

# historic districts for all

a social and human approach  
for sustainable revitalization

September  
2008



Organisation  
des Nations Unies  
pour l'éducation,  
la science et la culture



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a social and human approach  
for sustainable revitalization

Manual for city professionals

Working document

1<sup>st</sup> version

空間  
SPACE  
GROUP



UNESCO  
Organisation  
des Nations Unies  
pour l'éducation,  
la science et la culture

September 2008

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The author is responsible for the choice and presentation of the facts contained in this publication, as well as for the opinions expressed therein which are not necessarily those of UNESCO and do not commit the Organization.

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<sup>1</sup> See list, Annex 7, p. 104

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The city of the future must be built not by specialists alone but with and by the people themselves. In the twenty-first century, the city must be the place where social transformations are invented and managed. The challenge is to humanize cities so that the urban quality they promote and create, is citizenship and an interbreeding of cultures thereby making the city more "civic".

Ms Céline Sachs-Jeantet, urban sociologist and town planner for UNESCO at the HABITAT II meeting, in Istanbul, 1996: "Humanizing the City"



# Foreword

**Wataru Iwamoto**

Director

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UNESCO

Building the city of the 21<sup>st</sup> century is a major challenge: the city, victim of unprecedented urban growth has become the centre of upheavals in countries both in the North as well as the South. At the end of the 21<sup>st</sup> century, almost 75% of the world population will live in cities: this urban revolution leads to a qualitative change linked to globalization of the economy and to new technologies, and thence to social transformations with as yet unknown consequences. A global urban framework is about to appear. While the rapid social transformations observed in today's cities bring innovation and progress, they also generate social and spatial segregation between rich and poor, widening the social divide.

Throughout human history, cities were the cradle of civilizations. It seems appropriate to try to recreate conditions that will enable today's megalopolis to play its role as a centre for culture and democracy. The fight against intolerance and poverty, injustice, social and cultural exclusion, together with solidarity, the fundamental value of democracy and human rights, the "Culture of Peace" and "Civic Education" are some of the challenges we need to take into account in building the city of solidarity and citizenship.

For over a decade, UNESCO's Social and Human Sciences Sector has been studying cities as "arenas of accelerated social transformations". At the second United Nations Conference on Human Settlements, which took place in Istanbul in 1996 (HABITAT II), UNESCO organized a Round Table on "Democracy and Citizenship in the city of the 21<sup>st</sup> century", based on the construction of a 21<sup>st</sup> century democratic city, an arena of solidarity and citizenship. In 1996, the Sector's International Social Science Journal published an issue on "Cities of the future: how to manage social transformations" as a follow-

up to the Round Table. In cooperation with all UNESCO Sectors, UN-HABITAT and in liaison with UNDESA, several comparative studies have been conducted at international level within the framework of the MOST (Management of Social Transformations) programme to highlight the different components of inclusive cities in the world.

Historic cities, and particularly the historic centres of those cities, have been deserted by their inhabitants. The exponential rise in rental costs and property speculation are forcing tenants to leave their homes, their districts and their familiar environment. It seems that city centres, where socio-economic pressure is strongest, become centrifugal forces where the victims are the inhabitants and citizens who belong to the lowest social categories. The social struggle for the right to live in city centres is fully part of the conflict between on the one hand, inhabitants claiming integration and evolution, and on the other, the rejection of a social and cultural mix: every real estate operation must take into account the right of citizens to live in the city and in their usual environment.

From HABITAT II in 1996 to the International Seminar organized by UNESCO in Beijing, in January 2007, on "Balanced urbanization between social cohesion, economic development and heritage conservation", major indicators and parameters for strengthening social cohesion in historic districts have been identified by the Social and Human Sciences Sector of UNESCO. These findings along with UN-HABITAT's best practices formed the basis for this Manual designed for city professionals: the aim is to promote the principles of a multidisciplinary approach to urban revitalization centred around people in the city, to help actors improve their intervention practices and to clarify the notions of revitalization in order to put forward a common language for decision-makers and other actors in the process. This Manual does not deal with all the aspects of revitalization but its added value lies in the integration of the social and human dimension into the revitalization processes of historic districts.

I wish to thank all the experts, mayors and representatives of international city associations who, since 1966 have worked and are still

working with UNESCO on this issue, as well as our UN-HABITAT colleagues. This UNESCO Manual, together with the brochure for local authorities, is a basic tool and will be updated through various training sessions and workshops. It is my strong wish that after the final training session scheduled to take place during World Urban Forum IV in Nanjing, China, in October 2008, this Manual will become a reference work and that at local level, it will encourage people to take into account the role of political will, and the need to preserve tangible and intangible heritage, cultural diversity and social cohesion: in fact these are the very elements which lead cities to attain their dual aim – equitable economic competitiveness and harmonious development..

**Wataru Iwamoto**



# Introduction

In the last fifty years the world population has grown exponentially, at an average rate of 1.2% per year, accompanied by an urban population explosion. While urban growth in North America, South America and Europe remains stable with on average 75% of the population living in the cities, the rates are different in the developing countries of Africa with 37.3% and Asia with 36%, and major demographic changes are to be expected.

In 2007, for the first time in the history of mankind, more people lived in cities than in rural areas. UN-HABITAT's State of the World's Cities Report 2006-2007 underlines the many new trends that present a risk for the implementation of the Habitat Agenda, the Millennium Declaration and the conclusion's pertinent paragraphs on the World Summit. According to one of these trends, the majority of urban migrants, despite the emergence of megalopolises of over 10 million inhabitants, will settle in medium-sized cities or in cities of fewer than one million inhabitants. ***In fact, more than half of today's world population lives in cities of fewer than 500,000 inhabitants. These medium-sized cities could grow at a faster rate than most of the others.***

A major discovery indicates that in many regions of the world the natural increase in population has a greater effect on internal urban growth than the rural exodus. Nevertheless, the relative lack of infrastructures such as roads, water distribution systems, communication networks and abilities to attract investments and thus stimulate the local economy in numerous small or medium-sized cities lead to citizens' reduced quality of life.

## UN Programmes dedicated to cities

The main bodies of the United Nations System dedicating their activities to cities and urban issues are UN-HABITAT, UNDP, UNICEF, UNRISD (United Nations Research Institute for Social Development) and UNESCO. The second Conference of the United Nations on Human Settlements (HABITAT II, Istanbul, 1996), was the result of a series of UN Conferences during the 1990s and led to the drawing up of a voluntary, forward-looking Declaration stressing the importance of the role of cities' local authorities and political will. The research on cities conducted by UNESCO adheres to the spirit of this Declaration as well as the general framework for the UN Specialized Agencies "to build inclusive societies", while taking into account the Organization's mandate, the 1972 Convention on the Preservation of Natural and Cultural Heritage, the 2003 Declaration on the Protection of Cultural Diversity, the 2003 UNESCO Strategic Paper on Human Rights and the 2005 Vienna Memorandum on Historic Urban Landscapes.

## UNESCO's view of socio-economic and human prospects for the urban revitalization of cities and historic districts

Cultural urban heritage relates the history of the city, its inhabitants, religions and social and cultural transformations. This heritage is deeply anchored in the spatial and economic structure of the cities, their buildings and monuments. The people living and working in the city identify with it. ***Today, historic districts are symbols of the city's image; above and beyond their own cultural value they fulfil an important mission in modern urban development: they create the identity and the city's image and are key geographic factors for the local and regional economy.***

Public administrations and inhabitants have a dual challenge: on the one hand the urban fabric has to be preserved, and on the other, support must be given to the vitality of the city's cultural heritage, the result of hundreds or thousands of years of history. Yet the sole preservation of buildings and monuments cannot save these historic cities. It would create a "museum" phenomenon putting a severe strain on public finances and freezing any development opportunities. In that case, complete eradication would be postponed for several years. An integrated revitalization approach includes preservation and development: the need to improve the living conditions of the inhabitants and economic viability must be taken into account. **Preservation involves material improvements and enhancing the attractiveness of the district and its residential character, while development tends to stabilize economic viability and diversity, diversify urban functions and ensure sources of income for the inhabitants.** Juxtaposing these two objectives could improve the inhabitant's perception and recreate a positive image, which is the main factor to attract commercial investments and visitors.

Since the Round Table held in Istanbul on 13 June 1996, the **Social and Human Sciences Sector of UNESCO** has been examining the challenges and the risks involved in urban revitalization projects in historic districts. This work was carried out in cooperation with the research studies of the MOST Programme on Latin America, and the lessons learned from research-action projects in the Mediterranean region, with the project "Small historic coastal cities" and the Euro Mediterranean Network, RehabiMed, the "Research network on social revitalization sustainability in post-Communism countries" for Central Europe, finalized in 2006, and the social project "Historic Beijing" for China with French-Chinese cooperation for heritage preservation and city development. Since 2004, this programme has benefited from the UN-HABITAT approach with the joint preparation of a good practices booklet on sustainable revitalization of historic districts and from the experience of the World Heritage Centre on preservation of historic urban landscapes, regulated by the Vienna Memorandum of 2005, the latter concerning the preservation of the urban heritage inscribed on the World Heritage List.

Taking into account the major trends concerning medium-sized cities, the global urbanization phenomenon and UNESCO's research findings between 1997 and 2007, UNESCO's Social and Human Sciences Sector suggests passing on the lessons learned from this research to local authorities and small- and medium-sized cities. This Manual aims to be an educational tool, answering the insistent demands of local decision-makers, and proposes capacity-building for city professionals, architects and town-planners likely to implement revitalization projects for medium-sized cities in emerging countries. The references and the methodology as well as the examples of good practice in this Manual have been validated by experts of the UNESCO Steering Committee for the Social and Human Sciences Sector's project "Sustainable Social Revitalization of historic districts".

The place given to cities, their role in development and the challenges they face have become increasingly important ever since the Second United Nations Conference on Human Settlements in 1996. Thanks to the international community's action in general and UNESCO's in particular, the issue of the preservation and revitalization of cities and historic districts stood out from the priorities concerning the economic and socially sustainable management of urban areas.

The 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage helped raise awareness about the challenges posed by the sites' conservation and indirectly the World Heritage List inscribed cities, and all cities with an urban heritage threatened by globalization. In recent decades, the revitalization of historic districts has been accompanied by a growing understanding of the need to involve local actors, particularly civil society, to link socio-economic and political policies with the technical dimensions of the process.

The answers to this challenge must integrate all of the physical, cultural and socio-political particularities of each city and take into account its history and traditions. **The urban issue is perhaps the most complex and crucial aspect of the sustainable human development problem.**

Concrete ways must be found to combine social equity, ecological rationality, economic effectiveness, cultural pluralism and solutions must be proposed in line with local specificities. It is therefore important to produce new schemes for the use of resources and new management methods, and this involves thorough-going changes in mentality, behaviour and values.

Globalization, multiculturalism, governance, ecology, science and technology are processes leading to social transformations in cities and a source of new challenges for citizens and decision-makers. All these phenomena influence a city's management and sustainable development. Stakeholders in urban public policies therefore find themselves facing the following questions:

1. How should the protection of historic districts be integrated into urban policies, urban strategies and management programmes, and how should professionals and managers be trained in participatory processes?

2. How should the sustainable management of historic surroundings be used for the social and economic regeneration of historic districts, and how can the area benefit from an urban revival through revitalization and the reuse of urban heritage?

3. At the same time, how can decision-makers and city professionals be made aware of the need for a balance to be maintained between the preservation of buildings and street fittings with enhancement and conservation of intangible heritage, particularly its values, memory and history?

4. How can the new economic and social needs fit into the original urban context without compromising the identity and authenticity of the historical fabric as "living" entity of the whole city?

5. How can one ensure that inhabitants' aspirations are taken into account in the development process?

6. How can inhabitants be made aware that they themselves constitute the specificity and the sociocultural richness of their own district?

# About the Manual

As an addition to several publications, and in order to provide an overall and readable angle, this Manual is a simple teaching tool for decision-makers and actors in the field drafting socio-economic revitalization strategies for their historic districts. Citizens, politicians, community officials, experts, businessmen, researchers, investors, architects, town-planners and sociologists – all worked together to answer the complexity and challenges of long-term revitalization projects.

In its present form this Manual aims to:

- sensitize decision-makers (regional communities, local authorities) on the role they can play in a balanced development of historic districts to prevent exclusion, "ghettoization" or "museum" situations;
- promote the principles of a multidisciplinary approach to urban revitalization taking into account sustainable development principles, particularly social sustainability and justice;
- help actors improve their intervention practices by presenting methodological links, concrete tools, international references and networks;
- clarify notions relating to revitalization in order to speak a common language.

This Manual does not cover all aspects of revitalization but its added value is that it concentrates on integrating social and human dimensions into the revitalization processes of historic districts. It promotes an integrated and multidisciplinary approach. It encourages sustainable revitalization initiatives focused on social cohesion, enhancement of tangible and intangible resources and fair economic growth to achieve harmonious development for the city.

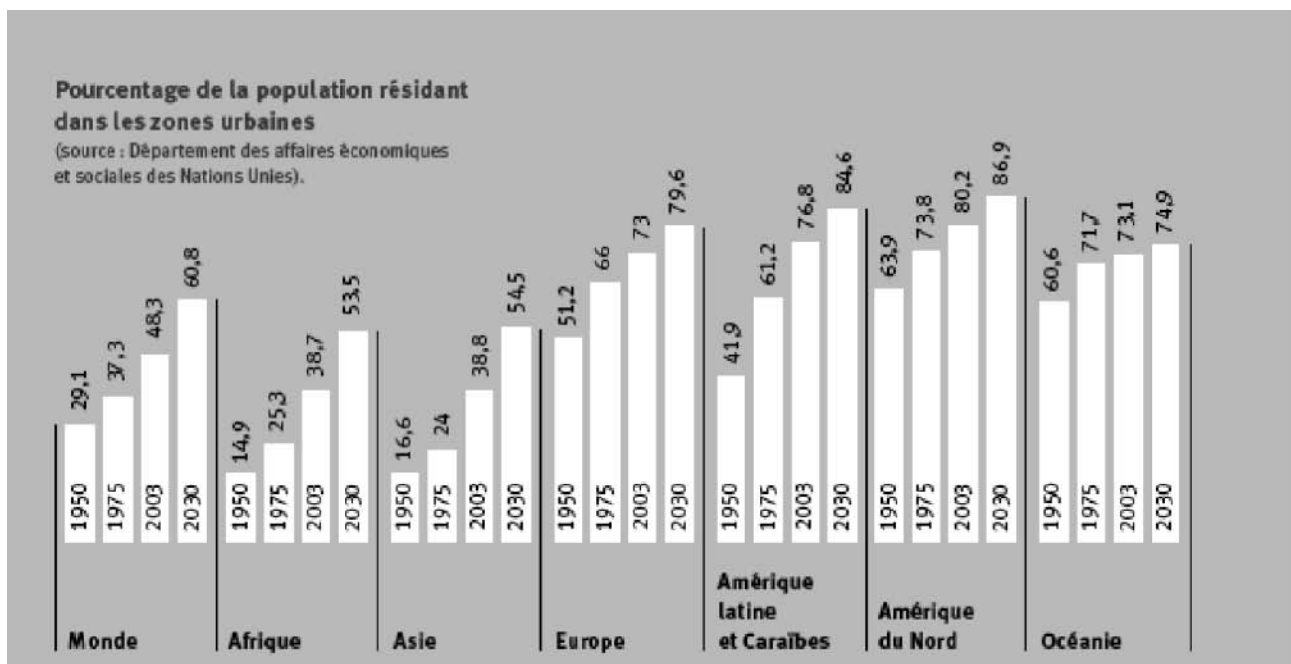
# I. Challenges for the social and human revitalization of historic districts

## 1. Urbanization in figures<sup>1</sup>

- The world population is growing fast and generating an urban explosion.
- In 2008, for the first time, over half the world population, that is to say 3.3 billion people, will be living in an urban environment. This figure will reach around 5 billion in 2030.
- In 2050, the rate will be 65%.

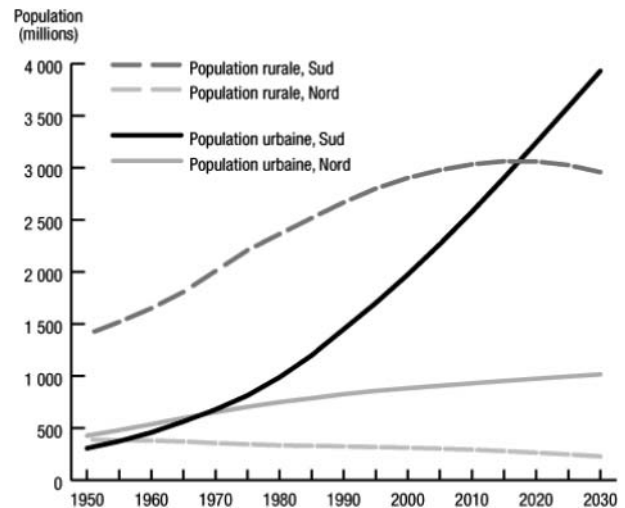
### The number of city-dwellers is growing

- The urban population increases every day: 1.25 million more inhabitants each week.
- The largest urban growth is in the South, notably in Asia and Africa: + 2. 3% per year.
- Today, slums house 1 billion people. There will be 2 billion people living in slums in 2020.
- Medium-sized cities will host 3/4 of the population growth, mainly rural migrants.
- More than half of today's urban world population lives in cities of fewer than 500,000 inhabitants.



<sup>1</sup> Sources: UN-HABITAT State of the World's Cities Report 2006/2007

UNFPA Report, *State of world population 2007*: Unleashing the Potential of Urban Growth



Source: UN "Rural and urban population of the North and South countries, from 1950 to 2030" (projection)

## 2. Historic districts facing the impact of globalization

### **Frantic consumption**

- An African city-dweller consumes on average 50 litres of water per day, a Westerner 215 litres.
- In the North, city-dwellers produce 6 times more waste than in the South.
- A city like London has an ecological imprint 120 times its surface area.

### **Innovative management efforts**

- In 2001, 49% of cities had designed environmental plans
- 70% of them had international inter-city cooperation
- 60% consult civil society before launching large projects

"Historic heritage is not only a treasure for our city, known for its culture and history, but it is our responsibility to preserve that cultural wealth while improving the overall quality of the city and of the lives of its inhabitants. Sustainable preservation of cultural heritage and historic districts requires strong support on the part of local decision-makers, solid scientific planning, funding mechanisms and the participation of local inhabitants. In accordance with the principles and methodology put forward by UNESCO and UN-HABITAT, local authorities should try to find balance and harmony between preservation of historic heritage and urban modernization based on the city's economic development."

*Liu Sen, Mayor of Qufu, China, May 2008.*



**Historic districts are symbols of their cities:** they represent the cultural identity and quality of the living urban environment; they give direction to modern urban development and are key geographical factors for the local and regional economy.

Nevertheless, the **problems** encountered by historic districts are numerous and can lead to a reduction in citizens' quality of life:

- Demographic pressure
- Increase of poverty, instability and insecurity
- Loss of identity and social links
- Relative lack of infrastructure (transport, water distribution and other networks)
- Lack of public amenities
- Environmental degradation
- Increased vulnerability to natural and technological disasters
- Neglected built heritage leading to its demolition
- Lack of capability to attract investments and stimulate the local economy
- etc.

Historic districts cannot escape the impact of globalization and the socio-economic problems faced by cities. The problems are part of city life and self-regeneration cycles based on the attraction and quality of a region. This attractiveness evolves and lies in the fragile balance between the fulfilment of inhabitants' needs, employment, local democracy and development of resources. Thus, towns well adapted to bio-climatic and socio-cultural constraints can at some time be abandoned and later reclaimed by inhabitants with new expectations and new practices.

#### ***Degradation and reinvestment factors and mechanisms***

Even though historic districts around the world have different characteristics, the mechanisms leading to their degradation or desertion and reclaiming are very similar: they are alternately deserted then reclaimed by working classes, who traditionally live in city centres, by foreign populations from rural areas and by immigrants.

This vicious circle is well known: dilapidation and deterioration of heritage on the one hand, and real estate profit on the other, force the poorest inhabitants to leave the urban area, giving way to a higher social class. The so-called "gentrification" process often goes together with demolition of traditional spaces, making a "museum" out of the urban fabric and restricting access to public spaces for some (street vendors, marginalized groups, etc.).

In Latin America in the 1950s, for example, the urban middle-class replaced the inhabitants driven away from the centre by improvements made to those districts. In cities with a high population growth, such as São Paulo and Caracas, the wish to live in the city centre led to demolition of heritage in order to build skyscrapers and residential buildings. From the 1960s to the 1980s, a strong influx of rural immigrants provoked a housing shortage and an appropriation of space by informal, cheap, down-market trade. With the middle-class gone and the remaining inhabitants being insolvent, the buildings deteriorated and an urban crisis characterized by the city's division and segregation took place.

The evolution factors of historic districts are:

- **economic:** globalization is speeding up, poverty and instability are on the increase, changes in production and trade have a direct impact on the life and the built heritage of city centres;

- **social and cultural:** the development of social structures, everyday life and consumption of service facilities have a direct impact on the built heritage and the activities, particularly traditional ones (many districts have a muddled identity);

- **psychological and symbolic:** inhabitants' perceptions of their historic districts and the "image" given to visitors are essential elements of the degradation or revitalization processes. Traditional cities are often abandoned to make way for modernization, even though inhabitants realize that the new buildings are not so well adapted to the local climate;

- **political:** a change of government or of municipal priority can erase years of work and investment. A lack of political will and legal framework hinder revitalization processes.



Conflict and war followed by reconstruction are the reason for the worst destruction of urban heritage.

- **demographic and spatial:** demographic growth and overpopulation in many countries account for urban expansion and pressure on cities accentuated by poverty, and national (from rural areas towards the cities) and international migration. Elsewhere, a decline in the population caused by the exodus of the middle-classes and wealthier sectors of society raises the issue of desertion of historic districts.

- **environmental:** environmental degradation and a growing vulnerability to natural disasters contribute to the destruction of cities.

Although these processes can be found anywhere in the world at various times, each urban history is different and must find its own solutions to the problems encountered. The experience of European city centres, many of them engulfed in tourism can be used as an example (or counter-example) by cities with different socio-economic and cultural contexts even though they may face different problems (regarding space, governance methods, preservation, etc.).

### Tongli, China

"More than the restoration of spectacular buildings or landscapes, we were keen to safeguard the cultural context, the natural environment and the local customs whilst looking for new centres of economic activity. In order to improve the living conditions of the inhabitants we analysed the social problems through field surveys. We also set up networks for improving living conditions. To avoid the insidious degradation of the natural environment surrounding old districts and to preserve the typical aquaculture and agricultural activities of this area, we created a protection zone of the area surrounding the city, with its own regulations. Our aim is to find a just and sustainable balance between heritage preservation and the rapid growth created by tourism."

*Alain Marinos & Shao Yong, Franco-Chinese Cooperation between the National Research Centre on Historic Chinese Cities  
In association with the Tongli University of Shanghai, the French Ministry of Culture and Communication and the City of Architecture and Heritage.*

"Political tendencies always guide a municipal action. We carried out these improvements with the intention of incorporating the opinions of the inhabitants and seeking to develop, with a restricted budget, an overall view which would ensure coherence and would meet the requisite planning principles. [...] The work carried out in Plourin strengthened our feeling of belonging and gave us a sense of pride. With architecture we were able to create a central square and thus give the inhabitants a point of reference and a landmark."

Remarks by Pierre Barbier, Mayor of Plourin-lès-Morlaix, France, from 1977 to 2001.  
Excerpts from  
*Le temps à l'œuvre citoyen*, by Philippe Madec, Plourin-lès-Morlaix 1991-2004, published by Jean-Michel Place.

### 3. Political will as a key factor for success

*Decision-makers, local representatives and their teams have a key role to play: they can guide the revitalization strategies by placing the inhabitants at the heart of the process.*

Revitalization involves a commitment at city level and a dialogue with many actors at varying levels to communicate effectively. It is a matter of ratifying technically feasible projects at regional level within a relatively short space of time, while keeping in mind future generations.

The population explosion of cities has a direct impact on historic districts, which come up against a multitude of different approaches with extreme cases such as:

- laissez-faire policy: the historic district has become completely dilapidated and been abandoned owing to the cost of expanding other areas. Buildings with no recognized heritage value are rented or squatted by very low-income migrants.

- elitist revitalization: the district is transformed into a "museum" with an increase in property prices, leading to significant segregation and the loss of the city's social and identity assets.

An alternative is possible:

- the restoration of a historic district to attract new residents, new economic activities and consequently a rise in property prices. However, this process cannot be dissociated from its inevitable partner - the exclusion of the poorest and middle-income sections of society.

- national and local strategies that facilitate access to housing and services; encouraging the establishment of small, job-creating businesses, responding to the needs of the poorest inhabitants and transmitting a constantly renewed identity are necessary in order to compensate for these negative impacts.

