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# Urban Heritage For Resilience

Consolidated Results of the Implementation of the 2011  
Recommendation on the Historic Urban Landscape

3<sup>rd</sup> Member States Consultation



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## Integrating heritage conservation with urban development plans: fosters inclusive and sustainable local development

Urban heritage, including its tangible and intangible attributes, constitutes a key resource in enhancing the liveability of urban areas and fosters economic development and social cohesion in a changing global environment. The UNESCO 2011 Recommendation on the Historic Urban Landscape has contributed towards promoting a holistic approach to managing historic urban areas. The third Member States consultation on the implementation of the 2011 Recommendation conducted between June to November 2022 emphasizes both the importance and the urgency of integrating heritage conservation with urban development plans, disaster risk reduction and climate action at the local level.

The report covered six thematic areas of implementation that captured the key principles of the 2011 Recommendation in the framework of the 2030 Agenda for Sustainable Development, including the mapping and inventorying of heritage values and attributes, governance mechanisms, laws, regulations, and planning tools to protect these different attributes, inclusive and participatory decision-making, equitable economic development, the impacts of climate change, and the use of digital technologies for managing urban heritage including capacity building.

The publication includes key recommendations emerging from consultations with international experts, exchanging innovative practices, developing guidance, tools, and initiatives, notably on planning, civic engagement, regulatory frameworks and financial mechanisms and management to support the implementation of the 2011 Recommendation.



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# Foreword

At a time when settlements worldwide are under pressure from uncontrolled urbanization and ill-conceived urban development projects, climate change and other global challenges, the 2011 Recommendation approach advocates a path to sustainability, inclusion and resilience. Since the last reporting in 2018, UNESCO has been continuing to support Member States in their efforts to implement the 2011 Recommendation on the Historic Urban Landscape and to integrate the conservation of urban heritage into sustainable urban development through the development of tools, capacity-building and technical assistance.

The reporting by the Member States covers six thematic areas of implementation that capture the key principles of the 2011 Recommendation in the framework of the 2030 Agenda including the mapping and inventorying of heritage values and attributes, governance mechanisms, laws, regulations, and planning tools to protect these different attributes, inclusive and participatory decision-making, equitable economic development, the impacts of climate change, and the use of digital technologies for managing urban heritage including capacity building.

The draft outcomes of the Third consultation were shared with a group of international experts, drawn across all global regions, for their review and input. Key recommendations emerging from these consultations were included in the report. These included, exchanging innovative practices and experiences at the international level; developing guidance, tools, capacity building materials and initiatives, notably on planning, civic engagement, regulatory frameworks and innovative financial mechanisms, and capacity building to support the operationalization of the 2011 Recommendation's provisions by Member States.

The key results of the Third Consultation highlight the importance of the 2011 Recommendation as a crucial instrument for managing urban heritage in and around settlements and cities to recognize, protect and integrate historic built environments into urban planning for sustainable development and people-centred places.

I am particularly pleased that these results of the Third Consultation provide a valuable picture of the current state of implementation of the 2011 Recommendation, highlight the key challenges and impediments that national and local authorities face in fully implementing the Recommendation and managing their urban heritage effectively. Moreover, the outcomes of this Consultation serve as a resource for capacity building and awareness raising about the conservation and management of urban heritage and suggests ways in which national and local authorities can prioritize future actions.

**Ernesto Ottone**

Assistant Director General for Culture

# Acknowledgments

The World Heritage Centre gratefully acknowledges the work of the Member States and local governments in the careful preparation of their detailed and meticulous responses to the Third Member States Consultation (Third Consultation), as well as the numerous individuals and organizations who have contributed to the survey responses. The Member States of UNESCO, their delegations, the National and Local Focal Points for the 2011 Recommendation on the Historic Urban Landscape, the relevant ministries and agencies, as well as the site managers of World Heritage Cities in each of the responding countries have provided valuable inputs to the implementation reports at the national and local levels.

Many individuals, organizations, and experts contributed to the development of the Third Consultation Survey Questionnaire. Numerous exchanges and activities such as World Heritage City Labs and World Heritage Dialogues (<http://whc.unesco.org/en/cities>) involving national and local representatives of World Heritage cities, from Mayors to site managers, from national commissions to national focal points for World

Heritage as well as a range of international experts, academics, UNESCO Category 2 Centres, and UNESCO Chairs contributed to the development of the survey questionnaire that provided the framework for the consultation and reporting and its significant revision from the one of the Second Member State Consultation. Many thanks to Ms Emilie Charlotte Hamilton for her contribution and support in the preparation of the survey questionnaire. The analysis of the national and local reports received in response benefitted greatly from the scientific contribution of Dr Champaka Rajagopal as well as her contribution to the preparation of this Consolidated Results of the Third Member States Consultation on the Implementation of the 2011 Recommendation on the Historic Urban Landscape. Furthermore, many thanks are owed to the scientific advisory panel of accomplished experts, representatives of Category 2 Centres, UNESCO Chairs and representatives of the Advisory Bodies to the World Heritage Committee, ICOMOS, ICCROM and IUCN, who generously shared their time and expertise to review and provide their valuable inputs on initial drafts of the survey questionnaire as well as the draft results, conclusions, and recommendations that emerged from the Third Consultation.

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# Executive summary

Adopted by the General Conference of UNESCO at its 36th session in November 2011 (36 C/Resolution 41), the Recommendation on the Historic Urban Landscape including a glossary of definitions (2011 Recommendation) calls on Member States to integrate the conservation of cultural heritage in cities and settlements with urban development plans, policies and processes in the framework of sustainable development. This standard-setting instrument embraces the power of cultural heritage to make cities and settlements, culturally vibrant, economically prosperous, socially inclusive, and environmentally sustainable.

The World Heritage Committee, responsible for the implementation of the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention), has promoted a holistic approach to protecting cultural heritage in urban areas in their wider setting (Historic Urban Landscape Recommendation – HUL – approach). Nearly one-third of the 1,100+ World Heritage properties are located in urban areas. A significant proportion of all State of Conservation (SoC) reports examined by the World Heritage Committee in recent years relate to heritage in urban areas, reflecting the complexities of integrating urban development with heritage conservation, making the 2011 Recommendation a vital tool to manage urban heritage.

In compliance with 40 C/Resolution 90, the Third Member State Consultation (Third Consultation) on the Implementation of the 2011 Recommendation was carried out in June–November 2022. Following the outcomes of the Second Consultation, more direct engagement with cities was called for in implementing the 2011 Recommendation. Accordingly, in consultation with experts, a questionnaire was developed, including Section A on national-level implementation and Section B on city-/settlement-level implementation. Following the approval of the questionnaire by the Executive Board at its 214th session, the consultation with Member States was carried out with the final deadline for the submission of implementation reports extended to 1 November 2022. The results of this consultation have been consolidated in this report.

This report consists of six chapters, showcasing the status of the implementation of the 2011 Recommendation in Member States both at the national (country) and local (cities and settlements). The first chapter presents the view of the respondents and the reporting process for the Third Consultation. The last chapter synthesizes the key outcomes and reflection on ways forward. The core of the report presents the six thematic areas of implementation that the Third Consultation focused on at the national and local levels that captured the key principles of the 2011 Recommendation in the framework of the 2030 Agenda.

The **introduction** of the report presents the whole process of the Third Consultation and the process methodology followed by the Secretariat for the preparation of the consolidated results on the implementation of the 2011 Recommendation, which included an online survey conducted between July and October 2022 and 24 capacity-building workshops with local authorities and national focal points being held to support them in this exercise. The report analysed the progress made by Member States in implementing the 2011 Recommendation as the Third Consultation was open to cities and settlements in all countries to report, inviting responses from authorities at two levels of decision-making: national and local. A majority of Member States had appointed focal points, specifically for the 2011 Recommendation, which reflects the wider significance of the 2011 Recommendation for the Member States. The responses on the local level included 125 cities from 45 Member States, providing an enormous depth and richness to the understanding of implementing the 2011 Recommendation. The Secretariat received a total of 187 national and city/settlements level reports from 69 Member States across all regions. This is a major increase compared to the 55 reports we received during the previous consultation in 2019. Furthermore, the received reports from the responding Member States confirmed the importance of the 2011 Recommendation as a tool for managing heritage in and around cities and settlements, emphasizing the importance and urgency of integrating heritage conservation with urban development plans and processes in sustainable development. However, participation came from 36% of

Member States in total, reminding us that a lot needs to be done in the remaining 64% of Member States to raise awareness and promote the implementation of the 2011 Recommendation.

The **first chapter** explores governance mechanisms and planning tools to protect urban heritage. The 2011 Recommendation emphasizes the need to ensure that appropriate legislative and institutional frameworks and measures are in place to effectively manage all the different aspects of urban heritage, beyond just laws for protecting monuments. In their reports, more than half of the Member States who responded to the survey convey that increasing pressures of urbanization, building developments, high-rises, and large infrastructure pose challenges to urban heritage protection. Moreover, 64% have noted negative impacts of climate change in addition to impacts of the COVID-19 pandemic. Also, 60% of responding Member States have national laws and policies to support the protection of urban heritage though very few reported regulatory frameworks at the local level. However, less than 50% of the responding local authorities across regions have heritage management plans for the protection of urban heritage. About 60% of responding cities in Asia and the Pacific, Africa and the Arab States regions have no heritage management plans. Furthermore, less than 20% of the responding cities integrate their heritage management plans with city development plans and others such as tourism management and transport management plans.

Anchoring of heritage management plans in city development plans and processes, is critical to protecting urban heritage, and the harmonious integration of contemporary interventions into the historic urban fabric is a core principle of the 2011 Recommendation. Most reporting cities have regulations requiring major new construction in historic urban areas to obtain approvals from heritage authorities. However, building regulations to guide new construction to be compatible with the unique architectural character of historic urban areas are almost completely absent. While historic urban areas demand the coordination of multiple authorities at the local and regional level from heritage to tourism, urban development to infrastructure and transport authorities, the provision for steering committees or intersectoral coordination mechanisms at the national or local levels for urban heritage management is largely absent in most responding countries and cities.

**Chapter two** focuses on understanding and inventorying the multiple layers of urban heritage. The 2011 Recommendation advocates the inclusion of the built fabric, streets, and public spaces, natural features such as waterbodies and gardens, as well as the practices of the local communities underlining the relationships between the built heritage and natural environment including its wider setting. Thus, mapping and inventorying these multiple attributes of urban heritage are strategic tools for informed decision-making. National and local governments must adopt laws, policies, regulations programmes, and guidance across different scales of development from architectural features to the wider setting and its natural features. The Member State responses show that the understanding of urban heritage for most reporting national and local authorities remains largely limited to protecting a few selected monuments. A third of the respondents at the national and local levels do not have inventories of historic urban areas, structures, monuments and sites in their countries and cities, as a strategic step in the process of heritage protection. Only 3 of the 125 reporting cities recorded having updated inventories of their heritage even when 60% of them are inscribed on the World Heritage List underlining a pressing need for training to document and protect the multiple attributes of their urban heritage and integrate them in sustainable development as well as for heritage-based climate mitigation and adaptation strategies. At the same time, national and local authorities across all regions reported their support for traditional building techniques and local materials that protect the distinctiveness of a historic places. Similarly, more than 70% of local responses indicate that inventorying the intangible dimension of cultural heritage in historic urban areas through strategies for their safeguarding or integration with urban heritage management are absent. Concerted efforts and guidance are needed for cities and settlements to internalize the layering principle of the 2011 Recommendation in local regulations.

**Chapter three** focuses on the inclusion and participation of local communities in managing urban heritage. The 2011 Recommendation promotes inclusive and participatory decision-making at all stages of planning and management. The use of civic engagement tools should involve a diverse cross-section of stakeholders, and empower them to identify key values, set goals, and agree on actions to safeguard their heritage and promote sustainable development. Fifty percent of the responding Member States and local authorities have policies to ensure wide consultation with stakeholders in the management of historic urban areas. However, policies to ensure the participation of marginalized people, women and Indigenous peoples range from 15% to 26% of the responding Member States. Responding cities demonstrated efforts to engage youth, with more than two-thirds of the responding cities encouraging them through educational activities on urban heritage. Access to public spaces in historic urban areas in more than 75% of the responding cities is reported to be open to all communities. However, data indicate that only about 46% of public spaces in cities are community managed. Concerted efforts are needed for policies to advance a gender balanced, people-centred and inclusive approach to managing urban heritage.

**Chapter four** focuses on the need to develop innovative financial strategies for urban heritage management ensuring inclusive economic benefits of urban heritage. More than 50% of responding Member States reported having financial policies and instruments to protect urban heritage with 70% of the responding local authorities having policies to support sustainable tourism to benefit local communities. About 60% of reporting cities confirmed the use of financial tools and policies to support an urban revitalization of historic urban areas. However, less than 40% of the responding local governments advance policies such as micro-credit and loans to support small businesses, traditional occupations and artisanal practitioners and a very low proportion of cities report financial tools and policies to mitigate the negative effects of gentrification indicating the need for equity and inclusion in the availability of financial mechanisms. Overall, the reports indicate a pressing need for greater policy coherence and coordination to develop innovative financial strategies for urban heritage management. At the local level, the percentage of funding allocated for preservation of urban historic areas ranges from approximately 2% per year to 26% per year.

**Chapter five** consolidates the responses at the national and local level on sustainable development and climate resilience in Historic Urban areas. The 2011 Recommendation approach advocates mainstreaming strategies and practices for sustainable urban development and climate resilience integrated with heritage conservation including implementing the United Nations 2030 Agenda and New Urban Agenda at the local level. Almost all national and local reports indicate that their urban heritage is impacted by climate change with a high proportion reporting from Latin America. Impacts range from frequent and severe heat waves to heavy precipitation and flooding, droughts and dust storms. Less than 40% of the responding national and local authorities have measures to protect traditional watersheds, water systems, promote urban agriculture and greening strategies. It is noted that laws, policies and measures exist in more than half of the responding Member States to address climate change impacts; however, they are mostly absent at the local level. Even when they have them, urban heritage is absent in national and local climate action strategies and policies. About 65% of responding States report having national climate change policies or national disaster management policies but more than 50% of local-level reports indicate the absence of such strategies and policies for climate change mitigation, adaptation, or disaster risk reduction at the city level. The urgent promotion of the 2011 Recommendation approach is needed to further climate resilience and sustainable development in historic urban areas following the United Nations 2030 Agenda for Sustainable Development and New Urban Agenda 2030.

**Chapter six** addresses knowledge and capacity-building for managing urban heritage. Developing diverse knowledge systems and promoting capacity-building are essential to the 2011 Recommendation approach and its implementation. Knowledge, skills and research about the urban heritage should be actively developed and disseminated among target communities, decisionmakers, academics and professionals. Less than 30% of the responding Member States reported capacity-building and knowledge creation on the 2011 Recommendation and less than 30% of reporting cities indicated undertaking research. The availability of translations of the 2011 Recommendation in local languages is also a challenge. About 20% of the responding cities have accredited courses on urban heritage indicating a significant need for guidance and capacity-building. While more than 60% of the national and local governments use digital technologies

such as drones, aerial photography, remote sensing applications, and Geographic Information System (GIS)-based surveys for documentation of heritage properties, digital tools need be promoted further across all regions.

Finally, the conclusions and ways forward. The consultation demonstrated the relevance of the 2011 Recommendation as cities and urban heritage continue to face a number of complex global challenges and seek sustainability, inclusion, and climate resilience. The Recommendation was also clearly acknowledged as an instrumental tool for managing cultural heritage in urban areas and settlements while ensuring its integration with urban development plans and processes. The consultation further confirmed the importance of continuing to support the implementation of the 2011 Recommendation at the local level and of monitoring the implementation of the 2011 Recommendation in the context of the Sustainable Development Goals.

Lastly, the report highlighted the importance of the 2011 Recommendation approach in integrating urban heritage conservation strategies within the larger plans and processes for sustainable urban development, disaster risk reduction and climate action at the local level as a way to enhance the resilience and sustainability of the heritage as well as that of the local communities in historic urban areas, addressing current global challenges and fostering inclusive and sustainable local development. Much more coordination is necessary to integrate urban heritage management with these national and local strategies and policies. A number of ways forward emerging from the reporting have been consolidated in the last section.

Also included is a short overview of the efforts of the UNESCO Secretariat to promote the 2011 Recommendation by UNESCO since the last reporting period. UNESCO, with support from Member States, and including Category 2 centres, UNESCO Chairs, the Advisory Bodies to the World Heritage Committee and private sector partners, has organized 11 major international conferences, promoted on-site activities in 32 cities from all global regions, carried out 24 capacity-building workshops with local authorities, participated in over 40 externally organized events, and advanced the integration of HUL in policy-making at international and regional levels. UNESCO has also developed digital platforms and tools for supporting implementation and technical knowledge: the e-magazine *Urban Notebooks*, (April 2020-December

2021); the World Heritage Canopy, a digital platform of innovative heritage based solutions and practices for sustainable development that integrates the 2011 Recommendation; the Urban Heritage Atlas, a digital tool for analysing and documenting the attributes of urban heritage for World Heritage cities; and a Resource Manual for the 2011 Recommendation that is currently under development. The tenth anniversary of the Recommendation was celebrated with a global event, as well as regional technical sessions bringing together 59 mayors, city leaders and high-level experts, and nearly 1,500 participants that included the launch of the UNESCO HUL Call for Action to raise awareness and engage cities everywhere regarding urban heritage.

# Introduction

The 2011 Recommendation on the Historic Urban Landscape (hereafter 2011 Recommendation) was adopted by the UNESCO General Conference at its 36th session on 10 November 2011 (36 C/ Resolution 41) and recommends to Member States to integrate policies and practices of conservation of the built environment into the wider goals of urban development, in respect of the inherited values and traditions of different cultural contexts.

This innovative standard-setting instrument calls for the conservation of urban heritage to be embraced for its contribution to culturally vibrant, economically prosperous, socially inclusive and environmentally sustainable cities and settlements. The 2011 Recommendation advocates a landscape approach to historic urban areas that (i) integrates heritage conservation with urban development plans and processes; (ii) regards the built heritage, natural environment, local communities, and their practices to be integrally related; and (iii) views urban heritage as a resource and a vector for sustainable urban development. The 2011 Recommendation is an important tool for protecting the Outstanding Universal Value (OUV) of urban World Heritage properties and an instrument for managing urban heritage in all cities and settlements, prioritizing sustainable development, inclusion and resilience, including climate resilience. (45 COM 7.2)

The 2011 Recommendation complements UNESCO normative tools, in particular the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage (hereafter World Heritage Convention). Currently, out of 1,157 properties on the World Heritage List, 323 are World Heritage cities – almost one-third of all properties. Thus, historic cities constitute the most represented types of properties on the World Heritage List and their management and protection are often complex. The management of urban heritage is a multifaceted challenge and must contend with factors such as the impacts of rapid urbanization, globalization, ill-conceived urban development projects and the impacts of climate change, all of which are transforming the built form, natural environment, land-uses and the lives of communities inhabiting historic cities. Of the

900 cultural World Heritage properties today, more than 70% are located in urban areas, making them vulnerable to the same pressures.

The approach of the 2011 Recommendation is aligned with the vision outlined in the [UN-Habitat New Urban Agenda](#)<sup>1</sup> for a more sustainable urban future and closely intersects with the economic, social and environmental pillars of the [2030 Agenda for Sustainable Development](#).<sup>2</sup>

Throughout this survey, ‘historic urban area’ has been used to refer to historic cities and settlements or their historic parts that include the historical built fabric around monuments and landmarks. ‘Historic urban landscape’ refers to the approach of the 2011 Recommendation and not a type of heritage site. For definitions of other terms used throughout the survey, please refer to the glossary provided in this link: <https://whc.unesco.org/document/192971>. For more information on the 2011 Recommendation, visit <https://whc.unesco.org/en/hul>

Cities worldwide confront multiple problems of rapid and unprecedented urbanization, globalization, ill-conceived urban development and infrastructure projects, as well as the impacts of climate change and related extreme weather events and disasters, among others. A significant number of cultural heritage sites of historical value across the world are located in urban areas. Historic urban areas affected by increased storms, aridity, heatwaves or land subsidence are experiencing demographic changes, with migration of population and resulting impacts on historic urban areas.

In 2021, the celebrations of the [10th Anniversary of the 2011 Recommendation](#)<sup>3</sup> were launched with a global event, as well as regional technical sessions. The events brought together 59 mayors, city leaders and high-level global experts, and representatives of organizations, and nearly 1,500 experts, National Commissions, National Focal Points for World Heritage and site

1. <https://unhabitat.org/about-us/new-urban-agenda>

2. <https://sdgs.un.org/2030agenda>

3. <https://whc.unesco.org/en/events/1596/>



managers. The [UNESCO HUL Call for Action](#)<sup>4</sup> was also launched on this occasion. During the 12 months following the Call for Action, 181 cities, institutions and individuals signed up for the HUL Call for Action to raise awareness about the 2011 Recommendation and to accelerate inclusive urban heritage management. Outcomes of these exchanges helped to identify key issues and challenges that recognized that urban heritage must be managed through an approach that integrates heritage conservation with urban development plans and policies across a range of scales, from architectural motifs of buildings to the wider setting of the city, its skyline and natural features in a framework of sustainable development and climate resilience, in line with the approach of the 2011 Recommendation.

The World Heritage Committee and the General Assembly of the World Heritage Convention – the governing bodies of the World Heritage Convention – have through their decisions promoted a holistic approach to managing urban heritage. More than 40% of all State of Conservation (SoC) reports examined by the World Heritage Committee relate to heritage being affected by the threats of buildings and development, including commercial development and industrial areas, reflecting the complexities of reconciling urban development with heritage conservation. The main factors affecting World Heritage cities are management and institutional factors, and urban development factors, both of which affect more than one in three World Heritage cities. For example, among others, the World Heritage Committee by Decisions 37 COM 12.II, 39 COM 11, 41 COM 7 and 43 COM 7.3 has asked the Secretariat to elaborate ‘a guidance document on urban heritage, including its definition, identification, conservation and management’ based on the approach of the 2011 Recommendation.

## METHODOLOGY OF THE SURVEY AND ANALYSIS

In preparing the survey for the Third Member States Consultation (Third Consultation), the Secretariat drew upon the survey questionnaire and conclusions of the Second Consolidated Report; the outcomes of 10 major international workshops, including the International Experts Meeting on Heritage in Urban Contexts and the Impacts of Development Projects on World Heritage properties in Cities, that took place in

2020 in Fukuoka, Japan<sup>5</sup>, the 10th Anniversary of the 2011 Recommendation on the Historic Urban Landscape conference and its related technical meetings, as well as seven World Heritage City Labs; and the World Heritage City Dialogues. In addition, the UNESCO Policy for Integrating a Sustainable Development Perspective in World Heritage Processes (2015), the UNESCO Culture|2030 Indicators framework for measuring the role of culture at the local level; as well as the questionnaire for the Third Cycle of the Periodic Reporting exercise, in order to identify key issues related to the 2011 Recommendation to be addressed in the Third Consultation. The survey questionnaire was significantly shortened and modified compared with the Second Member State Consultation. Furthermore, following the conclusions of the Second Member State Consultation, a survey questionnaire for local authorities was developed for their reporting. The draft survey questionnaire benefitted from the review and feedback of the international Expert Advisory Group. The questionnaire with its two parts was further modified with the feedback from Member States at the 214th Session of the Executive Board, finalized and shared with the Member States. The survey questionnaires supported the reports of the national and local authorities on the implementation of the 2011 Recommendation. The content of these national and local reports has been analysed and the results consolidated to prepare the present Consolidated Report on the Third Member States Consultation.

