre Company has been effective. However, certain aspects clearly need further attention. There is need to prioritize investment, optimize the processes for the transfer of finished work and financial sustainability. The same assessment advises making actions more flexible to

cope with future demands.

The establishment of the Historic Centre Company enhanced agility and flexibility in decision making, facilitated agreements with strategic partners in the private sector, and provided effective coordination with municipal departments and bodies. The 2005 decision to merge the Historic Centre Company with the Quito Housing Company, to create the Quito Urban Development Company,<sup>8</sup> is not expected to create uncertainty with respect to new initiatives and private investment, or to jeopardize the plans considered to attain social sustainability.

There is, however, some concern regarding the creation of, and role being played by private companies in the large urban development projects, as the public policies and municipal management will no longer be established through the Metropolitan District Council. This body used to be made up of popularly elected officials. Now it is primarily made up of representatives of the private sector who participate in the management of these companies.

Writing about the South African city of Johannesburg, Philip Harrison illustrates the problem. He said:

“Planners and city authorities have revealed a strong capacity to engage ... with the rationalities of the corporate world. They have struggled, however, to deal with the complex, largely hidden network of informal rules, rationalities and desires that structure the lives of ordinary citizens of the city. Yet, an increasing body of evidence suggests that the plans and policies that are able to engage with this hidden network ... are those which are most likely to have a positive impact on the lives of urban citizens.”

(Friedmann. 2006, p. 15).

The key to effective management of Quito’s historic centre in the 1987-2003 period may be summarized as follows: political interest, global vision and continuity in the focus and actions undertaken; joint public and private initiatives; the development of institutional capacities; the mobilization of investment resources;

**8 The Empresa de Desarrollo Urbano de Quito (Quito Urban Development Company) – INNOVAR.UIO – formerly the ECH, is a mixed capital company.**

close supervision of the rehabilitation work to ensure it meets the relevant budgets and specifications; and particularly, cultural renewal and the desire for consensus.

The dialogue, participation and communication used throughout the process have contributed to shaping the social conditions necessary to achieve the changes in the Historic Centre. The interest of the municipal authorities in the Historic Centre's rehabilitation has been vital to the continuity and stability of the various projects undertaken. Ensuring consensus between the community and the private sector has been essential for the rehabilitation of properties for commercial or residential use or both, and for the smooth relocation of Quito's street vendors.

The key to sustainability and permanence in the Historic Centre's development is positive public perception. Residents and tourists alike are all aware of the importance and universal value of the Centre. Likewise they recognize it as a dynamic and vibrant nexus to society, the economy and culture; a beautiful place to live, now endowed with numerous assets and services.

The public is aware of the importance and the success of the process undertaken for the Centre's "integral rehabilitation"<sup>9</sup>. Public opinion, which has become more vocal, now encompasses new demands for transport, security and good environmental quality. However, the main impact and success of the process have been the recovery of the Centres as an object of pride, satisfaction and greater self-esteem amongst its residents and the public..

The second stage of the programme financed by the Inter-American Development Bank, will have the following components: a) basic infrastructure, prioritizing investments aimed at reducing traffic congestion and increasing security in the southern central area; b) social sustainability, focusing on ensuring the sustainability of retail establishments; and c) support for economic development, which includes

joint investment with the private sector and assistance to small or medium-sized enterprises to improve in their businesses.

These new activities are expected to stave off any reversion in the new processes emerging in the city centre and to enable them to consolidate at the medium term. Care must be taken to prevent homogenization, decreased accessibility and unsuitable urban policies that empty the cities, thus depriving the Historic Centre of its resident population (Carrión, 2005).

According to Carrión, the historic centres lose their drive when homogenized, that is when the scale of structural contradiction between the historical and cultural richness, and socioeconomic poverty leans more toward either side. "The tourist industry could have highly adverse effects on the culture, economy, politics, architecture and urban planning. But tourism may homogenize through the gentrification of activities and thus not reduce poverty but rather displace it (...)"

On the other hand, a sustained increase of land values might lead to displacement of the poorer population. Authorities, planners and managers should guard against this possibility.

Many challenges have been overcome and much knowledge gained during these fifteen years of renewal of the Historic Centre, aimed at regaining its soul. This has given new life to the area, after re-evaluating public needs which may be summarized as follows:

- The preservation of historic centres requires a continual process of innovation, taking into account the centre, its surroundings and the new city. The Historic Centre and the new city, mutually co-exist
- Actions undertaken in Historic Centres should be set within a framework of sustainable and equitable social, economic and environmental development. They must also go in tandem with policies of a wider scope, such as the

**9 Rehabilitation processes that encompass both buildings and public areas at the same time.**



use of land, housing (rental, construction, loans) and urban mobility as well as policies on economic and social development, amongst others.