**It is possible to reconcile preservation, enhancement of urban heritage, economic development, functionality and habitability of a city to respond to inhabitants' needs while managing the cultural and natural resources in a sustainable manner.**



"People should be our prime concern. Inhabitants must first be made aware of the social and economic aspects before we launch into any rehabilitation of a historic district. Inhabitants need to understand the implications of preservation and rehabilitation. We should also involve children and raise their awareness, particularly before decisions are made with regard to aesthetics."

*Faez Zayat, Mayor of Jableh, Syria, June 2008.*

"We all agreed on the need to avoid or limit gentrification and to keep seeking a social mix and diversity of functions. The city, the district, the space and the street should never be monofunctional: the city is life. When you start an urban project in historic districts, never forget the "genius loci", the "spirit of the place".

*Bruno Chauffert-Yvart, Inspector General of Architecture and Heritage, Ministry of Culture, France.*

#### 4. Historic districts must not become isolated from the rest of the city or region

Revitalization experiments in historic districts show how action is increasingly restricted when it centres solely around one specific building and does not take into account networks, locations and interaction with the city and its wider area.

Local projects must therefore be supported and integrated into an overall urban development plan to make sure the historic district does not become an element of spatial segregation in the area.

##### **Why?**

- In many countries, historic districts are constantly influenced by migrants from rural areas and by the people who have forged those districts' identities.
- The distribution of different social groups in the whole urban area and the surrounding region is the prime issue.
- The hinterland and historic districts often contribute simultaneously to the attractiveness for tourists on combined itineraries.
- Historic districts can be very attractive urban areas and can serve as an urban model for suburban districts.

"To be most effective, the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level." Consequently, "the conservation plan should aim at ensuring a harmonious relationship between the historic urban areas and the town as a whole".

*ICOMOS International Charter on the Conservation of Historic Towns and Urban Areas (1987)*



#### 5. Revitalization can be socially sustainable and economically viable

- **Preservation of old buildings cannot be dissociated from the people living in the historic districts and who give them meaning.** Many experiences have shown that giving buildings a shrine-like quality drives out low-income families and keeps in those who do not contribute to their preservation: it brings about a decline and prevents the district's history from being passed on.

- **Enhancing the authenticity of a building, site or district should lead to the search for "non-primary stratified authenticity",<sup>2</sup>** that is to say, take a critical look, interpret the link and the meaning between the material and the history to give inhabitants the possibility of optimal (re)appropriation.

- **Transformation is an interpretation of the old urban functions in all their diversity. Sustainable social revitalization is both preservation and development** through strategies and actions designed to improve inhabitants' living conditions and their perception of the district, and to attract tourists, new residents and investors.

- **Keeping a social perspective in revitalization projects means putting people back in city centres,** to respond to the diversity and plurality of the

<sup>2</sup> According to Andrea Bruno, Architect, President of the Centre Raymond Lemaire, Louvain, Belgium.

needs and choices of the inhabitants, and making these new functions compatible with the cities of today.

When urban establishments are alive and adapted to needs, they can produce a large part of the gross national product and can be integrated into a **sustainable approach to cultural and natural resources**.

**Revitalization processes are a matter of differing dimensions and fields of competence:**

- **spatial/physical/environmental:** residential areas, shops, public spaces, classified heritage sites, etc. The city managers must allow all citizens (inhabitants, tourists, migrants) to live in the city (short- or long-term), to circulate freely, to live and work, while thinking of future generations.

- **cultural:** the built heritage is witness to the history and culture of the inhabitants through their practices, activities, memories, desires and identitarian feelings.

- **social:** citizens with different expectations, roles, diverse cultures live in the same spaces. According to their position and status they have a key role to play in the revitalization of districts, each one giving meaning to the heritage, feeling involved and participating in the projects.

- **institutional/political:** each institution or association has its own responsibilities, priorities and structures. Implementing the different policies enables the historic district to be rehabilitated while continuing discussions on the urban functions (housing, shops, services, etc.).

- **economic/financial:** a project is not feasible without the necessary resources and financial means: a variety of tools should be used to generate resources while trying to stop any negative effects (uncontrolled tourism, property speculation, gentrification, eviction).

- **technical:** it is essential to link together the knowledge and know-how of experts and technicians (town-planners, sociologists, engineers, architects, bricklayers, etc.). Traditional

know-how associated with modern techniques optimizes the revitalization process and mobilizes the inhabitants.

**Revitalization means reaching a satisfactory balance between the laws of economic development, the needs and the rights of inhabitants and the value enhancement of the city as a public good. The heritage, economic, environmental and socio-cultural approaches do not conflict; not only are they complementary but long-term success is dependent upon these approaches being linked together.**

"Social cohesion and economic competitiveness are not mutually exclusive but in fact complementary objectives. In order to reach a balance between the two, governance is the key element. A strategic view needs to be developed that will take into account every municipality and will help the diverse objectives of the different actors to coexist in harmony."

*L. Kamal-Chaoui, Director, Public Governance and Territorial Development, OECD. Debate on Urban policies and the Right to the City, UNESCO, Paris, 18 March 2005.*





"We considered that the rehabilitation of a historic district first of all needed to go through a process of reconstruction of its urban cultural values and through a harmonization of its functions. The rehabilitation of a city's residential function not only justified maintaining architectural elements and the heritage we wished to protect but also constituted the most efficient protection against modern transformations of the city, one of which is the phenomenon of social tourism. The problem, seen from that angle, took on a far greater dimension than merely basic preservation of architecture. [...] More than just stones, buildings, materials or the value and proportion of the architecture, what we wanted to preserve, strengthen and protect, with the policies tested in Santiago de Compostela, was the cultural impact of cities, by restoring the functions and the urban quality of the historic city centre."

*Jose A. Sanchez Bugallo, Mayor of Santiago de Compostela, Spain, 18 March 2005.*

### **The urban spatial dimension**

"The historic districts issue is still often seen in terms of historic monuments and static heritage, according to the 19th century perception, although it should not be dissociated from the global problem, called city, of which it is an integral part. [...]"

This dimension [urban space] is nowadays overlooked or minimized by officials to the advantage of economic and social dimensions; the decision-makers are unaware of the fact that the spatial has a firm grip on the economic and social - and even that this relation depends on spatial organization and poverty: the poorer the people are, the stronger is the dependence relation. [...]"

To assume fully the urban and spatial dimensions of the rehabilitation of historic districts, the analysis of heritage issues must take into account two totally different but interdependent processes. On the one hand, the physical degradation process induced by poverty, and on the other, the distortion and destruction process caused by technical progresses. [...]"

*Françoise Choay, SIRCHAL Workshop, Quito, 26 November 1998.*

### **Urban sustainability**

It is now widely accepted that urban sustainability goes hand in hand with social justice linked to economic development. Revitalization processes must be supported by policies and institutions that develop social integration and improve the living conditions of all sectors of society. Revitalization processes should allow inhabitants to understand and appropriate the history and the culture of their city, to enhance the heritage and make it known. All of that contributes to citizens' integration into their districts. One of the main merits of the traditional Mediterranean city is the geographical coexistence of very diverse social strata: to maintain or rebuild this complex social fabric should remain one of the principal objectives of rehabilitation.

*Recommendations of the International Seminar organized by UNESCO in Saïda, Lebanon, 28 to 31 May 2001.*

## II. Revitalizing – What? And the results?

### Seven key factors for success

1. Strong political will as prime vector for change
2. Residents at the heart of revitalization projects
3. Historic districts linked with urban and regional development
4. Public spaces enhanced and natural and cultural resources sustainably protected
5. Strengthen comprehensive functions and improve inhabitants' living conditions
6. Raise the standing of urban identity through creativity and cultural diversity
7. Urban cultural tourism managed sustainably with several spheres of activity

### Pitfalls to be avoided<sup>1</sup>

- do not evict the local population (residents and traditional merchants)
- do not destroy traditional occupations
- do not contribute to the break-up of urban social links
- do not suppress existing trade
- do not convert housing into storehouses for itinerant merchants
- do not isolate the historic district from the rest of the city
- do not preserve the built heritage without the involvement of the inhabitants or reflecting on the impact on the rest of the city
- do not develop tourism as the sole activity

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13. Yves Cabannes, in cooperation with the Working Group of the Development Planning Unit (University College London), Coordinator, Urban Management Program, United Nations. Excerpt of his remarks at the meeting of the UNESCO Steering Committee on the Social Approach to Revitalization, May 2007.

Qiu Boaxing, Deputy Minister for Construction of the People's Republic of China, at a press briefing held at an international conference on urban culture and town planning, said that "Some local officials seem to change the appearance of cities with great determination; they are ready to move mountains and redirect water courses ... which has made some cities take on the aspect of a deprived urban landscape ... thousands of cities look exactly the same from one end of the country to the other. The Government is undertaking a revision of the National and Municipal Planning Act, which will prevent local officials from carrying out arbitrary town planning".

*Excerpt from "The People's Daily", 12 June 2007.*

## 1. Enhancing public spaces while sustainably protecting the cultural and natural resources

Public spaces: streets, paths, boulevards, squares, parks, etc., play a key role in the functioning and the shape of a city. These are all places for meeting, exchange, information and culture; they give an identity to the districts and can contribute to an urban social mix and a rebalancing of the city. They are therefore strategic and their integration into the rest of the city requires an integrated approach to the whole area, taking into account the citizen representation, their relationship to the space (public/private) and their needs.

Public space is the «experienced» space, a landmark for the inhabitants, a place to meet and where the city builds its identity. The development of historic districts usually goes together with the creation of spaces linked to public amenities and connected with the natural network of the area. Taking the public space into account involves a large- scale planning exercise based on discussions with inhabitants, professionals and politicians.

In an era of information and communication technologies, mobility, the general speeding-up of everyday life, the increasing concentration of people in the cities, there is a growing need for meeting spaces, convivial spaces and green areas where people can relax and have a change of scene. These spaces become true places of urban life, suitable for creativity, often combining culture with relaxation.

The role of green spaces is often put forward in the rehabilitation processes of cities with deserted industrial zones which are entirely redesigned to play new roles. The Port of London, deprived of its initial calling, has been successful in its transformation after decades of inactivity. This is also the case in France with the Docks project in the city of Saint-Ouen stretching over a quarter of the city's whole area. It will enable the design of public spaces to match the city's and the region's identity. All over the world, many industrial buildings are transformed into



cultural, educational, leisure and trade spaces often with a reorganization of the public space. A good understanding of the cultural and social values and practices of these multi-functional, different spaces is essential prior to embarking on any process of change.

### → Strategies and proposed policies

- **Conceive public spaces as vectors of social mix and links between urban and regional networks**
- **Link green spaces to city centres (public amenities, shops, transport centres, etc.)**
- **Promote creativity and enhance the value of culture in public spaces**
- **Encourage diversity of the public space functions to respond to the diversity of needs (housing, work, transport, education, leisure, sports, services, local shops, etc.)**
- **Reduce traffic and local transport needs through a functional management of the network**
- **Reuse inactive industrial areas and convert the empty spaces in a suitable manner**
- **Limit energy consumption and pollution**
  - **Provide clean water and reduce waste production**



### → Concrete results and experiences

#### **Vitality of centres is refound and maintained**

##### **The revitalization process in Barcelona**

In **Barcelona**, since the mid-1980s, regeneration strategies have focused on transforming the urban centre in preparation for the hosting of major international events.

Throughout history, the heart of Barcelona has suffered major strategic losses: the central railway station, the commercial port, the central market, the centres of political power and the university. Trade, alongside other economic activities, weakened and lost much of its dynamism for prolonged periods, which resulted in the 1970s and 1980s in a generalized closure of businesses and other activities.

One of the challenges faced by architects was to give the old historical centre enough public spaces to be able to live and breathe. Many public spaces have been recuperated, such as parks and squares, the sea front and the *Rambla*, the *Moll de la Fusta*, the beaches, and the harbour, etc. Hosting the Olympic Games in 1992 was the catalyser for designing even more ambitious urban projects in Barcelona.

Well before the project was embarked upon, a Steering Committee was set up in order to take all social considerations into account. Three monthly meetings were organized with representatives from the highest level of the local authority, local government and associations. The District Urban Planning

Commission provided information and ensured the local population was involved in the technical projects put forward by the City Council. The main contribution of the national government was its support for private housing renovation. The European Union provided key support in certain areas of the project with financial help from the Cohesion Fund. The City Council was the true driving-force behind this project, both on the economic and human level, and in 1988 it created a mixed capital company for the management of the Ciutat Vella action plan.

*C. Marti, Councillor of Ciutat Vella  
UNESCO Round Table of experts on Social  
Sustainability in Historic Districts, September  
2004.*

## **Culture is affirmed and dialogue started**

### **The strategy of Lyon, France, for safeguarding and developing historic districts**

#### **• Strengthen the heritage culture in the urban culture**

The challenges of urban renewal confronting all major cities today make it essential to combine heritage with urban development. The heritage policy must ensure that all its values are acknowledged by all actors in the region:

Examples:

- Charter to develop occupation of the public domain: a rule for a better cohabitation of inhabitants, traders and tourists.
  - Heritage vigilance areas listed in the Local Urban Plan: a heritage view of the more "ordinary" districts.
  - Showing the heritage, using the urban atmosphere during the day (colour shots) and at night (illuminations) with special events (annual lights festival on 8 December).
  - Take into account urban uses and practices
- A major step for social sustainability is the appropriation of heritage by the inhabitants, the first stage being to utilize the heritage.

Examples:

- The recovery of the Rhône embankments:

development of an urban recreation park of ten hectares on the 5km car-free Rhône riverbanks.

- Development of "soft" transport: residents and tourists have thousands of bicycles – Vélo'v – at their disposal.
- Management of tourist influx: appropriate signposting for tourists and a coach management plan.

- Successful dialogue and sharing with the inhabitants

Heritage can be protected and preserved only if it is present in the minds of the inhabitants. The second stage is to raise inhabitants' awareness of both traditional and contemporary values and practices with regard to heritage.

Examples:

- At school: education projects on knowledge of the immediate surroundings and heritage.
  - In the streets: urban walks to view one's own district in a different way.
- City Heritage Days: 300 actors, 500 shows, 185,000 admissions.

- Reconcile heritage with modernity

In acknowledging the urban identity of Lyon there has to be rejection of any idea of turning the city into a museum and strong consideration of the contemporary heritage being built. Heritage preservation must cohabit with architectural creation in what might be termed "a cultural urbanism".

Examples

L'Opéra Nouvel: modernization of the historic monument.

The Célestins car park: an architectural design for a car park.

The Lyon Confluence: reinventing an abandoned area.

- See how the outsider views the city's heritage
- The outsider's view is that of the visitor, and sustainable development must be applied to the tourism issue with its major repercussions in terms of economic activities and image. Management of tourism is essential; the quality and diversity involved in interpreting the heritage requires constant attention in order to guarantee authenticity and cultural diversity of the sites.

**Examples:**

“Silk routes in Lyon”: a set of themes revealing the manufacturing, and the industrial and social identity of the city.

“Fulfilled utopias”: a cultural tourism project on 20<sup>th</sup> century heritage and the current problems of urban renewal.

The outsider’s view also means not forgetting the importance of dialogue, exchange of experiences and international solidarity. That is why the city of Lyon is committed to the World Heritage Cities Organization and cooperation with the Algiers Kasbah and Porto-Novo, the capital of Benin.

Bruno Delas, Project Director “Historic site of Lyon”, international seminar organized by UNESCO and Tsinghua University “Balanced urban revitalization between social cohesion and heritage conservation”, Beijing, 21 to 23 January 2007.

**Spaces reappropriated and the city’s image improved**

**Rehabilitation of the traditional gardens of Sana’a, Yemen**

The old walled city of Sana’a is the largest in the Arab world. Inside the city are 43 traditional gardens, or “magashem”, which are green spaces where inhabitants can grow fruit and vegetables.

The deterioration of the gardens is due to construction and lack of water, and the bad management of refuse is of concern to the authorities. In 2002 this led to a rehabilitation programme managed by the Social Development Fund (SFD) and the Office for the preservation of the historic cities of Yemen (GEOPHCY).

In line with the legal and administrative regulations, and having defined each person’s role, the programme set out to:

- restrict residents’ activities in the gardens and once again prepare the ground for cultivation
- protect and demarcate the gardens
- improve the traditional system of water collection
- rehabilitate the mosques’ drainage systems



*Kamal Haglan, Social Development Fund, Yemen.*

*UNESCO/IUN-HABITAT Seminar “Historic districts for all”, Seville, 7 to 9 May 2008.*

### **Bayamo, Cuba**

A policy to maintain certain focal points and properties was developed in order to preserve the historic architectural heritage.

The results achieved through the integration of the efforts of the Municipal Administration, the State Companies and the general population in a coordinated task are clear when travelling through the city.

10,912 inhabitants improved their standard of living. 27,228 households were in receipt of conservation, rehabilitation or relocation action. The Plaza del Himno and the Plaza de la Revolución were given a new lease of life. The commercial centre of the city is now a pedestrian precinct. Other renovation work was carried out both within and outside the selected area: cultural venues, restaurants and service providers. The city's image has been made considerably more attractive.

*UNESCO/IUN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.*

## 2. Create social links by improving inhabitants' living conditions (traffic management, public amenities, employment, housing, trade, water management)

For millions of people, life in the city is synonymous with survival: fighting unemployment and social exclusion, violence and insecurity. Urban poverty is not a new phenomenon but the gap is ever widening between those who have access to decent housing and quality of life and those who cannot afford the rising property prices or the cost of living in the city. Urban managers have to deal with dilapidated areas that have been subjected to property speculation and short-term profit, which means a lack of financial resources.

Decentralization and the heightened role of local government, often combined with a democratization movement and a strengthening of civil society, which places historic districts in a more central position with regard to the challenge of the fight against poverty.

Revitalization programmes need more than ever to take advantage of the physical transformations and get local actors to become involved in the work and economic activities generated by the revitalization programmes while responding to the needs and aspirations of the inhabitants. The projects in the historic neighbourhoods must have a focused impact not only on the district but also on the wider region.

Moreover it is the duty of social municipal policy to prevent marginalization or its transformation into exclusion. Integration strategies can reduce social conflict by providing the poorest with means of subsistence, health care, increasing social housing and financial help to obtain decent accommodation, housing and basic education.

The international community has acknowledged the right to decent housing as an integral part of human rights. This does not mean that the local authorities must provide housing but they must provide every possibility for people

to live in decent conditions. But control over property often eludes local communities. Private property owners' search for maximum profit, and added to that is inflation and the limited control local authorities have over the occupancy status of buildings and their usage. Operational, institutional arrangements, and public/private sector cooperation and effective plans of action can, in some cases, restore urban life and social balance in historic districts.

Urban policies, particularly in poor historic neighbourhoods, must therefore seek to attract employers who can provide suitable jobs for inhabitants, set up a mixed social network as well as improve the inhabitants' surroundings and living conditions. The renovation of drainage systems and waste water management meeting health standards, and carrying out road repairs, are just some of the essential basic requirements to be met before inhabitants can be expected to take any interest in the heritage of the buildings. The development of infrastructures cannot be instead of social integration; physical improvements made to a neighbourhood do not on their own alter its image. Successful revitalization must carry out all of the above, coordinating each step with the next.

Sustainable urban development depends on encouraging local democracy with the inhabitants. Although participatory democracy is more often stated than put into practice, convincing experiments show that a real participation and involvement of the inhabitants can contribute to set up "sustainable" revitalization processes. Thus the districts can allow inhabitants to express their interests while meeting their needs through the provision of adapted services. The district's public institutions can be used as meeting places for inhabitants of different origins, sharing common problems.

### → Strategies and suggested policies

- **Consider the application of basic rights of all inhabitants, by taking account of international normative instruments relating to good governance and the protection of cultural diversity**
- **Meet the basic needs of the most vulnerable groups of the population (housing, health care, access to drinking water, hygiene, education, etc.)**
- **Support local democracy**
- **Oppose property speculation and spatial segregation**
- **Support social housing, in particular for young people, women and the elderly**
- **Prioritize and strengthen social mix and cohesion, in particular through the integration of migrants**
- **Create employment, notably in the social, interdependent sector of the economy**
- **Improve infrastructures and services**
- **Contribute to the creation of insertion infrastructures while improving inhabitants' security**



## → Concrete results and experiences

### Housing seen as a tool for social mix

#### **Housing subsidies in China**

Households that opted for new housing benefited from a one-time grant of free housing equivalent to 3m<sup>2</sup> per person, a 14% discount on the price of housing, as well as preferential treatment in the choice of housing in accordance with their specific needs such as proximity to the workplace. Households remaining within the old neighbourhoods benefited from subsidies for housing repairs aimed at improving the living conditions, infrastructure and services. Special attention was paid to the needs of the elderly, of mothers with young children and other disadvantaged groups, including day-care centres, health centres, the location of nurseries and primary schools as well as recreational and sports facilities.

Town: Suzhou, China. UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best Practices 2006

#### **Malaga, Spain**

"Over and above big public investments in the housing sector (new buildings and restoration), urban development, creation of multi-purpose sociocultural centres, construction of public amenities and special attention being given to immigrants, the innovative experience of Malaga lies in the implementation of public housing centres which can be rented for a limited period of seven years. These centres have been specifically designed for elderly and young people, particularly students. The centres aim to encourage intergenerational mutual help. They also represent a way of finding affordable accommodation for sections of the population who have been badly hit by property prices."

*Moreno Peralta, J. R. Casero, A. Gutierrez Istria, Round Table organized by UNESCO during the UN-HABITAT World Urban Forum II in Barcelona, September 2004.*

### Managing the region's motorized and pedestrian traffic



#### **Saïda, Lebanon**

"[...] All responsible, concerned parties agreed on the necessity to pave the boulevard that runs alongside the old city and the 'friction lane' and to build two gates at either end of the boulevard where it runs adjacent to the old city in order to emphasize the fact that the boulevard is not a transit road but a low-speed traffic road, designed for light vehicles, thus avoiding heavy traffic [...]"

Excerpt of a letter from Mme Bahia Hariri, Hariri, President of the Hariri Foundation, and Mr Hilal Kobrosly, President of the Municipality of Saïda, to UNESCO following the International Seminar organized by UNESCO on "Small historical coastal cities", which took place in Saïda, in May 2001.

#### **Rennes, France**

Since 1966, Rennes city centre has benefited from having a protection plan. From the 1980s onwards, there have been several cross-cutting policies involving the city as a whole.

Policies have been centred around housing and social accommodation to redress the problem of the city centre being abandoned by low-income families.

The transport policy is the deciding factor for moving from "preservation" to "enhancement" of heritage: no through-traffic, more pedestrian zones in the city centre and efficient public transport - the most important perhaps being the underground which provides easy access to the city centre from the suburbs. Through these



lines of action a redefinition policy of the public spaces was developed, revealing the spatial quality of these locations belonging to the urban heritage, and their potential in the fields of urban tourism and cultural activities.

Good accessibility to the centre and its commercial attractiveness for the whole city were the main concerns: rehabilitating old buildings to perpetuate the existing amenities or allocating new functions to old buildings, and relocating major facilities to the city centre, thus rejecting the idea of corresponding functions being relocated to the suburbs.

City of Rennes Urban Planning Directorate, April 2007.

### **Job creation and trade diversification**

#### **Santiago de Compostela, Spain**

We have programmes to strengthen commercial activity in the old city centre, trade being the mainspring of the historic centre's residents. 1,800 business premises are located in the historic district, 1,600 of them are occupied, 40% are devoted to trade and 25% to hospitality. Half of these premises are rented. Retaining and improving the retail trade in the historic district enables services and goods to be maintained, thus facilitating residence in the city centre.

Jose A. Sanchez Bugallo, Mayor of Santiago de Compostela, Spain, March 2005.

### **Good water management is ensured**

#### **Marrakesh, Morocco**

In the Marrakesh region, land would have no value if it were not traditionally bound to a right to water. What applies to the agricultural land situated outside the city also applies to the orchards, large residences and *riyads* whose gardens require large amounts of water, in the heart of the city. The city adapted to the distribution networks and the residential neighbourhoods naturally established in easy supply locations.

Q. Wilbaux, *La médina de Marrakech, Formation des espaces urbains d'une ancienne capitale du Maroc*, L'Harmattan, 2003



### **Exclusion is avoided**

#### **Alternative plan to the eviction of the Pom Mahakan community Pom Mahakan (Bangkok, Thailand)**

Pom Mahakan is a community of around 300 residents located near the Mahakan Fort, between the old city wall and the canal in the centre of Bangkok. In January 2003, under the Government-sponsored plan to revitalize the old city, the residents of Pom Mahakan were told to leave their homes. They were offered replacement housing in the Bangkok suburbs, 45km away. The site of Pom Mahakan is home to a complex of vernacular architecture and the residents have lived in this area for six generations. Forced eviction would therefore have amounted to a violation of entrenched rights.