Following Decision (214 EX/SR5) 13.V with regard to the 2011 Recommendation on the Historic Urban Landscape,<sup>6</sup> the survey questionnaire with its two parts was sent by the Assistant Director-General for Priority Africa and External Relations (PAX), to all Member States on 30 June 2022, accompanied by an invitation to appoint Focal Points for the 2011 Recommendation and submit reports at national and local levels. The submission deadline for survey responses was 1 October 2022, extended to 1 November 2022. Following the circular dated 30 June, reminders were sent by PAX on 7 and 27 July 2022. In the last week of September 2022, personalized emails were sent to Member States that had still not identified Focal Points. The survey was accessible from the dedicated webpage on the 2011 Recommendation (<https://whc.unesco.org/en/hul>) in English and French.

5. International experts meeting, Fukuoka, Japan <https://whc.unesco.org/en/events/1516/>

6. <https://unesdoc.unesco.org/ark:/48223/pf0000381300>

4. <https://whc.unesco.org/en/news/2451>

Focal Points for each Member State at the national and local levels were established by national authorities to ensure the authenticity of survey responses. Forms requesting contact details for the designated National Focal Point in the framework of the 2011 Recommendation, as well as for designated Local Focal Points at city level, were sent to each Member State in English and in French. As a result, 77 HUL Focal Points were established for national level responses and 200 HUL Focal Points for local level responses.

## THE RESPONDENTS <sup>7</sup>

### Data on survey responses received by Member States to sections A and B

Annex 1 shows the Member States that responded to the survey at two levels: national and local. Out of 193 Member States 187 reports received from 69 Member States<sup>8</sup>, with 62 national reports and 125 local reports ([see Annex 1](#)). This is a significant increase from the 55 Member States who reported for the previous Consultation.

## RESPONDENTS AT THE LOCAL LEVEL

Responses were received from 125 cities from 45 Member States and Associate Member States ([see Annex 2](#)). Member States who responded to the National Level Survey may not have responded to the Local Level Survey, and vice versa. Around 60% of the 125 cities have properties inscribed on the UNESCO World Heritage List.

7. The analysis of the report is based on UNESCO's definition of regions. As required by UNESCO's Definition of regions with a view to the execution by the Organization of regional activities', for analytical purposes, these Member States are considered as part of two regions: Egypt (Africa and Arab States); Morocco (Africa and Arab States); Russian Federation (Europe and Asia and the Pacific); and Türkiye (Europe and Asia and the Pacific). However, these countries have only been counted once during the analysis.

8. 19% from Group I, 14% from Group II, 19% from Group III, 19% from Group IV, 19% from Group Va) and 10% from Group V (b). One report was from an associate member state



**Table 1**

**Breakdown of Member States responding to surveys conducted at the national and local levels, by UNESCO electoral group**

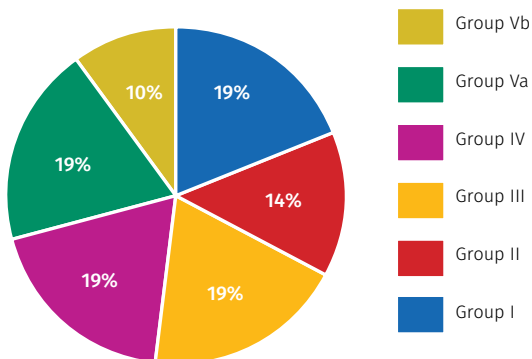
UNESCO electoral group	Number of respondent Member States for national and local level surveys	Percentage of respondent Member States for national and local level surveys
Group I: Western European and North American States	13	19%
Group II: Eastern European States	10	14%
Group III: Latin America and Caribbean States	13	19%
Group IV: Asian and Pacific States	13	19%
Group V(a): African States	13	19%
Group V(b): Arab States	7	10%

A summary of responses received across regions for sections A and B is analysed in Table 3, in terms of i) breakdown of responses received by the electoral group and ii) percentage of responding Member States to participant Member States per electoral group. **a) Breakdown of responses received in the Third Consultation (2022), by UNESCO electoral group.**

**b) Breakdown of responses received based on UNESCO electoral group in the Second UNESCO Member States Consultation (2019).** The overall trend of responses between the Third Consultation (2022) and the Second Consultation (2019) shows progress in Member States' implementation of the 2011 Recommendation.

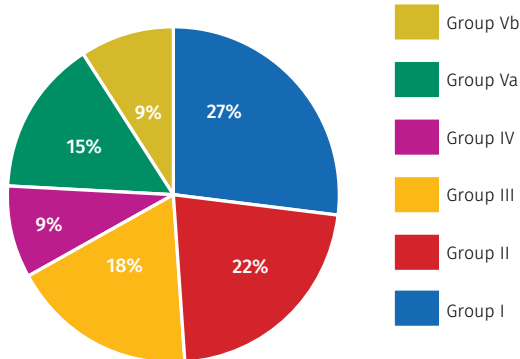
**Figure 1**

**UNESCO electoral group for both national and local respondents, Third Consultation**

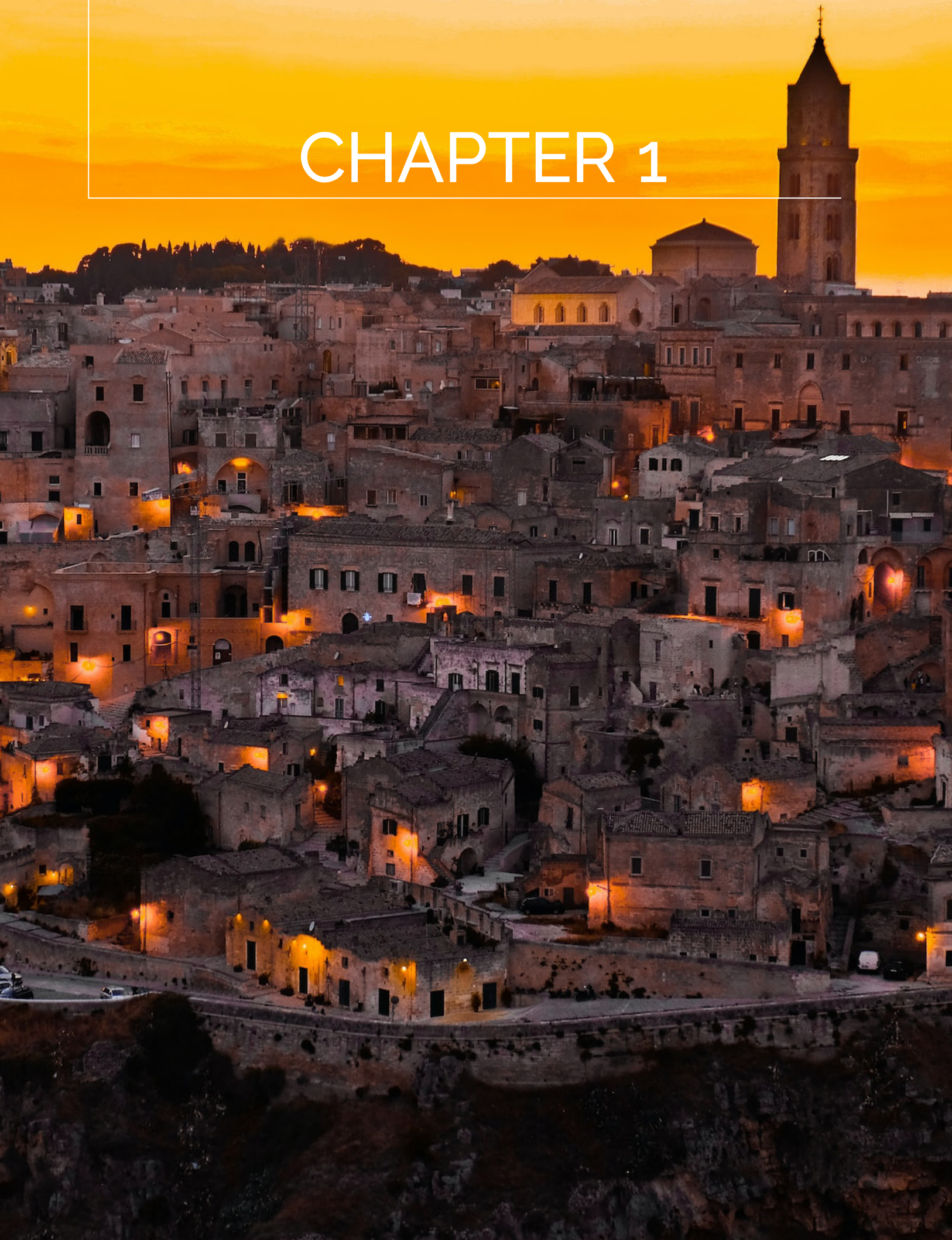


**Figure 2**

**UNESCO electoral group representation for the National Level Survey conducted for the Second Consultation**



# CHAPTER 1



# Governance mechanisms and planning to protect urban heritage

The 2011 Recommendation emphasizes the need to ensure that appropriate legislative and institutional frameworks and measures are in place to effectively manage all the different aspects of urban heritage, beyond just laws for protecting monuments. Conservation, planning and decision-making should focus on heritage protection and on safeguarding and strengthening the vitality of the historic urban environment to positively impact the lives and livelihoods of the local people. The essential role of urban heritage and its management should be consistently integrated into long-term urban planning and resilience planning (such as disaster risk reduction, climate action plans and other regulations).

The questions in this survey looked at the governance mechanisms in place to protect urban heritage and ensure thriving historic urban areas focusing on the prevalence and the effectiveness of laws, policies, regulations and measures for protection of urban heritage. More than 80% of the responding Member States answered questions on this theme, showing a wide acceptance of the key principles of the 2011 Recommendation among the responding Member States. However, the extent to which they incorporate the principles of the 2011 Recommendation in their recent laws and amendments to laws is less clear. A high proportion of cities from all regions have similarly responded to the prevalence of policy and urban planning mechanisms and instruments to integrate heritage protection. More efforts are needed to ensure the effective implementation of policies and regulations to achieve the desired outcome. At the local level, concerned authorities must be trained to use

planning instruments and to plan strategically. They also require training on tools for monitoring, impact assessment and the evaluation of outcomes.

For instance, in **Cuba**, the national government has delegated powers for heritage conservation to the provincial and local government levels. The National Council of Ministers have established Conservator's Offices in the cities of Sancti Spíritus, San Juan de los Remedios, Nuestra Señora de la Asunción de Baracoa and Matanzas. Competencies for attributes of heritage protection are standardized at the local level in Baracoa and at the provincial level in the remaining cities.

Another example is in **Nigeria**, where members of the Nigerian Institute of Town Planners have been engaging with national -state- and local-level authorities and other stakeholders through conferences, programmes and advocacy for the integration of heritage protection into urban planning processes at all levels of government.

## 1.1. LAWS AND MEASURES TO PROTECT URBAN HERITAGE

Overall, findings from inputs received from Member States reveal that most responding national governments have laws at the national level for the protection of urban heritage. Several types of laws, policies and measures exist depending on the

planning and management of heritage and urban governance system in the country. National laws and cultural heritage codes, national planning standards for reserving land for cultural amenities, establishing special committees for specific sites, and creating dedicated funds are among the measures used by Member States.

About two-thirds of the responding Member States have laws and planning instruments to advocate an approach for the protection of historic urban areas, which include supporting traditional festivals and crafts as well as museums associated intangible cultural dimensions. However, at the local level, over a third of the cities that responded show appreciation for the conservation and regeneration of the urban fabric as an approach to urban planning and heritage protection. At the same time, such urban conservation and regeneration efforts were greatly impeded by prevailing zoning and land-use planning that either follow globalized modes and standards of urban planning or remain haphazard in their urban planning and are thus in contradiction to the uniqueness and particularity of the historic urban areas.

Mostly, responding Member States from Europe and Latin America and the Caribbean confirmed the prevalence of formal heritage management plans at the national or local levels. A majority of the Member States from Africa and Asia and the Pacific regions and some Member States from Latin America and the Caribbean have enacted laws that link heritage conservation with tourism, climate change, mining, forestry, land use and building regulation in the period 2013 to 2022. Some European Member States have passed recent laws, policies and plans for more advanced levels of protection of cultural and natural heritage.

Overall, the importance of the approach of the 2011 Recommendation (HUL approach) is widely acknowledged but more needs to be done at the national and local levels for them to integrate more fully the principles of the 2011 Recommendation. Concerted efforts are needed to deepen the understanding of heritage protection as a strategic objective for the entire city, beyond the historic area or district, and ensure their effective implementation in all global regions. To this end, programmes and initiatives must underscore guidance at national and local levels to build interdependencies across the multiple legal instruments, management plans and finance. The concept of heritage management needs to be widely disseminated.

## 1.2. CLASSIFICATION OF HISTORIC URBAN AREAS

Almost all Member States have historic urban areas in their country, which are classified, registered or listed. However, the fact that more than two-thirds of the responding Member States have listed the number of monuments and sites in their country, with details on their status of recognition, reveals the level of confusion between monuments and urban heritage. Several Member States view the World Heritage sites in their country as historic urban landscapes, which conveys wide acceptance and promotion of the 2011 Recommendation, but also demonstrates the difficulty of an overwhelming focus on monuments and historic buildings rather than urban heritage.

More than 80% of the responding cities and settlements report having classified/registered/listed/protected historic urban areas, protected under different laws and at multiple levels of the government at national, state and local levels. About two-thirds of the responding cities and settlements across regions confirm that they have listed World Heritage sites in their city/settlement. Approximately 13% of the responding cities across regions responded positively to the prevalence of sites inscribed on the national Tentative List. Cities across regions record sites of protection under several categories, including World Heritage inscription, as well as inclusion in international, national, regional and local designations. These sites are protected under different types of legislation, including law for cultural heritage, culture and natural properties law, legislative decrees at the national level, heritage zones designated by the local city council and village monument zones.

Responses from most cities are detailed and reveal the type of site and the level of the government at which the site is protected and managed. Most responding cities in Europe, Latin America and the Caribbean and Asia and the Pacific report that protected monuments and sites in their cities are generally surveyed, managed and protected at the national, and local levels. In Latin America and the Caribbean region cities have some sites listed under the national list, with others under the local government list. Africa and Arab States have national registers for listing structures and sites as heritage. The listed monuments and sites are also regulated under different laws, including national, provincial or local laws and decrees for cultural, natural, architectural properties and those under antiquities.

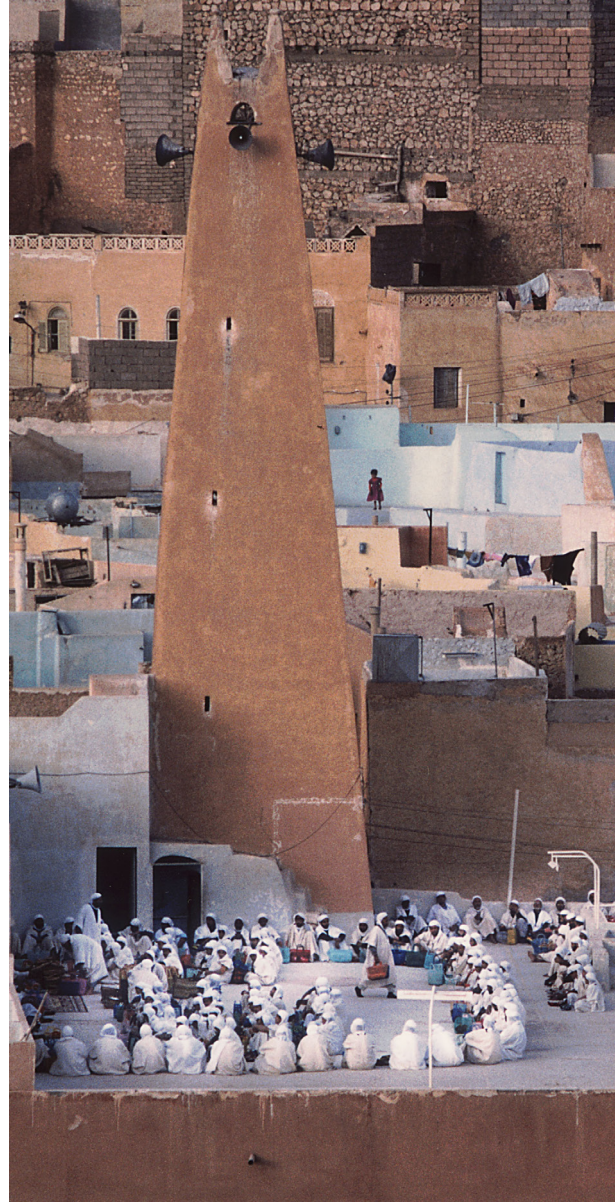
The list of historic areas provided by the responding Member States is diverse and includes old city areas, ancient capitals, old forts, parks, green spaces, national parks, mountain villages, development projects undertaken by national ministries, as well as settlements and urban fabric around monuments and sites.

### 1.3. HERITAGE IMPACT ASSESSMENT AND LAND-USE PLANNING

Most Member States provided detailed comments on the prevalence of laws for Environment and Social Impact Assessments and intersectoral coordination mechanisms, followed by planning and zoning regulations. Comments and additional information shared by the Member States reveal that about 85% of the responding Member States have national laws/regulations for the protection of urban heritage, requiring impact assessments to be conducted before undertaking urban development projects and interventions in and around urban heritage areas to ensure that historic urban areas are adequately protected. While the existence of laws is an important step towards conservation, it does not indicate their effective protection of urban areas beyond monuments or of the effectiveness of their enforcement.

Most Member States record the prevalence of land-use planning and building regulations. In Latin America and the Caribbean, the most common measure used to protect historic urban areas is the use of laws/regulations requiring approval from heritage authorities before undertaking urban development projects and interventions in and around urban heritage areas; 100% of the responding Member States from Africa and the Arab States reported having national laws/regulations requiring impact assessments to be conducted before undertaking urban development projects and interventions in and around urban heritage areas. Again, while the responses are encouraging, they do not indicate the effectiveness of enforcement.

Some reporting cities and settlements confirm that they have separate national laws for environmental and social impact assessment that incorporate rules for impact assessment of complex interventions in historic urban areas. However, a majority of the responding



cities do not provide any additional information on specific legal provisions within these regulations that make impact assessments mandatory.

Most responding cities and settlements also have regulations that require approval from heritage authorities before undertaking urban development projects and interventions in and around urban heritage areas. Regional and city development plans, operational plans, urban regulations and mechanisms in most cases require the approval of the Ministry of Culture or Ministry of Urban Development, as the case may be in a country.

At the local level, cities adopt different types of measures for protecting historic urban areas. For instance, more than 90% of the responding cities and settlements have regulations that require approval from heritage authorities for any new interventions or projects to be undertaken. About 80% of the cities have

regulations in place that require impact assessments before undertaking urban development projects or interventions. A high percentage of cities across regions also respond to legal provisions within building regulations and codes for special building regulations as well as land-use planning and zoning regulations. However, a majority of the cities do not provide any additional information on how effectively regulations are enforced.

With regard to regulations that require approval from heritage authorities before undertaking urban development projects and interventions in and around urban heritage areas, approvals from municipal councils, planning and development authorities, no objection certificates from the heritage and culture committees at local or provincial/state levels, approvals from sectoral departments at local level are processes recorded by responding cities and settlements across regions, depending on their urban governance systems. Many cities have regulations in place that require approval from heritage authorities before starting any urban development projects or interventions in and around urban heritage areas. The process for obtaining these approvals varies depending on the city's urban governance systems. It may involve municipal councils, planning and development authorities, local or provincial/state heritage and culture committees, as well as approvals from sectoral departments at the local level. However, it is not always clear how substantial or significant the urban development intervention needs to be in order to be flagged for such approval processes.

Regarding the existence of legal provisions for special building regulations to be established for historic urban areas (within the framework of standard building regulations and codes), most cities did not respond clearly, indicating the general absence of such a measure. Similarly, with regard to the prevalence of intersectoral coordination mechanism at the national or local level for urban development that includes heritage authorities and/or provisions for heritage protection, responses indicate that the prevalence of intersectoral coordination mechanisms are generally absent.

Regarding legal provisions to coordinate heritage management of historic urban areas with the wider landscape setting, the proportion of responses received were substantially lower than for the other regulatory systems, indicating that the prevalence of this measure is low.

In **Sweden**, impact assessment is an integrated tool of the planning system. Special impact assessments are required for World Heritage sites drawing on international guidelines, and these are commissioned for major development projects, including World Heritage cities.

## 1.4. INTEGRATION OF URBAN HERITAGE CONSERVATION INTO CITY DEVELOPMENT PLANS

The 2011 Recommendation advocates that Member States should integrate urban heritage conservation strategies into national development policies and agendas according to the historic urban landscape (HUL) approach. Within this framework, the 2011 Recommendation encourages local authorities to integrate urban development plans with the conservation of the heritage values of the historic urban area, including its Outstanding Universal Value (OUV) if it is a UNESCO World Heritage property or other urban heritage values and attributes Member States provided information on the extent to which their regular urban planning processes incorporate the HUL approach.

More than 90% of the Member States confirm the use of master plans and regulations for the protection of historic urban areas though it was not clear what urban heritage attributes were being protected beyond significant monuments. Some States prepare 'detailed implementation plans' which accompany master plans and special plans and programmes for historic urban zones, generally approved by national-level commissions for the conservation of monuments and sites.

Overall, most Member States have legal requirements to integrate heritage protection in regular urban planning. While responses from most Member States indicate the prevalence of master planning and detailed planning instruments, their implementation is dependent on the countries' urban governance frameworks. Furthermore, the extent to which urban heritage attributes were integrated into the master plans beyond the protection of a few selected monuments was not clear.



In the Europe and Asia and the Pacific regions, some Member States have included provisions in their urban master plans for reserving land for cultural amenities such as circuses, concert halls, theatres, cinemas and planetariums. These provisions are often guided by the respective national planning standards of the Member States. Member States with coastlines report that national level laws, committees and coordination groups are generally established to preserve the culture of coastal communities and ensure cooperation and coordination of opinions between state administration institutions, municipalities, research institutions and civil society. Overall, about 60% of the respondent Member States have national policies to integrate festivals and cultural events into urban development in historic urban areas. About 50% of them integrate policies related to museums, culture and creative industries and intangible cultural heritage dimensions into urban development. Less than 40% of Member States integrate livelihood policies into urban development.

Cities undertake the integration of heritage protection in urban planning through several instruments, including strategic plans, inventories, regional plans, territorial plans, master plans, planning regulations, special projects, and consultative and participatory processes.

Most cities in the European, Latin America and the Caribbean region and a majority of the cities in Asia and the Pacific region regulate land use on public and private lands, set permitted and not permitted uses, minimum and maximum surface limits for building on a parcel of land, and building heights. Special regulations are in place for heritage buildings located in significant historic public spaces and plazas. These regulations connect building and land-use policies with environmental and communication concerns. Any changes to heritage conservation areas must be approved by the relevant department or heritage commissions. Cities in Europe and Latin America and the Caribbean report the prevalence of operational plans for effective implementation of master plans. Responding cities and settlements have not commented on the levels of implementation or enforcement, which may vary based on local government capacities.

Several cities in Europe and Latin America, and relatively fewer cities in Asia and the Pacific region use action plans to prioritize urban heritage, including

attributes such as public spaces, road networks, and building components, based on the assessment of protection needed. Availability of finance and material resources are a constraint for implementation in the short and medium term.

Cities have responded indicating a wide range of laws, policies, guidelines, instruments and measures they employ at various levels of decision-making for the protection of urban heritage. They range from laws, national trust land ownership, regional territorial plans, regional regulatory plans, mobility plans, management plans for World Heritage sites, declarations of cultural interest, cultural environment plans, outbuilding projects (economic strategy), rules of use, protection of monuments, strategic plans, local management plans for general urban plans, comprehensive development plans, special plans for integrated development, regulations, master plans, federal decrees, management and conservation plans, municipal codes of regulations, municipal ordinances, publications, notifications, illustrated guidelines, special projects such as the development of boulevards, consultations, policies and regeneration plans.