- Current tendencies worldwide indicate that culture and tourism will play a significant role in the future of Ecuadorian cities. Given this premise, local governments must acquire new knowledge and capacities to manage diverse, pluralistic and multicultural cities. It is only in this way that it will be possible to meet the demands of the various population groups, instead of attempting to respond to the hypothetical public good.
- Historic centres are organic public spaces that structure, integrate and give unity and identity to the city. The vitality of these spaces is shaped and reshaped through a continuum of the work, customs, activities, economic and social relations, and by the beliefs and rituals of the people who occupy them. They are spaces where people, from the young to the elderly, and those of varying occupations and professions coexist. Hence, the city needs a project that it envisages the management of this public space as a whole; and structures, integrates and joins the entire city to its Historic Centre.
- The concept of sustainability must go beyond preservation. The rehabilitation of historic centres should not focus on the preservation of monuments. The primary goal of renewing these centres should be to maintain their habitability, accessibility and diversity intended to guarantee living, working and leisure conditions that serve to encourage the stability of its residents. At the same time the effort must encourage the exchange of services, business and information, preserving their architectural and symbolic qualities and diversity of the centres, that is the elements that give the city its historic value and identity.
- Renewal processes in historic centres highlight the contradictions between: a) the historical-

cultural richness and socioeconomic poverty, (Carrión, 2005, p. 89-99); and, b) the need to modernize services for tourism whilst still preserving cultural diversity.

These contradictions may lead to undesired results, such as the loss of diversity, forced displacement of residents and small businesses and hence social exclusion. These possible scenarios make it necessary to establish the institutional, democratic and participative mechanisms required to face the social, economic and environmental demands of the different population groups, and to prevent the locus of poverty from simply being displaced from the Historic Centre into expanding areas of the city.

- In this respect, according to Aldaún (1998, p. 4), historic centre renewal cannot be undertaken today without taking into account the changes undergone in the system of social needs (more or less rooted, more or less flexible, more or less consistent with sustainability). It is essential to understand the configuration and limits of manoeuvrability in the dominant system of needs (type, size and facilities of housing, parks, open spaces, equipment, among others). He also maintains that mobility and accessibility must also be suited to this context, particularly the use of automobiles, which serves to justify the increase in new streets and parking areas.
- The rehabilitation and maintenance of historic centres requires a public programme of rigorous technical and financial actions on different scales, organized by a specific regulatory entity staffed by democratically elected municipal authorities to coordinate national and local, public and private initiatives.

## OBSERVATIONS:

The sort of planning and management that effectively deals with the renewal of historical centres cannot be subsumed under a single plan. It must involve public projects in housing, education, health services, transport, sanitation, security, and public space. It

must also embrace community and multicultural affairs, policies for vulnerable groups, and in all the rest of competences related to local government's role. This includes building a broad agreement about a long-term vision of the city.

Building consensus is essential for any process of change. However, beyond the corporate interests that must be considered, urban neighbourhoods and community-based organizations have to be consulted because it is here that interventions must ultimately come to rest. Usually not everyone's wish can be accommodated by municipal projects. What is clear, however, is as Friedman said in 2006, that interventions must proceed through dialogue among all relevant actors, because it is only as a collaborative venture that it can succeed. It means engaging locals in the common effort by giving them a stake in their society. This poses a new challenge to planners, who must learn to listen to diverse viewpoints from which mutual understandings can be forged through continuing collaboration.

It is essential to remember that historic centres will remain alive as long as their diversity is maintained, and as long as business and pro-business public policy decisions do not displace the various social groups from their neighbourhoods and public spaces. The goal of public urban management should be to guarantee citizens the optimal conditions in which to live and work, regardless of age, gender, social standing, nationality and ethnic origin.

#### NOTE:

Surveys made of 20 residents and users of the Quito Historic Centre were used in the preparation of this study, in addition to other information provided by experts.



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

PO BOX 30030, GPO 00100, NAIROBI, KENYA;

Telephone: +254 20 762 3120;

Fax: +254 20 762 3477;

[infohabitat@unhabitat.org](mailto:infohabitat@unhabitat.org);

[www.unhabitat.org](http://www.unhabitat.org)

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