The Pom Mahakan residents did everything they could to avoid eviction and demonstrated their resistance by holding protests, building barricades and organizing a night-watch committee. Helped by a coalition of academics, NGOs and human rights activists, they put forward a highly innovative land-sharing plan as an alternative to eviction and relocation. The plan included the renovation of the older buildings and the integration of the houses into a historical park. The residents even started implementing part of this plan, and many outsiders rallied to the call to support them in this process.

Jean du Plessis, COHRE Coordinator, at the UNESCO Round Table of experts on Social Sustainability  
in Historic Districts, World Urban Forum,  
September 2004.

### 3. Responding to current needs while maintaining the city's identity and enhancing traditional knowledge

The revival of the feeling of belonging to a history, a culture, a region, or a district is symptomatic of the human need to know oneself and for others to recognize one's identity. While cities have become places where cultural expressions are varied and seek to be fully expressed, the role of urban heritage is fundamental and the role of urban policy decision-makers central to facing this need for recognition.

On the architectural and urban levels, historic districts express the knowledge and know-how of the civilizations from which they stem. If they have not been destroyed, they reveal the complexity and the plurality of the thread of the past. They play an essential role in the knowledge and organization of city life. They are the cultural, historical, social and heritage memory of the city, acting as a melting pot of values and the diversity of contemporary practices, which can often be innovative.

To recognize the cultural dimension of a district, a city, or a region means being aware of the value of space, practices, traditional know-how, and drawing from that history and identity the resources to develop public spaces and daily practices of the local population. The role of archaeology should be seen at its correct value. Far from being an obstacle with regard to urban development, archaeology makes it possible for citizens to discover the history of their city.

The exceptional value of historic centres as witnesses of the past and laboratories of the present and the future, requires approaches and specific regulations often different from the rest of the city. The citizens should identify themselves in a positive way with the centres; they should feel respect for their identity and diversity and really want to enhance the value of the centres. The buildings and spaces having played a major role in the life of the inhabitants or in the landscapes (contemporary architecture,

traditional villages, industries, etc.) should thus be enhanced as much as the most acknowledged historic and aesthetic heritage.

In addition, maintenance of identity and authenticity is associated in most geographical areas with maintenance of material and form. However, in Japan, for example, as Leon Pressouyre<sup>2</sup> stresses, function takes precedence, largely, over form and material, "the oldest temples are periodically reconstituted identically, the authenticity sticking to function, primarily, and form, incidentally, but by no means to material". The notion of authenticity is strongly anchored in the Western context and must be apprehended according to the diversity of the cultural values allotted to the forms and materials and also to their use, function and meaning. The increase of intercultural exchanges and different notions of heritage value will make it possible to benefit from experience and to transmit to future generations a diverse, preserved heritage, representative of the various cultures and civilizations of the world.

The involvement of inhabitants in rehabilitation processes in many cities shows true cooperation among planners, technicians and holders of traditional knowledge. Revitalization thus creates jobs, enables actors to be part of city life and to participate in its conservation. The "authenticity" of the city becomes a factor of economic progress when the local development project preserves the fundamental character of this evolving identity in line with the needs of the inhabitants of different origins. The integration of immigrants and newcomers to the city is thus reinforced.

The involvement and the training of actors in the district make it possible to question the conservation practices. Indeed, if there is a desire for sustainability, the technical aspects of heritage revitalization cannot be considered without solid discussions on the values and beliefs associated with it.

For example, an experiment conducted in the medina of Mahdia, in Tunisia,<sup>3</sup> shows that humidity problems are attributed to the ambient air and regulated by covering the masonry with watertight wall coverings (cement, tiles). However, by preventing the walls from breathing, moisture accumulates. It is advisable to question the common beliefs, recognize their limitations and correct the inadequacy of the techniques used. Heritage revitalization, even though it may be looked at from a technical point of view, is primarily an issue that is subject to beliefs deeply anchored in local society.

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2. Evaluation Report presented in Paris on the occasion of the 20<sup>th</sup> Anniversary of the Convention concerning the Protection of World Cultural and Natural Heritage, June 1992

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3. See the project presentation «the laboratory house» by R. Hodde and A. Deboulet, UNESCO Seminar, Saïda, Lebanon, 28 to 31 May 2001

## → Strategies and suggested policies

- Encourage a plural, consensual view of “authenticity”, with an image of cultural diversity, heritage and interest in historic districts
- Seek a harmonious inclusion of modernity into the historic fabric (volume, architectural style, materials)
- Conceive revitalization processes that restore the functional importance of urban settings (buildings, public spaces)
- Associate attractiveness for tourists and investors with improvement in quality of life for the inhabitants
- Improve the local economy with capacity-building for inhabitants and involve them in the projects
- Support participation and civic education in to strengthen the district’s identity and its appropriation by the inhabitants
- Improve the techniques used by linking traditional with contemporary knowledge

## → Concrete results and experiences

### Transfer of knowledge

#### **Fez, Morocco**

Further to a rehabilitation programme for the Medina, a study has been conducted on traditional building methods and materials; brochures have been produced on jobs in the construction industry and on the work of the traditional ceramic manufacturers of Fez; a series of lectures was organized; and a Training Institute for the Traditional Building Trade (IFMTB) created. Students and professionals from different countries continue to cooperate with those responsible for the preservation of the built heritage in the region.

Xavier Casanovas, RehabiMed network official, UNESCO Workshop on “Sustainable urban development in the coastal region of Mahdia”, Tunisia, June 1999.



#### **Lijiang, China**

“A thorough and comprehensive understanding of the history and culture of the Naxi people and other ethnic minorities in this region should be reached (their ancestral knowledge, their efforts to promote the transmission and importance of their traditional culture). Thanks to continuous cooperation with us, local ethnic groups have gained increased confidence in their culture. They have enhanced their abilities to study, preserve and develop their culture. The aim is to establish a harmonious

relation between man and nature, tradition and modernism, development of the culture of ethnic minorities, ecology and the economy.”

Professor Shao Yong, Tongli University and the National Research Centre on Historic Cities



#### **The preservation of Ksour<sup>4</sup> in the Sahara means preserving the culture of a whole people**

In the Sahara, Ksour – traditional fortified cities – traversed millennia of existence in a formerly prosperous milieu because of strong trade links over the centuries. Today, most Ksour are in an advanced state of dilapidation or completely deserted by their population and in ruin. However, their heritage value is priceless.

For example, the urban structures of the historic centres of Ouadane, Chinguetti, Tichitt and Oualata in Mauritania follow Moslem law which decrees that no neighbour should be constrained: the functional units, the organization and the relationship between public and domestic spaces, and the place of ethnic groups in the district. Intrinsically related to the environment, the management of water and the fight against desertification are more than anywhere else a condition for survival.

Remarkable by the inventiveness of the technical means implemented in the hydraulic architecture and infrastructures such as the “foggaras”, the traditional dwellings testify to a way of life and a social structure particularly adapted to these

hostile environments. They represent a paradigm of integrated development that should be a lesson for the whole of humanity.

Source: UNESCO

#### **Archaeology to understand the city**

##### **Archaeological excavations in Saïda, Lebanon**

An archaeological dig, which began in 1998 with support from the British Museum, the British Foreign and Commonwealth Office and the Hariri Foundation, used modern, systematic techniques for the first time on the site in Saïda. These excavations were carried out with a multidisciplinary approach in order to discover not only the archaeological history of the city, but also to have an overall view of its urban development. Coring tests were carried out near the coast in order to determine the extent of the port basins in the Bronze Age, which are today under the souks and the modern quays. The coastal line of the city as well as the history of the port was defined by a series of samples taken from around the port and the old souks of Saïda in addition to the main excavations. These excavations also helped to define the types of human settlements in Saïda. For the first time, archaeological information has been gleaned from the stratified layers rather than the remains found in cemeteries and burial grounds. These remains will be used as a basis for a thorough understanding of the links between Syrian and Palestinian populations.

Claude Doumet Serhal and Honor Frost,  
UNESCO Seminar organized in Saïda, Lebanon,  
28 to 31 May 2001.

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4. Traditional fortified villages

#### 4. Support creativity and cultural diversity

Creation and creativity are an integral part of revitalization processes in historic districts. The inherited patrimony, full of meaning for past generations is questioned by contemporary creation which in turn interprets and appropriates it. To maintain a unity of meaning, not to betray the authenticity and identity, are priorities difficult to comprehend as they are subjective. Art can prove extremely rich and provide an original and innovative “habitat” for heritage as well as help citizens become aware of their heritage, art and culture in their daily lives.

The atmosphere, vitality and dynamism of a district are all elements that make people want to live, share and develop an area and, hence, to innovate and create. Thus, creativeness in revitalization processes often produces projects that involve new methods, new relationships between actors, new ways of working, of design, understanding and managing an area.

#### → Strategies and suggested policies

- **Enhance the attraction of a region and a district through improvement of its creative potential, its image and the inhabitants’ sense of belonging**
- **Broaden access to culture for all sections of society, by encouraging commitment and a wish for knowledge**
- **Develop a civic conscience with discussions on modernization of heritage, its variety of meanings and its modes of expression**
- **Support artists and craftsmen by helping them maintain and transmit their know-how and experience**
- **Propose activities and cultural events to balance out the attractiveness of the whole area and thus avoid the historic district becoming the only point of interest**
- **Protect, develop and give meaning to tangible heritage by linking traditional and modern knowledge**
- **Enhance the value of intangible heritage revealing peoples’ identity and the authenticity of neighbourhoods**
- **Help actors to produce quality services and products**
- **Support mediation to link cultural, artistic, political and institutional thinking**



→ Concrete results and experiences

**Creativity goes hand in hand with innovation**

**Montreal, city of design**

The urban design workshop (October 2006) was part of a larger urban event aiming at one and the same time to be a planning, consultation and communication exercise leading to the setting up of a constructive dialogue among the different actors interested in the sustainable revitalization of the Griffintown district (residents, city representatives, promoters, firms and institutions, town planning professionals, etc.).

In addition, in June 2005, the City of Montreal launched its design action plan (the aim of which is to improve the design of the city while putting Montreal on the map as a city of design.

The aim was to improve the design of the city while contributing to the assertion of Montreal as a "city of design". To carry out this action plan in design, in January 2006, the city of Montreal was equipped with a coordination and expertise unit, Design Montreal, whose role is based on the capacities and voluntary adhesion of the partners; they are given support within the existing administrative framework. The action of Design Montreal is interdisciplinary, often carried out in partnership with private companies, publicity companies, and Montreal research centres. Its functions are varied: it supports design orders, the publication of guides, the realization of training seminars, the organization of contests and design workshops, the promotion and diffusion of best practices, and communication activities.

Described as a laboratory of innovation, Design Montreal bases its action in the city of Montreal. It is building a developing partnership with the interested districts and targets a certain number of urban projects of various kinds which become places of experimentation for new processes and outstanding practices. On 17 May 2006, UNESCO's Global Alliance for Cultural Diversity designated Montreal a UNESCO City of Design. Montreal became the first North American city to obtain this designation after Buenos Aires (August 2005) and Berlin (November 2005), to which should be added the UNESCO Creative



Cities Network for excellence in literature, music, gastronomy, cinema, traditional arts and numeric arts.

Marie-Josée Lacroix, Commissioner of Design and Director of Design Montreal

**Brussels, Belgium**

Since 2000, the city of Brussels has been giving much attention to the Briggittines Chapel, located near a social housing district of mainly concrete construction. The Chapel was deconsecrated a century after it was built but its aesthetic quality is often remarked upon. The city of Brussels is convinced of the cultural importance of rehabilitating areas that have been neglected and is in favour of reviving residential and cultural spaces. It is providing subsidies for renovation and embellishment,



creating new meeting places, and has drawn up a District Contract for the small area called Brigittines Tanneurs. The “Brigittines”, pioneer of a new art district in Brussels, is now a Centre of Contemporary Arts for Music and Voice, developing its own artistic project, taking into account not only the artists but also the local population, while respecting everyone’s cultural identity.

Monique Duren, Brussels Culture Department official, Director of the Contemporary Arts Centre “Les Brigittines”, June 2007.

### **Culture integrated into development**

#### **Town Planning in Gangjin, Republic of Korea**

Gangjin is a municipality composed of many historic villages and it intends implementing an urban integrated development strategy in cooperation with the research consultancy SPACE GROUP of Seoul, in order to rehabilitate all socio-economic, cultural and environmental components of the different sites.

Renowned as the cradle of Shilhak philosophy, the town of Gangjin possesses internationally famous historic and cultural places, which could become the vectors for development of this coastal city. However, within a space of 25 years, the population has decreased by 40% and the percentage of elderly citizens has increased: this has resulted in the closure of public and private amenities in the fields of education, culture, health and leisure and a reduction of the economy.

The rehabilitation and redevelopment project of the Research Office aims to promote an integrated development of Gangjin around its historic sites. The demographic, historical and economic studies conducted have identified three catalytic elements of the past development of the city: (1) the Goryeo celadon of a unique colour – essential element; (2) the city’s function as main trade port linking the Korean peninsula with the rest of the world; and (3) its strategic importance to defend the province and the Kingdom.

Many developments are planned: the creation of green open spaces in order to solve the problem of the “horizontal separation” and



to integrate these natural spaces into the new structure of the city; a cultural complex designed to become a tourism, research, information and transport centre; the creation of a sports and recreation centre enhancing the value of the Tamjin River and the Gangjin Bay, and the development of the Goryeo celadon kiln sites as walking areas, etc.

UNESCO/Gangjin Seminar: Social sustainability in historic districts: the case of Gangjin, UNESCO, 3 April 2006.



## 5. Develop cultural tourism and control this development within several sectors of activity

With the growth of urban cultural tourism, historic cities have become targets for tourists seeking an “urban atmosphere”, heritage, history, museums, exhibitions and encounters. When cities are located on the coast, tourists can combine the pleasure of the city with a natural, pleasing environment, conducive to leisure.

It is often tempting to see tourism as a highly profitable, cash-producing sector. Indeed, it can revive a district and encourage the re-launching of productions based on the large-scale mobilization of local craftsmen. It can also help to preserve a heritage and build awareness among the actors.

However, controlling tourism at attractive sites is extremely difficult; it can have an irreversible impact on the environment, the social and heritage fabric and generate conflicts difficult to resolve. Examples of the unforeseen negative impact of tourism multiply along with the acceleration of globalization.

The attraction of some of these cities is gradually decreasing with the standardization of the sites and the “folklorization” of the destination. Tourism, which initially contributed to boost the economy, can in the long-term prove harmful for urban development. Tourism transforms historic districts into museums emptied of local trade and entirely focused on tourism.

There need to be drastic measures taken to make tourism a driving force for development and not a mono-activity which entraps the cities. They must obtain the planning instruments to control tourism, invest in quality products and determine the maximum load capacities of the sites for their sustainable development.

Tourism in historic districts must fall under the dynamics of sustainable development, i.e. be socially equitable, culturally diversified, economically viable and not deteriorating the

environmental stability (pumping of water, unsuitable infrastructures, etc). It is vital that tourism remains a complementary activity and not an activity dependent on the political environment, on which the whole of the economy rests.

### → Strategies and suggested policies

- Carry out impact studies before any intervention decision by taking account of physical, ecological, cultural and social load capacities of existing urban fabric

- Diversify tourist itineraries in historic districts, control and restrict access to the most visited sites

- Help actors set up qualitative and sustainable tourism the revenue of which will be equitably distributed in the region

- Maximize the positive impact of tourism in other economic sectors of the city and thus generate a request for products and resources outside the tourist season

- Inform, train and educate the population (inhabitants and visitors) in order to support sustainable tourism

- Incite all those involved in tourism to adopt quality measures and encourage the local population to become true actors in the tourism chain

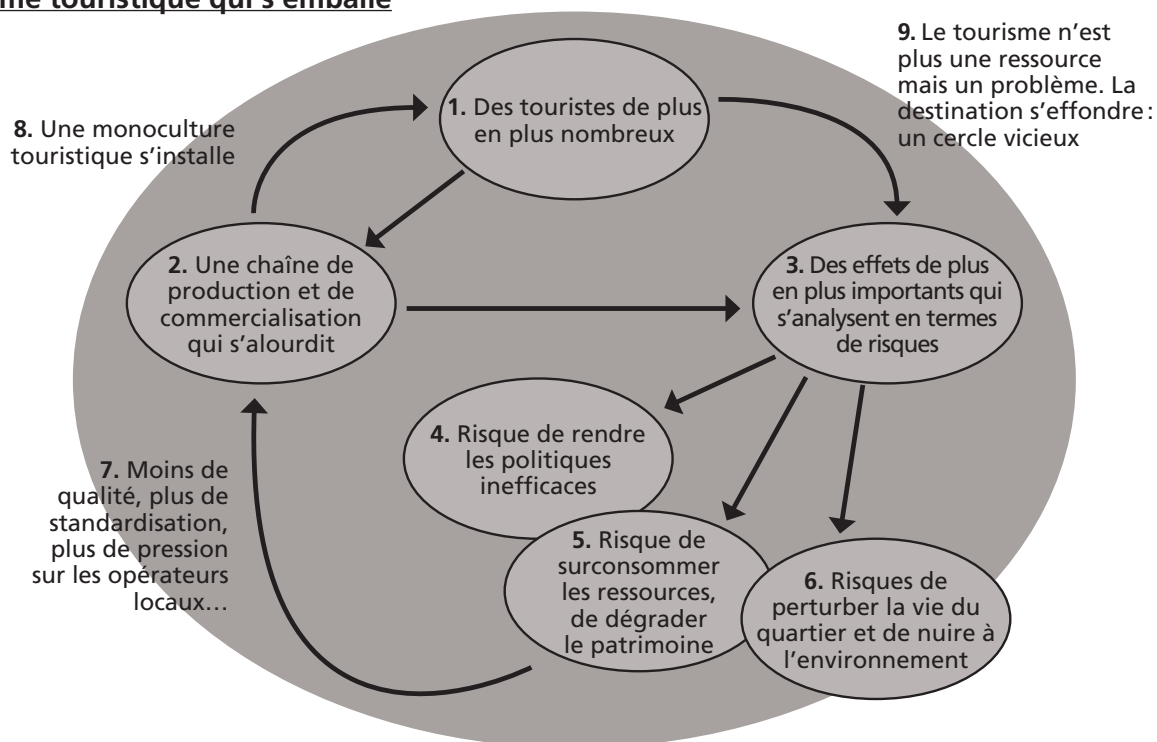
- Support tourism companies and promote employment of the local population, especially the most vulnerable in order to develop an independent economy

- Promote quality local products, particularly in the fields of handicrafts and gastronomy

- Equip and enhance the sites by reinvesting part of the tourism revenue in their conservation

- Generate cooperation and national, subregional and international partnerships, particularly between the public and private sectors

### Un système touristique qui s'emballe



Source: A partir de Alain Laurent & Laure Veirier, guide méthodologique « tourisme, culture et lutte contre la pauvreté au Sahara: une approche territoriale du développement » UNESCO, 2007

→ Concrete results and experiences

**The district becomes attractive without damaging inhabitants' quality of life**

**Québec, Canada**

Most world heritage cities are major tourist attractions. The historic district of Québec is quite small, but it receives year in, year out some 8.9 million visitors, 5.3 million of whom are tourists. And these numbers are constantly growing. Tourism is expanding rapidly worldwide, even more so in the case of cultural tourism, which generates crowds sometimes disproportionate in these heritage environments that are often of limited size. For thirty years, the municipal administration has been facing this problem of excess tourism. It has been forced to implement vigilance, cooperation and control mechanisms that made it possible to reduce the dangers, although not eliminating them completely, and to facilitate cohabitation.

The essential conditions to ensure that this administrator-citizen relationship will be a guarantee for success:

- First of all, the **appropriation** of their own environments by the residents, the other users, merchants, owners, and also the tourists. There is no heritage without appropriation.
- Then, respect and **development of the personality of the place**. It must remain an environment that corresponds to the culture, the values of those who inhabit it and who support it. This condition is corollary to appropriation.
- Excessive tourism brings about decentralization: to relieve some areas, part of the traffic should be redirected nearby or further afield. This raises visitors' interest, leading some to prolong their stay, and thus generates more spin-offs. Here, a **creative strategic planning and urban development work** is required.
- "**Monofunctionalization**" threatens every busy tourist sector. It is one of the worst effects of excessive tourism. A living urban environment must maintain its multifunctional characteristics.
- Finally, a **close relationship** should be established between management staff, in

particular us, the administrators or municipal officials, and the users, the residents, but also the other stakeholders. It will be permanent and ongoing. These exchange mechanisms will be institutionalized. In fact, we are talking about participatory management. To find the right balance inherent to each place, to enhance the personality of the living environment, to determine adequately the accommodation capacity while benefiting from the bustling crowds and the revenues generated by tourism activities, is to ensure that rich, diversified, attractive and comfortable environments will be created for both residents and visitors. Environments that we wish to see again, and in which we even wish to live. This objective can never be taken for granted. It entails frequent questioning and constant vigilance. It imposes the setting-up of awareness, cooperation, and even permanent conciliation mechanisms.

Serge Viau, Quebec

**Restoration of Cheonggye-Cheon, the ancient river of Seoul, Republic of Korea**

Restoration of the Cheonggye-Cheon river is not just an urban planning project. It is a tremendous task which has become a symbol of the revival of Seoul's natural and historic heritage at the beginning of the 21<sup>st</sup> century. In 2006, the capital became a city that respects the environment and the people. This project has made a significant contribution to the renewal of Seoul's image. The rehabilitated river has become one of the main attractions of Seoul for Koreans and for visitors from abroad.

*Human Settlements and Sociocultural Environment*, No. 56, UNESCO Publishing, Barcelona, 2004.

## **Tourism strategies re-evaluated**

### **Tourism strategy for Venice, Italy**

Venice is a well-known international attraction, possibly one of the most famous World Heritage cities. With young households pushed out of the centre by exorbitant property prices and lack of high-level specialized jobs, the population of the historic centre of Venice decreased from 170,000 to 70,000 in half a century and is still declining. At the same time, tourist pressure on the city is increasing.

The government is striving to reinvent and diversify the city's economic vocation, providing a solid alternative to tourism.

Policies for tourism development in Venice focus on:

- 1) Containing the expansion of the "tourist region" and encouraging overnight stays
- 2) Rationalizing the mode of tourist use of, and access to the city
- 3) Limiting the decline in the quality of tourism products

New projects have been started that may trigger a virtual process as they address the spatial and industrial configuration of the various elements of the Venetian tourism system. On the marketing side, a number of projects for the promotion and commercialization of the cultural assets as an integrated system have been agreed upon, to overcome a long-standing fragmentation in the management and ownership structure of cultural goods (common ticketing, coordination of events, websites, etc.). Moreover, there is an effort to link existing resources through technological advances, with the provision of remote archive and information facilities. Internal accessibility will be enhanced with the rationalization of water transport, the diversification of access points to the city centre and the creation of alternative itineraries.



As an example of the ambitious and innovative projects, a "virtual museum" is being planned by the City Department of Museums in order to promote a new attitude in the visitors with regard to the cultural heritage of Venice, increasing its attractiveness and comprehensibility, and therefore its capacity to generate value, while attracting tourists who are more curious and less predictable in the organization of their cultural itineraries.

It is now recognized that if the culture of Venice is to remain a living entity, the city needs to be refashioned into a place that exists for far more than tourism.

Antonio Paolo Russo, First international seminar on "Culture: a driving force for urban tourism".

Application of experiences of countries in transition, Dubrovnik, 18 and 19 May 2001 (Culture link, edited by Daniela Angelina, Jelincic)

### **Essaouira, Morocco**

Tourism must be the only lever for development. We have an exceptional opportunity in the creation of 130 associations in Essaouira. The State, the ministries and the municipal councils cannot on their own solve problems as complex and varied as the Mellah, the wall and the dunes; it calls for a synergy among associations, public actors and international cooperation.

Saïd Mouline, Consultant. Excerpts from the debate on the case of Essaouira presented at the evaluation meeting of the "Small historic coastal cities" programme, Essaouira, December 2003.

### **Mahdia, Tunisia**

Nowadays, being so close to the sea has as many advantages as disadvantages for the city of Mahdia. The port is indeed one of the most important ports of the country. The tourist area, in addition to the positive effect it has on the local economy, could also develop a cultural leisure sector which the area has always lacked. But the city needs the technical and institutional tools to deal with the negative



impact of tourism: excessive architectural changes, overcrowding in the summer, and the serious threat to the traditional functioning of the Medina, etc.

S. Hamza, UNESCO Seminar on "Sustainable urban development of the coastal zone", Mahdia, June 1999.

### **Circuits are diversified and improved**

#### **The pedestrian itinerary in Bamberg, Germany**

The city of Bamberg in Southern Germany is a remarkable example of a European town with an early medieval structure. The development and realization of an effective pedestrian itinerary received priority status to confront the problems that can arise through the combination of tourism, traffic, historic monuments and houses. In this particular context, the cooperation of tourism experts with those responsible for the heritage preservation is of great importance.