While laws and policies exist at the national level for preservation of natural areas, a holistic understanding of waterbodies, open spaces as integral components of the historic urban fabric, and a landscape approach to heritage protection is inadequate. There is a need for cities to clarify the governance of natural areas and develop mechanisms for their protection in conjunction with the historic urban areas.

Overall, there is a higher priority on policies for protecting the historic urban fabric around monuments, policies for protecting historic public spaces and policies for heritage protection in development planning. Policies for the protection of waterbodies and policies for COVID-19 recovery and resilience are not so prevalent at the local level. Thus, while there is an overall awareness and engagement with urban heritage conservation cities and settlements require substantial support to establish mechanisms for the protection of attributes of urban heritage such as environmental features.

## Box 1

### Example of Integration of urban heritage conservation into city development plans

**Chile** has made significant progress in preserving its cultural heritage by integrating urban heritage conservation into city development plans. The National Urban Development Council, consisting of representatives from the public and private sectors, including the Executive Secretary of the Council of National Monuments, convenes regional roundtables to ensure proposals reflect regional realities. Through the implementation of the National Urban Development Policy, the Council aims to achieve this goal. This demonstrates Chile's commitment to promoting an approach to sustainable urban development that values its cultural heritage.

## 1.5. HERITAGE MANAGEMENT PLAN

The 2011 Recommendation provides the basis for a comprehensive and integrated approach to identifying, assessing, conserving, and managing historic urban areas within an overall sustainable development framework<sup>9</sup>. The 2011 Recommendation also advocates a landscape approach to the protection of heritage to address the policy, governance and management concerns involving a variety of stakeholders, including local, national, regional, international, public and private actors in the urban development process.

National and local reports reveal that the strategic understanding and adoption of heritage management plans are inadequate. The responses indicate that preparing and following a heritage management plan for historic urban areas is not yet a prevalent practice in most Member States. Less than half of the Member States indicate that historic urban areas in their countries are required to have heritage management plans or other formal mechanisms for prioritizing conservation. Even where management plans are systematically prepared, less than 20% of the responding cities and settlements integrate their

heritage management plans with city development plans and other development plans such as tourism management and transport management plans. Several Member States responses indicate challenges to putting in place formal mechanisms for the management of historic urban areas.

In most European Member States, the management of historic urban areas is the responsibility of the municipality which implements it, through the coordinated efforts of multiple departments related to culture, planning, mobility, natural environment, etc. Local management is required to take into account national guidelines regarding cultural heritage. In some European Member States, heritage management plans or other formal mechanisms are required only if areas around a monument, site or a historic urban area is included in the registered list of municipal cultural heritage. In Asia and the Pacific, detailed urban development implementation plans at local levels are often not prepared. If prepared, they do not systemically include urban heritage conservation and management. In some African States, the law does not expressly require heritage management plans. However, management agreements may be established between the public administration and the persons holding rights over the historic urban areas and settlements.

The responses from cities and settlements regarding management plans was considerably more encouraging. Heritage management plans for historic urban areas have been prepared and updated in the last five years by two-thirds of the respondent cities. This might be attributed to the fact that a majority of the responding cities and settlements are inscribed on the World Heritage List or are on the national Tentative List. However, about a third of all responding cities and settlements have legally adopted heritage management plans for historic urban areas. About half of the responding cities report having integrated the heritage management plans with the city development plan/master plan, or with the transportation or tourism plans. About one-fifth of the reporting cities and settlements indicate not having prepared heritage management for the historic urban areas. Less than 40% of the cities in Africa and Asia and the Pacific confirm the existence of a heritage management plan.

Most cities provide information on the nature of legal instruments they employ which serve for heritage management. A third of all cities which have prepared

9. 2011 Recommendation on the Historic Urban Landscape, (I. Definition. Article 10) <https://whc.unesco.org/document/160163>

heritage management plans for historic urban areas and protected sites in their cities/ settlements have integrated these with their respective city development/master plans, mobility plans and tourism management plans. Dedicated efforts are required to bring awareness about the importance of heritage management plans and their integration with other plans.

More than 50% of the cities in Europe and 60% of the cities in Latin America and the Caribbean regions confirm some degree of integration of their respective heritage management plans with their city development or master plans. A few cities in Africa, the Arab States and Asia and the Pacific have provided positive indications on this as well including some who have provided factual details of integration.

## 1.6. COOPERATION BETWEEN HISTORIC URBAN AREAS

The 2011 Recommendation advocates national and regional cooperation between local authorities. It also encourages Member States to promote multinational cooperation between local authorities to develop and share knowledge and cross-sectoral methodologies for implementation of the 2011 Recommendation using the HUL approach. Measures for promoting international cooperation among cities with heritage sites and national level coordination are low in most Member States and needs attention at a programmatic level.

Overall, Member States reveal a low level of coordination among cities and regions within a national territory. International cooperation between cities is even lower. Overall, a maximum of 40% of the respondent Member States have cross-sectoral strategic planning and development plans with a common territorial vision for cities.

### Box 2

#### Example of Cooperation between Historic Urban Areas

In **Mauritius** the Ministry of Housing and Land Use Planning together with the National Heritage Fund (NHF) and the Aapravasi Ghat Trust Fund (AGTF) collaborated to produce the Action Area Plan for buffer zone of the Aapravasi Ghat World Heritage Property (AGWHP) taking into consideration the HUL recommendations of 2011

## 1.7. PROTECTING URBAN HERITAGE IN THE CONTEXT OF THE COVID-19 PANDEMIC

During the Covid-19 lockdown and the ensuing transition period, most Member States reported facing significant challenges in relation to heritage conservation and tourism and expressed a need for capacity-building in order to address the social, economic, financial and operational risks associated with these issues. In this context, training at the national and local levels to manage uncertainties and risks, as well as to address recovery from the negative impacts of the Covid-19 pandemic through coordinated decision-making for preservation of heritage, requires urgent attention. The reports revealed a wide range of challenges faced by the historic urban areas due to the Covid-19 pandemic. These include:

### *Economic*

Most Member States across regions reported losses in national and local-level income from the culture and tourism economy related to heritage. Member States in Europe, Latin America and the Caribbean, and Africa have experienced significant drops in tourism revenue due to the prohibition of guided tours on important heritage sites, the closure of cultural institutions like museums, the ban on mass excursions, and the prohibition of collective bathing on beaches near historic urban areas during the Covid-19 pandemic.

Several Member States conveyed a general increase in poverty levels as a result of the closure of heritage sites during the Covid-19 pandemic, the loss of local craft livelihoods, the closure of local community-led

businesses, accommodation, food services, restaurants and curio shops, reduced sales of other products, and the lack of educational services during the lockdown due to a reduction of visitors to cultural heritage sites and museums.

Restricted budgets for ongoing heritage conservation projects resulted in the stalling of restoration work, which then led to the loss of livelihoods for traditional construction workers, increased labour shortages and difficulties in conducting on-site inspections. Urban development projects in protected areas and historic urban areas, such as roadbuilding and water pipe laying, suffered setbacks, which impacted marginalized people such as those inhabiting densely populated informal settlements. The impact of the pandemic was particularly high on casual workers, small and medium-sized businesses, elderly people and disabled people, given their limited capacity to absorb the financial shock.

## **Social**

Socially, the trend in many cities was for people living in historic urban areas to relocate to newer, less densely populated environments, to seek better employment opportunities in the face of rebuilding following the pandemic – however, the dislocation caused temporal and permanent physical and psychological effects on people and their heritage.

## **Monitoring and management**

Most Member States reported that several functional aspects were adversely affected by the pandemic. Lockdown and the closure of World Heritage properties resulted in reduced maintenance, lack of protection and management and an increase in illegal activities, such as the destruction by individuals of protected structures, and the theft of building materials from sites.

The lockdown period, the encountered encroachment on/destruction of protected structures by individuals, including the unauthorized removal of construction materials.

There were also variations in the opening and closing times of historic urban areas for visiting. Therefore, outreach and programming were affected, along with

talks and engagement sessions. Many departments continued public awareness-raising campaigns to complete ongoing projects.

Reduced and infrequent monitoring and inspection of heritage sites resulted in the illicit demolition of old and historical buildings for new construction and violations of building codes. Reduced field visits of professionals to heritage sites led to less collaboration between experts and actors from different fields. There was also an accelerated decay in the structure of buildings due to disuse.

## **Measures to counter the impacts of the Covid-19 pandemic on urban heritage**

Member States reported a number of measures taken to overcome the challenges posed by the Covid-19 pandemic. These include: financial support from ministries of tourism and culture across Member States to support the revival of activities; national government subsidies for local businesses, craftspeople, local industries, tour operators, etc.; economic, social and humanitarian support plans for maintaining economic activity, preserving employment and promoting rapid recovery from the health crisis; local communities in and around heritage sites took on increased responsibility for better conservation of the cultural heritage; a wide range of partnerships between public/private/civil society organizations established across Member States and cities, to revive economic activities; modified work methods; information dissemination online or through technology-led devices; strengthening of security measures around heritage properties; valorization of heritage through streaming video editions of past cultural events on YouTube, for children and adults; monitoring was introduced in some cities in the Asia and Pacific region to stop encroachment and vandalism; and city museums created ad-hoc digital content to continue awareness-raising for heritage.

## **1.8. OVERARCHING CHALLENGES TO PROTECTING URBAN HERITAGE**

When asked about any overarching challenges they faced in protecting urban heritage, Member States reported a number of different types of challenges:

## Conflicts and political instability

Several Member States reported conflict and political instability as major challenges to protecting urban heritage. Some highlighted the inability to implement efficient tools due to the prevailing political instability. Member States across the different global regions state that political instability, conflict, altered political and security situations may affect economic development, tourism and real estate markets.

The impact of conflicts on identity, social cohesion, changes in local population and community are key concerns for the protection of historic urban areas. Most cities affected by armed conflict report that severely damaged infrastructure in cities and settlements including in historic urban areas affect the country's social and economic development. Political instability and insecurity also cause economic and financial constraints for heritage protection, leading to a lack of maintenance and physical deterioration of historical buildings. Some report that armed conflict affects construction works because, during unrest, companies tend to lose workers. Recent fluctuations in construction costs, including building materials and technology, have made regular maintenance of heritage structures more challenging.

Several cities reported the lack of continuity of public policies due to frequent changes in government as a challenge. Changes in priorities of government and allocation of resources are also an issue.

Historic urban areas often sustain damage during public protests. In Bologna, Italy, protected monuments' porticoes frequently get vandalized with graffiti during such events. Even during important sports events, the city takes measures to safeguard its historical landmarks. For example, the Neptune fountain is fenced with a high gate to prevent any harm.

## Rapid and excessive urbanization

More than half of the Member States report pressures on economic development, with cities advocated as centres of economic growth. Increasing urbanization, pressures of building and large infrastructure construction activity pose challenges to urban heritage protection. High-rise building construction, which is often justified for advancing climate action, and densification of urban areas are aspects that tend to erode heritage values of historic urban areas and

settlements. Historic urban areas experience rising land and property prices, while constructing new buildings in coastal city harbour areas poses other challenges.

About a third of the responding cities and settlements report rapid urbanization, developmental pressures, interventions of infrastructure projects such as light rail, often at the cost of urban heritage, mass tourism and change in agricultural land use and traditional farming to contemporary occupations. Uncontrolled urban development causes over-density and adversely affects the visual quality of the place.

Traffic congestion, non-local through traffic, speeding and pavement parking cause a negative impact on the enjoyment of a historic urban area for local residents and external users.

## Ageing population

Declining population due to ageing, decline in population growth rates, emigration and inter-migration is a concern among several European Member States.

For instance, **Estonia** reports that its population has shrunk by 15% over a 30-year period. Projections indicate a continued downward trend. According to statistics, 23.4% of protected buildings are out of use, with more than a third (36.5%) in a technically poor condition.

## Climate change

Linked with development and urbanization, most Member States reported experiencing negative impacts of climate change on urban heritage, including heavy rainfall and unprecedented flooding, hindering access to monuments, sites, historic urban areas, and buildings where some artefacts and monuments are located. Increased flooding also adversely impacts water and sanitation infrastructure in the historical urban area and buildings in the form of moss-ridden water and sanitation pipes. *(This topic is discussed in more detail in Chapter 6. Advancing sustainable development and climate resilience in historic urban areas.)*

## ***Urban planning and management of historic urban areas***

Several Member States have recorded weak enforcement of laws and building regulations by municipalities or planning authorities relating to prohibited interventions in the protected heritage zone. Inadequate resources for the maintenance of property are a concern shared by a majority of the Member States.

A parallel concern reported by around 50% of the Member States is little or no management of tourism linked with preserved historic urban areas. Some Member States from across regions have shared that planning and regulation of large-scale development in the wider setting of the monument or the historic urban area needs to be strengthened. Large infrastructure projects introduced to promote tourism and growth, such as roads, bridges, tall buildings, hypermarkets, insensitive developments, renewals and demolitions tend to adversely impact the appearance, skyline, key views and other attributes that contribute to the significance of the historic urban areas. Land-use change that catalyses insensitive interventions is a concern that several Member States have reported. A lack of data standards and procedures for ease of data sharing and regular updating of information on the web was reported.

More than half of the responding cities and settlements across regions reported several challenges. Cities from Europe and Asia and the Pacific region reported the absence of a clear definition of the urban heritage landscape in national law. Cities from Asia and the Pacific, Africa and the Arab States recorded the absence of comprehensive urban conservation plans. Some cities in Latin America and the Caribbean and Arab States, and most cities in Asia and the Pacific and Africa reported the absence of an integrated socio-economic revitalization plan linking the urban and the socio-cultural fabric of historic urban areas. These cities emphasized the need for inclusive urban regeneration of the historic centre, and for avoiding the phenomenon of gentrification, such as regulations to address new uses and real estate pressure that tend to increase the displacement of the local population.



The need for regulations to prevent the overcrowding of buildings and high population density, and for preventing encroachment, were recorded by several cities. Inadequate financial allocations for the revitalization and regeneration of built heritage, maintenance, restoration, rehabilitation and reuse of archaeological and heritage buildings and dilapidated infrastructure are challenges listed by several cities in Asia and the Pacific region, Latin America and the Caribbean region and African Member States. Urban decay, weak regulation/guidelines/provision for change of land use and preventing the abandonment of heritage property were common concerns among a significant number of responding cities and settlements.

### ***Lack of economic resources***

Most Member States and cities face the challenge of inadequate economic resources for the conservation of buildings through architectural and structural interventions. The economic difficulties of the inhabitants of historic centres (that is, owners with inadequate funds) were commonly recorded among all respondents.

### ***Knowledge and capacity-building***

Responding Member States reveal the lack of a national educational plan where study centres could promote the heritage values and urban heritage attributes

present in their communities. The need for trained human resources at the local, regional and national levels to guide actions, projects and management related to urban heritage, upgrading skills and the desire to preserve and safeguard heritage objects, combined with a lack of understanding of heritage values, were commonly expressed. Other common challenges Member States and cities shared were a lack of technical experts, capacity-building in the field of urban heritage, including in the conservation and restoration of built heritage, and the inadequate cultural awareness of local residents on the importance of urban heritage. More than 60% of the responding Member States reported the need for more initiatives for protection of local knowledge and traditional artisanal trades in order to prevent the loss of traditional knowledge.

# CHAPTER 2





# Understanding and inventorying the multiple layers of urban heritage



The 2011 Recommendation advocates a landscape approach for identifying, conserving and managing historic urban areas within their broader contexts, considering the interrelationships between the physical forms, natural features, social and cultural values, and the wider setting. The 2011 Recommendation emphasizes an approach that promotes seeing historic urban areas as comprised of layers, including the monuments and the ordinary urban fabric around them, the waterbodies, green areas, agricultural lands, topography, the wider geographical features such as hills around the historic urban area, as well as the intangible cultural heritage dimensions and traditional practices and knowledges of the local communities. It underlines the relationships between the built heritage, the natural environment, including its wider setting, and the local communities.

While some of these layers and attributes may express the OUV of World Heritage properties, the others constitute the local attributes of urban heritage that contribute to the conditions of integrity. In the case of other historic urban areas, they constitute the attributes of urban heritage (UHA) that must be safeguarded, promoted and transmitted to future generations. These attributes of local urban heritage are of key importance to the overall management and development of historic urban areas. The approach of the 2011 Recommendation thus advocates the integration of heritage conservation within urban development plans and processes in order to manage change in historic urban areas, shifting the focus from a monument-focused conservation approach to sustainable development of the urban fabric. This approach recognizes that identifying and mapping layers of the attributes of urban heritage at different scales, conserving and revitalizing historic buildings and promoting the vitality of traditional building materials and practices can enhance urban space and the quality of life for inhabitants.

Aligned with the Sustainable Development Goals and the New Urban Agenda, these layered attributes of urban heritage represent for humanity 'a social, cultural and economic asset' (2011 Recommendation, preamble). The 2011 Recommendation thus shifts the focus of law and policy to the integration of historic urban area conservation, management and planning strategies into local development processes and urban planning and carefully controlled regeneration of historic urban areas to ensure continuity of the heritage values. This section on urban heritage and layering centres around

the responses received from Member States at both national and local levels with regard to their policies and regulatory measures for the identification, mapping and protection of layers of urban heritage in historic urban areas, encompassing different scales.

Insights from the survey process show wide acknowledgement of the 2011 Recommendation by Member States at the national and local levels, though with some inconsistencies in the adoption of specific principles. While the overall protection of heritage conservation is already reflected in national laws, policies and schemes of the majority of the responding Member States, an explicit reference to the layering of cultural and natural values and attributes, including the broader urban context and its geographical setting, are present only in about one-third of the responding Member States, at national and city levels. It is notable that more than 70% of Member States have enforced legal measures for protecting cultural heritage. On the other hand, only about 20% of the respondents report a culture-based approach to development urban areas. Programmatic efforts to promote the intersection of regulatory systems with urban heritage, local practices, cultural, environmental, social and economic values require substantial support.

In **Morocco**, for example, the city of Tétouan combines formal instruments and informal practices. The local authority prepares a heritage management plan, including a charter for guiding good management practices.

Responses from cities and settlements indicate the adoption of the 2011 Recommendation is inconsistent at the local level. While most responding local authorities prepare urban development plans with regulatory systems and instruments that recognize the formal attributes of monuments, less than half of the responding cities and settlements incorporate the area's wider urban attributes, social, cultural, ecological and economic values and associated features in their regulatory systems. Comments received from reporting cities show that about 60% of the cities endorse the importance of inventories for attributes of heritage. However, responses also reveal that only about half of the reporting cities that prepare inventories use them for managing change and improving the quality of urban life in and around historic urban areas.

Concerted efforts are needed at the national level to integrate the principles of the 2011 Recommendation within local level regulatory systems and norms. At the local level, many of the cities may need guidance on understanding the attributes of urban heritage and the layering principle of the 2011 Recommendation.

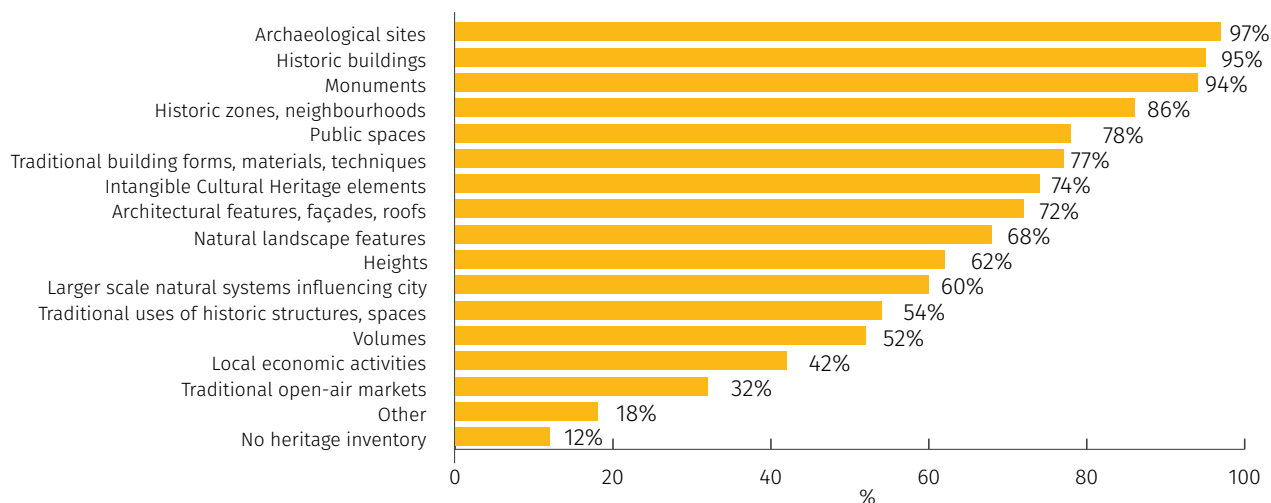
## 2.1. IDENTIFICATION AND RECOGNITION OF URBAN HERITAGE ATTRIBUTES

Responses from Member States reveal that there are substantial differences in the mapping of various attributes, properties and components related to heritage protection – for instance, more than 90% of the responding Member States map and inventory monuments, archaeological sites and historic buildings. On the other hand, less than half record open-air markets and local economic activities. About 12% of Member States report that their historic urban areas are not required to prepare inventories, to map or assess their historic attributes, indicating a challenge in the interaction of urban heritage with local economies.



Figure 3

### Responses from Member States across regions on attributes, properties and components that are subject to inventory, mapping or assessment



The additional materials and comments submitted by responding Member States indicate that, generally, mapping of monuments, archaeological and historic buildings is mandated by national heritage laws, including for social and cultural development, tourism and antiquities. However, many Member States declare that the level of inventory mapping is either weak or inconsistent and varies depending on political instability, the technical and human resource capacity of the city, the legal protection status and year of listing. This could be due to the fact that national heritage laws have rarely been updated since the 2011 Recommendation came into effect. Mapping of natural features, public spaces and traditional uses is generally done on local initiative and national policies mandating their assessment are rare. A minority of responding Member States report mandating heritage mapping at the local or municipal level, instead of the national level.

Africa stands out from the general trends, as traditional open-air markets are mapped in over half of the reporting states. In Asia and the Pacific, intangible cultural heritage elements are mapped much more often than in other regions, while historic districts are less mapped. On the other hand, in Europe, historic zones and neighbourhoods are the elements that are most mapped (100% of responding Member States). Attributes such as markets, economic activities and the volumes of built forms are the least inventoried and recognized as attributes of urban heritage in addition to natural features.

Most responding cities and settlements confirmed the prevalence of laws for the preparation of inventories. However, about a third of these convey challenges in implementation, which varies based on local capacity. A few cities across all regions report that they update inventories for tangible and intangible heritage. While cities prepare and update inventories pertaining to formal and intangible attributes of urban heritage, they do not yet integrate this information in the protection and management of urban heritage. Concerted efforts may be needed to train cities to use data from inventories for strategic decisions to guide sensitive and heritage compatible urban regeneration processes together with the protection of historic urban areas.