The main aim of the pedestrian circuit is to provide directions and make it easier for pedestrians to find their way around Bamberg. In addition, formerly unknown tourist attractions are indicated so as to disperse the stream of visitors from the most famous places of interest to other equally attractive sights within the city. A comprehensive, integrated and clear construction of signposts and guidance system provides the solution. The system provides clear information and helps reduce the number of tourists at any given site. At the city's various points of entry the integrated system provides visitors with directions for particular routes as well as descriptions that encourage tourists to visit less well-known parts of the city.



#### **Approach**

Many sections of the local city authorities were involved because the strategy had to integrate the needs of tourists, residents, pedestrians, tour guides and municipal officials for the preservation of ancient monuments, etc. A multidisciplinary working group was set up to define objectives and elements of the system. In a series of working group meetings a new city map was drawn up and positions of sign postings and information points were agreed upon.

Colour, design and symbols were designed and a way to finance the new system was worked out. The presence of people from different services of the municipality made it possible to discuss differing views before the system was installed. This guaranteed a high level of acceptance of this effective system.

Matthias Ripp, City of Bamberg  
[www.world-heritage.bamberg.de](http://www.world-heritage.bamberg.de)

#### **Cape Coast and Emina, Ghana**

The local economy of Cape Coast and Emina benefits from the development of cultural tourism on the Slave Route. Forts and castles of Volta, Accra and the surrounding areas, as well as the central and western regions are inscribed on the World Heritage List and therefore benefit from the fame of that List. Local populations participate fully in the activities organized; employment figures are rising; and heritage is better preserved.

Randal Smith, Commonwealth Local Government Forum, June 2007.



## **Cultural values assessed**

### **Value-oriented tourism Vigan, Philippines**

The Vigan conservation and tourism programme shows how cultural conservation can be pursued hand in hand with economic development. Vigan is a vibrant centre for trade while at the same time its pre-colonial industries provide livelihoods and employment for the inhabitants. It also ensures that the values and traditions that helped us survive and flourish for centuries will be passed on to future generations.

The Programme stipulates that the goal of developing the cultural heritage of Vigan must go hand in hand with strengthening the local population's values. The following were identified as Vigan's core values: faith, industry, frugality, integrity, community pride, strength of character, selflessness and vigilance.

Together with strengthening the values in preparation for tourism development, significant infrastructure and capacity-building training were likewise utilized as measures to ensure the readiness of the people of Vigan.

The Vigan Heritage Conservation as a tool for the development of Vigan has strengthened unity, cohesiveness, patriotism and a stronger pride in the community. The Programme has reached and benefited not only the present 45,000 residents of the City but also the future generations of Biguenos. The resulting boom in tourism has directly benefited operators of accommodation facilities, restaurants, souvenir shops, traditional products and producers of local delicacies. From the added revenue from tourism and demands for various services, other sectors including agricultural workers have likewise benefited.

UNESCO/UN-HABITAT, Social sustainability in historic districts

Best practices 2006 (Complete case study in annex)

## **Tourism in the district taking account of the whole region**

### **Cross-cutting approach for regional development through sustainable tourism in Evora, Portugal**

Évora (Portugal) is today a city living from tourism and services (it is the trade and administrative capital of the Alentejo region), 1986 having been the key date for the assertion of this activity, with the classification of Evora on the World Heritage List of UNESCO. Up to that date, tourism was practically non-existent with some small family-run hotels. Since then, medium-sized hotels were established and Evora began to appear in tourist guides and, at national level, the purchasing power of Portuguese families increased, and the roads and other infrastructures developed.

"Évora 21" is a long-term programme proposed by T2D2, a structure specialized in regional development from sustainable tourism. The process involves local actors, and catalyst of development, "Evora 21" aims to support the municipal and regional dynamics by integrating the various local policies to:

- ensure the quality of life in Evora, in a scenario of considerable expansion of the urban fabric; and
- confirm Evora as a sustainable tourist destination, based on the intrinsic quality of local and regional products, and structuring and strengthening the competences of the tourism available.

The overall aim is to allow Evora and the city's surrounding region to develop a quality of life based on the resources, products and competences which place the whole region in a concrete perspective of sustainable development that can spread throughout Portugal and the rest of Europe.

Alain Laurent and David Policarpo  
T2D2 - Tourism, Territories and Development  
website: [www.t2d2.org](http://www.t2d2.org)

## 6. Safeguard classified urban sites and benefit from their fame

UNESCO considers that “the cultural heritage of each site is the cultural heritage of all”. The safeguarding of heritage and its transmission to future generations should concern the responsibility of everyone and fall under a dynamic relation between culture and development. However, very often, particularly when the living conditions are difficult, the local actors do not assume the role of conservation and management of the heritage and the sites. They must therefore give it a special meaning, appropriate it and derive benefit (financial, social, town planning). Although the classification is associated with preservation for some people, it is far more than that for the general public, the media and some decision-makers, linked with spectacular “tourist consumption” and immediate profitability.

The consequences of World Heritage classifications for cities in “developing countries” are often mixed in spite of the increase in the allocation of funds by international aid and the rejection of disastrous projects. In Tunis, for example, when the Medina was classified in 1979, it was planned to extend the *Avenue du Président Bourguiba*, which would have split the old city in two. In Greece, the inscription of the archaeological site of Delphi led to the rejection of a project for setting up a plant for the treatment of bauxite near the site which would have seriously damaged the landscape. In Zabid, in Yemen, the archaeological and historical heritage deteriorated considerably and about half the houses were replaced by concrete buildings, so that in 2000, the site was registered on the Endangered World Heritage list.

It is difficult to know how much the fact of being classified National Heritage or World Heritage is a determining factor in urban development. However, many cities have benefited from their inscription on the UNESCO World Heritage List. They have preserved their heritage, and asserted their cultural identity and their history while becoming more dynamic.

The many management practices concerning classified sites, the growing contribution of local communities – in particular the local population – innovative conservation approaches and exchange of knowledge and know-how lead to growing recognition of “exceptional universal values”, constantly influenced by local practices.

At European level, the designation of cities as “European capital cities of culture” has had stimulating effects, contributing to “emphasize the richness, diversity and common characteristics of European cultures and allowed a better mutual understanding among the citizens of the European Union”. In addition to the cultural events organized by these cities, the benefits are numerous and lasting (renovation of the urban environment, improvement of the city’s image, effects on tourism, and renewed dynamism of cultural life).

→ Strategies and suggested policies

- Sensitize and involve local populations in conservation action and in the enhancement of sites while enabling them to improve their living conditions and their environment
- Encourage exchange and partnerships in order to benefit from the diversity of the management's practices
- Support traditional protection systems and associate them with the concepts and systems of planning and management to respond better to the vision and needs of local communities and ensure the continuity of conservation
- Consider the crucial part played by site managers and help them to control the impact of tourist visits
- Have an overall view of the urban sites to take account of the multiplicity and complexity of the urban functions in the history of the city
- Undertake studies on the economic and social impact of the classifications of sites in order better to position the development strategies
- Benefit from the fame of the most visited classified sites and propose a networking with less famous sites by means of a complementary tourist offer
- Enhance the value of heritage through strengthening the promotion and innovative interpretation of sites (cultural mediation)

→ Concrete results and experiences

**Integrated strategies are developed**

**The strategy of Quito, Ecuador**

The town of Quito, capital city of Ecuador, is located on an exceptional site at an altitude of 2,800m. Characterized by great cultural diversity, its reputation is also due to the remarkable success of heritage conservation. The first city to be classified on the World Heritage List, in 1978, it remains one of the models in Latin America.

However, this did not prevent Quito's city centre from becoming seriously dilapidated, overwhelmed by migrants and tradesmen who transformed the houses into commercial warehouses.

Together with growing poverty, informal trade invaded the streets, squares and districts seriously damaging the heritage. Little by little, the centre of Quito became deserted, the tourists also abandoned it; delinquency increased and the built heritage deteriorated.

**The revitalization process known as the "Quito Plan for the 21<sup>st</sup> century" was based on three main lines:**

- **a strong political will** to take account of the needs of all the inhabitants and to respond to pressure from tradesmen
- **a process of negotiation and dialogue:** the life of tradesmen and their families had structured the public space of Quito. A process of negotiation with all actors was fundamental to succeed in the transformation of the public spaces.
- **the creation of alternative infrastructures (modernized street markets):** to respond to the



changes needed, there were new infrastructures for informal and itinerant traders, offering an alternative to instability and the harshness of their working conditions. Ten shopping centres were built and more than 7,000 business premises made available. Further to dealing with this main problem, urban renovation was speeded up thanks to cooperation with the municipality, the private sector and international assistance: improvement of the streets and squares, renovation of façades and churches, improvement of lighting, etc.

**Social sustainability of the project:** based on the principles of the UNESCO Convention Concerning the Protection of World Cultural and Natural Heritage, district revitalization was done by involving citizens, safeguarding the heritage, identity enhancement and economic development. New strategic lines have been strengthened such as the creation of small enterprises, self-management of businesses, tourism development, generation of new economic activities, reception of new families attracted by the historic centre, etc.

Ambassador Horacio Sevilla Borja  
UNESCO Round Table of experts on Social sustainability in historic districts, September 2004.

## **Sustainability at the heart of the processes**

### **Sustainability in Santiago de Compostela, Spain**

Santiago de Compostela stands out among historical cities of similar significance as a living urban phenomenon.

The rehabilitation initiatives mainly aimed to stabilize the resident population, fulfilling their aspirations for better housing. Small-scale rehabilitation and public administration procedures based on the proximity of users, formed the basis of a widespread strategy based on the private sector, which activates the public promotion mechanisms.

The reintroduction of traditional materials and the introduction of compatible technologies have had to deal with deep-rooted habits and strong real-estate interests. This has

required intensive educational work, assistance in projects, cost control and the training of businessmen, workers and professionals in order to share the practice of small-scale and reversible rehabilitation.

### **Sustainability**

**Financial:** The housing rehabilitation costs are affordable for the users. The small-scale projects, the reuse and repairing of elements, have made them eligible for public-sector subsidies. The public sector subsidies are accompanied by an investment of the users and are administered on criteria of encouraging such investment.

The restoration of public spaces requires greater financial resources. However, a significant part (7 hectares) was donated by the beneficiaries of urban development. The greater part of the investment went on regenerating the woodland and a layer of vegetation adapted to the climate.

**Social:** Rehabilitation has stopped residents leaving the area and has maintained social diversity. Large urban parks and prestigious installations have integrated previously segregated spaces.

**Cultural:** The preservation of the historical city's cultural value, applied rigorously in the case of built 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:** All these projects demonstrate environmental sustainability. It is worth highlighting the consistency applied in the introduction of a small-scale rehabilitation method: its aim is to restore the functionality of all its structures. It has reintroduced construction techniques and logic capable of prolonging a building's life, has revived the use of wood in construction, and has restored the reversibility of the work carried out on historical buildings.

Santiago de Compostela has been able to keep natural, open spaces inside the city. These spaces are the vestiges of the rural surroundings from which the city grew. It is a good example of the city's integration with the region.

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006



Professor Zhou Jian, College of Architecture and Urban Planning, Tongji University, at a UNESCO Seminar in Beijing, January 2007.

### **Redefinition of the city-region relation**

#### **Benefiting from the “Capital of Culture” designation – Salonika, Greece**

The economic situation at the beginning of this new century is favourable for modernizing the productive structure and the development of the urban aspect of Salonika. Its designation as European Capital of Culture in 1997 provided the opportunity to carry out important interventions: enhance the historic and cultural specificity through the restoration of monuments and historic buildings, enrich the city in cultural facilities through the creation of a strong network of theatres and museums, etc. A series of initiatives redefined the relationship between the city and the sea: the rehabilitation of the old port market, the transformation of the first pier of the old port into a metropolitan cultural centre and the rehabilitation of the five ancient warehouses.

Several projects are under consideration or already in progress: town planning foresees an underwater high speed boulevard to divert the traffic from the city centre, and European architects are designing eight unloading docks; the international contest for the development of the marine facade – this is a strip of open land, 8km long, on the eastern shore of the city, cut off from the crowded residential districts by a fast lane – running from the eastern end of the historic centre towards the southern limit of the urban space.

Professor V. Hastaotglou-Martinidis, Greece.  
UNESCO International Seminar, Saïda, 28 to 31 May 2001.

#### **Riverside green space – Lizhuang, China**

Riverside green spaces are important public spaces in Lizhuang. They play a key role in providing opportunities for appreciating the historical atmosphere of the major city on the Yangtze River. The west side of Riverside green space was the playground of Tongji University at the time of the Japanese invasion; it has therefore a strong cultural symbolism. Riverside green space functions as a landscape of open green space with sightseeing and tourism as well as services. During its construction, the natural green spaces will be maintained and no new buildings will be added apart from some landscape buildings.

“Some buildings remaining in the Riverside green space will be transformed into hotels, restaurants and tea houses to enable a functional transmission. Riverside green space will become a new destination for tourists visiting historic towns as well as for activities of everyday life.”

The public-funded operation played a key role in enhancing the image of the town of Lizhuang before it hosted the Tourism Development Congress in August 2006. In addition, the operation established a sound basis for the restoration of historic buildings, development of scenic spots and the integration of the industrial structure and layout. The working method focused on renovation of public spaces, and the way in which little investment was able to drive an all-round development of the whole town is providing precious experience and lessons for other historic towns in the region, especially for those with a relatively undeveloped economy.



## Self-evaluation:

What are the challenges to be taken up in the historic district of my city?

Questions to be asked, topics to be discussed	Yes	No	Why? How?
Are the characteristics and specificities of the historic district (heritage value, overall value, structure, representative elements, practices; etc.) identified?			
Are the degradation or desertion factors of the district identified?			
Is the evolution of the social and economic needs of the district's inhabitants taken into account in the adaptation of space?			
Is the distribution of the population in the district balanced (density, mix)?			
Is the demographic growth/decline accompanied by measures to forecast its effects on the district?			
Are the evolution of social structures, consumption and ways of life taken into account?			
Is tourism in the district designed to benefit the area?			
Is there a tourism management plan for the historic district?			
Is the revitalization project for the district part of a general urban development strategy (development of the region)?			
Are the revitalization processes supported by strong political will?			
Do the revitalization processes form part of sustainable development approaches?			
Are the buildings in the district regularly maintained?			
Is there overall protection and enhancement of the heritage?			
Are public spaces improved for the benefit of the inhabitants?			
Are the perception of the historic districts by the population and the «image» given to the visitors analysed?			
Are inhabitants made aware of the value of their heritage, are they informed of the processes of revitalization?			
Are public/private partnerships set up in search of funding?			

What are the fields mobilized by the revitalization process in my city?	
<b>Economic capital</b> <ul style="list-style-type: none"> <li>• maintaining/reinforcing the formal economic companies</li> <li>• support for informal activities and traditional know-how</li> <li>• assembly of financial partnerships (local, regional, national, international)</li> <li>• tourism and tourist services</li> <li>• production of services (Banks, post, telecommunications)</li> </ul>	
<b>Infrastructures or infrastructural capital</b> <ul style="list-style-type: none"> <li>• Housing/Buildings</li> <li>• Transport</li> <li>• Road networks</li> <li>• Energy</li> <li>• Public spaces</li> <li>• Facilities</li> </ul>	
<b>Social capital</b> <ul style="list-style-type: none"> <li>• Social cohesion and spatial integration of all the inhabitants (permanent/temporary)</li> <li>• Distribution of the population in space and time (migration processes)</li> <li>• Employment, insertion</li> <li>• Health of the inhabitants</li> <li>• Education and training systems</li> <li>• Youth, community life, sport</li> <li>• Democracy, participation and good governance</li> <li>• Participation, solidarity mechanisms</li> <li>• Social practices</li> </ul>	
<b>Cultural capital</b> <ul style="list-style-type: none"> <li>• Identification (inventories, statements) and preservation of the cultural urban heritage</li> <li>• Maintaining cultural diversity and the city's identity</li> <li>• Cultural diversity and fostering multilingualism</li> <li>• Capacity-building and know-how</li> <li>• Support for creativity</li> <li>• Value enhancement of the public space, natural/mixed</li> </ul>	
<b>Environment or «natural capital»</b> <ul style="list-style-type: none"> <li>• Water management and access to drinking water</li> <li>• Maintaining biodiversity (soil)</li> <li>• Waste management</li> <li>• Preservation of the natural heritage</li> <li>• Creation of public spaces</li> </ul>	

# III. Revitalizing – How? With whom?

## 1. Solutions

### 1.1. There is no “perfect example”

Although historic districts face common problems, each district is characterized by its diversity of socio-cultural, bioclimatic, economic and geo-political contexts.

The strategies must take into account the concrete local situations and rely on the resources – particularly cultural, social and natural – identified in feasibility studies. Each city must be able to design and develop its own projects according to the financial, technical and human resources available and according to its own procedures.

There is no single or “miracle” solution even for seemingly similar problems. The failures and the effects of the process, the methods used and the lessons learned from the experience, are the best elements for progress. The positive results and good practices indeed have far-reaching consequences but are often limited in terms of usefulness for the actors.

### **Some methodological recommendations**

- **Ensure participation and public dialogue so that inhabitants can appropriate** the processes and projects that respond to the criteria of sustainable human development: reflect for whom the projects are intended (sociology of the district, distribution of the population, etc.) and whether they are socio-economically feasible.
- **Associate short- and long-term**, to guarantee a certain continuity and anticipate the needs of future generations.
- **Continuously adjust strategies and development of situations:** recognize the importance of **follow-up** and **permanent evaluation** of the work to ensure strategies meet present and future social needs (compromise of future interests, “urban ecology”).
- **Strengthen dialogue among the different actors, at different levels** (local but also regional and international) – **co-responsibility principle**.
- **Have independent public utility companies (Central Executive Agency) to assist the town halls.**
- **Support multidisciplinary approaches** and elaborate procedures and “directions for use” at local level.
- **Implement integrated approaches** to historic districts’ revitalization processes to use as observatories for the building of new districts (integration and cross-cutting approach).
- **Promote training adapted** to the local cultural context and the specificities of the actors (their role in the process: decision-makers, technicians, etc).
- **Strengthen public/private partnerships, national and foreign.**

Excerpt from the minutes of the Meeting of the UNESCO Steering Committee on Social revitalization of historic districts, March 2007.

**There is no tailored solution, only basic principles**

- **TRANSPARENCY:** revitalization processes respond to cross-cutting, multisectoral, multidisciplinary and multi-scalar approaches. These complex approaches require transparency in their implementation.
- **INTEGRATION:** the historic district is part of a specific urban area. Projects must be included in an overall urban development plan to avoid social exclusion that can result from revitalization processes in these districts.
- **PARTICIPATION:**<sup>1</sup> strong political will (strong leadership) is inseparable from a concerted and organized mobilization of all actors (private sector included) accompanied by awareness-raising and training adapted for everyone.
- **ADAPTABILITY:**<sup>2</sup> every historic district has its specificity, even in the same country, the same region and the same city, thus no model can claim to replace an analysis of the resources, values and local practices that are subject to constant evolution. The methods and tools conceived in a given context may help the actors but must be adapted to the local specificity.

- **PERMANENT IMPROVEMENT:** regular assessment of action allows for readjustments to be made to the processes and to improve the approach in constantly evolving contexts and districts. The urban fabric is a living fabric; it is not frozen in time.
- **PRECAUTION:**<sup>3</sup> Historic districts need conservation and therefore restoration of the built heritage. In case of irreversible damage, measures have to be taken and notes made to prevent further degradation and enable the district to transmit a living heritage testifying to an era and to past generations.
- **PROFESSIONALISM:**<sup>4</sup> professionalism is compulsory at every level, in the fields of planning (quality of the architectural processes, traffic and transport), environment (public spaces, noise) services (reception, trade), culture (services, sites management) and in the field of information (signposting, documentation).

1. See the Charter on participation, Lyon, 2003 ([www.grandlyon.com](http://www.grandlyon.com)) and the tools on the participation of the city of Montreal, 2006.

2. See UNESCO Universal Declaration on Cultural Diversity, 2001 (<http://portal.unesco.org>)

3. See the ICOMOS Charter for the Conservation of Historic Towns, 1987 ([http://www.international.icomos.org/charters/towns\\_f.htm](http://www.international.icomos.org/charters/towns_f.htm)); the Convention Concerning the Protection of World Cultural and Natural Heritage, 1972 (<http://whc.unesco.org/fr/convention>); the Charter of Athens, 2003 (<http://www.ceu-ectp.org/f/athens/index.html>)

4. See the UIA/UNESCO Charter for the Training of Architects, 2005 ([http://www.uia-architectes.org/image/PDF/CHARTES/CHART\\_ANG.pdf](http://www.uia-architectes.org/image/PDF/CHARTES/CHART_ANG.pdf))

## **1.2. Learn lessons from past failures for future interventions**

Trying to apply a standard model and do what was successful elsewhere by adapting the same plans is very tempting but will prove to be a mistake! In order to learn the lessons from past experience, analyse “bad practices”, understand the processes and the unforeseen results may help improve your progress.

There are many statements presented in Part IV of the Manual. Some are from a joint UNESCO/UN-HABITAT initiative<sup>5</sup> aimed at publishing examples of revitalization practices focusing on the social sustainability of historic districts in the world.

### **Difficulties encountered often vary; the following seem to be recurrent:**

- Lack of political strategies, of serious diagnosis and competent expertise
- Ambiguity or inadequacy of urban and heritage regulations and of the property situation
- Lack of training, inadequacy of technical capacities, notably in terms of linking traditional with modern know-how, techniques and materials.
- Insufficient involvement of local populations, notably in non-democratic political systems.
- Consequences of gentrification difficult to foresee but sometimes intended (little account taken of social criteria, rise in rental costs, refusal of social mix).
- Demolition without consideration of heritage value, in order to build new constructions, notably in residential areas.
- Exclusively heritage approach, freezing the urban fabric and underestimating the functionality of the district and the city as a whole.
- Lack of cooperation and coordination among the actors (national and international) linked to a lack of transparency in the processes.
- Incoherent financing, relying essentially on the State.
- Tourism as the sole activity making qualitative, varied approaches impossible.

## **1.3. Enhance existing structures**

Experiments and recommendations of all cities should be taken into account, but how can one know what makes sense for one's own city? How should a process be embarked upon and taken in the right direction? How should a political project be translated into sustainable urban strategies?

It is suggested to start from what already exists and enhance its value pragmatically; begin with what has been thought of but not yet accomplished in terms of urban development strategies, challenges to be taken up, projects intended.

From this set of statements, information and intentions, as well as the need for improving living conditions, the process of revitalization can begin. The direction of the whole process will come from global strategies demanding a prioritization of the projects. These will be characterized by targeted, selective action whose impact will be studied in accordance with the strategies of the district and the city as a whole.

The revitalization process may be facilitated or slowed down by a certain amount of political, strategic, methodological or technical factors. These should all be linked chronologically. The following sections suggest ways in which this can be done; some steps are proposed to facilitate implementation of the revitalization process.

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5. See Annex 3 and the website [www.unhabitat.org](http://www.unhabitat.org)



## 2. Key factors for success

### 2.1 Good governance and political will

#### Show political will in the revitalization processes

Good governance<sup>6</sup> is a chain of financial partnerships, responsibilities and abilities. Each district and city has its own planning and management system and it is important to establish cooperation that encourages effective forms of governance to manage the historic district in relation to the whole region. Partnerships among historic districts, cities, regions and States can foster integrated, coherent and sustainable management.

#### **Urban policy / Urban governance**

In contrast with government, which presupposes unity at the centre of power, urban governance defers to a power that is scattered among countless bodies involved in public action. It works through a series of processes, procedures and practices linked to the distribution of power among the many actors and institutions in the decision-making processes. The study of urban policies centred on governance is an attempt to respond to the current situation re contemporary urban public action. This action is concentrated on the promotion of public holdings, with civil society and political actors, as well as newcomers on the scene who wish to become involved in the political process through non-governmental means. Nowadays there is a growing interdependence at local, regional and global level, which calls for implementation of improved techniques for programming and management policies based on public regulation and giving a prominent position to towns and local authorities.

Article by Germán Solinís in UNESCO SHS *Newsletter 08*, "Urban fabric and society: which policies for the future?" January-March 2005, p.16

Local communities and the city, in the case of medium-sized cities, are not always able to implement all the elements of revitalization processes, but they can direct political decisions at district level in order to reach the sustainability objectives. Their communication strategy is thus essential to balance conservation, enhancement of the value of the heritage and social cohesion. They are on familiar ground and have an essential role to play in terms of drive, coordination, support and follow-up.