Responding cities and settlements in the Latin America and the Caribbean region show equal priorities for inventorying intangible cultural heritage and the use

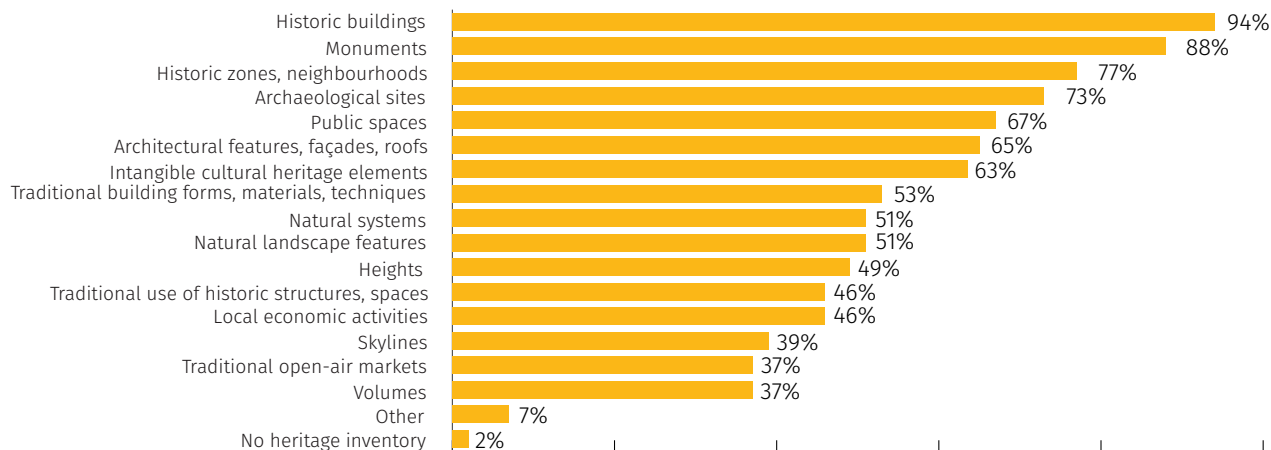
of measures for integrating Intangible Cultural Heritage dimension into conservation and management, showing that inter-dependencies between the two are essential for the protection of intangible urban heritage.

Several responses from cities provide additional information on the level of government which oversees the inventorying process at the national or local levels. Some attributes are more commonly inventoried than others. For instance, a high proportion of cities across regions indicate having inventories of historic buildings and monuments. On the other hand, there is a moderate level of emphasis on attributes such as archaeological sites, historic zones and neighbourhoods, architectural features, intangible cultural heritage elements and public spaces. Less than 40% of the total local respondents place emphasis on inventorying attributes such as traditional open-air markets and local economic activities, which conveys that many cities prioritize the preservation of monuments and historic buildings over historic urban areas.



Figure 4

### Global overview of attributes of urban heritage in city/settlement that are inventoried



Comments from reporting cities reflect that laws governing the creation of inventories are usually enacted at the national level for most contexts. However, their implementation at the local level is often subject to local-level priorities and capacities. A significant number of cities also record municipal-level laws and regulations that require the preparation of inventories of urban heritage. More than a third of the cities, particularly from Europe, Latin America and the Caribbean and Asia and the Pacific Region, indicate periodic updating of the inventory. Some cities provide a nuanced description of the nature of attributes they document, for instance, intangible cultural heritage such as traditions, handicrafts and traditional stories, monument catalogues and conservation areas. In some instances, cities state the use of GIS-based tools for developing the inventories. Local authorities in the Arab States are in the early stages of building inventories and may benefit from early guidance on their preparation of heritage inventories.

There are significant regional variations in inventorying. For instance, in Europe, Latin America and the Caribbean, and the Arab States, an average of 40% of responding cities and settlements report inventorying most of the listed attributes. In Asia and the Pacific and Africa, less than 25–30% of responses are recorded for inventories of local economic activities, open-air markets, natural landscapes and natural systems, indicating the need for a shift to a wider understanding of heritage protection.

#### Box 3

#### Example of Identification and Recognition of Urban Heritage Attributes

In **Trinidad and Tobago**, urban areas or cities are not required to map or assess their historic attributes. It is done on a national level by the National Trust. The cities or municipalities, however, can nominate properties or attributes to the National Trust.

## 2.2. ADAPTIVE RE-USE/REGENERATION/REVITALIZATION/REDEVELOPMENT OF HISTORIC URBAN AREAS

The 2011 Recommendation underlines the importance of continuity in the evolution of local practices and knowledge as integral to heritage protection. Member States recorded several types of initiatives. Several Member States confirmed their use of policies for the commercial revitalization of historic centres to prevent decline of the historic core, promote new interventions and attract investments. The HUL approach supports communities in their quest for development and adaptation, while protecting the heritage attributes in the framework of sustainable development.

All respondent Member States across all regions reported some type of initiative for adaptive reuse. Member States in most regions show wide acceptance of the principles of adaptive reuse. The numerous examples of adaptive reuse recorded by responding Member States cover multiple scales, from buildings to neighbourhoods, from streets to the regeneration of historic urban areas. Efforts range from change of land use to supporting transitions in economic activities and local practices. Most responding Member States reported the conversion of monuments to museums or interpretation centres. Several Member States suggest exploring a change of use from historic factories buildings no longer in use to cultural industries that promote local craft and economic activities. Pedestrianization of historic urban areas and the introduction of bicycle lanes in are commonly adopted strategies by most respondents.

Most of the responding cities and settlements have initiated adaptive reuse of historic structures, indicating that the initiative is viable. The conversion of houses into commercial functions is the most common form of adaptive reuse. At the scale of historic urban areas, most reporting cities undertake recovery and requalification of abandoned and/or degraded settings or reconstruction of historic buildings or neighbourhoods. Other urban regeneration initiatives incorporating the upgrading or restoration of historic buildings for contemporary use, including public needs, social housing or student accommodation. A few cities report that they have taken up initiatives linked to recovery from the COVID-19 pandemic, particularly for supporting small economic activities and microentrepreneurs.

Comments received from reporting cities show that they mostly initiate incremental upgrading and regeneration efforts for historic urban areas. Most reporting cities in Europe, the Arab States and some cities in Asia and the Pacific recognize the economic value of upgrading heritage in historic urban areas. Efforts include the regeneration of historic public spaces, upgrading of building environmental systems, and spaces for the arts and creative workers. A substantial number of respondents from across regions record efforts undertaken in restoration of specific architectural elements such as facades, walls, fenestration of historic buildings, repairing street furniture, planting new trees on streets of historic significance and upgrading streetlamps. Comments show that most

respondents recognize the importance of recovering and restoring the heritage values and of abandoned sites, enhancement of historic public spaces through participatory processes, and the adaptive reuse and restoration of historically significant buildings. In many instances, the latter function as national museums and institutes. Some report artisanal initiatives, including establishing and enhancing centres for regeneration of traditional arts. Initiatives to develop public spaces and public use in cities and settlements in most regions include restoration projects, such as the pedestrianization of streets, conversion of land use, recovery of historic urban infrastructure, non-motorized transport and the restoration of historic bridges and tunnels. A few cities have recorded innovations in heritage finance, such as establishing a regeneration fund dedicated to the protection of heritage.

Responding cities and settlements in Europe record the highest levels of regeneration projects in the historic urban areas of their cities or settlements. Local-level responses in the Arab States show that about 80% of the responding cities and settlements have undertaken projects and initiatives in their historic urban areas.

### 2.3. INTEGRATION OF NEW DEVELOPMENTS INTO HISTORIC URBAN AREAS

Harmonious integration of contemporary interventions into the historic urban fabric is a core principle of the 2011 Recommendation. Member States in most regions confirm that they have laws for the special protection of listed monuments and sites. Some governments recorded the prevalence of national strategies for urban environments and an integrated approach to designed living environments and architecture policy. A few responding Member States record that

#### Box 4

#### Example of integration of new developments into historic urban areas

In Zanzibar Town, of **the United Republic of Tanzania**, there is no policy in place, but the building regulations from the Municipal Council, Stone Town Authority, Environmental Department and Land Department regulate the types of buildings and construction in the city.

in their country, there is no policy to ensure the compatibility of contemporary interventions with the heritage attributes of historic urban areas, and that conservation and urban design guidelines are part of several local level initiatives.

## 2.4. MEASURES TO SAFEGUARD TRADITIONAL BUILDING TECHNIQUES AND PRACTICES

Three-quarters of the responding Member States across all regions use laws, programmes, regulations, policies or other measures to support local, traditional and vernacular buildings, structures or practices to safeguard traditional building techniques and practices. 60% of the responding Member States also use regulations, programmes or policies to promote the use of local building materials and have developed a national inventory of vernacular or traditional buildings, structures or practices under threat.

Additional information shared by responding Member States indicates that, generally, laws and measures for inventory mapping of local practices lie at the national government level, often with the Ministry of Culture (or an authority). In most states, national museums are responsible for maintaining and updating the inventories. Laws, programmes or policies that, either directly or indirectly prevent the disappearance of traditional buildings, structures or practices are also generally mandated by the national heritage and culture conservation authorities, ministries or departments. A few Member States employ statutory urban planning regulations or local housing rules to promote the use of local building materials in their respective countries.

Many Member States shared their innovative practices in their responses. These included local exhibitions that measure and record national inventories, including vernacular or traditional buildings, structures, and practices. Local authorities often develop building craft laboratories; and there are rules for maintenance, repair, and restoration of traditional or vernacular structures. Policies are also in place to support the local distinctiveness of places, and technical guidelines are provided for construction techniques. The national government schemes are in place to promote traditional skills in building construction activities such

as plastering, thatching, tiling, stone carving, stone masonry, and carpentry. Some responding Member States in Asia and the Pacific region have initiated contracts between the Ministry of Culture and the Ministry of Urban Development.

About 60% of the responding Member States have laws, programmes and regulations to promote local traditional practices in the building. In the Asia and the Pacific region, the percentage of responses from Member States is lower than average. About 64% of the Member States have a national inventory of vernacular or traditional buildings, structure or practices. A similar proportion of countries also have laws, programmes, regulations, policies or other measures to preserve local, traditional and vernacular buildings, structures or endangered practices. In Africa, more than 75% of the Member States have regulations, programmes or policies to promote the use of local building materials. In comparison, the Arab States have figures ranging from 66% to 84%, while Europe has figures ranging from 54% to 92%. Latin America and the Caribbean countries have percentages ranging from 60% to 77%.

Overall, most of the responding cities and settlements report the use of several types of inventories for a wide range of purposes, including heritage protection, restoration, management and maintenance. Responses reveal that there is a requirement for the preparation of inventories in several laws and regulations, both at the national and local levels, such as laws, and the statutes of organizations responsible for culture, antiquities and housing policy. A few cities, across regions, have created inventories for professions and practitioners involved in traditional building practices. Fewer responses were received on the prevalence of policies and programmes to promote the use of local building materials. The proportion of cities which lay no emphasis on traditional practices is low.

Local initiatives for inventorying vernacular building traditions, construction techniques and materials are widespread. Most European states collect, catalogue and exhibit inventories that have been developed. More than 60% of the responding cities and settlements in Europe and Asia and the Pacific maintain inventories of vernacular buildings, although mainly for monuments and sites. Some Member States in the European, Latin America and the Caribbean regions report having historical archives of places through photographs, inventories of artisans, construction systems, repair

and maintenance practices, traditional folk culture, as well as inventories of companies qualified in restoration and real estate catalogues.

Local-level responses in Europe and Asia and the Pacific show a high rate of inventorying of vernacular building traditions, construction techniques and materials as common practice for heritage protection. In Latin America and the Caribbean and the Arab States, an inventory of traditional building practitioners and professions is an innovative addition. In the African region, the majority of responding cities and settlements use policies and programmes for the same purpose. Except for Africa, most responding cities and settlements from other regions do not have policies and programmes to promote the use of local building materials.

#### Box 5

#### Example of Measures to Safeguard Traditional Building Techniques and Practices

**Finland** has implemented measures to safeguard traditional building techniques and practices by promoting the Wood Building Programme. This programme encourages local authorities to develop wood construction programmes, such as increasing the use of wood in urban development. The Wood Building Programme is a collaborative effort between local authorities, urban planning authorities and the wood-building industry. Concrete actions include government subsidies for municipality-funded wood projects and housing development guidelines for innovative planning and development models, which are created through engagement with developers and client organizations.

## 2.5. BUILDING PERMITS FOR NEW CONSTRUCTIONS/ DEMOLITIONS IN HISTORIC URBAN AREAS

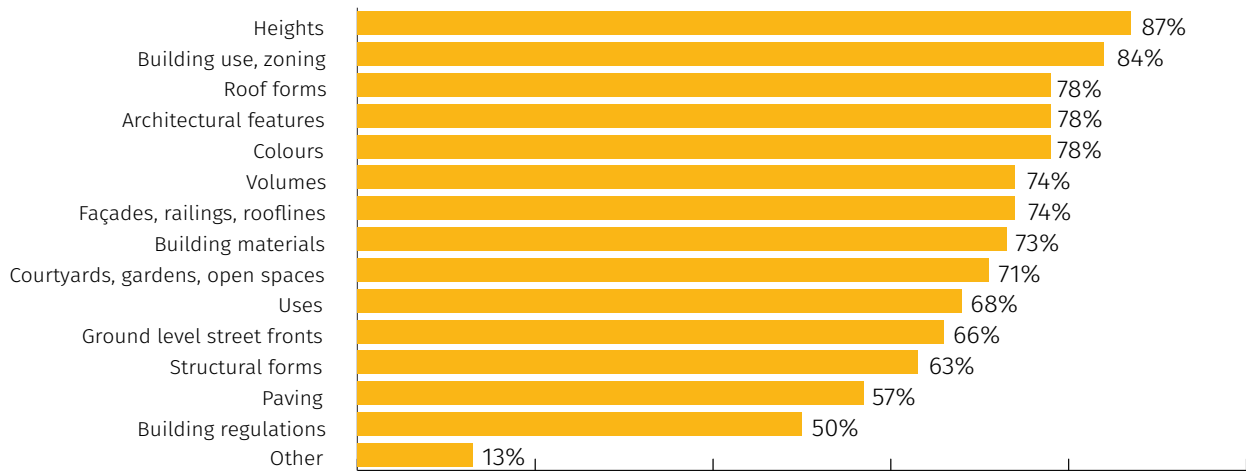
The harmonious integration of contemporary interventions in a historic setting is a key principle of the 2011 Recommendation. The objective is to consider cultural diversity and creativity as key assets for human, social and economic development. At the global level, more than half of the responding Member States indicate that heritage authorities are required to review building permits for new constructions, demolitions or modifications to existing structures in historic urban areas. In more than 50% of the responding Member States, approvals for construction or demolition of buildings or structures at the city level are granted by national government authorities. Less than one-third of the responding Member States indicate that building permits are granted based on approval from both local and national-level authorities. Local-level agencies also issue building permits based on land use and spatial planning regulations. Technical committees, special commissions, ministries of archaeology, ministries of culture and other such bodies are involved in the assessment of compliance. Less than 5% of the reporting Member States across all regions report not having any mechanism for the review of building permits by respective heritage authorities for historic urban areas.

By contrast, responses from cities and settlements indicate that more than 90% of the responding cities require approval processes by heritage authorities for any new constructions, demolitions, or modifications to existing structures in the historic urban area. Across regions, most reporting cities indicate a combination of local- and national-level heritage authorities who grant permissions. However, the response do not indicate what type of interventions require the permission of heritage authorities and how heritage values guide the approval processes.



Figure 5

Overview of responses from cities regarding aspects included in building regulations to ensure compatibility of new constructions/modifications with the attributes of urban heritage



## 2.6. BUILDING REGULATIONS FOR COMPATIBLE NEW CONSTRUCTIONS/ DEMOLITIONS IN HISTORIC URBAN AREAS

The landscape approach of the 2011 Recommendation helps to guide decisions about the advisability of interventions (such as a new road or plantation) with respect to heritage protection and sustainable development, and thus facilitates planning.

Overall, a high percentage of responding Member States reported ensure compliance with the building regulations for most of the aspects listed here. ‘Heights of structures/number of stories’, ‘building use and zoning’, ‘architectural features’ and ‘colours’ are aspects that more than 80% of Member States consider in the issuing of building permits for interventions in historic urban areas. Less than a quarter of the responding Member States indicate other priorities beyond those listed in the question.

Responses reveal that the principles and wider orientations for which compliance must be ensured are generally covered under national laws, policies and plans for most of the responding Member States. A wide range of legal provisions at the national level are established to support local development processes and urban planning, such as contemporary architecture and infrastructure development. Most Member States

also confirm that national laws are implemented at the local level through preservation/conservation plans, urban planning laws and regulations. However, the responses did not indicate if the building permits issued at the local level as well as the local regulations are informed by guidelines and recommendations of conservation management plans and other related plans for historic urban areas.

While national laws are in place for building permits that respond to historic urban areas, more than 70% of the responses indicate that their implementation is dependent on local-level regulation and enforcement. Aligned with this response, some responding Member States highlight that the lack of formal protocols and provisions that impede effective implementation.

For instance, some respondents point to a challenge where the terms of compliance are mentioned in the national level law but the corresponding regulations at the local levels remain unclear. Responses across the regions vary, with some regions showing consistently high rates of confirmation across all of the aspects for which compliance is sought. The responses from Member States in Europe and Latin America and the Caribbean endorse more than 50% of all the enlisted aspects. However, the effectiveness and compliance at the local level is not clear.

Most of the responding cities and settlements use planning processes and instruments for several aspects of heritage conservation: to link the historic urban areas in their city to the wider landscape, provide

approvals for integration of contemporary intervention in historic urban areas and support conservation/revitalization/regeneration activity. While land-use planning and building regulations are common, more than a third of the reporting cities recorded that the enforcement is weak.

Responses from cities on policies, regulations and guidance for the integration of new interventions reveal that more than two-thirds of the respondent cities have planning instruments to guide the decision. Only three of all the responding cities indicate community-led participation to make negotiated decisions.

Overall, the level of awareness among responding cities and settlements across all regions for ensuring the compatibility of new constructions and modifications with the attributes of urban heritage is high, indicating acceptance of the 2011 Recommendation on linkages between regulatory systems and tangible and intangible heritage. With regard to what aspects of new constructions should be most adapted to heritage attributes, responding cities and settlements recognized as a priority: 'heights', 'volumes', 'building materials' and 'courtyards, gardens and open spaces', along with energy conservation. 'Paving' and 'ground-level street fronts' are aspects that are least included in building regulations applicable to historic urban areas. Half of the respondent cities confirmed that 'building regulations' for the historic urban area in their city/settlement are not specific and customized for protecting the heritage attributes and are no different from those for other parts of their city or settlement, indicating the need for concerted efforts for awareness building on a core principle of the 2011 Recommendation that 'urban conservation is not limited to the preservation of single buildings'.

## **2.7. SAFEGUARDING AND MANAGEMENT OF THE INTANGIBLE CULTURAL HERITAGE DIMENSION IN HISTORIC URBAN AREAS**

The safeguarding of associated intangible cultural heritage dimensions promotes architectural, historical and cultural values, and the conservation of cultural heritage for future generations, education and awareness building of heritage protection.

Overall, 75% of the responding Member States have 'inventories of intangible cultural heritage elements such as music, dance, processions, festivals, and others which are prepared in consultation with the communities. However, it was not clear if this was referring to wider national inventories in line with the 2003 UNESCO Convention for the Safeguarding of the Intangible Heritage. Most Member States that have responded positively confirm that the safeguarding of intangible cultural heritage is promoted in their country through national laws. Measures include laws for the safeguarding of Indigenous peoples, projects undertaken by institutes of anthropology, national strategies for the protection of intangible cultural heritage, national projects for social cohesion and/or special management and protection plans. Responding Member States with inventories of cultural practices also update them regularly, at the national or local levels. On the other hand, some States have clarified that preparation of inventories for management of Intangible Culture Heritage dimension is not legally required. Thoughtful responses by more than half of the Member States indicate a considerable recognition of the significance of intangible cultural heritage; however, the links of the safeguarding of intangible cultural heritage dimension of urban heritage in line with the 2011 Recommendation was not clear.

Responding Member States in Africa and the Arab States record higher rates of adoption of measures. All the responding Member States from the Arab States report having inventories of intangible cultural heritage elements in historic urban areas, while 50% of them have legislative and regulatory measures for the safeguarding of intangible cultural heritage dimensions in place. In the African region, more confirmations are received from responding Member States on the existence of legislative measures for safeguarding intangible cultural heritage dimensions compared with the prevalence of inventories of intangible cultural heritage dimensions. A key challenge is in integrating measures recommended in the 2011 Recommendation for safeguarding intangible cultural heritage elements with local legislation for the protection of urban heritage.

Overall, responses from local levels reveal acceptance of the principles of the 2011 Recommendation, on the importance of living historic cities. A high rate of 70% to 80% of cities report having an inventory of an intangible heritage dimension, as well as measures for integrating

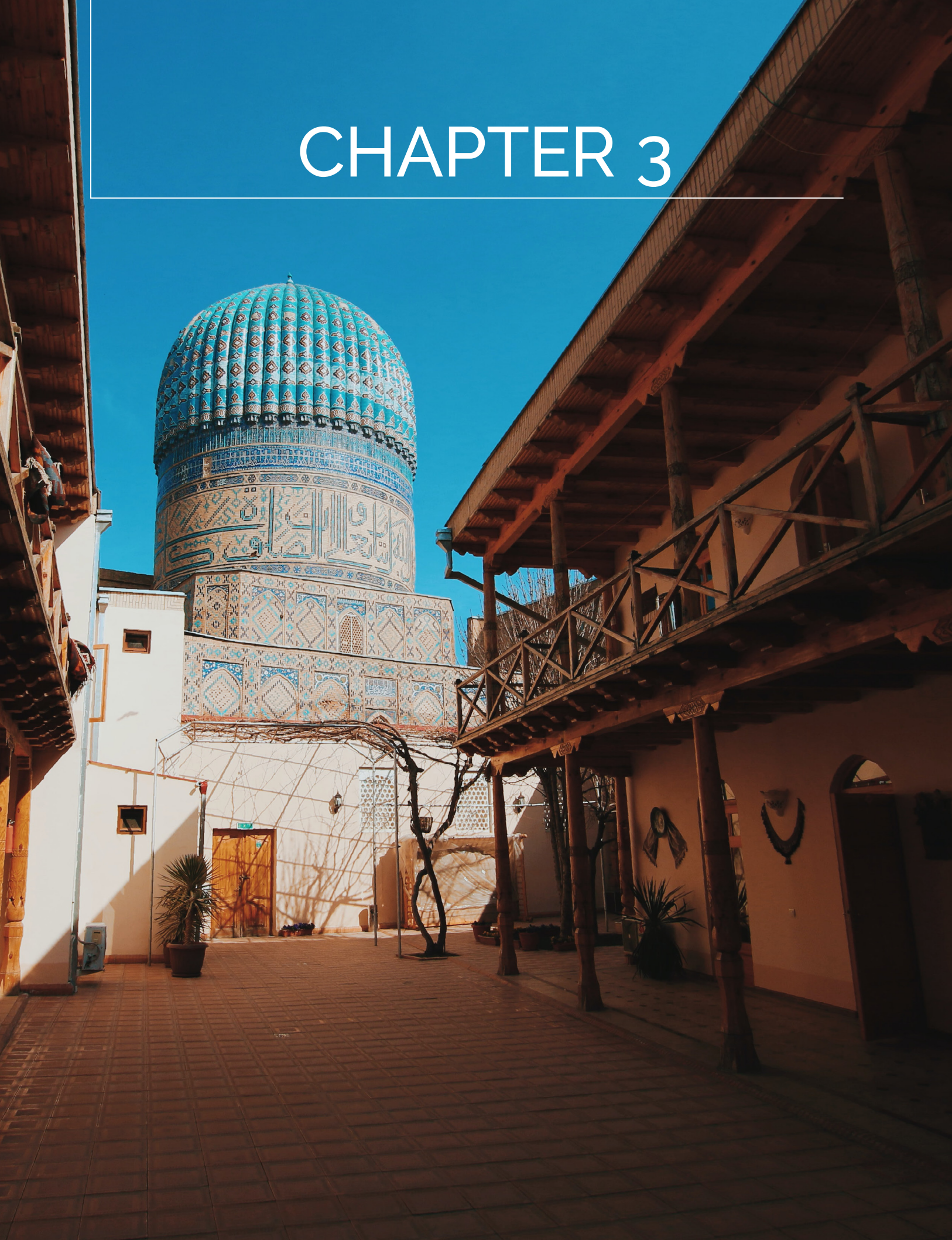
the safeguarding of intangible cultural heritage dimensions into the conservation and management of historic urban areas. This indicates that safeguarding the intangible cultural heritage dimensions are a part of heritage conservation plans of cities. However, these responses from reporting cities do not align with responses from corresponding national authorities. It is likely that local authorities may refer to specific traditional processions, festivals, or crafts integrated into management plans, rather than comprehensive inventories of intangible cultural heritage.