Quite often, pilot projects or innovative approaches stem from a strong political will at city level (mayor or a member of his team). However, in cities not benefiting from an effective strategy or sufficient means, civil society can play a key role in the safeguarding projects. Indeed, in certain contexts, the success of rehabilitation projects is often monitored on the initiative of civil society, associations or individuals. Political support, however, is always the deciding factor. A long-term view of action – first, the definition and then the realization – is a key factor for success.

Access to funding sources can often be improved. Partnerships among local authorities, investors and service providers can facilitate the pooling of financial resources to meet local needs (subsidies, micro-credit systems, financial guarantees against risks, loans, and also help in decision-making, advice and training). Historic districts, through local, regional, national or international financial help can foster such partnerships. Young people, particularly women and those from disadvantaged groups must become involved in the decision-making process.

<sup>6</sup> See UN-HABITAT International legal instruments addressing good governance. [www.unhabitat.org](http://www.unhabitat.org)

### Urban governance and competitiveness

Today, regions are essential components of national economies; there is a strong demand for regional policies. Urban policies are gradually evolving from the traditional approach, focused on housing, infrastructures, urban problem areas and social policies, to a proactive approach of economic competitiveness on a municipal, metropolitan and regional scale.

Social cohesion and economic competitiveness are not mutually exclusive but in fact complementary objectives.

In order to reach a balance between the two, governance is the key element. A strategic view needs to be developed that will take into account every municipality and will help the diverse objectives of the different actors to coexist in harmony.

L. Kamal-Chaoui, Director, Public Governance and Territorial Development, OECD, Debate on "Urban policies and the right to the city", UNESCO, Paris, 18 March 2005.

### Municipalities heed civil society

- Reject construction projects likely to seriously damage the built and natural heritage, and which would run counter to the dialogue with civil society, In order to avoid irreversible negative consequences and endanger any participatory approach in Essaouira, Morocco.

- The town of Mahdia abandoned the project of an ill-placed marina and instead carried out an exemplary restoration of the sand dunes bordering the beach.

- The town of Saïda reduced the negative impact of the sea front boulevard on the north beach by decreasing its influence and better controlling its use.

UNESCO External evaluation meeting for the intersectoral initiative P.V.C.H. 1997/2003, Essaouira, Morocco, November 2003.

### If necessary, redirect urban policies

The criteria for sustainable development must be taken into account in the revitalization of historic districts and this often involves changing

the direction of urban policies.

These criteria appear in:

- **the adoption of a forward-looking approach based on the long term** takes account of the complexity of what is at stake (systemic, integrated and multidimensional approach), and considers the global picture for rehabilitation of the historic district.

- **taking account of the various regional levels** with regard to the overall impact of the rehabilitation of the historic district.

- **questioning the political choices** and the will to fight against social and spatial inequalities

- **new rules and reforms**, new funding methods help rehabilitation operations move forward.

### The change of attitudes regarding cultural heritage in Lhasa, Tibet

"Perhaps the most significant outcome of the project has been the change of attitudes about historic architecture, old neighbourhoods and cultural heritage. Prior to the project, the prevailing attitude towards architectural and urban heritage was that old buildings and neighbourhoods had outlived their usefulness and were associated with backwardness. Only selected and isolated buildings and monuments were preserved as relics of the past while entire neighbourhoods were being replaced with so-called modern buildings, most of which are ill-suited to local climatic and environmental conditions. The project has demonstrated that alternative approaches to cultural and environmental heritage can not only contribute to local economic development, through the creation of jobs and the revival of skills, but also provide for a means to strengthen communities and their identity and contribute to tourism development. Today, traditional and historic buildings and residential neighbourhoods have taken their rightful prominent place in Lhasa and it is hoped that the Cultural Relics Department will pursue its rehabilitation policy for future residents' communities.

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.

### **Structure political time with project time**

One of the great difficulties in rehabilitation processes lies in linking priorities of the political decision-makers during their mandates with the time needed to implement the projects from a technical and organizational point of view. With the time-frame difficulties there are also strategic and political choices, which could redirect or suppress the projects, even the most creative and participatory ones. It is therefore advisable to propose projects that are technically feasible over a relatively short length of time, while bearing in mind the medium- or long-term regional impact.

### **If necessary, draw up new rules and regulations**

- Rules and protective measures can only be respected if they are sufficient for the social transformations and the needs of the inhabitants.

- The development of regulations and management and control processes must take account of the meaning given to the built heritage by the inhabitants, and of their way of life.

- A clear understanding of these dimensions (architectural, historical, anthropological, social and family) must be accompanied by a typology of the uses and transformations of the built heritage. Otherwise, the transformations are attributed to a lack of understanding or of interest in the value of the built heritage. What is true for a building (a house, for example) is also true for the entire district.

According to Catherine Bersani, Facilities Inspector (France), several factors contribute to an optimal use of the rules in historic districts.

- 1) Strict rules must apply; they must be clear and understood by everyone concerned; and the public local or national authorities must ensure the rules are respected.
- 2) Priority must be given to the local, social

partnership in drawing up the rules.

3) The law must accompany the economy, and supervise its development.

4) The protection and value enhancement of the coastline have a cultural value fostering social cohesion and increasing the efficiency of the law.

Excerpts from the UNESCO Seminar in Saïda, 2001.

### **A law on constructions fully integrating citizen participation (Hungary)**

The law stipulates:

- The right of citizens, organizations and interest groups to participate in the planning process;
- The duty to inform them on the proposed projects, according to local practice;
- Their right to give advice and submit proposals;
- The duty for the administrative authorities and local communities associated with the projects to communicate their opinion concerning the main plans and measures as well as the compliance of the latter with the rules and regulations in the matter of development and urban planning;
- The necessity to take into consideration the impact on current social and living conditions;
- The possibility given to the different local community associations, and the private and social organizations to submit their comments in writing, 15 days prior to the adoption of a construction plan by the municipality;
- The mayor's duty to call a conciliation meeting to hear the different opinions, and to invite the parties concerned by the complaints procedure. Minutes of the conciliation meeting must be in writing, containing the points of view of all parties and the comments of the town planners.

György Enyedi, in *Public Participation in the sustainable social development of the cities*, UNESCO/MOST publication, 2004.

## 2.2 Integration and sustainability

### **Anticipate and translate political trends into integrated strategies**

Historic districts' revitalization experiences increasingly show the limitations of action taken concerning a particular built heritage that disregards the connections and interactions with the city and its wider region. The aim to improve the quality of life in the historic district must be associated with its sustainable integration in the whole city. In addition, every strategy has its own time-frame and its future impact should be foreseen, particularly in the field of tourism.

According to the **ICOMOS International Charter for the conservation of historic towns and urban areas (1987)**, "In order to be most effective, the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level." Consequently, "the conservation plan should aim at ensuring a harmonious relationship between the historic urban areas and the town as a whole".

Local projects must be supported and integrated in an overall plan. Beyond the structural transformation and the development of the historic district, the conditions of urban continuity and coherence between the various districts prove very important to prevent the historic district from being cut off from the rest of the area. Public spaces, the central structuring points (indicated by a concentration of shops, public amenities, transport), and the urban heritage are regional vectors to be taken into consideration. Such an approach can also help to avoid separating the inhabitants of the historic district from those living in the rest of the city who might feel they are being treated differently, which could in turn be the cause of conflict.

### **Continuity and integration – Jableh, Syria**

The data necessary for urban development are cumulative and integrated. The protection of the city is both an economic burden and an opportunity for development of the local economy. It gives the city centre a new role and links it to the suburbs. It is important to define the direction of that development and to establish sustainable urban densities. One can speak about safeguarding the old town of Jableh only in the context of a rational development for the whole city. From this standpoint, the municipality of Jableh initiated a programme to reconsider the town centre. The value of the historic centre is not exclusively symbolic. It represents an element linking the hinterland and the sea, and a point of attraction along the coast between Lattaquié and Tartous.

In restoring the urban continuity of the various parts of the city, one needs to reconsider the requisite densities for the supply of municipal services, in particular the issue of waste-water. This is an important environmental issue while the current situation continues: waste-water is dumped straight into the sea. Environmental protection and the recycling of water strengthen the protection of the old city, restoring the integration of the sea in the urban fabric. The coast is of vital importance, not only as a place of leisure but also as a structuring catalyst with the potential of a regional tourist industry.

Zaki Najib, City of Jableh, Syria, Saïda seminar, 2001.

**Implement cross-cutting approaches:  
rethink the organization of work and  
services**

The cross-cutting and integrated approaches imply changes of “culture”, mentalities and practices. Any cross-cutting approach responding to the complexity and the reality of the field generates a reorganization of services and techniques, and an adaptation of the work structures to the cross-cutting nature of the project. Participatory processes bring out the ideas and needs of the local populations and must therefore link up with the institutional approaches (top-down thinking). Moreover, the functioning of the technical services of the city must adapt to the reality of the area and to the cross-cutting nature specific to the projects and the programmes.

The adaptation and often the reorganization of technical services must be accompanied by: listening, dialogue, the settling of conflicts and training. The priorities and objectives must be set through dialogue and everyone’s role clearly stated.

Indeed, changes are not decreed, they are shared: the processes need time. The process of change for a sustainable and quality revitalization of the district takes time and involves reorganization and regular assessments.

The participatory approach itself takes time, and so does the implementation of the work, if the participatory process is carried out in the field (volunteer construction sites, training in rehabilitation techniques on the construction sites, etc.).

The city is a competent entity to tackle the problems in an integrated way. For this reason, local administrations need to be strengthened in many countries in order to have more responsibilities and power as well as sufficient income sources. In return, they must adopt new models of management and work, using democratic, transparent and participatory methods, and combat any form of corruption.

Excerpt from the United Nations Conference on Environment and Development (Rio de Janeiro, 3 to 14 June 1992).

**Implementation of sustainable, cross-cutting strategies requires:**

- **Decomartmentalization of the services** (internal culture), practices and structures (multidisciplinary work groups, follow-up committees, pilot committees)
- **Consistency in policies** and of the actors working in different fields and at different levels
- **Permanent questioning** of one’s own practices, behaviour, values and functioning
- **Implementation and maintenance of participatory dynamics:** associating colleagues with the decisions (in-house) and with all the project’s various partners (notably the “beneficiaries”)
- **Taking into account the long-term** and the conciliation of the different schedules of the actors (for those working in tourism, time-frames are not the same as those of actors in the culture sector, for example).
- **Awareness of the complexity and the need to understand the different but interdependent domains** (environment, social, economic, cultural, urbanism, heritage, tourism, etc.).
- **Implementation of a local governance** to support and coordinate the project realization within the district, and in the wider region.
- **Awareness-raising and training of staff** (in-house) so that the municipal team is convinced, competent and mobilized to work alongside the revitalization projects.



## Auto-évaluation<sup>7</sup>:

### Does the district conservation plan form an integral part of the overall urban planning policy

Is it accompanied by :

	Yes	No	Why?
The analysis of the reception and load capacities of the urban fabric (impacts of tourism)?			
A regular maintenance of the built heritage and concordance between the heritage values and the utility assignment of the buildings and the spaces?			
The establishment of a list of the buildings or groups of buildings to protect, to preserve under specific conditions, or to destroy?			
Calculations concerning the number of buildings being used for temporary or permanent housing of the inhabitants and users?			
The consideration of the property rights?			
The specific adaptation of the networks of infrastructures, equipment and lorry drivers (access to the district)?			
The improvement of the housing respectful of the urban fabric, the space organization and of the cultural values?			
Preventive measures against natural disasters and nuisances (pollution, insecurity, tourist over frequentation, etc.)?			
Adapted and specific means to prevent or repair disasters in the district?			
Support of the inhabitants and taking account of their attachment to the district and of their opinion concerning the revitalization process?			
Awareness-raising for all actors of the city, from school age, on the importance of the heritage and its preservation?			
Support of the safeguard associations?			
Other...			

7. Some of the grids used in this Manual are taken from a project presented by the Polish National Committee of ICOMOS in 1995.

## **2.3 Participation, discussion, training**

### **Encourage participation and train actors**

Participatory methods must be accompanied by a true political will of consultation otherwise they will be of little use; and if informal proceedings take place at the same time (independent expertise, pressure groups, informal meetings against the municipality), then it will be very difficult to establish an atmosphere of trust and cooperation.

Direct or indirect participation of the inhabitants must be planned. Dialogue and discussions should not be proposed haphazardly, since they correspond to specific needs and expectations. A consultation before and during follow-up enables:

- having a clearer view of the real needs of the citizens (of the district, city, region, and tourists);
- obtaining the information needed to elaborate the most appropriate strategies;
- making inhabitants aware of the role of heritage as vector of cultural identity and driving force for an effective urban development;
- making true citizens of the inhabitants and users.

The participatory process can be set up at any stage of the strategy or rehabilitation project of the district. It is always important to consult the inhabitants early on in the process and to let them know “the rules of the game”. The city representatives must be strongly involved in the process as they are the ones who decide. Bearing in mind the difficulty of conducting such participatory processes and the conflicts and contradictions they raise, it can be useful to have a “neutral”, independent person to accompany, control and conduct the process. That person’s role will consist in explaining where the differences lie, and being aware of the contradictions while facilitating the “negotiations” in order to have fruitful discussions.

Awareness-raising and training are essential for the success of the revitalization projects. They must come together with an analysis of the needs and different proposals adapted to the actors. The training of local organizers and municipal officers

can prove crucial, as strengthening institutions is one of the main elements of the development projects.

### **What are the keys for success in the participatory process?**

In setting up a participatory process, the following must be monitored:

- inform the participants throughout: all elements must be provided for a better understanding of the rehabilitation project (the reason for the project, the beneficiaries, the location, the method).
- define the room for manoeuvre and the expected end result
- take into account the participatory process and all the ensuing suggestions
- guarantee the necessary financing and/or the material means to ensure successful implementation.
- enable appropriation of the process by the participants so they feel concerned about the development of their district
- ensure the correct operation of the follow-up mechanisms, to accompany and readjust the process.
- try to mobilize a representative group of the inhabitants (employees, community representatives, etc.)
- communicate through different media to mobilize diverse actors (local radio, press, associations, targeted invitations, etc.)

### **Towards an active involvement of the inhabitants**

People are less interested in the “expert approach” to urban development and rehabilitation, which tends to focus on specific problems one at a time. They are more interested in how projects can improve the overall liveability of their immediate environment. With their active involvement in project planning and implementation and once they see tangible results, they become much more receptive to other issues such as protecting the natural environment and preserving and maintaining historic relics.



Mr Qiu Yuanhua, Suzhou Municipal Government, China. UNESCO Seminar in Beijing, January 2007.

### **The participation situation in Saïda – the Urban Project**

The aim of the Urban Project is to express the political will of a whole society: it must be elaborated and implemented with the participation of the three legitimate actor groups: political decision-makers and citizen representatives, experts and professionals, inhabitants and users.

The Urban Project results from the convergence of all actors and is obtained through negotiation and compromise. Concerning the South Highway and the shoreline contest, the approach of the municipality remained insufficient and has been hindered as it did not take into account the social legitimacy. In addition, this procedure is closely related to a local context prohibiting any generalization or



miracle formula: the Urban Project concerns a precise case. It is specific. Its value lies more in the method than in the result, nature, form or planning.

The Urban Project is based on the following principles:

- respect the urban history
- rehabilitate rather than restore
- plan on a large scale
- foster the public space

Léon Telvisian, Urbanism Department  
Director, Lebanese University, Lebanon.  
UNESCO Seminar, Saïda, 2001.

### **Inhabitants' participation as mainspring of the changes in Saint Denis, France**

The Major City Project (*Grand Projet de Ville, GPV*) of Saint Denis aims to root the district firmly in the city, renewing the urban situation and improving everyday life in the district. It must link up with all activities contributing to the improvement of the living environment and social cohesion. The city of Saint Ouen is engaged in a consultative process for the planning of the "Docks", a district remarkable for its heritage, and considers the involvement of the inhabitants as a condition for the project's success.

"As part of the City policy implementation, the strong commitment of the local population is essential in the creation of a people's education workshop for civic life, district committees and the reinforcement of the role played by the local community groups. In these groups, district issues are discussed and ideas exchanged on future projects. They represent, at local level, a draft of the district committees' dialogue, debate and discussions with citizens and the administrative authorities.

Major City Project for Saint Denis, Regional Convention, 2000-2006.

### **Public consultation and participation policy in Montreal, Canada**

Through different practices, Montreal encourages the exercise of a participatory democracy in harmony with a representative democracy and thus recognizes that all citizens may influence the decisions and participate in the community development. The Town of Montreal has published a practical guide for citizens to participate in public consultations.

Website of the Town Hall of Montreal, January 2006. <http://ville.montreal.qc.ca>

### **Local community consultations in Lhasa, Tibet**

In 1996 the Lhasa City Government encouraged the Tibet Heritage Foundation (THF – a spontaneously developed initiative that became an established NGO) to try and reverse the decade-long decay in the old city area. After extensive local community consultations, a general concept for a rehabilitation programme was developed, including the rehabilitation of historic residential buildings and infrastructure improvement. Choosing Lhasa's central Barkor district as a pilot conservation area, several full-scale restoration and rehabilitation projects were implemented in parallel with a number of emergency interventions designed to stabilize buildings and prevent further damage.

Following the extensive social and building survey of the target neighbourhood, and the establishment of the goals, the implementation needed adequate preparation. Initial building rehabilitation carried out by construction companies proved to be inadequate owing to the lack of skills in traditional construction and building techniques. The key contributing factor to the success of the project lies with a number of elderly (mostly in their 60s and 70s) craftsmen and women who came out of retirement to offer to pass on their skills and knowledge.

Buildings were chosen based on community engagement and participation. During the social survey, the Tadongshar House community immediately became interested in the potential upgrading of their historic tenement building,

and it was chosen as a crucial first building to be rehabilitated by local artisans. A series of further meetings was held with the residents to plan the rehabilitation, discussing infrastructure, and flat-by-flat interventions.

Throughout the entire duration, weekly meetings were held to which representatives of all tenant parties came and had the opportunity to see work in progress and to discuss the developments. This increased their appreciation of the work involved, as the residents would later be responsible for regular upkeep and maintenance. Throughout the duration of the project, there was a waiting list for rehabilitation sites. Individual requests were not accepted until the entire community and all of its residents reached a consensus on what to do and how to do it. Since part of the rehabilitation also included deconstruction of rooftops or courtyard extensions, which tenants had erected to address chronic shortage of space, a significant discussion process among tenants was a necessary prerequisite.

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.  
website: [www.tibetheritagefund.org](http://www.tibetheritagefund.org)

### **Training and international laboratories for rehabilitation in Cuba (Havana and Trinidad)**

Rehabilitation training and historic heritage conservation classes are organized in Havana together with the polytechnic University of Catalonia and the historic district rehabilitation Centre. Cuban, Catalanian and Latin American participants exchange and cooperate thanks to these training sessions.

International rehabilitation laboratories created in Trinidad for the restoration of the historic centre saw the participation of 150 students from all over the world to understand the Cuban reality. The participants worked in groups and examined the structural and social problems of the historic district's buildings.

Xavier Casanovas, Architect, *Paroles d'architectes, La revitalisation socialement durable des quartiers historiques, d'Istanbul 1996 à Venise, 2002*, UNESCO Workshop.

### **Urban rehabilitation in Budapest, Hungary**

The rehabilitation action of Aszodi Street (AURA) carried out in Budapest since 1993 is a convincing example of a participatory revitalization process in a “forgotten” district. Several projects were proposed but none of them undertaken. In spring 1993, the local community organized a petition in the district to allow residents to buy their apartments from the municipality at a very attractive price. Not all the residents were interested, some of whom, particularly the young people, called for better adapted housing. The district municipality put an urban planning office in charge of working out plans and constructing an experimental building supposed to be model for future rehabilitations. Strong involvement of the inhabitants was necessary and was organized as follows: the district’s inhabitants were associated in the work through their representatives; and each of the six blocks of buildings elected a delegate for the inhabitants’ committee composed of six members and appointed by the majority of the residents to maintain communication with the municipality and the Planning Office. The district municipality was the decision and implementation organ whilst also being responsible for the maintenance and the improvement of the living conditions in the district. The elected representatives and the experts contributed equally to the communication process.

Given the experimental nature of the work, many third parties, such as the Environment Ministry, the City of Budapest Chief Architect’s Office and public service companies supported the project. The designated experts put into place a communication forum; preparatory sessions enabled the fundamental principles of the planning project to be adopted; the creation of an inhabitants’ committee; the circulation of the surveys’ results; information about the work progress; consideration of the inhabitants’ comments on the rehabilitation; embarking on a preliminary feasibility study; and selecting the inhabitants for the model building. A news bulletin was published regularly.

An agreement was obtained to sell the apartments to the residents at 50% of the market value and to grant interest-free

mortgages repayable over 15 years. The tenants who did not wish to acquire their flat were able to stay but had to pay a higher rent for the renovated apartment.

György Enyedi, in *Public Participation in Socially Sustainable Urban Environment*, UNESCO/MOST publication, 2004.



## **Self-assessment**

<b>Are participatory approaches implemented in my city?</b>			
	<b>Yes</b>	<b>No</b>	<b>Why?</b>
Information is sent to the local population and adapted to its diversity			
The consultations enable everyone's competence to be used			
Despite differences, the stakes and objectives are shared and the suggestions taken into account			
An atmosphere of cooperation and confidence among the district's representative actors is sought			
The inhabitants' direct or indirect participation is planned according to the specific needs and expectations			
Inhabitants are sensitized, responsible and considered as true actors in the revitalization process			
Mediators are mobilized to accompany and animate the participatory process			
Financial means are allocated to put the participatory process into place			
A follow-up project is considered to accompany the participatory dynamics			

### **Speak a common language**

Interacting and working together with diverse actors requires efforts to get past conflicting logics in order to speak a common language and find common ground. To become involved in participation means confronting citizens whose diverse opinions and wishes differ from those of the planners. Sensitizing the inhabitants to their heritage also means sensitizing the planners to the inhabitants' practices and values and the meaning they give to the city. The social actors must understand urban planning, the use of land and the meaning of restoration and the planners must deal with the social issues. Collective efforts have to be made to take advantage of the complementarities and to go beyond any conflicts.

Actors face institutional, intercultural, technical and time-scale challenges necessitating discussions and drawing on each person's individual competence to access the resources needed for the programme's success.

A social actor's diversity may be the partner in the revitalization effort that politicians hope for: the whole body of citizens and users, associations, foundations, NGOs, promoters, property owners, traders, etc.

To reach a consensus, there has to be a common understanding of the objectives and of what is at stake. This does not mean that all the actors have to agree - they have different but maybe complementary interests; they have to be informed of the project's ins and outs.

### **City users have different needs and expectations**

Families who have lived for many generations in the city centre want their environment, particularly their housing, improved.

- Newly arrived families looking for a district rich in history and culture and a pleasant environment, wish to be temporary or permanent residents.

- Immigrants, living in unstable conditions, often seeking employment, are willing to live in miserable housing.

- Traders look for profitability to maintain their activity, sometimes at the expense of the conservation of the built heritage.

- Community actors and citizens want to express themselves on the development of their environment; they want their districts to come alive, and they want their needs taken into account.

- etc.

Mutual understanding requires a collective dialogue, i.e. a comparison of different opinions, of different cultures (generational, professional, social cultures, etc.) and actors with diverse roles and responsibilities (politicians, private sector, technicians, community actors, inhabitants, trade unions, etc.). However, the roles must be clearly defined at the time of the discussions: individuals speak in their own name and specify their role.

If one considers the mission of the town-planner, not at the level of his/her functions but with regard to their coherence and balance, and asks him/her to have more concern about reception potential and what the town represents rather than about the zoning, is asking him/her to be receptive to human complexity and contradictions; the town planner is thus obliged to consider not quantifiable certainties but qualitative concerns.

From then on, a new urban methodology is called for. It implies thorough morphological and semantic analyses of the architectural heritage and an excellent knowledge of the needs and social ambitions of the district.

Jean Barthelemy, Opening speech at the International Seminar in Saïda organized by UNESCO, May 2001.

**Benefit from the experience of city cooperation networks (town halls, universities, etc.)**

Cities can benefit from globalization by strengthening their networks of exchange, notably through decentralized cooperation, sharing their experiences and helping each other, and implementing consumption and equitable resource sharing particularly between the North and the South. Relationships between countries begin with this kind of exchange which has a direct consequence on cities and their inhabitants<sup>8</sup>. Cooperation between historic cities in the same area or sharing common interests is often very rewarding. The Cities and Regions of Art and History Network in France<sup>9</sup> or the Historic and Cultural Cities Network in China are among examples of such cooperation.

Two exchange models seem to be successful:

- Exchange at the same level (horizontal) between cities experiencing similar problems (between experts and technicians);
- Exchange at a different level (vertical) involving community movements and regional and national authorities.