Qualitative responses from cities in Europe and the Latin American and Caribbean States reflect a high degree of focus on conducting cultural events, often in association with other local organizations. Comments from cities in Europe and Latin America and the Caribbean show that their inventories for intangible cultural heritage dimensions and conservation efforts are formalized by integration with larger heritage management plans. Cities in European and Latin American and the Caribbean regions report that they use heritage management plans to promote cultural events on heritage sites in historic urban areas. In several cases from Africa, the process of safeguarding the intangible cultural heritage dimensions through organized formal interventions is evolving.

There are variations within regions in terms of the preferred means of conserving living heritage. For instance, in Europe, more than 90% of the responding cities and settlements integrate the safeguarding of intangible cultural heritage dimensions into the conservation and management of historic urban areas, whereas about half the proportion of responding cities and settlements in Europe use inventories of the intangible cultural heritage dimensions for heritage protection. Cities in Asia and the Pacific reveal the exact opposite practice, with 100% of the responding cities and settlements having an inventory of the intangible cultural heritage dimensions. and settlements in Europe use inventories of the intangible cultural heritage dimensions for heritage protection. Cities in Asia and the Pacific reveal the exact opposite practice, with 100% of the responding cities and settlements having an inventory of the intangible cultural heritage dimensions.



# CHAPTER 3



# Inclusion and participation of local communities in managing urban heritage

The 2011 Recommendation advocates that all levels of government – local, regional, national/federal – aware of their responsibility – should contribute to the definition, elaboration, implementation and assessment of urban heritage conservation policies. These policies should be based on a participatory approach by all stakeholders and coordinated from both the institutional and sectoral viewpoints.

The 2011 Recommendation also promotes the use of civic engagement tools which should involve a diverse cross-section of stakeholders and empower them to identify key values in their urban areas, develop visions that reflect their diversity, set goals and agree on actions to safeguard their heritage and promote sustainable development. These tools, which constitute an integral part of urban governance dynamics, should facilitate intercultural dialogue by learning from communities about their histories, traditions, values, needs and aspirations, and by facilitating mediation and negotiation between groups with conflicting interests.

Responses received at the national and local levels indicate that Member States use a variety of instruments to consult the public in historic urban areas. Laws at the national level accompanied by instruments for implementation of public consultation at multiple stages of planning processes are well established in cities of the European and Latin America and the Caribbean regions. Community-based heritage management is common in Africa, while European cities have a higher prevalence of community-managed sites and properties administered by the municipal government. More than half of the responding Member States from Latin America and the Caribbean indicate having policies for the mapping and identification of Indigenous and marginalized groups, much higher than the global average of 26%. However, representation of members from marginalized populations such as women and Indigenous communities is limited at the local levels.

Several Member States and cities in Europe, Asia and the Pacific and Africa may require assistance for the establishment of laws and procedures at the national level. Mapping and tracing local knowledge through sustained, ethnographic engagement to inform policies and procedures that respond to changing/evolving local needs requires significant attention. Concerted attention is needed to enhance gender-

based participation in all regions and increasing representation among members of Indigenous communities and women.

In **Saudi Arabia**, participation in urban conservation is generally conducted through traditional practices rather than through formalized tools. Ancestral and tribal links often connect descendants through events and programmes held within their communities. Local heritage societies often play an active role as partners in conservation and regeneration processes. Men and women from these societies represent and maintain a significant knowledge base capturing local histories and intangible heritage practices. Members also operate local museums and manage collections.

**Eritrea, Cuba and Fiji** have women's associations involved in awareness building for protection of heritage, along with the youth.

Most cities in the European and Latin America and the Caribbean regions have laws at the national level to ensure public consultation at the local level prior to any major intervention in historic urban areas. Procedures at the local level are well established in both contexts. A few cities in Africa record the prevalence of laws which make public participation mandatory on projects that directly affect people.

Participation varies by group, with greater representation from culture sector professionals, local communities and civil society organizations, and limited involvement from marginalized groups including women and Indigenous communities. Multiple modes prevail across regions, in order to conduct participatory processes. These include consultations based on invitation and open-to-all platforms. Most of the respondent cities have policies, laws or regulations to ensure universal access to all urban heritage sites, as well as policies for inclusivity management and interpretation of historic urban areas. Less than a third of the respondent cities have initiatives for enhancing integration for migrants in historic urban areas. More than two-thirds of the respondent cities encourage engagement of younger generations with heritage in their city through educational activities. While more than half of the respondent cities confirm public consultation at local levels through a wide range of laws, regulations, instruments and procedures, few cities across regions report having measures for sustained long-term engagement with

local communities. Sustained engagement efforts are needed to map local knowledge through methods used in anthropology, in order to inform the establishment of, or amendments to, laws, policies and procedures in locally meaningful ways.

Policies and procedures for the renovation of historic buildings are among the most prevalent measures across regions, indicating greater recognition of the importance of the preservation of heritage at the level of the building as opposed to the wider understanding of historic urban landscape. However, less than a quarter of the respondent Member States have laws and policies in place for the participation and representation of indigenous peoples and local communities. Concerted efforts are needed to establish laws and procedures at the national level in two-thirds of the respondent Member States.

### **3.1. ADVANCING A PEOPLE-CENTRED AND INCLUSIVE APPROACH TO MANAGING HISTORIC URBAN AREAS**

Overall, three-quarters of the Member States indicated having public spaces in historic urban areas that are open to all communities. The rate of response is also high for the participation of civil society in decisions related to the use and renovation of buildings and for measures to identify and map local communities and key stakeholders. However, similar policy measures for Indigenous peoples and marginalized groups are present only in about a quarter of the Member States, reflecting the need for more engagement with these groups with respect to managing historic urban areas.

#### ***Access to historic public spaces***

A few Member States from the Arab States and Asia and the Pacific regions confirm that spaces such as historic mosques, historic gardens, forts, historic streets and villages are used by communities. European States show diverse responses, based on the nature of their governance regimes. One Member State records a national project whose key goal is to develop modern infrastructure on unified approaches to provide a comfortable living for all. Another records that the availability of public spaces to all communities varies geographically, being influenced by history, levels of tourism, and so on, and that it is almost impossible

to make a generalization about whether public spaces in historic urban areas are open to all communities. Member States in the Latin America and the Caribbean and Asia and the Pacific regions record the prevalence of land-use master plans, regulations offered by permits and community managed historic properties and/or public spaces. A few Member States in the Latin America and the Caribbean region and Europe report the existence of spaces such as community gardens, where local inhabitants grow food, organize events and outdoor educational activities.

#### ***Participation of civil society in decision-making in historic urban areas***

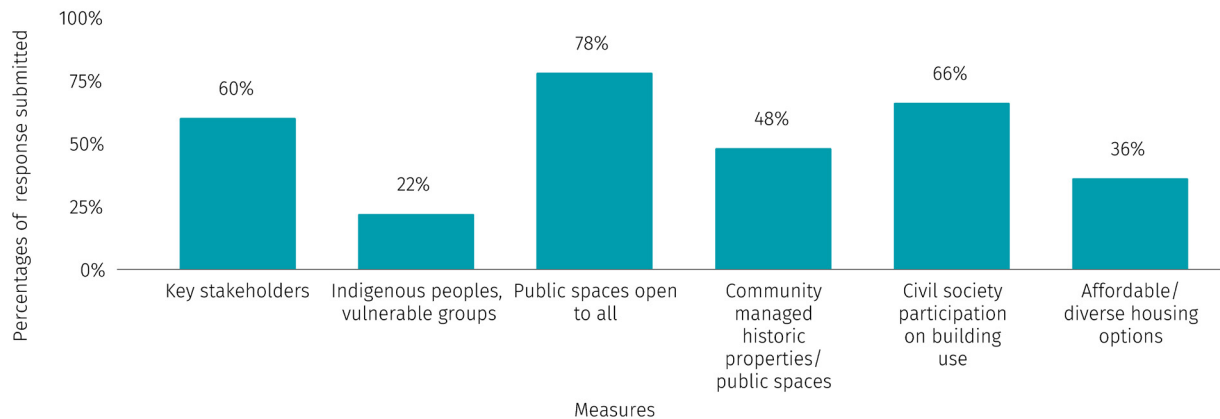
A high proportion of Member States from the Latin America and the Caribbean region confirm the existence of people-centric practices in decision-making related to historic urban areas. Some Member States confirm the absence of specific policies for participatory decision-making, while a few others confirm the prevalence of national laws on cultural rights and federal laws on the inclusion of Indigenous peoples. A few Member States in Europe mention the existence of national laws related to participatory planning.

### **3.2. POLICIES AND MEASURES PROMOTING AFFORDABLE AND DIVERSE HOUSING**

There was no specific mention of affordable housing policies for historic urban areas. Among European States, responses are low and general, with the prevalence of several policies for affordable housing. Relatively, a greater proportion of Member States from the Latin America and the Caribbean region confirm the existence of policies and provisions in their development plans for affordable housing, including in historic urban areas/protected areas. However, the responses did not indicate how historic buildings and neighbourhoods were being adapted for affordable and diverse housing.

**Figure 6**

## Overview of responses from Member States on measures in place to ensure a people-centred and inclusive approach to managing historic urban areas



### 3.3. IDENTIFICATION AND CONSULTATION OF KEY STAKEHOLDERS AND LOCAL COMMUNITIES

The approach of the 2011 Recommendation addresses the policy, governance and management concerns involving a variety of stakeholders, including local, national, regional, international, public and private actors in the urban development process. In response to this question, which relates to policies or regulations at local levels for major development plans and interventions, cities report the existence of laws, policies, regulations and councils at different levels of the government, across regions.

Cities from Africa, Europe and the Latin America and the Caribbean region have laws at the national level which require stakeholder consultation prior to undertaking major plans and implementation. In most European cities, all major policy decisions and development applications are subject to public consultation with a high level of interaction. For instance, in the United Kingdom, the principle of transparency in decisions is central to several local governments and reinforced by national governments through the Freedom of Information Act. At the national level, the Land Use Act generally ensures consultative processes. Legal codes at the national level in some cases impose assessment by heritage preservation authorities prior to approval of any construction activity or development that interferes with a heritage building. National codes in some

European Member States also make State evaluation obligatory through consultation prior to intervention in a monument zone or monumental building. In some other Member States in Europe, regulations for inclusion of the public are regulated through national laws for urban planning and building.

A few cities in the African States reported that they have set up management bodies responsible for identification and coordination of all the stakeholders concerned. In the Arab States, a few States confirm that they have no policies in place for mapping and identification of key stakeholders concerned. Some cities in Asia and the Pacific record the prevalence of policies for departments at the national as well as provincial levels. In Europe, policies for mapping and identification work of historic urban areas are carried out by the scientific research and planning institutions, public unions for the safeguarding and restoration of monuments and qualified specialists. Responses are low on policies, measures or guidance that require historic urban areas to carry out a mapping and identification of relevant indigenous peoples and marginalized groups.

In some cities, processes are set out for a three-step public consultation process that is required as part of the land-use plan for cities, to make any changes to current legislation pertaining to historic preservation. Some cities follow a multi-step process involving a public disclosure of all information pertaining to an intervention, for public comments, for a 30-day period and approvals are given by national-level authorities.





Procedures relating to management plans of World Heritage Properties are not established by law, but the municipality links decisions to public consultations as a regular practice. In several European cities, there are regulations that make provisions for the participation of citizens, trade associations and local authorities in decision-making. In several European Member States and cities, involvement of relevant marginalized groups is guaranteed by laws at a national level in line with the rules of the European Union.

In Africa, a few Member States have recently enacted national laws in urban and regional planning which requires mandatory consultation with people affected by the project at the local levels.

In some Member States in Latin America and the Caribbean, multiple laws apply simultaneously. These may include national-level laws on territorial planning, urban planning and land management and its regulations, and the laws for the protection of cultural and natural heritage, as well as the laws for the protection of natural resources and environment systems. In Cuba, for instance, these laws, policies and regulations are human-centric, promoting the active

participation of all members and actors of society based on agreement, cooperation and co-responsibility. They also allow the actors to provide information for the territorial decision-making of the government independently, without having to go through public administration processes or professional, political channels.

### **Community-based management and stakeholder consultation**

In each of the regions, the measures adopted for increased inclusivity in managing historic urban areas are different. Community-based heritage management is common in Africa, with 77% of the Member States reporting community-managed historic properties, which is much higher than other regions. Half of the responding Member States from Latin America and the Caribbean indicate having policies for the mapping and identification of indigenous peoples and marginalized groups, much higher than the global average of 26%. Latin America and the Caribbean also see the highest responses for participation of civil society and measures for affordable housing, thus performing well with respect to making the management of historic urban areas people-centric. In the European region, as well as in Asia and the Pacific, measures targeting the inclusion of marginalised groups and Indigenous peoples, as well as community management, see very low responses, indicating scope for improvement.

Of all the respondent Member States, 80% have policies/measures to ensure all stakeholders are consulted and engaged, and 60% have policies/measures to ensure the contribution and participation of diverse local communities and, where relevant, national and international non-governmental organizations (NGOs, IGOs) and representatives of civil society groups are consulted. Around 30% of them have other measures in place to ensure participation, with only 17% having policies and measures to ensure indigenous peoples' contribution and participation.

Among regions, a higher-than-average proportion of respondent Member States from Africa have policies or measures in place to ensure participation in the planning and development of historic urban areas. A higher-than-average proportion of them also have policies and measures to ensure Indigenous peoples' contribution and participation. When compared to Member States in other regions, most Arab States

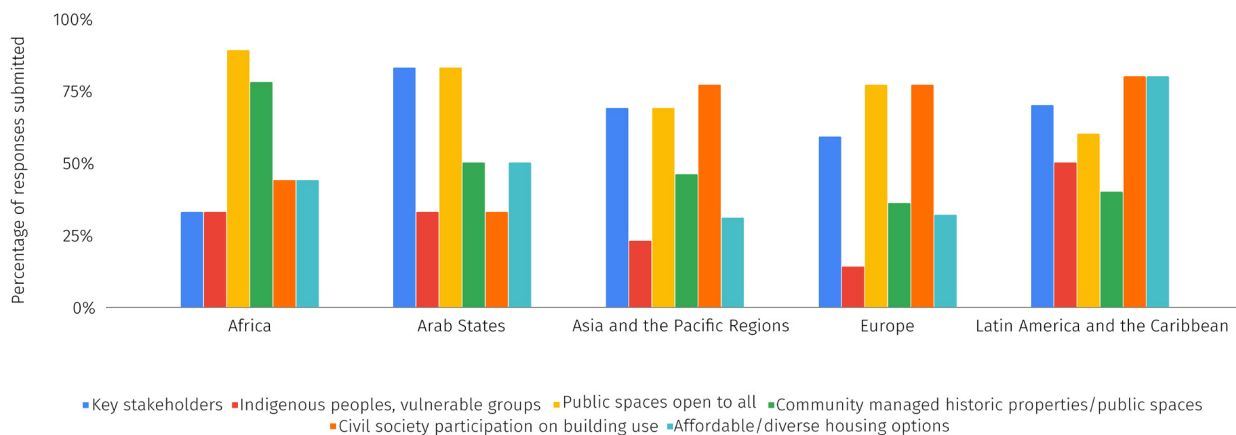
## Box 5

### Example of Community-based management and stakeholder consultation

In **Saudi Arabia**, a rapid increase in economic prosperity across the Kingdom in the 1970s typically resulted in traditional houses and historic neighbourhoods being abandoned by their residents in favour of modern concrete houses in newly formed neighbourhoods. The historic properties remained abandoned and, in many instances, continue to be owned by the descendants of the former occupants. There are multiple examples where current day owners/ descendants have restored their ancestral properties to be managed as a museum and to showcase traditional ways of living. In other cases, the descendant owners have worked together and partnered with the authorities to ensure the conservation of the entire historic settlement or a large part of it as a way of showcasing their ancestral history and traditions.

Figure 7

### Regional breakdown of responses from Member States on measures in place to ensure a people-centred and inclusive approach to managing historic urban areas



consult relevant NGOs, IGOs and representatives of civil society groups in the process of the management of historic urban areas.

### Local level policies, plans, regulations and instruments

Urban plans such as development plans, strategic plans, regeneration programmes for historic urban areas and local management plans all require public consultation in most European cities. Among some cities in Latin America and the Caribbean region, traditional instruments are used for conducting public hearings on major development plans and interventions. In this context, the community is the main focus. In some other cities in Latin America and the Caribbean, special management and protection plans are structured in

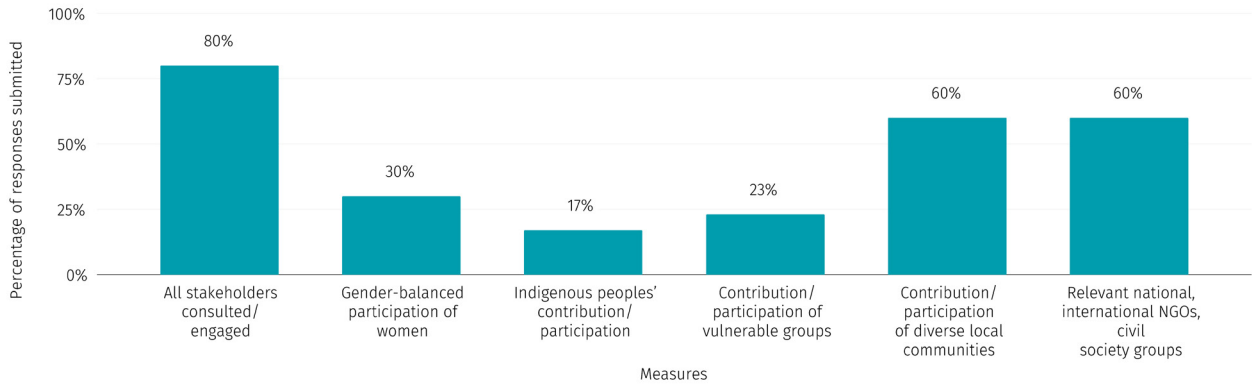
three phases: preliminary, diagnosis and formulations, legally requiring participation at each stage of the process.

### Heritage management plans

Heritage management plans in the European and Asia and the Pacific region require a participatory process, involving multiple stakeholders. In some countries, heritage management planning processes at the local levels involve the establishment of coordination committees that coordinate the participation of all stakeholders, prior to interventions of major projects. In some European cities, community organizations that use and manage historic spaces and properties may be administered by municipal authorities or NGOs.

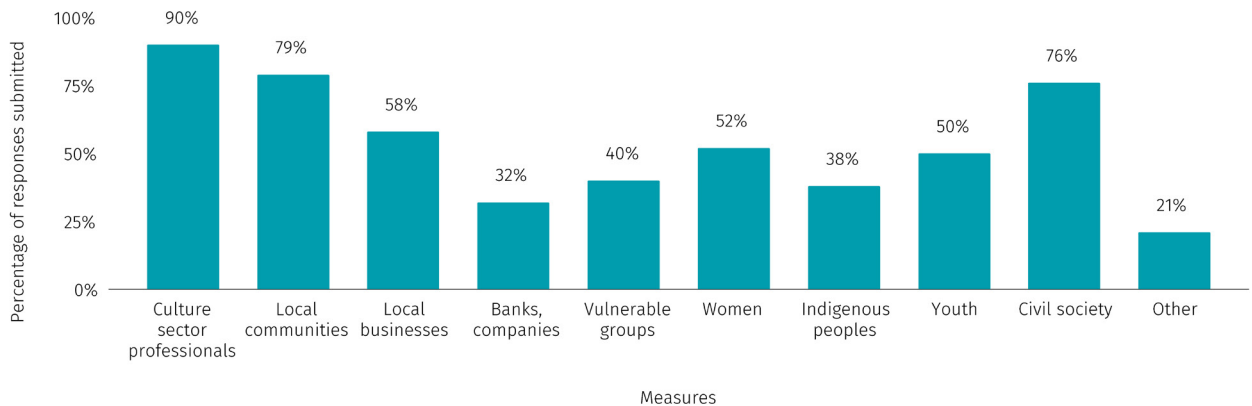
**Figure 8**

**Overview of responses from Member States on the management of historic urban areas in their country**



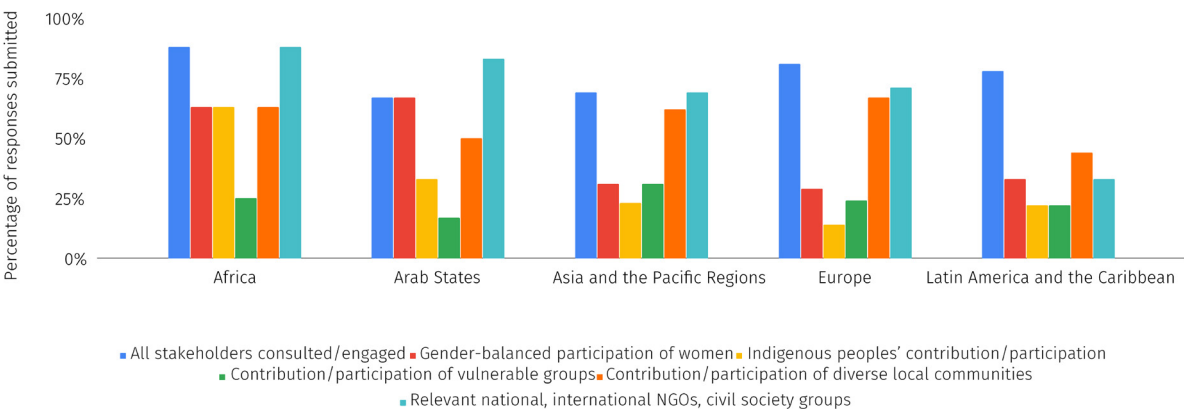
**Figure 9**

**Overview of responses from cities on groups that participate in the preparation of plans and decisions regarding conservation and development programmes including heritage management plans and new development projects**



**Figure 10**

**Regional breakdown of responses on the management of historic urban areas in the respondent's country**



## Box 6

### Example of Community-based management and stakeholder consultation

In Cairo, **Egypt**, community-based management and stakeholder consultations are emphasized through the involvement of representatives from stakeholders, consultants and civil society associations in meetings of the steering Higher Committee for the regeneration project of Historic Cairo. A specific example of this is the sustainable community urban development project in the area of Souq al-Selah, which is organized by the Japanese Association for the Development of Science in Cairo and supervised by the Supreme Council of Antiquities. Workshops are held to involve the community in the project and promote sustainable development. This demonstrates a commitment to community-based decision-making and stakeholder engagement in urban development.



## Councils

In some Member States in Latin America and the Caribbean region, national governments in many cases support the signing of inter-administrative agreements to set up local committees for the protection of cultural heritage, in order to ensure the binding participation of the municipal administration and city inhabitants. Through these committees, the national and local authorities communicate values of the historic areas/settlements, leading to process innovations in heritage protection measures and management tools which respond to the changing needs of protected places. Other responding Member States in Latin America and the Caribbean region record sustained practice of public consultation in development plans, involving communities and professionals. In some European Member States, at the local level, special councils such as the Council of Elders are consulted regularly on ongoing and planned developments in historic urban areas. Similarly, expert groups composed of scientists, experts and public personalities, are formed to discuss conservation and restoration projects.