**European Commission Urban II Programmes**

Urban II is the Community Initiative of the European Regional Development Fund (ERDF) for sustainable development in the troubled urban districts of the European Union for the period 2000-2006. The following innovative development models are proposed to revitalize certain areas through project funding:

- Improvement of living conditions through building restoration and creation of green spaces
- Local employment development in the environment, culture and services to the population
- Underprivileged social classes' integration into the education and training systems

8. See UN-HABITAT Programmes, [www.unhabitat.org](http://www.unhabitat.org)  
9. [www.vpah.culture.fr](http://www.vpah.culture.fr)

- Development of public transport systems, respectful of the environment
- Creation of efficient energy management systems and intensive use of renewable energy
- Use of information technology

In each programme specific action is selected and implemented within the framework of a broad partnership among all actors. The ERDF can finance up to 75% of the programme's total cost if the urban zone is located in an underdeveloped region (Objective 1) and up to 50% elsewhere.

One of the most exciting aims of URBAN II is to create exchange of good practices within Europe. This is the objective of a specific programme called the Integrated Urban Development Transnational Exchange (URBACT).

website: <http://ec.europa.eu>

**Towards a strengthening of cooperation among Mediterranean cities**

"From one pilot case to another, we notice an increase in the number of partners: we have moved from a situation where European universities carried out reports and diagnoses, dealing with architectural and urban statements, environmental pollution and social disorders generated by economic changes, to the current situation where European and local universities cooperate to prepare prospective studies in town planning, take part in municipal field projects and train local speakers. As new cities were considered, the problems and approaches were refined and each studied city enabled there to be development of new intervention and cooperation tools and thus contributed to the progress of the regional initiative."

It is therefore appropriate to:

- facilitate exchange (visits of professionals, reciprocal visits of inhabitants or students) by the municipalities to get to know the partner cities better and to enhance interest in cooperation
- train agents during professional exchanges on action taken in local projects
- strengthen contacts between universities involved in pilot projects and equivalent research centres in Europe, in the

Mediterranean region and in other cultural areas in order to attract attention to this approach.

Rachid Sidi Boumedine, Evaluation Expert on the UNESCO Project "Small historic coastal cities", Evaluation Report, 2003.

### 3. Stages

Revitalization programmes do not all follow the same methodological stages. In specific contexts, there are already the means and intentions to embark on: first, a diagnosis followed by a plan of action composed of pilot projects and programmes which are to be evaluated step by step. But the first step should be in educating and raising awareness among the inhabitants on the heritage value. This is sometimes necessary before starting any revitalization project. In other situations, normative work is undertaken before launching the operational projects, etc.

Planning a revitalization project requires priorities in the short- and long-term. A "regional" diagnosis of present and future needs, measuring foreseeable consequences if no action is taken, must be associated with an inventory and typology of the city's historic heritage. An action plan must be drawn up according to the given criteria, notably in terms of the training of actors.

The stages suggested here – this does not claim to be an exhaustive list – meet the project management methodology and planning procedures and are to be followed in chronological order (it is always advisable to start with an inventory and impact studies before launching a project), but the majority are cross-cutting (participation, communication, evaluation for continuous improvement, training, etc.).

#### **The stages**

- **Draw up an inventory: identify and list the heritage, analyse the territory**
- **Conduct a participatory and strategic diagnosis: consider possible solutions**
- **Elaborate and validate a plan of action: follow priorities, plan impact studies**
- **Implement the action plan and the projects: acquire human and financial resources**
- **Follow the progress and evaluate continuously: learn the lessons for future interventions**
- **Communicate: publicize and explain the revitalization choices**

#### **3.1 Draw up an inventory: identify and list the heritage, analyse the region**

An inventory of fixtures is a description and an analysis of the main components of the territory expressed in terms of resources, capital, relations, dynamics. The project determines the studied perimeter, the "project's territory".

The inventory enables the following:

- to draft the first physical, socio-economic, cultural, etc., data statements
- to know about similar former achievements and avoid repeating previous errors;
- to locate and gather all existing projects which were not carried out for financial or political reasons;
- to understand the built heritage and the district in its regional complexity;
- to locate the problems, their nature, and their links in order to plan the actions.

At this stage, it is appropriate to identify the problems, gather knowledge, analyse all elements and identify involved actors to consider the action to be taken.

This stage should be apart from the diagnosis. It allows for a request to be formulated,



possibly with external assistance, based on all the problems identified. The diagnosis (the following step) enables the interdependence of these problems to be analysed.

### **3.2 Conduct a participatory, strategic diagnosis: consider possible solutions**

The diagnosis of built and social fabrics is a key stage in the project. It enables the next step to be taken, after the initial inventory of fixtures. This next stage must be participatory and mobilize the resource persons identified within the area.

This stage enables the following to be carried out:

- **Identify** the socio-cultural, historic, urban, ecological, demographic, tourist, etc. **elements** and their interdependence. Many “non-sustainable” decisions are made because of a refusal or forgetting to consider the diversity of the forces concerned in the rehabilitation choices.

- **Index the heritage** to be preserved (statements, typology of the built heritage, critical analyses, etc.)

- **Determine the mode of conservation;** better understand the perceptions of urban forms, the historic district management elements, envisage integrating the conservation plan into the town-planning.

- **Meet and select the partners** (technicians, associations, local and national decision-makers, international organizations, private sector, etc.), to take into account more qualitative elements.

- **Evaluate the conditions** of the action’s implementation, test the options in terms of feasibility and determine which options should be suggested, according to past experience.

- **Find out the socio-economic “complementary” initiatives** which could be federated with the rehabilitation project, the existing competences and the usable tools.

- **Formulate the risks and the planning possibilities to guarantee a balanced and sustainable development** (commitment to quality approaches, particular attention given to volumes and heights, minimize impact on the important historical elements, etc).

- **Evaluate financial and human resources** necessary for the assembly and the follow-up of the project.

The diagnosis may be carried out by organizing:

- Participatory meetings
- Surveys
- Interviews, etc.

The diagnosis must also lead to a report on the historic district containing a series of maps and charts, a database on the architecture typology, materials, results of socio-economic surveys, etc.

The questions concerning the project at the end of the diagnosis are:

- **Relevance** – Does the project respond to a real expectation, even need, of the population or a part of it?

- **Viability** – Do realization costs correspond to the funding one hopes to get? Does one have the necessary structures and competences?

- **Coherence** – **Is the project comprehensive and well-tailored?** Is there an important step missing which could make it less worthwhile?

- **Durability** – How will the project evolve over time? What is its lifespan? Can it renew or generate other initiatives?

- **Risks** – What are the risks taken? Up to what point can one limit them? Can one foresee the negative impacts?

## Self-evaluation

Is the district's heritage well identified and analysed?			
We know and have identified:	Yes	No	Why?
The main stages of development of the urban entity			
The current structure and the function of the historic whole compared to the city's whole			
The morphology and identity of the historic whole			
The built heritage value (buildings and equipment of great value or of architectural interest, etc.)			
The state of conservation of the built heritage <ul style="list-style-type: none"> <li>- Buildings in good condition</li> <li>- Buildings in fair condition</li> <li>- Buildings in bad condition</li> </ul>			
The value of the urban landscape in order to define: <ul style="list-style-type: none"> <li>- interior spaces of aesthetic nature</li> <li>- alignment of the buildings, the fitting of the streets</li> <li>- views on and from the monuments and the perspective aspects</li> <li>- predominant effects (silhouette of the unit)</li> <li>- constructions breaking the unit's harmony</li> </ul>			
The green spaces and the environmental zones			
The intangible heritage: <ul style="list-style-type: none"> <li>- knowledge and practices</li> <li>- know-how, notably traditional</li> <li>- traditions and oral expressions</li> <li>- performing arts</li> <li>- social practices, rites and festive events</li> </ul>			

Is the safeguard mode established and respected?			
	Yes	No	Why?
Demarcation of the protection area on account of exceptional value (if the district is classified)			
Demarcation of the buffer zone (if needed)			
Establishment of the zones corresponding to various protection degrees (if the area is protected or in the process of: full, partial, of the accesses, of the landscape, archaeological protection, etc.)			
Regulations concerning the built heritage <ul style="list-style-type: none"> <li>- to protect rigorously</li> <li>- to preserve under certain conditions</li> <li>- particularly threatened</li> </ul>			
Standards governing maintenance, restoration and the transformation of the built heritage <ul style="list-style-type: none"> <li>- volumes</li> <li>- roofs</li> <li>- façades, etc.</li> </ul>			
Regulations concerning spaces planning: <ul style="list-style-type: none"> <li>- maintenance of the alignment and the gauge of the buildings around historic or picturesque spaces</li> <li>- elimination of non-harmonious elements</li> <li>- paving streets and places, urban furniture, visual information, advertising signs</li> <li>- restriction of traffic</li> </ul>			



### **3.3 Draw up and validate a plan of action: follow priorities, plan impact studies**

The action plan is based on a strategic reflection and a political choice at local level to achieve the objectives while considering the strengths and weaknesses of the project and the context analysed during the diagnosis. The studies (feasibility and impact studies) drawn up are for checking the technical, economic, cultural, and social viability of the project, identifying the available competences, measuring the impact, the foreseeable risks, the action's development conditions, and the resources to be mobilized.

The development of an action plan requires taking into account the interaction of the identified impacts. Listening to the various actors of the area is essential. Begun with the diagnosis, dialogue should continue until the completion of the project in order to adjust the action plan in line with the strategies.

During the development of the action plan, the follow-up of these stages is advised:

1. List and classify what is at stake and analyse the priorities at the diagnosis stage;
2. Determine concrete actions to achieve the objectives and implement the revitalization strategy;
3. Work out the calendar of the various stages of implementation;
4. Designate the body responsible (public and private) for implementation of the measures;
5. Estimate and allocate the necessary budget (at least for the launching phase).

**All the objectives of sustainability and social mix must be integrated into the action plan**

"Any city, large or small, European or American, historic or (simply) old is bombarded with speeches, projects, programmes directed at its economic and functional development by highlighting one of the "possible" therapies for the historic spaces. These are action plans sometimes emphasizing the resumption of socio-participatory discussions on the environment, sometimes the reassessment of the merits and architectonic and urban values, or even a function defined by the marketing or revitalization of the city's image policies. These kinds of intervention are never shown disjointed one from the other but instead appear to be the actual objectives themselves [...]."

Maurizio Memoli, in *The urban challenge in Latin America, Live in the city centre*, under the supervision of Hélène Rivière D'Arc and Maurizio Memoli, Armand Colin Collection, p. 214

## Self-assessment

Is the action and management plan of the district operational?			
The following points have been identified/realized	Yes	No	Why?
Awareness-raising/involvement of the population			
Measures against the negative effects of tourism exploitation			
Measures against pollution and nuisances of all kinds			
Measures to improve services and housing conditions			
Measures aimed at the maintenance of the built heritage's assignment			
Establishment of a control system of the work considered			
Establishment of a cooperation system between the responsible services for the safeguard at different levels			
Financial arrangement of the development operations (credits, loans, tax relief, etc.)			
Mechanisms ensuring the cooperation of different public and private partners			
Information resources necessary for management of the historic district			
External promotion of the city			
Other			



### **3.4 Implement the action plan and the projects: acquire human and financial resources**

The projects are planned sets including general and operational objectives, expected results, identified activities, a given duration and resources. They are described in project documents and presentation files defining the methods and the stages to reach the objectives.

- The projects' objectives must be realistic, limited (in number) and understood by all.
- The activities are identified according to the sought results and generally conceived in an integrated way.
- The results, concretization of the project's objectives, are based on prior criteria defined in order to be evaluated. They are concrete and targeted (but not all of them are quantitative).

The sooner cities call for civic consultations, the more time they gain.

They may work with existing structures at city level (district councils, associations) while acquiring a steering committee.

**The steering committee must be representative and composed of:**

- Members of administrative and municipal councils (possibly a national representative);
- People from civic spheres (inhabitants), economic spheres (private sector) and technical spheres (town planners, architects, cultural officials, heritage and environment specialists, etc.).

This committee must prepare an organization chart and define the roles and competences of each person. This committee is the body to confront opinions and expertise. The political decision-makers must arbitrate. To work in a cross-cutting manner does not imply any confusion of roles and responsibilities. The committee must therefore:

- clarify and define each person's role
- discuss and validate the terms and conditions and the financing plan
- take part in the choice of consultants / consulting firms
- be involved in all stages of the process
- see to the effective implementation of the action plan and the different stages, in cooperation with the contracting authority

### **The project programme**

A project programme is a written, clear and precise document in which the contracting authority defines all the objectives of one or several operations. Its development is one of the essential responsibilities of the contractor as its quality depends on the quality of the urban and architectural response and thus the satisfaction of the various users. The programme is a working reference paper for all participants.

It is a basis for dialogue, negotiations, common commitment on objectives, costs and deadlines among the contracting authority, the involved administrations, the possible backers and the local population. The programme contents reiterate the main elements of the preliminary studies, present the guidelines of the operation, clarify the social, cultural and economic stakes, establish the prioritization of the objectives, give a definition of the operations to be carried out and indicate the role of each participant. It includes a presentation of the equipment's duration (functioning, assignment of spaces), the qualitative objectives (service quality, urban insertion, and symbolic value), the time and cost constraints, and an indication of the operation's financial envelope.

"Glossary city approach", Xavier Rabanel, École Centrale, Paris, 2002.

**The economic aspects** (financial arrangements of the revitalization operations, loans, subsidies, tax relief, etc.) are the central part of the revitalization plan for the historic district. No project can be carried out without the resources to set up and coordinate the activities. These resources are of various kinds: human (technicians, experts, citizens, associations, artisans, etc.), physical (equipment, materials) and financial (co-funding, budget, contributions in kind).

Apart from the direct resources one must always think of mobilizing, there is also the mobilization of indirect resources, i.e. support, management, expertise is often underestimated.

If it is considered that the heritage is a cultural but also a financial resource, then the

State should work more closely with the authorities directly involved in heritage management and with the private sector to create or strengthen their investment in the historic districts. This type of partnership (public-private partnerships) often proves very profitable and, in the case of “developing countries”, it means they do not have to rely exclusively on external assistance.

When cities have the possibility to finance a large part of the work, the sharing of responsibility and financing between public and private sectors proves more efficient. An integrated view of the district’s rehabilitation using the existing synergies and complementarities between heritage protection and urban rehabilitation makes the strategies attractive for the private sector.

**The budget to be planned and allocated concerns:**

- preliminary studies
- animation of the participatory stage (the initial diagnosis phase included)
- technical aspects (the work) of the district’s revitalization
- follow-up after completion

**The main expenditures concern:**

- salaries (experts, technical staff, assistants, etc.)
- organization of training and meetings (community agents, representatives, citizens, technicians, etc.)
- communication (mail, publication of booklets, questionnaires, organization of exhibitions, rental fees of meeting rooms, Internet, photocopying, etc.)
- the work (all technical subcontracting)
- evaluation plan

**Public-private partnership in Havana, Cuba**

Viability and economic investments go hand in hand with the social dimension of revitalization. There has to be a holistic approach – economic vitality, social cohesion and human development – or there can be no sustainable revitalization.

In Havana, the first agreements with foreign investors were made through a special division of Habaguanex S.A. to seek, identify and set in motion various joint venture partnerships, especially in the hotel sector. It was thus that the first co-financed, private investment projects were initiated. Over time, it became clear that these investments would become increasingly necessary for long-term projects such as hotels but that they would not necessarily be required for other services such as restaurants and shops, which could be financed locally.

An investment office was set up (within the Office of the City Historian) to develop and institutionalize the financial concept. It works to a streamlined methodology set out in several volumes of Procedural Manuals which explain the objectives, principal functions and *modus operandi* of the Office.

The procedures and general philosophy for the future of investments in Old Havana are being rationalized through a system of meticulous planning so that all investments may be properly prepared and undertaken, and consequently be productive.

Silvio Mutal, International Expert in Town Planning, 2004.

## Self-assessment

Is the project presentation clear and exhaustive?			
Questions	Content	Yes	No
<i>Where?</i>	The project context is presented		
<i>Who?</i>	The partners are identified: project initiators, contracting authorities, architects, beneficiaries		
<i>Why?</i>	Risks are recalled regarding local/regional (possibly international) issues The general and specific objectives are specified The expected results are identified and measurable		
<i>What?</i>	The project content is specified in a few paragraphs		
<i>How?</i>	The estimated budget is specified The human and physical resources are defined (services, appointment of public servants, internal competences, training, awareness-raising, etc.) Impact studies are envisaged		
<i>When?</i>	The calendar is established The different phases and the duration are presented		
<i>Contact</i>	The details of the project are specified		
<i>Appendices (optional)</i>	Documents useful for understanding the project (plans, press articles, supports, etc.)		

### **3.5 Follow the progress and evaluate continuously: learn the lessons for future interventions**

To continue the process, the actors should be in charge of follow-up on implementation and should respect the principle of transparency for good governance.

The method of evaluation used should be as systematic and objective as possible. It should be based on the quantitative and qualitative results of the programmes (coherence, efficiency, effectiveness, impact, relevance, etc.). It should be conducted by an “independent” person, external to the project.

#### **This will allow you to:**

- measure the impact and the efforts in terms of sustainability, cohesion, etc. (regarding the objectives)
- determine any action that needs to be taken to readjust the process
- readjust the procedures according to the commitments made

### **3.6 Communicate: publicize and explain the revitalization choices**

Information and communication are essential in the revitalization process. They complement the participation process.

Several forms of communication and media may be used at the beginning and throughout the project. They must be adapted (visual, oral or written form) to the public's diversity and be accessible to all categories of the population. They must be designed as a teaching tool in order to:

- make the political will and the political choices of the city easily understandable
- show the planned physical transformations in order to prepare the population
- contribute to the inhabitants' support and involvement – they must feel it is *their* neighbourhood

Communication directed at tourists, i.e. the promotion of the destination, must reflect the identity of the district and the city, be adapted to the target (communication varies with the type of tourists) and put forward a “qualitative destination”. Publicity spaces such as international tourism fairs, guides published in foreign countries, travel magazines, newspapers, airlines, Internet, tourism offices and tour operators are all information channels that can be used.

**Self-assessment: is the project part of a region's sustainable development approach?**

	Yes	No	Why?
<b>Procedures and methods</b>			
Methods and techniques are designed to conceive, follow and evaluate the project			
Transparency and continuous improvement principles are respected			
The project's viability is evaluated (analysis of the total costs including the environmental, social costs and the short- medium- and long-term impacts) Alternatives are studied (use of renewable resources)			
The project is compatible with local policies			
The population is sensitized and associated in the development and the follow-up, partnerships are implemented.			
<b>Content</b>			
<b>Principles</b>			
The project respects the sustainable development principles: prevention, participation, cooperation, dialogue, etc.			
<b>The goal Does the project contribute to:</b>			
- Preservation and economic development of the tangible and intangible heritage according to the territory's potentialities and constraints?			
- Sustainable improvement of housing and living conditions?			
- Organization of modes of transport?			
- Viable development of the economy (employment, professionalization of actors, capacity-building)?			
- Preservation of the quality of natural resources and restriction of their use?			
- Quality of social relationships and cohesion (exchange, dialogue, cohesion)?			
- Health improvement?			
- Enhancing the value of cultural diversity?			



THE STAGES OF A PROJECT inscribed in SUSTAINABILITY		
The stages of the project		Content of the stages
Territorial inventory of fixtures		Analyse the district in relation to its territory in all its dimensions Know the former achievements Locate the problems
Territorial diagnosis		Develop a systemic approach to define the action Identify the risks and the feasibility List the heritage Formulate the main lines of an action plan in partnership with the actors concerned
Project strategy		Take into account the immediate concerns in preparing and implementing basic action Understand the differences (cultures, rhythms, calendars) and list the priorities according to a calendar Link projects' areas with regional administrations
Project definition		Listen to the local actors in the preparatory phase Prioritize programme stages that respond to cross-cutting requirements Integrate scope for action for any unforeseen risk encountered Concentrate on «how?» and «for whom?»
Action Plan		
	Resources	Recognize the realizable financial resources (foster public/private agreements)
	Organization	Integrate room for action for long-term development projects
	Procedures	Negotiate more flexible and transparent procedures
	Duration	Integrate short- and long-term plans Coordinate external timetables and different rhythms Allow the necessary time before beginning and for progress
	Roles	Share and delegate Guarantee a true participation of the beneficiaries in the execution
Evaluation		Regard the evaluation as training Justify the use of the financial resources Clarify that the evaluation is not only quantitative; revitalization is primarily for people
Viability		Apply transparency as much as possible Ensure all action is accompanied to maintain total coherence Use a common language to practise interdisciplinarity Create trust through proximity, listening, respect for the given word and the completion of action
Capitalization		Learn lessons that can be applied to other regions Integrate new individual and community practices, adapted to the districts

Source: From a Chart by Alain Laurent, T2D2 Network

## 4. Practical Kit

### 4.1 Tools

There are a variety of planning and urban management tools and they differ depending on the context. They are developed for various area profiles with specific objectives. In spite of their usefulness as tools, their use is often difficult because of the juxtaposition of the scale for which they are planned. In addition, their use in some contexts would be unsuitable if they have been “copied” from models designed in contexts presenting different characteristics and problems. They must reflect the development of the city which is often difficult because of the speed with which transformations occur.

In France and in many French-speaking countries, three kinds of tools are used:

- **Guidance tools** facilitate the use of the space in giving the programme’s implementation a direction and coherence. They are the master development plans.

- **Statutory tools** have a legal authenticity and their role is to regulate the use of the land. The Urban Development Plan (P.A.U.), the Protection and Development Plan (PMV), and the Safeguard and Development Plan (PSMV), are some examples.

- **Operational tools** afford the possibility of implementing development, equipment or urban restoration programmes. The Detailed Development Plan (PAD) sets out the construction and community or private facilities sites, the road network, and other networks, etc.

### 4.2 Instruments<sup>10</sup>

The agreements between States on joint rules may be formalized by international legal instruments: Conventions alone have the force of law, Declarations are moral or political engagements, Recommendations are an invitation to adopt certain attitudes.

These instruments, often accompanied by rules, are useful but must be interpreted in order to adapt the principles in a specific context. To observe the rules literally can lead to aberrations, contrary to the very principles defined in the instruments, notably the Charters.

#### Conventions

Conventions belong to the instruments guiding States in the protection and enhancement of their cultural and natural sites.

Conventions exist *inter alia* on:

- Protection of Cultural Heritage in the event of war (1954)
- Protection of World Cultural and Natural Heritage (1972)
- Protection of Underwater Cultural Heritage (2001)
- Safeguard of Intangible Cultural Heritage (2003)
- Protection and Promotion of Cultural Diversity (2006)

#### **Convention Concerning the Protection of World Cultural and Natural Heritage (1972): Article 5**

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavour, in so far as possible, and as appropriate for each country:

- (a) to adopt a general policy which aims to give the natural and cultural heritage a function in the life of the community and to integrate the protection of that heritage into

10. See list Annex 4

comprehensive programmes;  
(d) to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and  
(e) to foster the establishment or development of national and regional centres for training in the protection, conservation and presentation of the natural and cultural heritage and to encourage scientific research in this field.

### **Civic Participation Charter, Lyon, France, 2003**

«TODAY, URBAN DEMOCRACY MUST BE REINVENTED WITH A RENEWED DIALOGUE WITH OUR CITIZENS»

The aim of the Charter is to lay down guidelines for a commitment to a civic dialogue and to enhance the value of citizen participation in all community action such as the management of urban services in the region and the development of urban policies.

[www.grandlyon.com](http://www.grandlyon.com)

## **Declarations and Charters**

Declarations and Charters are powerful instruments enabling actors at local, regional, national or international level to formulate joint responsibilities and encourage respectful behaviour. At international level they are drafted by conferences and followed by important campaigns, such as the Charter of European cities for sustainable development (Charter of Aalborg) followed by the Hanover Call of European Municipal Leaders or the UN-HABITAT Campaign on Enhancing Urban Safety and Security.

### **Examples**

- Declaration on the Conservation of Historic Urban Landscapes based on the Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape (2005)
- New Charter of Athens 2003, the European Council of Town Planners' Vision for Cities in the 21<sup>st</sup> century (2003)
- International Charter for the Conservation of Historic Towns and Urban Areas, 1987, ICOMOS (The Washington Charter)
- International Charter for the Conservation and Restoration of Monuments and Sites, 1964 (The Venice Charter)

### **UNESCO/UIA Charter for architectural education (Revised version 2005)**

This Charter was created on the initiative of UNESCO and the UIA to be applied internationally to architectural education and to meet the expectations of 21<sup>st</sup> century society worldwide for sustainable human settlements in every cultural heritage.

"... the vision of the future world, cultivated in architecture schools, should include the following goals:

- a decent quality of life for all the inhabitants of human settlements.
- a technological application which respects the social, cultural and aesthetic needs of people and is aware of the appropriate use of materials in architecture and their initial and future maintenance costs.
- an ecologically balanced and sustainable development of the built and natural environment including the rational utilisation of available resources.
- an architecture which is valued as the property and responsibility of everyone."