## Participation in plans and decisions regarding conservation and development programmes

Overall, there are significant differences in the extent of participation by different groups in preparing plans and decisions regarding conservation and development programmes, including heritage management plans and new development projects. The responses indicate that a high proportion of the responding cities and settlements have participation from culture sector professionals, local communities, and civil society. On the contrary, the rate of responses for women, marginalized groups and indigenous peoples is limited, revealing a gap in inclusion. Thus, at the global level, there remains scope for further inclusion of certain groups in preparing heritage management plans.

At the local level, responses are diverse. Cities from Asia and the Pacific, Arab States and Latin America and the Caribbean confirm the involvement of culture sector professionals, experts including architects, teachers from elementary and high schools, historians, archaeologists, architects, anthropologists, cultural managers and university academics. More than a third of the responding cities and settlements confirmed the

participation of civil society organizations in decisions regarding heritage protection. European cities confirm having established specific committees of young citizens who are interested in the protection of heritage.

In **Seychelles**, several programmes such as the Adoption Programmes, Monuments Awards and Cultural District Award were successfully implemented from 2000 to 2015, with the participation of communities involved or living around those heritage sites.

Most Latin American cities report the active involvement of a wide spectrum of actors, including state and non-state members. State actors include officials and representatives from provincial and municipal administration and district administrators. Non-state actors include members from universities, scientific research centres, NGOs, associations and cooperatives of workers, civil society, political, social and local economic organizations which work with the general public and marginalized populations, and media associations which collectively influence the urban planning processes. Cities in most States in Latin America and the Caribbean and the Arab States report that local businesses such as professional associations, shop owners' associations, historic site business owners' associations, local entrepreneurs, street centre consortiums and tourism agencies are many of the local business actors involved in decisions on historic urban areas. These cities confirm holding joint workshops between municipal authorities and entrepreneurs for development plan-related activities. European cities report that local train and bus companies are consulted to promote travel arrangements for tourists using sustainable means of transport. Most cities confirmed the participation of marginalized groups.

For instance, the city of Shipley in **the United Kingdom of Great Britain and Northern Island** reports that links between local communities and 'Ward and Community Partnerships' in their city allow them to access input information pertaining to conservation and development programmes including heritage management plans and new development projects.

Responses regarding participation of women and Indigenous peoples were low across regions. Culture sector professionals, local communities and civil society are groups that see a high rate of participation across the regions. However, for the rest of the groups, there are some regional variations. Around 73% and 45% of the cities in the European region record the participation of local businesses and banks/companies in the preparation of heritage management plans, respectively. These responses in Europe are much higher than in other regions. When it comes to the participation of indigenous peoples, 58% of the cities in Africa respond positively, which is much higher than the average response of 38% globally. However, the participation of women, local businesses and marginalized groups in the preparation of heritage management plans can improve in Africa.

Overall, conservation and development programmes usually invite official representatives of all stakeholders to participate in decisions rather than elected representatives. More than half of the respondent cities also indicate that participation is open to the public. On the contrary, participation for representatives of accredited NGOs is quite limited. Overall, the responses indicate that cities have several means through which a variety of stakeholders, and not just elected representatives, are involved in planning and decision-making for conservation and development.

Responses from cities reveal that participation in the conservation of heritage is enabled through several institutional arrangements. A few European cities record that participation by elected membership is prevalent, where the Minister of Culture may consult city mayors, town or ward councillors prior to making a decision on strategic plans or documents. Other cities suggest that civic associations may be involved in the process as well, for instance, representatives of the unions or neighbourhoods. Some cities in Europe report the formation of councils for different interest groups, including, for instance, for the elders. Latin America and the Caribbean region record a high level of participation in the protection of heritage.

Examples from cities in the Arab States indicate that high-level steering committees often involve members from civil society in urban regeneration projects of national significance. Some working groups/committees are open to the public and some by elected membership only. There are several groups and committees, both

**Figure 11**

**Regional breakdown of responses from cities on groups that participate in the preparation of plans and decisions regarding conservation and development programmes including heritage management plans and new development projects**



public and private, such as neighbourhood committees, that participate. Co-design forums and thematic workshops are integral to avenues for participation.

Across the regions, there are notable variations in the ways in which stakeholders participate in conservation and development programmes and decisions. In Europe and Latin America and the Caribbean, a high proportion of responses indicate that participation is open to the public and participation happens through invitation only to official representatives of all stakeholders. Thus, participation is open but there are also structured mechanisms in place to involve different stakeholders through invitation. In Africa and the Arab States, participation of stakeholders through an open public mechanism is lower, and participation through invitation to stakeholders is higher. Asia and the Pacific is unique in terms of having a high rate of response for stakeholder’s participation through representatives of accredited NGOs, in addition to moderate to high responses for other modes.

### 3.4. ADVANCING INCLUSION AND DIVERSITY IN PUBLIC SPACES

Overall, about three-quarters of the responding cities and settlements have policies, laws or regulations to ensure access to all urban heritage sites to all. Over 65% of them also have policies, laws, regulations or programmes to ensure inclusivity in the management,

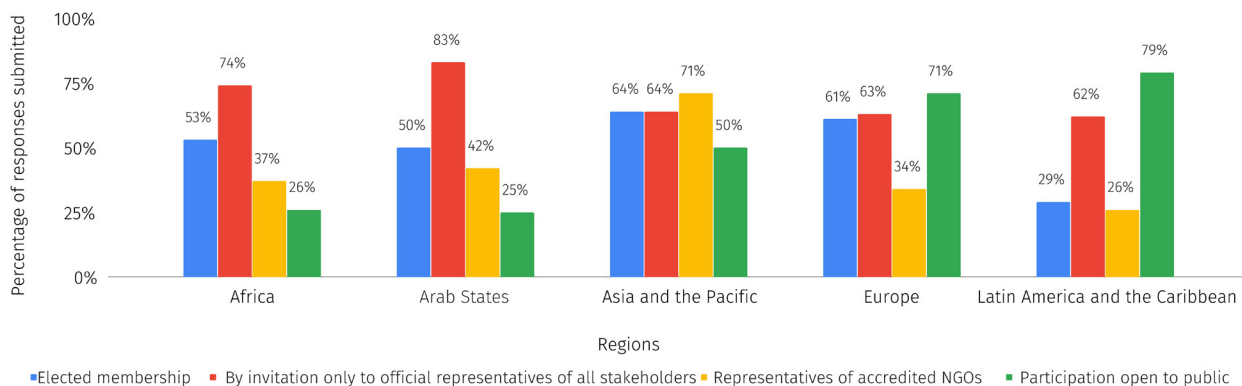
interpretation or tourism-related activities and initiatives to promote cultural diversity and/or creativity in historic urban areas. At least 30% of the respondent cities have initiatives for enhancing integration for migrants in historic urban areas.

Most European cities report the prevalence of laws, policies or regulations to ensure access to all urban heritage sites for all including local communities, marginalized groups, women, indigenous peoples and youth. Public spaces are open to everyone, however, the use of public space for events, commerce, marches, demonstrations, etc., is regulated by municipal regulations. Many historic buildings are used as public offices, universities or other uses and are open to all. Municipal corporations have regulations and agreements with companies involved in providing services, to provide access to specific places of tourist interest.



Figure 12

## Regional breakdown of responses from cities on the participation of stakeholders in conservation and development programmes and decisions in their city/settlement



Development plan preparation processes in Latin American and Caribbean cities consider culture as a common good. Cities offer guarantees to inhabitants to participate in the cultural life of the city, the exercise of cultural rights and universal access to cultural services, in rural and urban areas. An innovative governance model involving ‘public-community governance’ is being trialled for the management of abandoned public spaces and buildings, recognized as urban commons by the local communities.

Most cities mention the prevalence of many laws aimed at guaranteeing social inclusion, for women, Indigenous peoples or for those physically challenged. A few cities in the Arab States and a high proportion of cities in Latin America and the Caribbean region report that laws, policies, regulations and measures exist to ensure inclusivity in the management, interpretation, or tourism-related activities in historic urban areas.

Several cities in the Arab States base their heritage protection projects on decisions made by the community or acceptable to local communities.

For instance, the city of Madaba in **Jordan** has a consultative policy to ensure that for tourism projects, the heritage authority and stakeholders interpret the site according to customs of the communities, such that the inputs are accepted and carried out as activities through the involvement of the local communities.

Most cities have not responded to the prevalence of initiatives for enhancing integration for migrants in historic urban areas. A few cities mention multi-lingual participatory platforms, to enable participation of transitory populations in the cultural life of cities. European cities report the existence of initiatives for reconciliation of multiple cultural groups, for instance to collectively sensitize and raise awareness among urban and rural people about a historic urban area or site.

Among regions, a majority of the respondent local authorities from Africa and the Arab States have initiatives to promote cultural diversity and/or creativity in historic urban areas. A higher-than-average proportion of respondent cities from Latin America have policies, laws or regulations to ensure access to all urban heritage sites for all. Responses from cities in Africa indicate the need to advance policies or programmes to ensure social inclusion and people-centred spaces.

About 70% of the responding cities and settlements encourage the engagement of younger generations with urban heritage in their city through educational activities. Over 50% of them encourage this engagement by developing programmes and content targeted at younger generations, by promoting creative engagement with the urban space and by integrating examples in educational materials. At least 43% of responding cities encourage the engagement of younger generations with heritage in their city by developing recreational green spaces in historic urban areas. About

8% of the cities responded that they do not integrate specific methods to encourage the engagement of younger generations in urban heritage conservation.

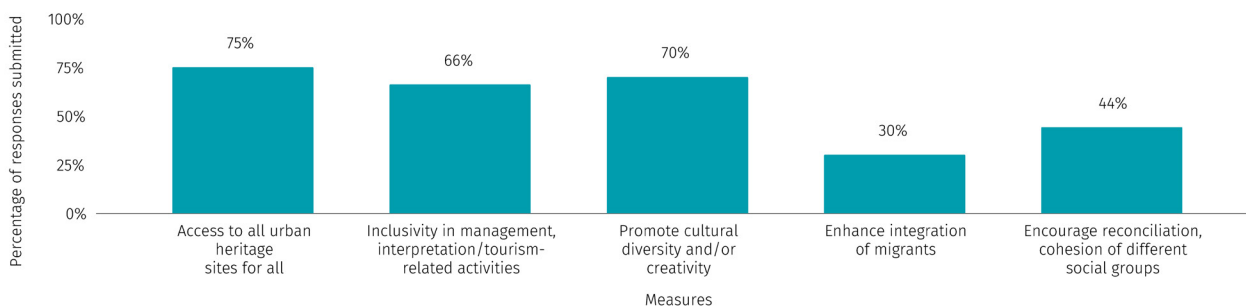
Less than a third of all responding cities and settlements use recreational spaces in historic urban areas. A moderate proportion of cities have art festivals in public spaces, and municipal street art interventions involving mural artists, or using art to transform urban places as works of art, are examples of initiatives that cities from Europe have shared.

A few cities in Europe and Latin America and the Caribbean report developing youth engagement heritage projects, with involvement from local associations, volunteers and schools. Cultural events are held in public spaces in the historic urban area,

such as concerts, plays and other activities aimed at young people. Information regarding the OUV of the property, in the case of World Heritage properties, is shared at these events. It is noted that culture sector professionals in some cities routinely organize events such as painting competitions and outreach programmes in schools, to involve youth in the protection of built heritage. In the Latin America and the Caribbean region, a few cities report that heritage sites are part of school curriculums. Talks and conferences at the local and national levels on heritage protection are held. The municipal heritage department engages students from schools for research projects on heritage conservation. Drawing competitions, youth magazines, video games, science festivals for modelling the architecture of historic centres of cities, etc. are among the initiatives recorded by cities from the European and Latin America and the Caribbean regions.

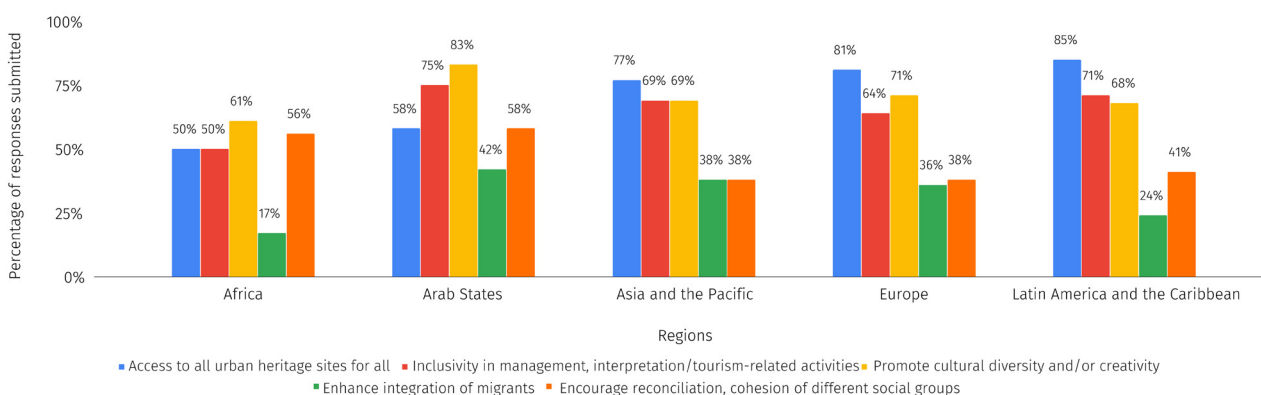
**Figure 13**

**Overview of responses from cities on policies or programmes in place to ensure social inclusion and people-centred spaces**



**Figure 14**

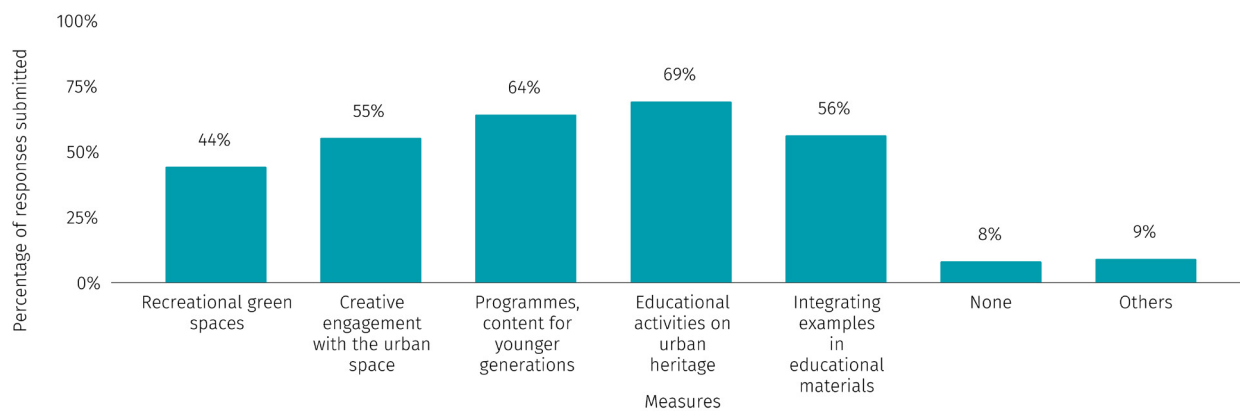
**Regional breakdown of responses from cities on policies or programmes in place to ensure social inclusion and people-centred spaces**





**Figure 15**

## Overview of responses from cities on encouragement of younger generations to engage with heritage in their city.



Of the responding regions, an average 14% of the local authorities in Africa, the Arab States and Latin America and the Caribbean reported that they did not use any of the means listed to encourage engagement of younger generations with heritage in their city. When compared to the general trend, a higher-than-average proportion of cities from Europe and Asia and the Pacific encourage such engagement through educational activities on urban heritage. Cities in Africa have a lower-than-average response to all options on encouraging the engagement of younger generations with heritage in their city.

Access to the use of historic public urban spaces, especially for the marginalized populations, is central to principles advocated by the 2011 Recommendation. Cities across regions record several ways in which they encourage diverse groups of people to access historic public spaces.

Cities in Africa, Europe and Latin America record providing free access to diverse groups through cultural events organized at exhibition spaces, musical performances, religious ceremonies and processions, sporting events, activities and projects, including talks, presentations and meetings throughout the year, targeting the different age groups and genders.

On-site communication, information dissemination, community mobilization and awareness building, to bring together diverse communities, is common in cities in the Africa, Arab States and the Latin America

and the Caribbean region. Activities include organizing 'open doors' and free access to museums and historical monuments. Seminars, meetings with the local population and stakeholders through various modes of media (social media sites, local television channels, newspapers and magazines), are undertaken. Schools in the Arab States are promoting awareness about historic cities using street installations and billboards on streets and residential neighbourhoods.

### *Tours/Classes/Courses*

Cities and settlements in Africa, Asia and the Pacific region, Latin America and the Caribbean and Europe report several types of activity as part of the management of the property, including guided tours, religious pilgrimages and especially heritage classes for schools. Some cities also report efforts on training the youth and introducing them to archaeological sites. Visits to public libraries and cultural centres are interspersed with training on crafts or photography. Special programmes are designed to include those who are physically challenged, including training in traditional crafts such as carpet weaving. A few historic cities in Asia and the Pacific region invite women, NGOs, local residents, school children and youth from different age groups to participate in different activities organized throughout the year by cultural authorities. Courses on handicrafts, organizing exhibitions and social media promotions form part of these efforts.

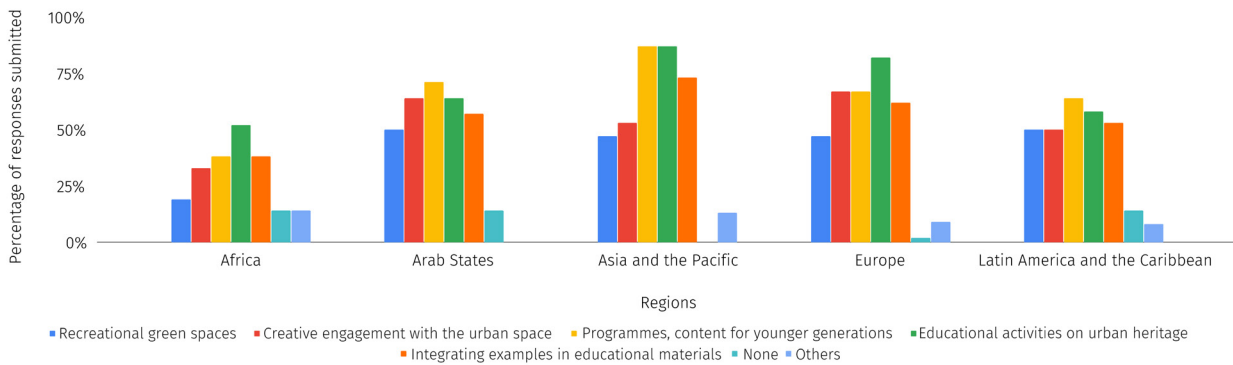
## Box 7

### Example of Advancing inclusion and diversity in public spaces

In Visby, in **Sweden**, the municipality has a programme for enhancing accessibility public spaces. Accessibility and fire protection for the Walled Town is also identified in their World Heritage Strategy. One planned activity is for the Gotland Region to create a fire protection strategy adapted to this specific environment with many challenges: narrow lanes, listed buildings etc.

**Figure 16**

### Regional breakdown of responses from cities on encouragement of younger generations to engage with heritage in their city



# CHAPTER 4

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# Ensuring inclusive economic benefits of urban heritage

The 2011 Recommendation recognizes the need for financial sustainability of conservation efforts in historic urban areas, including for the many privately owned historic buildings. It encourages innovative financial models and instruments to enable the conservation of even the ordinary housing in historic urban areas, recognizing the need to protect heritage with local value and meaning. The 2011 Recommendation also emphasizes the potential of historic urban areas to promote sustainable livelihoods, including for women, Indigenous peoples and marginalized groups. These activities should be compatible with the conservation of attributes of urban heritage of historic urban areas. A wide range of traditional occupations and artisanal practices, from textiles and crafts to stonework, masonry, storytelling, traditional forms of music, dance, specialty foods and urban agriculture are among the many types of economic activities that are at the core of historic urban areas. Their potential can be harnessed by supporting small and micro cultural enterprises, including those related to sustainable tourism. The 2011 Recommendation highlights that financial tools should be aimed at building capacities and supporting innovative income-generating development, rooted in local knowledge and traditional practices. Mobilizing innovative financial modalities and instruments for the sustainable conservation of urban heritage could also include developing innovative partnerships across public and private sectors, regions and stakeholders.

In response to questions related to the principles noted above, most cities and settlements report that financial tools, instruments, or policies to support local economies exist mostly at the national level and are implemented by heritage departments or their equivalent at the national level. While urban plans in some cases include financial tools/policies to support local economic activities and actors, to mitigate the negative effects of gentrification and support local communities, the effectiveness of their implementation is less clear from the survey responses.

Local authorities require long-term ecosystem capacity-building efforts to develop policies and mechanisms supporting local economic actors in historic urban areas. An equally important action needed is to train local economic actors to acquire entrepreneurial skills.

The 2011 Recommendation emphasizes the need for financial sustainability and inclusion in the conservation of public and private historic buildings, as well as the importance of flexible financing mechanisms such as micro-credit to support local enterprise and various partnership models. However, national-level responses indicate that only about half of responding Member States have financial policies, instruments and modalities in place to support local economies and promote heritage conservation.

Less than half of the reporting cities have policies or programmes to promote micro, small and medium-sized cultural enterprises in historic urban areas. Nationally led financial incentives for the conservation of privately owned historic buildings are prevalent in half of the responding Member States, making the protection of historic buildings and areas of public interest a challenge. For instance, the local municipality of Kasama city in Zambia provides loans at very low interest rates through national government funding, through the Constituency Development Fund.



Responses from Member States at the national level reveal that several European national and local-level authorities use public-private partnerships for making heritage conservation financially viable. Public-private partnerships are feasible only when partnering agencies have the capacities to execute formal contracts effectively. To enable public-private partnerships that benefit local economies, national and local policies would need to link heritage conservation with the tourism economy. Responses indicate that a third of the responding Member States have policies and guidance for sustainable tourism policies which support local economies. While localized community-led approaches seem to exist, the extent to which these are financially support local economies is not clear.

The linking of heritage conservation of historic urban areas with policies for promoting large and small businesses and the tourism industry with innovative financial models needs to be further encouraged and recognized for its significance. Policy, regulatory innovations and training for capacitating local economic actors to sustain strategic partnerships are essential. Entrepreneurship training for traditional artisans do not

yet seem to focus on assisting them to anticipate and divert financial risks, nor are microcredits and loans easily accessible to them.

#### **4.1. MEASURES TO SUPPORT CONSERVATION AND SUSTAINABLE DEVELOPMENT IN HISTORIC URBAN AREAS**

The 2011 Recommendation recognizes the need for sustainability of conservation efforts in historic urban areas, including for financial sustainability of measures, fiscal incentives for preservation of privately owned historic buildings, continuity for local communities in regeneration strategies, sustainable tourism strategies that support local economic development, affordable housing, pandemic recovery and resilience to the impacts of climate change and related disasters. Responding Member States reported a variety of measures to support conservation and sustainable development, while gauging systemic challenges. About half the responding Member States



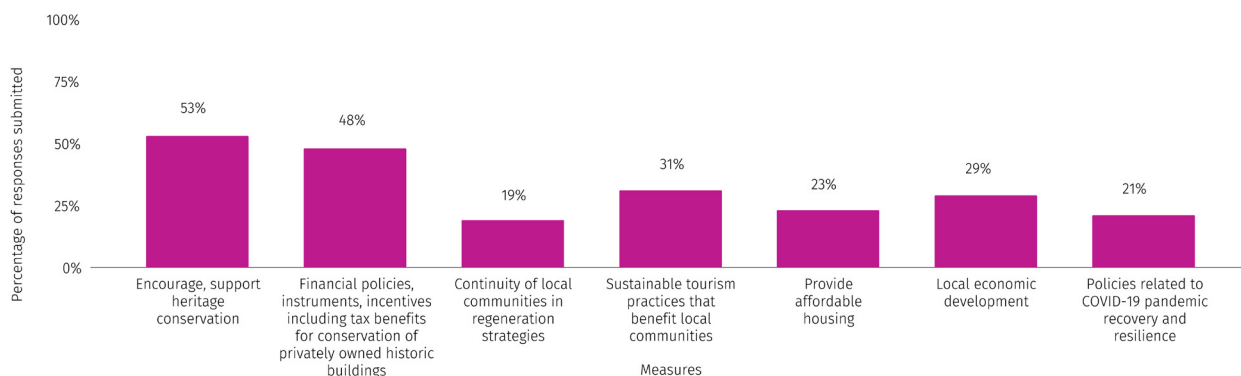
have financial policies, instruments and modalities to encourage, support heritage conservation, and have financial incentives for the conservation of privately owned historic buildings. About 20% of the responding Member States have policies to ensure the continuity of local communities in regeneration strategies, revealing a need for economic responses from respective national governments.