[www.uia-architectes.org/image/PDF/CHARTES/CHART\\_ANG.pdf](http://www.uia-architectes.org/image/PDF/CHARTES/CHART_ANG.pdf)

### **4.3 Methods and participatory practices**

There are numerous methods to help actors in the field; the implementation of Agenda 21 methods can be useful to improve inhabitants' involvement in the revitalization projects of historic districts.

These methods or techniques must be used to reach the objectives; they are participatory, enable information to be collected, involve the actors, and stimulate creativity and training.

#### **The Urban Audit**

The Urban Audit gathers information on the quality of life in 258 cities of the European Union and the candidate countries. It contains around 300 indicators on different subjects such as demography, society, economy, environment, transport, information and leisure. One of the main aims of the Urban Audit is to allow mayors and citizen representatives to compare their city with other European cities. The purpose of these comparisons is to facilitate exchange of experiences and improve the quality of urban policies, at local level. At the origin of the Urban Audit is the Pilot Project on the Urban Audit (1997-2000) which provided the feasibility and utility of collecting comparable urban statistics for 58 large European cities. The project led to the publication of two books and a website. The Urban Audit is an initiative of the Regional Policy General Directorate of the European Commission, in cooperation with EUROSTAT and the national statistics institutes of the 27 countries concerned.

European Commission website

#### **Contests**

Architecture, town planning and regional urban development contests are a good way to give the actors, in particular students and young professionals, the opportunity to put forward original projects, to work in multidisciplinary teams and in networks.

### **Publforums**

Publforums or conferences of consensus: having asked questions on a specific theme/ debate to pre-selected experts, about fifteen citizens representative of the various social levels state their recommendations in a written report. These forums allow for an exchange of ideas and can be followed by other awareness-raising or capitalization actions.

Other forms of working groups or participatory forums exist, such as **citizen centres** where inhabitants are regularly brought together. Citizen centres require a specific kind of organization ability to manage disagreements and keep discussions relevant. Depending on the objectives, the forums can be preceded or followed by meetings with representatives of the local population to work on precise topics in a bilateral way. It is important to add specific actions to target different categories: young people, university students, municipal staff, etc.

### **Workshops**

**"Workshops of the future", "District workshops", "Scenario workshops"**: all these workshops can take various forms; the aim is to gather different actors together and plan scenarios that place the emphasis on creativity and the complementarities of different approaches and opinions.

In small groups, citizens and associations, private sector representatives, technical experts, local decision-makers, etc., analyse the scenarios proposed and develop their own views and proposals. Then, together, they develop a joint proposal.

Workshops comprising members of each category decide on action that contributes to the realization of the joint proposal. After discussing the current situation, about fifteen citizens put forward ideal solutions, which are then adapted to make them feasible.

### **A mobile district workshop in Otrante, Italy**

The mobile workshop arrived in the city in a container truck. The tent erected in the city's main square had four sections representing the rehabilitation problems to be analysed, the projects to be planned and the work to be undertaken. The workshop was quite sophisticated; it was designed by the Renzo Piano Building Workshop and the Architecture Faculty of Stuttgart University.

In Otrante, there were extremely precise descriptions of the existing buildings, including all the problems encountered. Two houses were selected for the first operation and contemporary techniques such as solar energy were used. The inhabitants were present at the technical interventions; a public meeting with the mayor and architects was organized to discuss the possible risks of rehabilitation in a historic city such as Otrante. Children were invited to do drawings to show how they saw their city.

Wolf Tochtermann, Architect and Town Planner, *Architects speak out: the sustainable social revitalization of historic districts, from Istanbul 1996 to Venice, 2002*, UNESCO Workshop.

### **The SIRCHAL workshops: developing a new working logic**

Instead of describing the work of the association he/she represents, each participant is asked to play a more prominent role in the workshops and tackle actual problems confronting the city. The workshops thus enable new working methods to be developed, new ways of finding local funding and the direct involvement of local authority representatives and decision-makers.

In addition, the workshops identify new actors from civil society, such as representatives of inhabitants' associations, who adopt participatory democracy in their thinking. Lawyers with legal expertise in land, property and finance form an essential part of the team.

Each workshop is held on five consecutive days. Divided into half-days, this enables a step-by-step production of working papers, involving local town councillors in the working plans from the very outset and transforming

a programme plan into a political project by bypassing traditional procedures and possible gaps between the project proposals and the decision-making. **This transformation turns these workshops into places for discussion for local actors and enables them to produce a joint working paper.** In contrast with an outside expert report, this internal document is the result of collective work through which everyone is identified and can later position him/herself. The workshops have proved to be the ideal place for each participant to put aside his/her institutional position and become involved in the overall planning of a city project.

[www.archi.fr/SIRCHAL](http://www.archi.fr/SIRCHAL)

### **The multidisciplinary "Public Space Workshops" in Saint Etienne, France**

Within the framework of its urban rehabilitation policy Saint Etienne is developing a re-launch of its economic activity with a vast array of initiatives designed to revive its past as a city of creative industry and know-how. A new idea was launched: the Public Space Workshop, which is both an advice bureau and a town planning agency where young professionals work. **The workshops are multidisciplinary and have five designers, five architects and five artists all working together with the technical services of the municipality and the town planning office.**

Under the supervision of town planner Jean-Pierre Charbonneau, the workshops have implemented the development of large public spaces such as squares (Jean Jaurès, Montchovet), the new tramway line, and smaller spaces in the other districts of the city (rue Royer, place Grenette). **To date, the Public Space Workshops have renovated or converted over 150 spaces, many of them "micro-spaces" or "urban rooms".** Their work has included urban furniture, signals, built elements and tree-planting, etc.

[www.millenaire3.com](http://www.millenaire3.com)



### **Voluntary work sites or “school work sites”**

These sites provide on-site training for students and young professionals in restoration techniques, mainly in traditional know-how, while taking part in the restoration of buildings or in archaeological excavations. Young people from different backgrounds and countries meet, exchange and contribute, through their apprenticeship, to the safeguarding and enhancement of the architectural and archaeological heritage.

These sites are also an effective way of providing employment for inhabitants. Moreover, they foster cooperation among universities, experts, technicians and countries.

#### **The Laboratory House of Mahdia, Tunisia**

The Laboratory House project under the patronage of UNESCO began in 2000 thanks to a cooperation agreement between local actors (government, municipality, association for the safeguard of the Medina) and participants from France (Ministry of Culture, General Council of the Loire-Atlantique and the Nantes School of Architecture).

A life-size construction site, mainly open to the public, was set up to reflect on each body's methods and techniques, and to share experiences and opinions on architecture. Casting techniques are shown and the coatings differently measured out. Time will do the rest; the inhabitants will be able to look at an open book of experiments. The challenge was to find a compromise associating quality of use, of comfort, sustainability, and aesthetics.

The primary aim is to open a space for dialogue on the techniques, the future of the Medina and everyone's action (neighbours, inhabitants, traders and politicians).



The project aims to:

- Renovate a house and workshops, and restore their initial function
  - Rehabilitate old techniques and materials
  - Experiment new techniques
  - Associate construction craftsmen with the local population
  - Train Tunisian and French students: teach them how to carry out a social and architectural/urban diagnosis and to work in cooperation.
  - Take part in the implementation of a safeguarding plan for the Medina of Mahdia.
- A Charter on the Laboratory House was published in 2000, new initiatives were started; the House became autonomous, with new actors, architects, citizens, film directors and tourists visiting the site.

Ridha Boussofara, Rainier Hodde, Agnès Deboulet. Mahdia and Saïda Seminars organized by UNESCO in 1999 and 2001.

### **The RehabiMed Method**

RehabiMed proposes an intervention method designed for local authorities and agents working on the rehabilitation processes to help with the promotion, planning and management of traditional architecture rehabilitation. In its regional context (rural or urban) while supplying tools and recommendations for the implementation. At the different stages of the operation, the RehabiMed method provides tools for the analysis, evaluation and implementation of these kinds of operations through a “Rehabilitation Plan of Action”.

Among all the project support tools available, emphasis is placed on the “RehabiMed Guide for the rehabilitation of traditional housing”. The building is the central element of rehabilitation and also the place where all basic housing conditions are combined. The Guide can be used together with an overall strategy or separately. Although rehabilitating an isolated building is feasible, it is important to have an overall vision of the area into which it is integrated so that the small-scale intervention is in line with the larger scale conditions.

Site: [www.rehabimed.net](http://www.rehabimed.net)

### **The Urban Resource Centre Model (URC), Karachi, Pakistan**

The URC collects information regarding the city and its plans and disseminates its findings to the media, NGOs, CBOs, concerned citizens and formal and informal interest groups. On the basis of these analyses, it holds forums in which all interest groups, especially affected communities, are present so that a broad consensus may be achieved. The print and electronic media take up these issues.

Example of a training session:

The class is divided into four groups: (1) Physical conditions; (2) Economy; (3) Society; and (4) Governance. The groups were given a problem-ridden area of the city to explore. Each group had to identify the actors of its area and, through interaction with the community, understand the causes of the conditions in the area.

The four groups then came together in a workshop and synthesized their findings. On the basis of these findings, individual students were asked to plan a physical intervention in the problem area which would benefit the community. A whole new manner of thinking and practising planning and architecture emerged as a result.

The URC model is being replicated with support from the Asian Coalition for Housing Rights in Phnom Penh, Colombo, Kathmandu, Cape Town and in the Punjab province of Pakistan.

Arif Hasan, at the UNESCO Round Table on Social Sustainability in Historic Districts, September 2004.

### **Urban management**

The Urban Management Programme (UMP) is one of the largest global technical assistance programmes in the urban sector, and is designed to help cities and towns in developing countries in their efforts to promote sustainable urban development on three themes: urban poverty alleviation (employment, services, social integration), environmental urban management (development, infrastructures) and participatory urban governance (decentralization, municipal finances, properties). This programme, together with bilateral support agencies (DFID, DGIS, SIDA and DDC) is a joint undertaking of the World Bank and UN-HABITAT, with UNDP in charge of financing and follow-up.

The urban consultation promotes a participatory approach to city management in order to improve development while involving all actors in the definition of priorities, action planning and its implementation, which is removed from the traditional approach. The central idea can be expressed with three key concepts: facilitate dialogue between local authorities and all the urban actors; foster partnerships with the public/private sector, associations and civil society; and boost the development of an action plan with those responsible and the whole population.

The general methodology is structured in different phases setting out the guidelines. The political will of the mayor and the local authorities, a dynamic civil society, the commitment of local partners in the dialogue, the links with different networks and a financial contribution are pre-requisites for the method's implementation. In Latin America, for instance, the programme established a typology of cities according to size and function, in order better to target each action.

The new Urban Partnership for the Millennium falls within the UMP; it aims to adapt the Millennium Goals to each national context and anchor them in local priorities in order to position new development policies.

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

### **Strategic urban plan set out in the form of a methodological guide**

Many cities, such as Barcelona, Bilbao and Rotterdam – to name but three – have set out their strategic planning in the form of methodological guides. The city of Tel Aviv Yafo, for example, published a very comprehensive guide in May 2006. It clearly sets out the main issues confronting the city, the strategic dilemmas, a methodology and strategies. This guide is the product of a participatory approach over several years founded on the principles of multidisciplinary, consensus, transparency and capacity-building in the municipality.

Contact: [s\\_plan@tel-aviv.gov.il](mailto:s_plan@tel-aviv.gov.il)

### **Establishment of a local cultural strategy**

A local cultural strategy is a debate, draft and document approval process, on the cultural priorities of a city implemented by all the cultural agents of a region with the help of the local population and the public administration. The process starts with studies or a diagnosis of the cultural resources of the city and the trends of the economic, social and regional environment.

The local cultural strategy is formulated in a written document, verified and approved by the municipal plenary assembly or by authorities with citizen participation such as commissions or committees. The document comprises a mission, objectives and actions, establishes co-responsibility with local government, cultural agents and civil society. The local cultural strategy includes an implementation calendar, follow-up and evaluation indicators for each objective and action, and for the monitoring authorities.

## IV. Lessons learned – cities testify

The accounts presented below result from very different situations. Their aim is to show the concerns of the cities and to share the lessons learned from their experiences. These examples are presented in no particular order of importance. Complete presentations of some case studies can be found in the appendices.

### A participatory strategy – Seville, Spain

The city of Seville has two complementary tools at its disposal. These have been of particular importance for the success of the city's revitalization of its historic districts: the Seville Strategic Plan 2010 and the New Plan for Urban Development. This dual strategy (socio-economic and urban) brought together tradition with modernity, and history with projections for the future. The strategy enabled a framework of action to be drawn up involving local decision-makers from both the public and private sectors. It generated funding and an improvement of living conditions and services while remaining faithful to Seville's image. The following are key factors for success:

- The combination of strategic planning and urban planning



- An agreement among the different levels of administration, the existence of a legal framework and the clear separation of public administration responsibilities
- Strengthening inhabitants' participation – this can be complex but is extremely productive
- Involvement of the private sector and negotiations with businesses
- Positioning the city at international level through marketing and promotional activities abroad, and strengthening cooperation

José Carlos Cuerda García Junceda, General Coordinator for Planning, Seville.  
UNESCO/UN-HABITAT Seminar "Historic districts for all", Seville, 7 to 9 May 2008.

### Transparency and accountability, The Urban Resource Centre, Karachi, Pakistan

- **Government plans are too often insensitive to environmental and social issues** and are not cost-effective because they do not consult with relevant interest groups. These kinds of consultations do not currently exist in government agencies.
- Government planners, academic institutions, professional bodies and the media **have neither knowledge or understanding of the informal processes** which provide services to the vast majority of low-income Karachi communities. When these urban professionals interact with informal community groups, their responses are positive.
- Among the young, educated people of Karachi, there is an immense longing to address the problems facing their city and its inhabitants, but **they do not know how they can become a part of a process** for improving the physical and social environment of Karachi.
- A powerful nexus of politicians, bureaucrats, developers, contractors, consultants (local and international) and international financial institutions opposes the promotion

of **transparency, accountability and cost effectiveness** for development programmes in Karachi.

Arif Hasan, at UNESCO Round Table on Social Sustainability in Historic Districts, September 2004.

### **Preserving the ancient city's style and resources – Suzhou, China**

Lessons learned from other cities such as Beijing where modernization has destroyed much of the city's character and architectural heritage, **led the municipal government to adopt an approach based on preserving the ancient city's style and features in a comprehensive rather than piece-by-piece manner.**

This comprehensive approach to preserving the cultural environment has placed Suzhou in a leadership role in terms of culturally sensitive and sustainable urban development.

The phased approach to implementing projects, careful planning and timely implementation of projects and cost and quality control enabled the local authority to make adjustments to and fine-tune its strategy and to integrate lessons learned from experience. Mistakes were made initially in: **(a) over-reliance on government funding; (b) focusing on new construction versus rehabilitation; and (c) lack of transparency in decision-making.** These mistakes were overcome in subsequent phases through the active involvement of all stakeholders in planning, design and implementation. This helped mobilize funding from a much greater number of players including the citizens themselves, local, national as well as international real estate developers, businesses and associations. It also revealed that **there can be an integrated approach whereby new construction is undertaken in conjunction with rehabilitation and upgrading.**

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices 2006.



### **Historic significance and long-term prospects – Banská Štiavnica, Slovak Republic**

The mistake our town learned, and one we would recommend not repeating, is of monuments without a realistic assessment of what their contribution to the social and economic life of the town can be. Based on our practice **we recommend making sure there is a revitalization approach to the renovation of historic buildings rather than a conservation approach.** Such a practice enables permanent development of historic towns.

Effective renovation of dilapidated historic buildings cannot be accomplished without a long-term perspective of their utilization corresponding with their historic significance, and if they are not fully involved in the social and economic life of a town. That is why it is preferable to have a revitalization approach to the renovation of historic buildings rather than a conservation approach. When preparing the renovation strategy of a historic town which has lost its own means of production, the construction, technical and organization possibilities should be looked at together with the long-term social and economic possibilities and the permanent sustainability of the results achieved in renovation.

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.



**Active participation and financial involvement of the population – Santiago de Compostela, Spain**

- **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 local population.** Sometimes technical assistance and advice is more appreciated than economic aid.
- **The material, social and environmental crisis of historic cities requires cooperative coordination among administrations.** The Local Administration is responsible for the planning, strategies and direct management of the initiatives.
- **Restoring nature in the city, even in the historic city, is a legitimate aspiration with an immediate effect on the quality of life.** Reclaiming deteriorated green spaces in suburban factories can promote urban integration and social cohesion.
- **Interventions in historic buildings, designed to last, provide a rich educational and experimentation field for sustainability, the quality of life and development models for human habitat.**

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.

**Preservation by the local owners – Rasheed, Egypt**

The important thing for municipalities is to **carefully analyse the local resources** and seek possibilities for intervention of all local stakeholders, so that whatever is put into improving the heritage conditions will be **preserved and maintained by the local stakeholders themselves** according to the extent to which they have been involved. In Rasheed, some key actions need to be carried out by the municipality:

- 1) **perceive the importance of the valuable treasure** it has on its territory;
- 2) **start preserving those buildings as a first priority** instead of letting them deteriorate, owing to the **lack of maintenance**;
- 3) **identify local resources within the city**, through

**mobilizing the willingness of the investors** of the city to participate in a **transparent process** of revitalization that will be beneficial for all;

4) start a **public awareness-raising campaign** regarding preservation of the heritage and maintenance of the historical buildings of the city, many of which are now inhabited by local residents;

5) **encourage the young people of the city to participate** in the revitalization process during their vacations, as a tool for income generation on the one hand, and to build up a base for community awareness on the other.

Ashraf Mohamed Kamal, UNESCO International seminar, Saïda, 28 to 31 May 2001.

**Cultural heritage connected with sustainable growth – Halmstad, Sweden**

- In considering the development of the process of establishing a sustainable society it is important to start from the local and regional conditions. Traditionally, the technical and knowledge infrastructures have been regarded as the determining factors for economic growth. Today, a growing number of economists and politicians agree that it is high time to **stop regarding the preservation of cultural heritage as an obstacle for economic growth**. On the contrary, cultural heritage is increasingly mentioned in connection with regional development and sustainable growth as well as with fighting poverty.

- This postulates that the inhabitants of an area want to cooperate to improve their situation. The **dynamics, flexibility and preference to change** an enterprise are a few other keywords linked with regional development as well as with local and regional identity, democracy, ecology, continuity, and welfare besides economic growth.

And it also demonstrates that with the right organization at international, regional, and local level the protection of heritage can also strengthen **democracy**.

- **Cultural heritage is one of the most important assets for cultural diversity**. It demonstrates that regional cohesion, cross-cutting and multi-problem solving are important tools for fighting poverty through regional sustainable development.



Nowadays various public sectors as well as regions emphasize the significance of cross-cutting and cross-system cooperation. Therefore, one key factor in increasing the competitiveness of regions is the development of regional cohesion, cooperation and partnership among different participants within a region.

UNESCO/UN-HABITAT, Social Sustainability in Historic Districts: Best practices, 2006.

### **Portland, United States of America**

The city of Portland was established in 1843 and it now has to tackle the issue of gentrification that has come about as a result of the revitalization process of districts that have become “historic districts”. The “historic district” label had the strategic aim of investments and forging the identity of districts known to have vulnerable inhabitants and a high rate of violence. Several participatory tools and policy strategies in the fields of education, housing and the economy not only helped improve the situation in these districts but also helped us draw lessons from it for the Portland plan in general (on the scale of the whole region).

Gill Kelley, Portland Planning Office, UNESCO/UN-HABITAT Seminar “Historic districts for all”, Seville, 7 to 9 May 2008.



### **Bangalore, India**

The participatory model of heritage preservation depends on the creative abilities of the inhabitants and their potential to plan and take decisions. Once trained, not only can they contribute to heritage preservation but they can also draw a living from it through developing the market economy, particularly around tourism. The success of micro-credits in India bears witness to this. However, the lack of strategy and method makes progress difficult. Current projects must involve all groups, particularly women and young people. Apart from the economic effects, what is sought is the inhabitants' pride and their strengthened feeling of identity through heritage and culture.

Dr Mukta Banerjee, Best Practices Foundation, Bangalore, India.

UNESCO/UN-HABITAT Seminar “Historic districts for all”, Seville, 7 to 9 May 2008.

### **Santo Domingo, Dominican Republic**

Over the past twenty-five years the revitalization of the historic district of this colonial city has been marked by the dominance of the tertiary sector, housing rehabilitation and the setting up of activities linked to tourism.

With its strategic plan, the municipality is now working on enhancing the urban heritage. Santo Domingo's integrated revitalization plan is an example of management and regulation of the colonial city, with a control plan and a strategic plan both of which call for inter-institutional, decentralized management.

Sina del Rosario, Director, Santo Domingo Urban Planning Department.

UNESCO/UN-HABITAT Seminar “Historic districts for all”, Seville, 7 to 9 May 2008.

# Conclusion

The extent of the challenges to be taken up today in historic districts proves equal to the hopes raised by exchange and cooperation among actors. These hopes, commitments and political wills translate into concrete results reviving the districts while placing the inhabitants at the heart of the revitalization processes.

Today, more than ever, cooperation is the pre-condition for success in the revitalization process. Locally, partnerships enable actors with the requisite vision and competence on the built heritage to work together with the inhabitants who give the district its meaning. At district level, such cooperation responds to the characteristics of the historic district, isolated in its urban fabric, constantly influenced by immigration and the city's development. Indeed, without a medium- or long-term plan, the revitalization of a historic district is at risk of reinforcing the spatial segregation of the territory. At national or international level, districts are bound to face a common challenge: the gathering pace of globalization and urbanization. City networks need to meet together to fight against all forms of instability and discrimination, enhance the value of and pass on the cultural and natural heritage to future generations, develop solidarity, foster cultural plurality and diversity and preserve the environment.

Preserve, develop and pass on to future generations are one objective. Many cities demonstrate that it is possible to reconcile heritage preservation, conservation of resources, economic development, well-being of the inhabitants and promotion of a controlled, responsible tourism. This balance is not reached permanently; it requires constant adjustments and evaluations. The conservation of old buildings in a district is not to be dissociated from the determining role of the inhabitants, who, from generation to generation give them a sense and pass on their history. The tangible dimension of the heritage cannot be comprehended without its other side, the intangible knowledge and know-how. The sole consideration of buildings can generate a "shrine-like" quality and decline.

An integrated social revitalization places people at the centre of the processes thus responding to the diversity of needs and expectations in search of a balance between economic, environmental, cultural and social constraints.

Beyond the rehabilitation of historic districts, the revitalization processes answer the need to progress in the fields of human rights and urban governance. These complex processes enable new participatory approaches to be implemented and new partnerships that bring creativity and innovation. Enhancing and transferring the experiments, via information and communication technologies, cooperation and solidarity among actors, cities, continents, all this may facilitate the role played by decision-makers, a role that is becoming more difficult than ever because of their responsibility with regard to sustainable urbanization.

The decision-makers cannot act alone; they have the possibility to obtain assistance in order to make the best decisions for their districts. The sooner the local actors are consulted, the better it is for the prospects of success and appropriation of the revitalization action.

UNESCO, in close cooperation with other United Nations Specialized Agencies, in particular UN-HABITAT, is helping to take up the challenge as a matter of global responsibility. Everyone, in his/her district, city or region can conjugate revitalization with inclusion, and district with co-education and sustainability. Although not an end in itself, this Manual is a small contribution and is worth being updated, adapted and interpreted. It reproduces the comments of actors in the field and provides some guidelines for strategies to meet the global challenge.

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Glossary in four languages, Sirchal, Working paper – 3<sup>rd</sup> phase

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[www.archi.fr/MIQCP/IMG/pdf/g7texte.pdf](http://www.archi.fr/MIQCP/IMG/pdf/g7texte.pdf)

UNESCO, *SHS Newsletter 08*, Urban fabric and society: which policies for the future? January - March 2005

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## Annexes

### **Annexe 1. glossary**

#### **What is a historic district?**

It is the heart of an old town that has changed over time. In some cases the historic centre of a town may be just a few symbolic monuments; in others it may include almost the whole urban centre. This fairly recent concept may encompass realities that are very different.

The spatial definition of a historic centre is quite easy in the case of a small town that has hardly changed or where modern development is essentially peripheral, as in the case of towns surrounded by walls or natural sites, or towns built as a single unit. This demarcation, however, is rather more difficult in the case of large towns which have been built at different times, where there are scattered historic remains and where nineteenth century quarters may be considered historic quarters.

Sirchal glossary. *Dictionnaire de l'urbanisme et de l'aménagement*, Pierre Merlin and Françoise Choay (Eds.) Presses Universitaires de France, 2<sup>nd</sup> edition, 1996.