Additional comments by the Member States confirm that most of the financial policies to encourage and support heritage conservation exist at the national level. The extent of their implementation is dependent on the initiative and capacities of the cities and

settlements. A few Member States raise concerns about the level of implementation of certain policies, such as the provision of affordable housing. Public-private partnership models to encourage heritage conservation are most prevalent among Member States in Europe, Asia and the Pacific, and among a few Member States in Africa. Member States, especially in Asia and the Pacific and Latin America and the Caribbean regions, encourage the involvement of local communities in tourism activities and practices to benefit local economies.

**Figure 17**

**Overview of responses from Member States on measures in place to support conservation and sustainable urban development in historic urban areas at the national level**



**Figure 18**

**Regional breakdown of responses on measures in place to support conservation and sustainable urban development in historic urban areas at the national level**



## At the national level

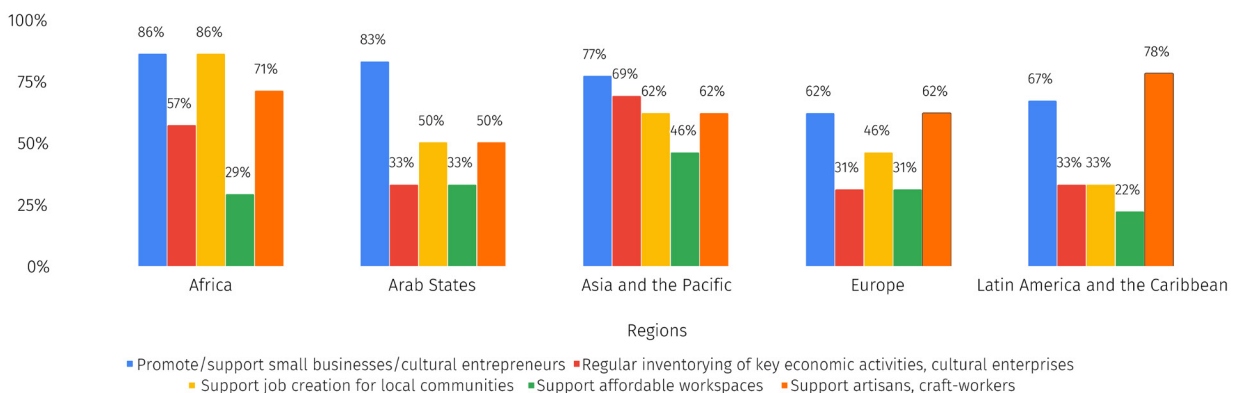
Responses in the form of comments from the Member States reveal deeper insights into the types of policies and laws that are adopted to promote a diversity of cultural entrepreneurs and livelihoods in historic urban areas. Multiple Member States indicate the presence of municipal-level instruments for the promotion of local business, but a few Member States also mention that these policies are general and do not explicitly target historic urban areas. Similarly, several Member States also indicate having national laws and policies for promoting economic activities and local crafts. These are often termed as national policies for culture/national plans for the creation of jobs. Promotion or support of local art and artisans is mostly taken up through institutional training and workshops. Responses are limited on the mapping and inventory of key economic activities. Member States from Europe and Latin America and the Caribbean mention mapping audits and municipal-level registrations of economic activities. Some responses from Member States in Asia and the Pacific and Africa reveal that policies for the promotion of diversity of cultural entrepreneurs and livelihoods are either not in place yet.

With regard to the methods adopted, there are some regional variations in the proportion of responses from Member States. However, there is a consistent high level of response from responding Member States across regions on the prevalence of policies for the promotion



Figure 19

Regional breakdown of responses on measures in place to promote a diversity of cultural entrepreneurs and livelihoods in historic urban areas





of small businesses and cultural entrepreneurs. In Africa, in addition to the policies for small business promotion, Member States reported having policies for promoting job creation and supporting local artisans. In Latin America and the Caribbean region as well, nearly 80% of the responding Member States report having policies for supporting local artisans. In Asia and the Pacific, all the measures see moderate to high rates of adoption, except for measures on mapping and developing an inventory of economic activities, which at 62% is much higher than the overall average of 46%. In the Arab States and Europe, the trend of responses is similar.

### *At the local level*

At the local level, there is variation among regions on the prevalence of policies/programmes to ensure inclusive and equitable economic benefits. More than an average proportion of reporting cities in the Arab States, Europe and Asia and the Pacific have sustainable tourism policies in place that benefit local communities. A higher-than-average proportion of cities in Arab States and in Latin America and the Caribbean also make available microcredits and loans. In Africa, a below-average proportion of responding cities and settlements have policies/programmes in place that ensure equitable distribution of economic benefits in the city.

The majority of cities indicate that financial tools, instruments and policies to support local economies are implemented by heritage departments or their equivalent, mostly at the national level. In a few cases across regions, financial tools/policies to mitigate the negative effects of gentrification and support local communities are integrated into local urban plans.

City governments in Europe use instruments such as tax benefits, subsidies and other financial incentives. Partnerships as instruments entail variety as a substantial proportion of responding cities across all regions largely contract out the projects, while cities in Africa use joint projects initiated by the government and taken up by banks and civil society organizations. Long-term capacity-building efforts are needed to capacitate local governments to craft policies and mechanisms to support local economic actors in historic urban areas.

## **4.2. MEASURES TO ADVANCE INCLUSIVE AND EQUITABLE ECONOMIC BENEFITS**

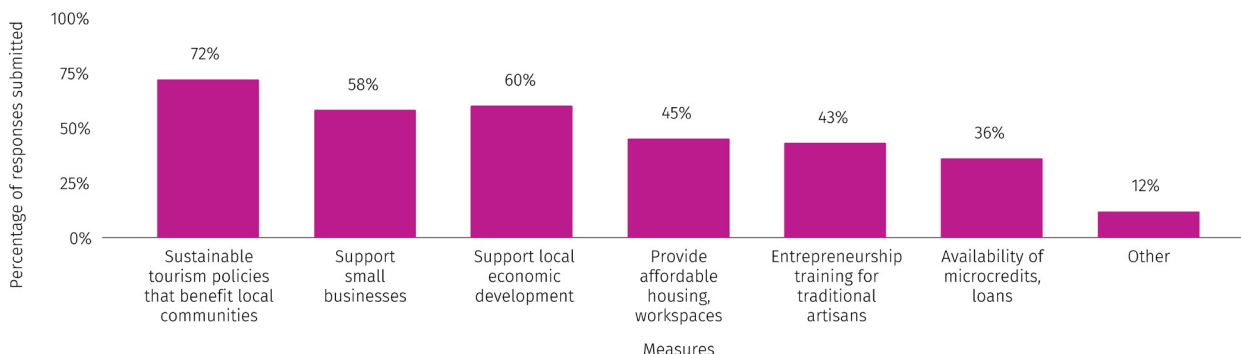
The 2011 Recommendation emphasizes the potential of heritage to promote sustainable forms of inclusive and equitable historic urban areas and to promote sustainable and diverse livelihoods. In this regard, the survey sought to document the prevalence of policies or programmes to support inclusive and equitable distribution of economic benefits in cities. Around 72% of responding cities and settlements have policies for sustainable tourism that benefit local communities, while about 60% have policies to support local economic development and small businesses. However, less than half of the cities have policies to provide affordable housing and workspaces, entrepreneurship training for traditional artisans and access to microcredits and loans.

Comments received from cities reveal that various regions prioritize different policies and programmes to ensure equitable and inclusive economic benefits.



**Figure 20**

**Overview of responses from cities on policies or programmes in place in their city/settlement to ensure inclusive and equitable economic benefits**



Some reporting African cities have expressed that while they possess knowledge of economic actions, policies and programmes, support for local economic development should be primarily addressed at the national level.

Other cities in Africa report how local museums and lodges have created local employment. Cities in the Arab States, Europe and Asia and the Pacific regions record the prevalence of tourism management plans, local economic development plans at the local levels and strategies/plans at the national and local levels, to support local economic development. Cities across regions promote crafts to support small local businesses. Programmes providing loans to and holding training programmes for local artisans are prevalent in Asia and the Pacific region and Africa. Cities in Europe

prioritize the provision of affordable housing. One African city notes that there is a deliberate effort to provide more resources to the local municipalities. However, the level of decisions at which the effort is being made is unclear.

There is variation among regions on the presence of policies/programmes to ensure inclusive and equitable economic benefits. About 75% to 85% of the reporting cities in Arab States, Europe and Asia and the Pacific have sustainable tourism policies in place that benefit local communities. Overall, fewer cities make available microcredits and loans, with 40% to 55% of the responding cities and settlements in the Arab States and Latin America and the Caribbean showing positive replies.

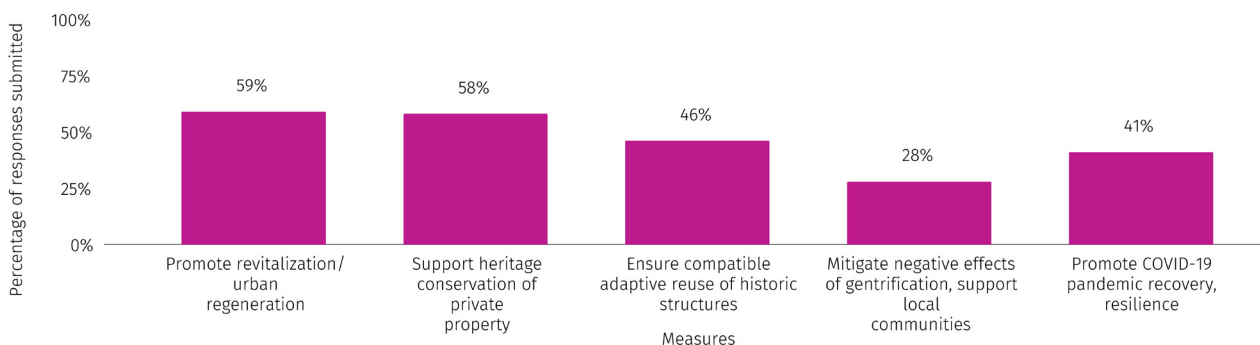
**Figure 21**

**Regional breakdown of responses from cities on policies or programmes in place in their city/settlement to ensure inclusive and equitable economic benefits**



**Figure 22**

## Overview of responses from cities across regions on financial tools, instruments or policies in place



### *Availability of financial tools, instruments or policies*

The 2011 Recommendation recognizes the need for the financial sustainability of conservation efforts in historic urban areas, involving sustainable regeneration/revitalization of historic urban places and including privately owned historic buildings. The local authorities reported on the prevalence of financial policies, tools or instruments at the local level which support revitalization of historic urban areas, conservation of private property, compatible adaptive reuse, mitigate the negative effects of gentrification, support local communities and promote COVID-19 pandemic recovery and resilience. A substantial 60% of the reporting cities confirm the use of financial tools/policies to promote revitalization or urban regeneration and aligned with this, to support heritage conservation of private property. However, a low proportion of cities, about 28%, have financial tools/policies to mitigate the negative effects of gentrification that may result from adaptive reuse and support local communities. A little less than half of the responding cities and settlements have financial tools/policies to ensure compatible adaptive reuse of historic structures and to promote COVID-19 pandemic recovery and resilience.

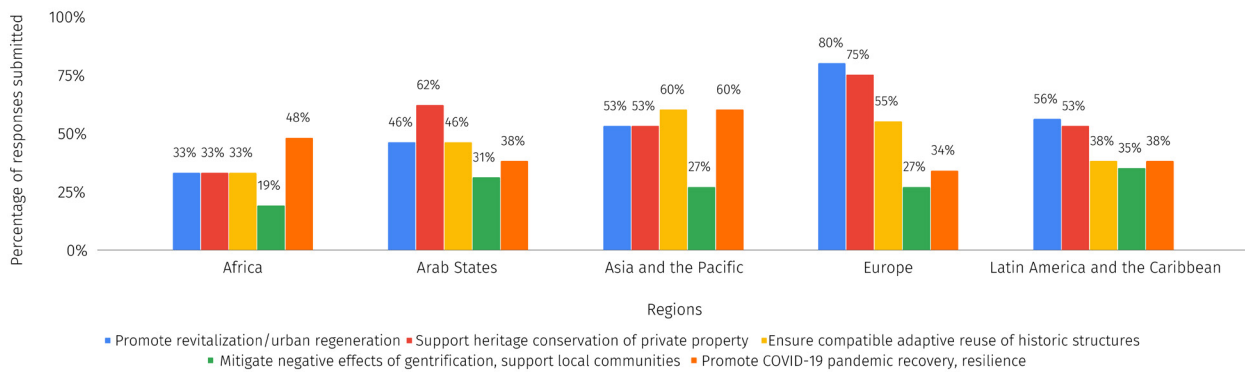
Most reporting cities across regions report the use of public-private partnership models and Corporate Social Responsibility (CSR) initiatives by private companies to promote urban conservation of private property and revitalization of historic structures while highlighting the prevalence of financial tools, instruments or policies at the local level.

Reporting cities record that financial tools, instruments or policies aimed at the conservation of private property and revitalization of historic structures exist mostly at the national level and are implemented by heritage departments or their equivalent at the national level. In some cases, financial tools/policies to mitigate the negative effects of gentrification and support local communities are integrated into local urban plans. Most reporting cities acknowledge the impact of COVID-19 pandemic on local economies and about half of them employ financial tools to mitigate adverse effects. Such financial tools are mostly prevalent at the national level, for instance at the Ministry of Tourism, for adoption by respective cities.

Within regions, there is little variation in responses. In Europe, nearly 80% of the reporting cities have financial policies/ tools to promote revitalization or urban regeneration. About half of the reporting cities from Asia and the Pacific and Latin America and the Caribbean regions promote revitalization or urban regeneration, to support heritage conservation of private property. Most of the reporting cities in Europe and the Arab States have financial policies/tools to support heritage conservation of private property and to ensure compatible adaptive reuse of historic structures. More than the overall average of reporting cities in Africa have financial policies in place to promote COVID-19 pandemic recovery and resilience.

**Figure 23**

**Responses from cities on financial tools, instruments or policies in place at the local level**



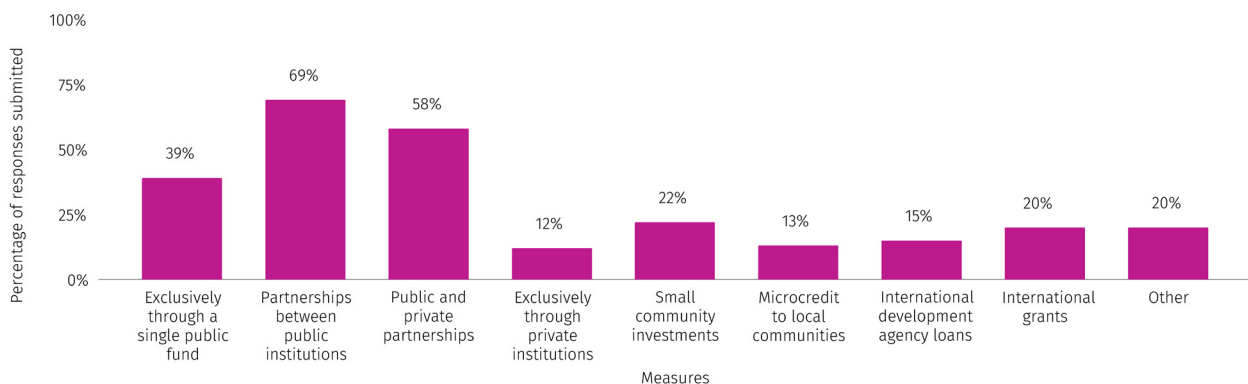
**Financing mechanisms for conservation/revitalization/regeneration of historic urban areas**

The 2011 Recommendation recognizes the need for financial sustainability of conservation efforts in historic urban areas. It encourages innovative financial models and instruments to enable conservation. The current question explores various modes of supporting conservation/revitalization/regeneration activity that cities have adopted. Most responding cities and settlements prioritize partnerships as the preferred

mode of support for conservation, revitalization and regeneration activities, with nearly two-thirds indicating that such support comes from collaborations between public institutions and between public and private entities. Responses from reporting cities are lowest with regard to modes of finance offered by private institutions, microcredit organizations to local communities, and loans from international development agencies. Thus, institutional partnerships located within the respective cities/countries are the predominant mode for supporting conservation/revitalization/regeneration activity.

**Figure 24**

**Responses from cities across regions on how they have supported major conservation/revitalization/regeneration activity**

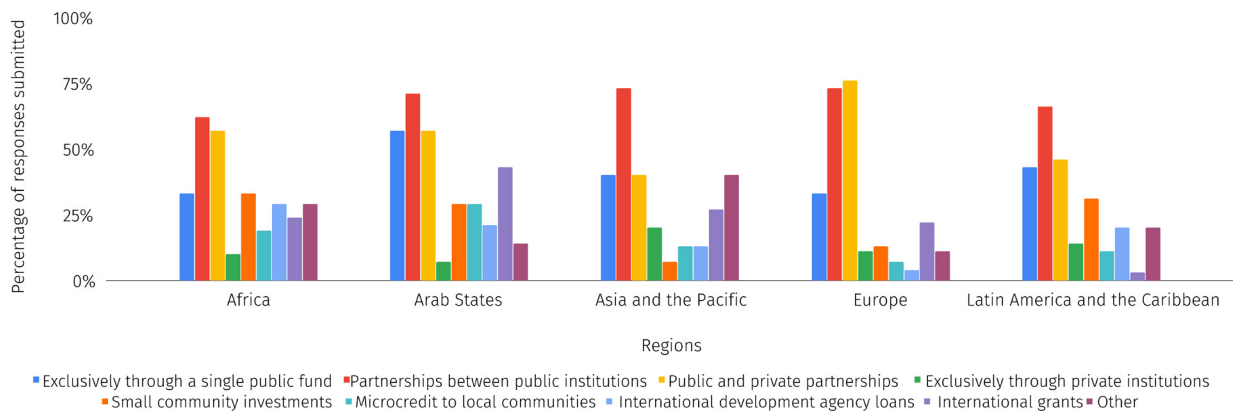


The additional information provided by reporting cities captures more detail on the instruments used for major conservation/revitalization/regeneration activity. With regard to conservation and regeneration through public funds, responses indicate that some cities in Europe and Latin America and the Caribbean have municipal funds, while some access funds from the national government. There are fewer comments from Asia and the Pacific, Arab States and Africa. Reporting cities from these regions indicate funding from central governments. Partnerships between public institutions in the European region are sometimes associated with EU programmes. Cities from Europe also report the role of the ministry of culture, ministry of finance and universities. Similar trends are seen in Africa and in Asia and the Pacific, where some respondents state that ministries collaborate with the local actors to drive conservation. On partnerships between public and private institutions, responses from

European cities indicate use of instruments such as tax benefits and subsidies. Cities in Africa indicate government-led joint projects taken up in partnership with banks and civil society organizations. A greater proportion of reporting cities from the Arab States confirmed that they access support through a single public fund and/ or international grants. Dependence on loans from international development agencies is low in all the regions, but about a third of the reporting cities in the African region record availing such loans.

**Figure 25**

**Responses from cities on how they have supported major conservation/revitalization/regeneration activity**



### 4.3. PROGRAMMES TO PROMOTE AND SUPPORT TRADITIONAL ARTISANS AND SAFEGUARD THEIR SKILLS

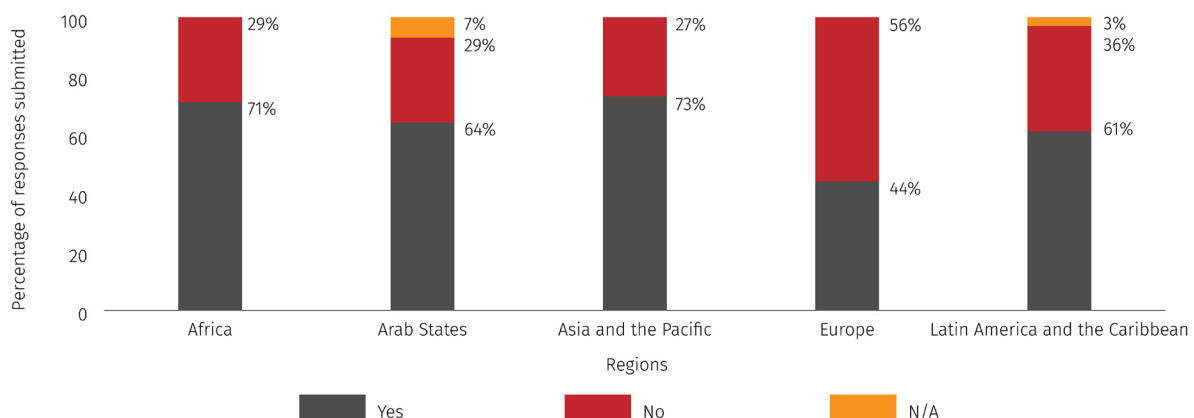
The 2011 Recommendation highlights the importance of supporting local artisans as part of the conservation and management of historic urban areas. The present question invites responses from cities on whether they have adopted any measures for the promotion and support of traditional artisans and safeguard their skills. The overall responses across all the regions indicate that policies and programmes to promote and support traditional artisans and safeguard their skills are prevalent in more than 60% of the responding cities and settlements. Most of these interventions are in the form of continuing artisanship, building marketing skills and managing loans. From the overall response, it is also evident that several cities are yet to have policies and programmes that can support and promote traditional artisans.

Across regions, reporting cities from Africa, the Arab States, Asia and the Pacific, as well as Latin America and the Caribbean, record similar patterns. In these regions, a high percentage of the cities report having policies for the promotion and support of local traditional artisans. In Europe, around 56% of cities indicate not having policies in place to support local artisans, highlighting a need to advocate policies that promote the financial sustainability of conservation efforts and support for local communities in historic urban areas



Figure 26

Regional breakdown of responses from cities on whether they have policies or programmes to promote and support traditional artisans and safeguard their skills, including in the context of the COVID-19 pandemic



## Box 8

### Example of Advancing inclusion and diversity in public spaces

Tlacotalpan, in **Mexico**, records that until now, the support is only institutional. There are no established programmes; rather, there are initiatives led by municipal presidents. Activities have included meeting with the artisans, advising them and providing some basic training, without the granting of any resources.

#### 4.4. PROGRAMMES TO PROMOTE MICRO, SMALL AND MEDIUM-SIZED CULTURAL ENTERPRISES

The 2011 Recommendation highlights the importance of supporting small and micro-cultural enterprises in historic urban areas, particularly those related to traditional occupations and artisanal practices. The objective is to promote wider economic development sectors such as finance and tourism. To this end, reporting cities equally record the prevalence or absence of policies supporting local artisans, sustainable tourism and linkages between traditional cultural activities and other economic sectors. On average, about 48% of reporting cities confirm having policies or programmes to promote micro, small and medium-sized cultural enterprises in historic urban areas.