As for the protection of historic locations, it is vital to understand that «how we act upon them is directly related to how we understand them”. Historic locations in Europe are considered essential resources for the landscape, the economy and the life of a town, while in Latin America the protection of certain sites within privileged urban locations, are perceived as an impediment for trade and development.

Thus, there is a conflict between prevailing economic theories and the concept of historical locations as a resource, understanding this to include both their social and economic value. Historical locations are either considered unique in which case they are not to be modified or they change over time like any other part of the town.

Alfonso Govea, Italian architect, “historic contexts: problems and alternatives”, speech given at the “Conservation of urban historic contexts” seminar, URB-AL, network 2, Europe-Latin America, Vicenza, May 1998.  
Sirchal glossary. Excerpt from a text by Macchi Cassia, Cesare,

*Planes Especiales, Catalogación de bienes culturales y ciudad histórica, Workshops on Planning in Historic Centres, Segovia Town Council, Institute for Urban Planning, Universidad de Valladolid, Spain, 1991*

#### **What are urban policies?**

Urban policy and urban planning are concerned with the management of urban transformations. They are activities that seek to influence the distribution and operation of investment and consumption processes in cities for the “common good”. Urban policy is not confined to activity at the urban scale. National and international (EU) economic and social policies may be as much urban policy (if they have urban impacts) as urban regeneration.

Glossary for the study of social sustainability in historic districts, Zoltan Kovacs, 2005

Urban planning is a forecasting and organizing method that allows public authorities to guide and control urban development by drawing up and implementing urban planning documents. It is principally expressed in two separate documents: Master Plans and Land-Use Maps. These documents establish the basic guidelines for the organization of the land concerned, taking into account both the need for urban expansion and agricultural activities, as well as the protection of sites and landscapes.

Sirchal glossary, *Encyclopédie multimédia Universalis*, 1999



## **What is urban heritage?**

For UNESCO, heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration. Different types of heritage characterize the urban heritage: cultural, natural, ethnological, historic, industrial, vernacular, monumental, etc.

### **Definitions<sup>1</sup>**

#### **Cultural Heritage**

For the purposes of this Convention, the following are considered to be items of "cultural heritage":

- monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;
- groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;
- sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.

UNESCO Convention Concerning the Protection of World Cultural and Natural Heritage (1972)

#### **Historic Heritage**

"A concept in which theory and practice are in constant evolution; it includes everything from objects whose value is merely due to the fact that they are antique, to objects having symbolic value for modern society. It covers everything from the status of an isolated object: a monument, to the status of an object which is an entire territorial complex: a town or a landscape. Society must hope that its

members one day become not just spectators but heritage partners."

Yves Robert, *Towards a more human conscience of the urban heritage*

"A protected space, considered a part of our heritage, is not just historical in nature, it refers to a sense of identity, while providing a living link to history".

M. Augé

#### **Industrial Heritage**

Economic changes have led to the decline or de-localization of entire industrial sectors. One finds rust belts where once there were factories. Buildings, some of them of the highest architectural merit, have been abandoned; mining or textile sites left deserted.

Recovering and developing these assets meets a dual need: safeguarding heritage and creating new activities that may eventually replace, at least in part, those that disappeared. In some cases, industry has replaced industry; in others, tourism has taken the place of industry.

Sirchal Glossary, "Tourism and Heritage in France and in Europe", Valéry Patin, *les Etudes de la documentation française*, 1997.

## **What is historic urban landscape?**

The historic urban landscape, as stated in the UNESCO "Recommendation of 1976 concerning the Safekeeping of historic or traditional units and their role in contemporary life" refers to sets of buildings, structures and open spaces, in their natural and ecological context, including the archaeological and paleontological sites, constituting human settlements in an urban context, of a pertinent duration, whose cohesion and value are acknowledged, archaeologically, architecturally, prehistorically, historically, scientifically, socio-culturally or ecologically. This landscape designed modern society and is of great importance for the understanding of our contemporary way of life.

Vienna Memorandum on "World Heritage and contemporary architecture – Management of the historic urban landscape", 2005

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<sup>1</sup> Most of the definitions are taken from the Sirchal Glossary



### **What is public space?**

Non-constructed areas, dedicated to public use, comprising both mineral and/or green spaces.

Sirchal Glossary *Henri-Jean Calsat, Dictionnaire multilingue de l'aménagement de l'espace, Conseil International de la langue française, Presses Universitaires de France, 1993.*

The public space, garden, street, square, belvedere, promenade, is an open space, external to the architects, constitutive element of a landscape, composed of the space in itself and all natural or urban elements visible from this space towards the horizon. The public space is a fraction of the landscape, perceived differently by anyone at any time.

"Urban public spaces, recommendations for a project approach", Interministerial mission for the quality of public constructions, Jacques Cabaneau, (Ed.)

### **What is social cohesion?**

The term refers to forms of solidarity (e.g. intergenerational, interethnic, interclass, etc.) which are realized in social relationships among groups. It is argued that social cohesion is critical for societies to prosper economically and for development to be sustainable.

Social integration (or inclusion) means the social inclusion of people into mainstream society groups having been excluded or stigmatized. In a wider sense, the term is used for the free and unrestricted association of different social, ethnic or cultural groups. Social integration is the common task of central and local governments and generally includes the provision of adequate public services (health care, education, etc.) social assistance and social housing for the poor.

Glossary for the study of social sustainability in historic districts, Zoltan Kovacs, 2005

### **What is attractiveness?**

The attractiveness of a region is far from existing only symbolically; it rests on what gives

one the desire to be there, or come to live there. Urban development does not favour only prestigious projects but everything that produces a quality of life. All the themes of urban life are concerned, including daily life. One of the factors for the expansion of attractiveness is the enhancement of a city's or territory's own resources; a city or territory already exists as such, with its own personality and actors and has only to be mobilized around a shared project. To implement a well thought out urban project enables the creation of conditions for a continuous control of the transformations. It is the support for a social dynamic and a lever for local democratic life.

J.P. Charbonneau, "Local Powers, Urban Development, attractiveness and local democratic life", Lyon, January 2007 (article)

### **What is revitalization?**

Revitalization is a process combining the architectural and urban rehabilitation of historical centres while at the same time enhancing the urban activities therein.

"Urban revitalization encompasses projects aimed at renewing the economic and social life of a run down part of a town. This notion, akin to that of urban rehabilitation, is applied to all those areas of towns having no clear identity or remarkable features of their own".

*Lisbon Charter*, October 1995

Bringing back new vitality, bringing back to life (a building, a community, a neighbourhood, activities, business, etc.); regenerating. It may involve allocation of new uses. The term is the opposite for a "museum city" and does not include revitalization of an existing social/economic dynamism, but its proper order and dimension, including the informal sector.

Silvio Mutal, Poverty and environmental Degradation: the future of Historic Cities/centres. Retrospective and Perspectives. The case of Latin America and the Caribbean. September 2001.

Rehabilitation consists in giving the urban and architectural heritage its full capacity to play a useful role for society.

It is not a backward-looking approach; it should contribute to the continuity of urban and architectural enrichment.

It should be considered as a priority regarding a new construction or a drastic renovation.

Recommendations of the Saïda International Seminar  
organized by UNESCO (Lebanon, 28 to 31 May 2001)

### **What is dialogue, participation?**

Participation or public involvement means the involvement of residents in local events, groups and processes in ways that make sense to them in building their social resources, in ways they feel comfortable with and which contribute to the management of the neighbourhood. It is a wide and general term covering mutual information between the community and the local authority, consultation as well as participation in decision-making and management. Participation and active involvement of residents in local affairs is essential for empowerment.

Glossary for the study of social sustainability in historic districts, Zoltan Kovacs, 2005

### **What is gentrification?**

The evolution of certain areas towards a more bourgeois social milieu.

Sirchal Glossary, Olivier Godet, architect, ABF, MRAI, at the Sirchal 3 seminar, Santiago-Valparaíso, May 1999.

Gentrification is a process involving a change in the population of land-users such that the new users are of higher socio-economic status than the previous users, together with an associated change in the built environment through a reinvestment in fixed capital. The greater the difference in socio-economic status, the more noticeable the process, not least because the more powerful the new users are, the more marked will be concomitant change in the built environment. It does not matter where, and it does not matter when.

Rowland Atkinson & Gary Bridge, *Gentrification in a global Context, the new urban colonialism*, 2005.

### **What is classification?**

Two levels of classification are identified: the national level through the national authorities' decision to protect and acknowledge the heritage and the international level through the inscriptions on the UNESCO World Heritage List. Nevertheless, a third level exists in a few cities: the municipal level, on the scale of the actors in charge of the city and historic districts management.

Determination of varying degrees of possible action, that bears in mind certain pre-established models. Classified as a historic monument "may not be destroyed or relocated, even in part, and it may not be subject to restoration, repairs or alteration work of any nature unless previously approved by the Minister of Culture". These works are entrusted to the Chief Restoration Architect. In France, historic monuments may be the object of registration or classification. The former implies mere surveillance of the monument, while the latter entails strict protection. The classification of a building is issued at a regional level by submitting a request to the regional Commission for Heritage Sites. The final decision is taken by the Minister of Culture in accordance with the advice of the High Commission on Historic Monuments.

*Sirchal Glossary Rehabilitation in France : the tools, the procedures.* File prepared by the National Agency for Improvement of the Habitat (ANAH). Study undertaken by Nancy Bouché, ICOMOS-France, July 2000.

### **The World Heritage**

What makes the concept of World Heritage exceptional is its universal application. World Heritage sites belong to all the peoples of the world, irrespective of the territory on which they are located. The United Nations Educational, Scientific and Cultural Organization (UNESCO) seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity. This is embodied in an international treaty called the Convention concerning the Protection of World Cultural and Natural Heritage, adopted by UNESCO in 1972. The World Heritage List includes 830 properties

forming part of the cultural and natural heritage which the World Heritage Committee considers as having outstanding universal value. These include 644 cultural, 162 natural and 24 mixed properties in 138 States Parties.

Source: UNESCO

### **What is authenticity?**

Authenticity is, as defined in the Charter of Venice, the essential qualitative factor concerning the veracity and the credibility of the available information sources.

Its role is central in every scientific study, conservation or restoration intervention and in the inscription procedure on the World Heritage List or any cultural heritage inventory.

The judgements on the recognized values of the heritage as well as the credibility factors of the sources differ from one culture to another, even within the same culture. It is thus totally excluded that the value and authenticity judgement rests on unique criteria. On the contrary, the respect for the cultures commands to consider and judge each work according to the criteria of the cultural context to which it belongs.

Consequently, it is very important and urgent to recognize, in each culture, the specific characters of its heritage values, the credibility and liability of the information's sources.

Depending on the nature of the monument or the site, of its cultural context and its evolution over time, the judgement on authenticity is linked to a diversity of information sources. The latter comprehend concept and form, materials and substances, use and function, tradition and techniques, situation and location, spirit and impression, original condition and historic future.

These sources are internal or external to the work and their use enables the cultural heritage to be described in its specific dimensions, in the artistic, technical, historical and social fields.

UNESCO, Intergovernmental Committee for the Preservation of World Cultural and Natural Heritage: Directions for the implementation of the World Heritage Convention, 2 February 2005.

Authenticity is a keyword and like all words that express vast concepts, it is difficult to define. It is the restoration project that must bring to light the authenticity of the monument or site being worked on. Every milieu and every building has its own characteristics to which the architect must adapt his/her project.

The added and stratified authenticities have been ignored and erased in an illusory attempt to recover a primary authenticity. Nowadays, it is still necessary to repeat that the quest of the stratified authenticity of the place's territory, city or monument must be conducted seriously and respectfully.

To build, one must be able to read the book history has written on the territory and to understand its significance: decipher and interpret before marking any new meaningful "sign".

To re-appropriate a place today means to apprehend the authentic, aesthetic, functional, social and cultural characteristics and revive them, in the present. So, the continuity of the cultures lies within the constant evolution of civilizations. The true spirit of the place lasts despite the transformations and changes. This is the dividing line beyond the limits of which the materials only have a chance to escape abandon and paralysis and actively re-enter the world of the living.

Andrea Bruno, Methodology approaches, critical restoration project

## **Annexe 2** **Contacts**

### **1. UNESCO Chairs and international networks**

Researchers and academics who are willing to organize training sessions in cooperation with local actors, universities of your region, your town or your city:

**Landscape and environment**, Montreal, Canada.

[www.paysage.umontreal.ca](http://www.paysage.umontreal.ca)

**Urban policies and citizenship**, Lyon, France.

[www.cge.asso.fr/ecoles/ECOLE100.phtml](http://www.cge.asso.fr/ecoles/ECOLE100.phtml)

**Landscape architects, constructive cultures and sustainable development**, Grenoble, France. <http://terre.grenoble.archi.fr/>

**Social and spatial inclusion of migrants: urban policy and practice**, Venice, Italy.

[www.unesco.org/education](http://www.unesco.org/education)

**Housing management and socially sustainable development**, Mexico D.F., Mexico.

[www.catedraui.iteso.mx](http://www.catedraui.iteso.mx)

**Social sustainability in historic districts**, Seoul, Republic of Korea.

[www.unesco.org/education](http://www.unesco.org/education)

### **2. UN-HABITAT training centres**

**Seville**: City-to-city cooperation.

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

**Republic of Korea**: International urban training centre (IUTC), Chuncheon, Gangwon Province.

<http://iutc.gwd.go.kr>

### **3. Centres of expertise and regional networks**

Mediterranean: **RehabiMed**, [www.rehabimed.net](http://www.rehabimed.net)

Latin America: **Sirchal**, [www.archi.en/SIRCHAL](http://www.archi.en/SIRCHAL)

Africa: **CRATerre – ENSAG**, [terre.grenoble.archi.fr](http://terre.grenoble.archi.fr)

Asia: **College of Architecture and Urban Planning, University of Tongji, Shanghai**, [www.tongji.edu.cn/english/Academics](http://www.tongji.edu.cn/english/Academics)

**Shanghai Tongji Urban Planning & Design Institute (TJUPDI)**

[www.tjupdi.com](http://www.tjupdi.com)

Europe: **Raymond Lemaire Centre**, [www.asro.kuleuven.ac.be/rlcc](http://www.asro.kuleuven.ac.be/rlcc)

Architecture and heritage centre: **“The Chaillot School”, “Observatory of the architecture of contemporary China”**, [www.citechailot.fr](http://www.citechailot.fr)

### **4. International and regional organizations**

**UNESCO** [www.unesco.org](http://www.unesco.org)

**UN-HABITAT** [www.unhabitat.org](http://www.unhabitat.org)

**IFLA (International Federation of Landscape Architects)** [www.iflaonline.org](http://www.iflaonline.org) **UIA (International Union of Architects)** [www.uia-architectes.org](http://www.uia-architectes.org)

**AIMF (International Association of French-speaking Mayors)** [www.aimf.asso.fr](http://www.aimf.asso.fr)

**ISOCARP (International Society of City and Regional Planners)** [www.isocarp.org](http://www.isocarp.org)

**FMCU (World Federation of United Cities)** [www.fmcu-uto.org](http://www.fmcu-uto.org)

**CLGF (Commonwealth Local Government Forum)** [www.clgf.org.uk](http://www.clgf.org.uk)

**UCLG (United Cities and Local Governments)** [www.cities-localgovernments.org](http://www.cities-localgovernments.org)

**UIM (Union of Latin American Municipal Leaders)** [www.uimunicipalistas.org](http://www.uimunicipalistas.org)

**Alliance for a Responsible, Plural and United World** [www.alliance21.org](http://www.alliance21.org)

**Cities Alliance** [www.citiesalliance.org](http://www.citiesalliance.org)

**Eurocities** [www.eurocities.org](http://www.eurocities.org)

**OWHC (Organization of World Heritage Cities)** [www.ovpm.org](http://www.ovpm.org)

**ANVPAH & VSS (National association of cities and countries, art and history, and cities with heritage protected sectors)** [www.an-patrimoine.org](http://www.an-patrimoine.org)

**CAEP / IGAPA (School of Architecture and Protected Spaces, Inspectorate General of Architecture and Heritage)** [www.culture.gouv.fr/culture/da.htm](http://www.culture.gouv.fr/culture/da.htm)

**DAPA (Directorate of Architecture and Heritage)**  
[www.culture.gouv.fr/culture/da.htm](http://www.culture.gouv.fr/culture/da.htm)

### **Annex 3**

#### **“Social sustainability in historic districts: examples of best practices”**

UNESCO/UN-HABITAT, January 2007

(doc.PDF, in English/ CD)

- **Johannesburg, South Africa:** City Improvement Districts
- **Palestinian Territories:** Rehabilitation of Historic Centres and Job Creation through Restoration
- **Yang Zhou, China:** Ancient City Protection and Residential Environment Improvement
- **Lhasa, Tibet:** Community-Based Conservation of Urban Cultural Heritage
- **Nanning, China:** Face-lift to Rejuvenate Original City Functions
- **Beijing, China:** Pilot Project Serves as Food for Thought
- **Vigan, Philippines:** City Heritage Conservation Programme
- **Vienna, Austria:** Sustainable Urban Renewal
- **Banska Stiavnica, Slovak Republic:** City Safeguarding Process
- **Santiago de Compostela, Spain:** Protection and Rehabilitation of Historical World Heritage
- **Halmstad, Sweden:** Conservation of Cultural Heritage
- **Bayamo, Cuba:** Urban Intervention in the Historical Centre
- **Quito, Ecuador:** Social Housing in the Historic District



## **Annex 4**

### **The normative instruments**

#### **Charters**

- The Montreal Charter for rights and responsibilities (June 2005) <http://ville.montreal.qc.ca>
- UNESCO Charter for Architectural Education, revised version 2005  
[http://www.uia-architectes.org/image/PDF/CHARTES/CHART\\_ANG.pdf](http://www.uia-architectes.org/image/PDF/CHARTES/CHART_ANG.pdf)
- The new Charter of Athens, European Town Planners Council (2003)  
<http://www.ceu-ectp.org/f/athens/index.html>
- Proposed World Charter on the Right to the City <http://www.cohre.org/index.php>
- Charter of the vernacular built heritage (1999)  
[http://www.international.icomos.org/charters/vernacular\\_f.htm](http://www.international.icomos.org/charters/vernacular_f.htm)
- Charter of European cities for sustainability - Charter of Aalborg, 27 May 1994  
<http://www.ritimo.org/cedidelp/villedurable/textes/aalborg.htm>
- The International Charter for the Conservation of Historic Towns and Urban Areas 1987 (Washington Charter)  
[http://www.international.icomos.org/charters/towns\\_f.htm](http://www.international.icomos.org/charters/towns_f.htm)
- International Charter of Historic Gardens ICOMOS-IFLA 1982 (Florence Charter)  
[http://www.international.icomos.org/charters/gardens\\_f.htm](http://www.international.icomos.org/charters/gardens_f.htm)
- European Charter of Architectural Heritage (Council of Europe, October 1975)  
[http://www.icomos.org/docs/euroch\\_f.html](http://www.icomos.org/docs/euroch_f.html)
- International Charter for the Conservation and Restoration of Monuments and Sites (Venice Charter, 1964)  
[http://www.international.icomos.org/charters/venice\\_f.htm](http://www.international.icomos.org/charters/venice_f.htm)
- The Charter of Athens for the Restoration of Historic Monuments (Conference of Athens, 21-30 October 1931)  
[http://www.icomos.org/docs/athens\\_f.html](http://www.icomos.org/docs/athens_f.html)

#### **Declarations, Appeals**

- Jerusalem Declaration (2006)  
<http://whc.unesco.org/uploads/events/documents/event-362-4.pdf>
- Declaration on the Conservation of Historic Urban Landscapes from the Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape (2005)  
<http://whc.unesco.org/fr/villes>
- Universal Declaration on Cultural Diversity (UNESCO, 2001)  
<http://portal.unesco.org/culture>
- Declaration of Budapest (2002)  
<http://whc.unesco.org/fr/budapestdeclaration>
- Hanover Call of European Municipal Leaders (2000)  
<http://environnement.gouv.fr/villedurable/textes/hanovre.htm>
- Declaration of Seville (1999)  
<http://www.ritimo.org/cedidelp/villedurable/textes/seville.htm>
- Declaration of Lleida (1999)  
[http://www.paeria.es/cimes/cas/B\\_B4.htm](http://www.paeria.es/cimes/cas/B_B4.htm)
- The Salamanca Declaration: a Sustainable Future for Historical Cities (1998)  
<http://www.islandsonline.org/salamanca/declarat.htm>
- The Istanbul Declaration on Human Settlements, 1996  
[www.un.org/french/ga/istanbul5/declaration.htm](http://www.un.org/french/ga/istanbul5/declaration.htm)

- Rio Declaration on Environment and Development (1992)

[www.ritimo.org/cedidelp/villedurable/textes/rio.htm](http://www.ritimo.org/cedidelp/villedurable/textes/rio.htm)

- Vancouver Declaration on Human Settlements (1976)

<http://hq.unhabitat.org/declarations/vancouver.asp>

- The Declaration of Amsterdam (1975)

<http://www.icomos.org/docs/amsterdam.html>

## **Conventions**

- Convention on the protection and promotion of the diversity of cultural expressions (2005)

<http://portal.unesco.org/culture>

- Convention for the safeguarding of the intangible cultural heritage (2003)

<http://portal.unesco.org/culture>

- Convention on the protection of the underwater cultural heritage (2001)

<http://conventions.coe.int/Treaty/EN/Treaties/Html/121.htm>

- Convention for the protection of the architectural heritage of Europe (1985)

<http://conventions.coe.int/Treaty/FR/Treaties/Html/121.htm>

- Convention Concerning the Protection of the World Natural and Cultural Heritage (1972)

<http://whc.unesco.org/fr/convention>

- Convention on the Protection of Cultural Property in the event of armed conflict (1954)

<http://portal.unesco.org/culture>

## **Annex 5**

### **The plans of action, the programmes**

- The Sofia Statement towards Local Sustainability in Central and Eastern Europe, 14 November 1998

<http://www.ritimo.org/cedidelp/villedurable/textes/sofia.htm>

- The Lisbon Plan of Action, 8 October 1996

<http://www.ritimo.org/cedidelp/villedurable/textes/lisbonne.htm>

- Habitat Agenda 1996

[http://hq.unhabitat.org/declarations/habitat\\_agenda.asp](http://hq.unhabitat.org/declarations/habitat_agenda.asp)

- Urban Governance Programme Information (UN-HABITAT)

<http://www.unhabitat.org>

- UNESCO/MOST Programme

<http://portal.unesco.org/shs>

- Urban Development Research Programme (UDRP)

<http://portal.unesco.org>

- Urban Management Programme (UMP)

<http://www.unhabitat.org>

- Project: rehabilitation of Quito's historic district

<http://portal.unesco.org/shs>

- Cross-cutting Project: small historic coastal cities

<http://portal.unesco.org/shs>

- UNESCO Chairs programme on urban development

<http://portal.unesco.org/education>

## **Annex 6**

### **Conferences on cities, organized by UNESCO since 1996**

(Non-exhaustive list)

1996	UNESCO/HABITAT II, Istanbul, 3-14 June, Dialogue on democracy and citizenship in 21 <sup>st</sup> century cities.
1997-2002	Seminars organized by UNESCO within the «Historic coastal cities» network, 1997, Essaouira (Morocco): international conference on urban development projects evaluation in coastal cities 1999, Mahdia (Tunisia) international seminar on Sustainable urban development in the coastal zone 2000, Omi Ualj (Croatia) 2001, Saïda (Lebanon) international seminar on Balanced urban development between land, sea and society 2002, Jableh (Syria)
2002	Round Table organized for the UNESCO prize of architecture on the sustainable revitalization of deserted industrial areas, Venice, December
2003	Meeting on regional historic centres Quito, Ecuador, 8 and 9 September
2003	External evaluation meeting of the cross-cutting initiative «Small historic coastal cities: provisional results, Essaouira, Morocco, 30 November to 2 December
2004	Round Table of experts on Social sustainability in historic districts, held during World Urban Forum II (UN-Habitat), Barcelona, September 2004
2005	Vienna Conference on «World Heritage and contemporary architecture – Management of the historic urban landscape» 12 to 14 May 2005 (followed by the Vienna Memorandum)
2006	UNESCO Seminar: Social sustainability of historic districts: the case of Gangjin, UNESCO, 3 April
2006	Proceedings of Round Table on «The heritage and preservation of historic urban landscapes», 9 March 2006, Montreal, Canada
2006	Academic event on the creation of networks «Innovative approaches for urban preservation», 4 to 6 June 2006, Jerusalem – (Declaration of Jerusalem)
2007	International Conference on «Balanced urban revitalization between social cohesion and heritage conservation», Beijing/ Chengdu, 22 to 24 January

## Annex 7

### List of members of the UNESCO Steering Committee on Revitalization of historic districts

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