Additional comments from cities and settlements show that most cities promote micro, small and medium-sized cultural enterprises in historic urban areas through several institutional arrangements for collaboration. One form of collaboration across regions is by establishing interdependencies between government authorities at the level of ministries, related public organizations and traditional enterprises. Another form of collaboration is through national-level policies that support access to government grants or grants provided by dedicated culture funds, subsidized loans provided by national banks, or village cooperatives and microfinance managed by NGOs. However, responding cities and settlements from Europe report that these loans are provided for all micro, small and medium-sized enterprises, and not specifically for cultural enterprises in historic urban areas. A substantial proportion of the respondents' report that their tourism department works with the Ministry of Culture at the national level to offer collective subsidies and individual targeted support.

Some cities from Europe note that though they have no formal policies/programmes in place, they have sporadic measures that they undertake when the need arises.

Among regions, there is variation in the responses of the cities. In Latin America and the Caribbean, 58% of reporting cities have policies or programmes to promote micro, small and medium-sized cultural enterprises in historic urban areas. In Africa and Asia and the Pacific, a below-average proportion of cities have such policies in place, with the minimum 26% in the latter region.



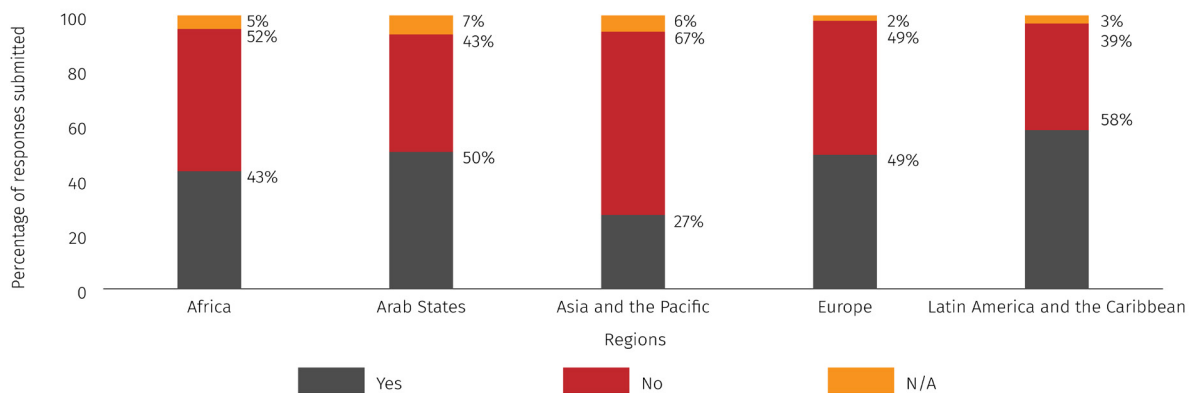
## Box 9

### Example of Programmes to Promote Micro, Small and Medium-Sized Cultural Enterprises

In Mantua, **Italy**, there are no specific policies or programmes. However, there are some local activities that promote sporadic valorisation initiatives, reviving some local traditions such as the creation of objects with Mantuan porcelain, wrought iron work, chair mending and the making of woven baskets. The Municipality of Mantua has activated the Urban Trade District (UTD) in partnership with the Chamber of Commerce and the trade associations. It is a new programme aiming to enhance the economic and service activities in the city centre by supporting competitiveness, innovation and cooperation between the city's commercial, artisanal, cultural, recreational and more general service organisations.

Figure 27

### Regional breakdown of responses from cities on whether they have policies or programmes to promote micro, small, and medium-sized cultural enterprises in historic urban areas





# CHAPTER 5



Advancing  
sustainable  
development and  
climate resilience in  
historic urban areas

Almost all responding Member States and cities report that historical areas in their cities are affected by climate change. Cities in Africa and Latin America and the Caribbean report a high proportion of cities facing climate change impact on urban heritage. Responses at the national and local levels reveal that while laws, policies and measures exist in more than half the responding Member States to address climate change impact on historic urban areas, they remain mostly absent in local level measures and implementation processes. Policies exist at the national, state/federal levels for the protection of cultural heritage, natural areas, tourism management and the adaptation/mitigation of impact. However, since local practices are not mapped, policy measures often do not respond to changing local needs in historic urban areas. Policies and implementation procedures often do not include impact assessment of infrastructure interventions on historic urban areas. Thinking about historic urban areas from the perspective of disaster risk reduction is not integral to climate change policies across sectors in more than two thirds of the responding Member States across regions.

Significant efforts are needed to support national- and local-level authorities on thinking about climate resilience and design of mechanisms to reduce the risk of disasters that suit a diverse range of affected stakeholders. At the local level, a detailed mapping of practices at the domestic level is essential in order to assess the level of threats to people inhabiting historic urban areas. Furthermore, additional support is necessary for translating national-level laws and policies into implementable regulations and guidelines at the local level. Amendments to legislation are also needed to integrate impact assessments for special heritage projects and all initiatives involving living heritage areas at national and local levels. Overall, the responses reflect a wide acceptance across regions of adopting measures for sustainable development. More than two-thirds of the responding Member States across regions record law, policy and other measures mainly at the national level for implementation of the international conventions and recommendations that contribute towards sustainability in the management of urban heritage. For the implementation of *UNESCO Culture | 2030 Indicators*<sup>1</sup> at the local level and the New Urban Agenda, Member States have national level strategies for sustainable development that

1. <https://whc.unesco.org/en/culture2030indicators/>

incorporate the indicators pertaining to historic urban areas. However, policies and measures adopted often address specific and lack coherence across the historic urban areas. For instance, responding Member States across regions report the prevalence of policies as well as indirect mechanisms involving multiple stakeholders for the preservation of natural areas including open space and waterbodies. However, less than 50% of the responding Member States have policies or measures to protect traditional water systems or hydrology. Efforts are needed in training national-level authorities to integrate policies and measures for sustainable development in a holistic and coherent way across the entire historic urban area

#### Box 10

#### Example of Advancing sustainable Development and Climate Resilience in Historic Urban Areas

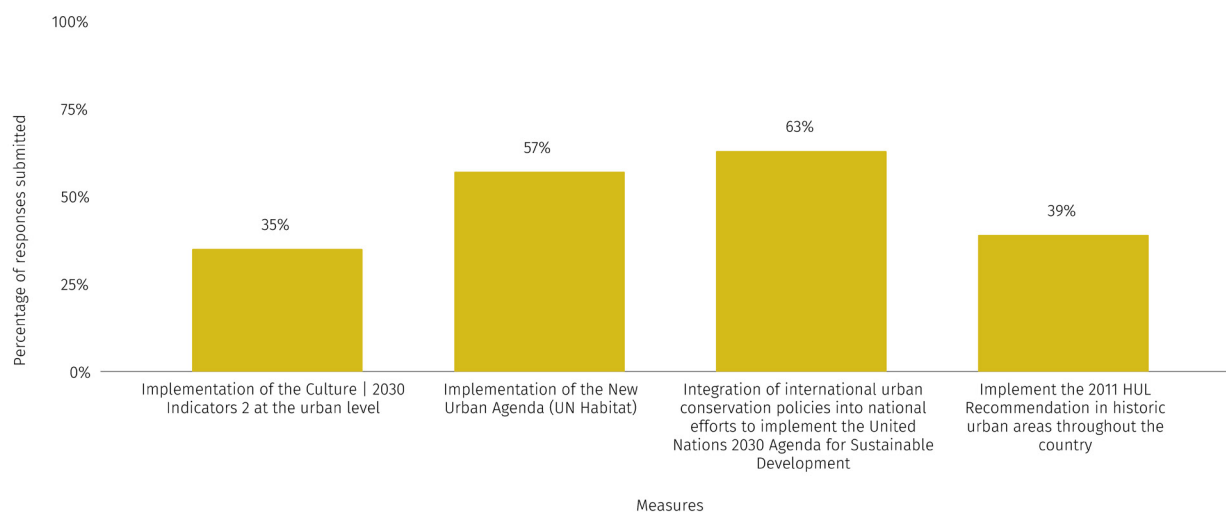
In **Côte d'Ivoire**, efforts are being made to develop green infrastructure in historic urban areas. The country has received funding from the Green Climate Fund for a green buildings project, which aims to facilitate private sector investment and the establishment of a national financial vehicle focused on green buildings and infrastructure. In addition, the historic city of Grand-Bassam has undergone development work to promote pedestrian routes and enhance the spaces, the roadways and the lagoon bank..

## 5.1. MEASURES TAKEN TOWARDS CLIMATE RESILIENCE

The 2011 Recommendation states the importance of aligning sustainability and inclusion with the management and conservation of historic urban areas. The current question explores the existence of implementation mechanisms for various international agendas and recommendations that promote sustainability and inclusion in heritage management. Responses to the questions from across regions

**Figure 28**

## Overview of responses from Member States on measures in place for implementation of international conventions and recommendations



reveal that implementation mechanisms for some international agendas are more prevalent than others. For instance, around 60% of the Member States indicate having mechanisms for the implementation of the United Nations 2030 Agenda for Sustainable Development. Measures for the implementation of the 2011 Recommendation in historic urban areas throughout the country also see a low response.

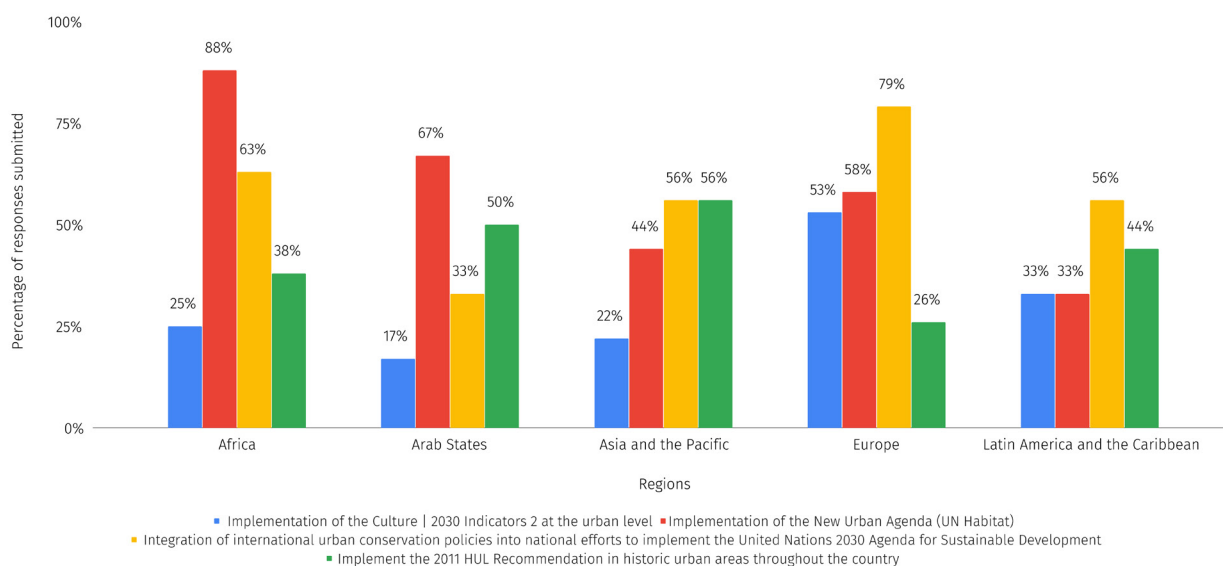
The additional information reflects that Member States have in place a variety of national and local measures through which they implement the international conventions and recommendations that contribute towards sustainability in the management of urban heritage. The New Urban Agenda, which more than half of the Member States report adopting, is implemented through national-level policies in most of the responding Member States. These national policies enable collaborations between the national and local governments. For the implementation of the UNESCO Culture | 2030 Indicators at the urban level, Member States mention national-level strategies for sustainable development that incorporate these indicators. Ministries and departments at the national level also enable the implementation of UNESCO Culture | 2030 Indicators. In terms of implementing urban conservation policies to achieve the Sustainable Development Goals (SDGs), most Member States across regions rely on national-level spatial planning

tools. Additionally, among Member States that have measures in place for implementing the 2011 HUL Recommendation, some utilize indirect mechanisms involving stakeholders, such as relevant ministries and national heritage institutes. Special area plans or conservation management plans that incorporate the 2011 Recommendation are also reported in some cases.



**Figure 29**

**Regional breakdown of responses from Member States on measures in place for the implementation of international conventions and recommendations.**



At the regional level, Africa records a high rate of response at 87.5% on the existence of measures for the implementation of the New Urban Agenda. In the Arab States as well, the highest response is for measures to implement the New Urban Agenda. In Asia and the Pacific region, around 56% of the Member States indicate the presence of mechanisms for the implementation of the UN 2030 Sustainable Development Goals and for the implementation of the 2011 Recommendation. Around 70% of the responding Member States have implementation measures in place for UN 2030 Sustainable Development. Europe also records the highest response for the implementation of UNESCO Culture | 2030 Indicators.

**Mainstreaming of sustainable development in historic urban areas**

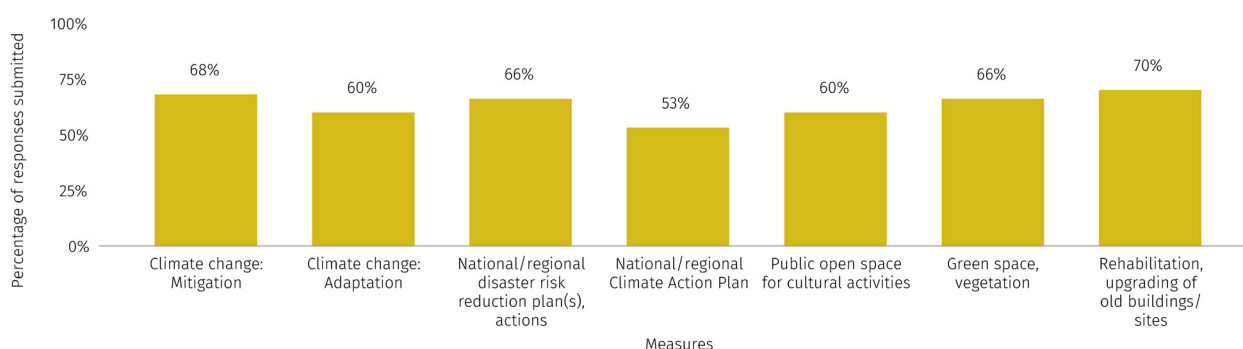
The 2011 Recommendation focuses on the integration of urban heritage conservation strategies with the larger goal of overall sustainable development. The present question inquiries about the policies the Member States are using to mainstream sustainable development in historic urban areas. Overall, responses received indicate that policies for climate change mitigation, adaptation and disaster risk reduction are in place in more than half of the Member States.

These policies are mostly national climate change policies or national disaster management policies. Over two-thirds of Member States have regulations in place for the protection of green spaces and rehabilitation of old buildings and sites, typically under city planning and development policies. Overall, the responses reflect a wide acceptance across regions, of adopting measures for sustainable development.



Figure 30

## Overview of responses from Member States on policies and tools used to promote mainstreaming of sustainable development in historic urban areas



Box 11

## Example of Mainstreaming of sustainable development in historic urban areas

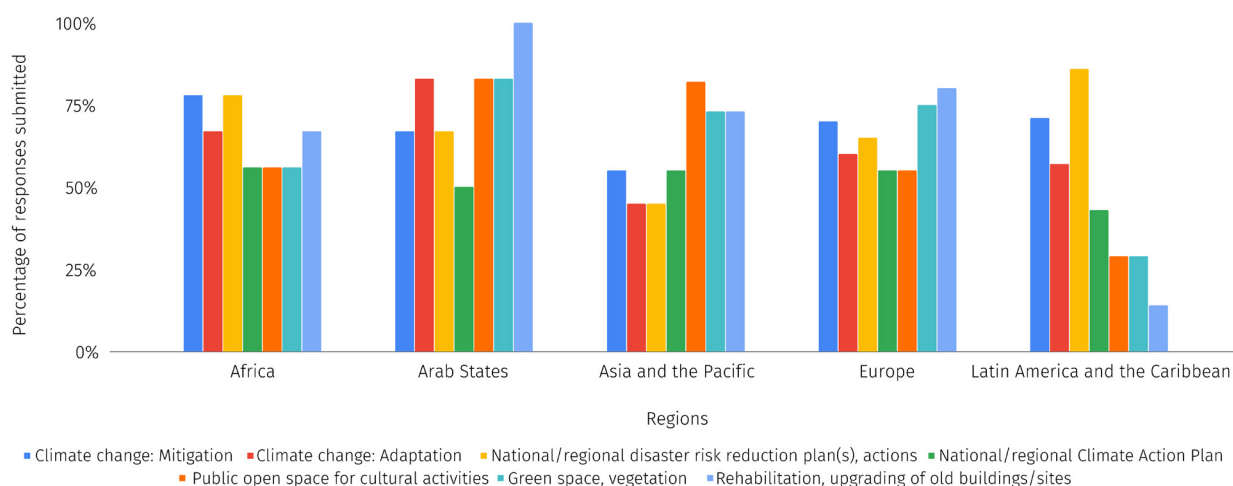
In the **Democratic People's Republic of Korea**, in the Asia and the Pacific region, the Koryo Royal Palace is a prime example of identifying and researching historical layers for sustainable urban development and protection of urban heritage. Geomantic symbols, old roads and intersections, bridges and intangible cultural heritage are all considered important aspects of the cultural landscape. Academic and research institutes collaborate with the National Authority for the Protection of Cultural Heritage and other concerned national-level authorities, including the Korea National Heritage Preservation Agency and the Academy of Social Sciences, to identify and record historic layers. This is all carried out in accordance with national heritage protection laws and other relevant regulations.

Additional comments reveal that while most Member States across regions have laws/policies/strategies/measures in place for addressing multiple aspects of climate change impact, measures for the inclusion of urban heritage areas are not consistent. In Europe, the comments reflect that a combination of national policies and local programmes are responsible for driving sustainable development in historic urban areas. Interventions at the level of local authorities are limited in all regions except for Europe and national strategies on climate change are prevalent. In some other cases, the responses highlight that there exist policies for enabling sustainable development through mitigation, adaptation and preservation of green spaces; however, there is no specific reference to historic urban areas therein.



**Figure 31**

**Regional breakdown of responses from Member States on policies and tools used to promote mainstreaming of sustainable development in historic urban areas**



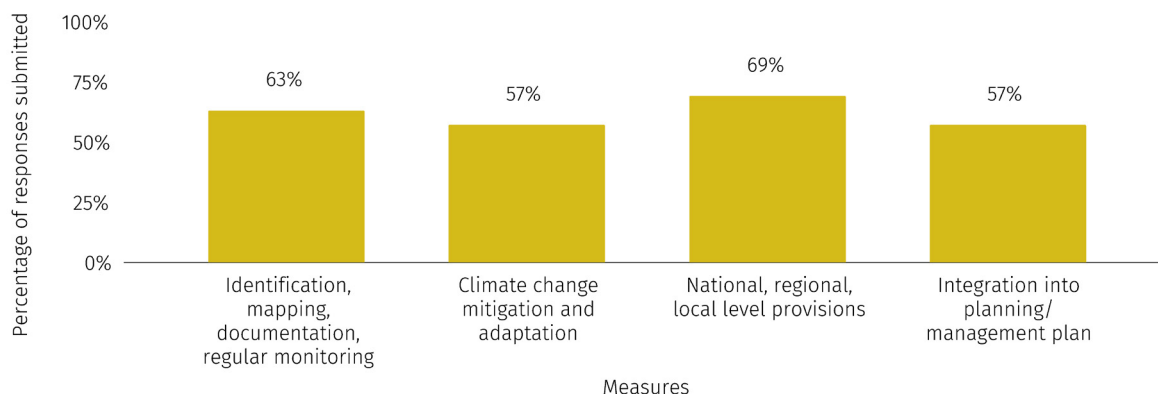
The policies that the Member States adopt for mainstreaming sustainable development in historic urban areas vary across the regions. In some regions such as Europe, the Arab States and Africa, there is a moderate to high response for all the listed policy instruments. Within Europe policies for the rehabilitation and reuse of old buildings and upgrading of commercial or industrial sites see a high response at 80%. In Asia and the Pacific as well, policies for the protection of green spaces and the reuse of old buildings are higher, while policies for climate change mitigation and adaptation are moderate. In Latin America and the Caribbean, the trend changes as the highest percentage of Member States report having national or regional disaster risk reduction plans and policies for the protection of green spaces and rehabilitation, but policies for reuse of old sites are less prevalent.

**5.2. MEASURES TO PROTECT WATERBODIES INCLUDING WELLS, MARSHLANDS AND URBAN GREEN AREAS WITHIN AND AROUND THE HISTORIC URBAN AREAS**

A majority of about 69% of the responding Member States have provisions to protect waterbodies at the national, regional or local level. About 63% of the responding Member States have policies or measures that require their identification, mapping, documentation and regular monitoring in place. More than half of the reporting Member States also have policies or measures concerning mitigation and adaptation strategies in response to climate change for waterbodies and green areas and provisions to integrate them into planning/the management plan.

Figure 32

## Overview of responses from Member States on measures in place for protection of waterbodies, wells, marshlands and urban green areas in and around historic urban areas



As reflected from comments received, responding Member States in all regions have national policies in place with regard to the protection of waterbodies. In most cases, the responsibility of mapping, regular monitoring, strategizing mitigation and adaptation for waterbodies is that of the National Environment Ministry, or its equivalent at the national level. In responding Member States in Europe, Latin America and the Caribbean, and in Asia and the Pacific region, protection of waterbodies within and around historic urban areas is undertaken by the Ministry of Heritage at the national level, or its equivalent. Few Member States have these policies at the municipal level or both levels and do not integrate them into the heritage management plans as attributes of the historic urban area. Traditional methods of conservation are encouraged and built into the mitigation strategies adopted in some Member States in Asia and Africa.

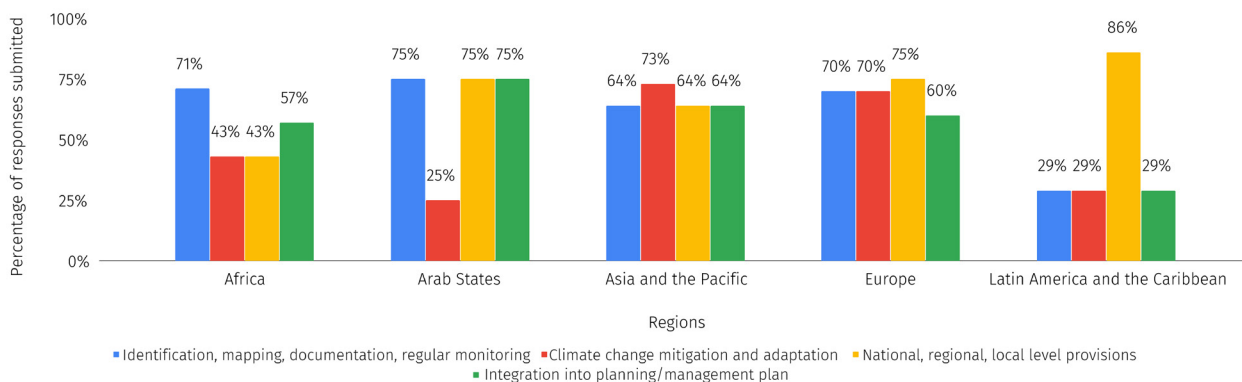
Regionally, a higher-than-average proportion of Member States in Latin America and the Caribbean have provisions to protect them at the national, or local level and a below average number (28%) of the Member States have the other provisions in place. A lower-than-average proportion of Member States in Africa and the Arab States have policies or measures concerning mitigation and adaptation strategies in response to climate change for waterbodies and green areas.





**Figure 33**

**Regional breakdown of responses on measures in place for protection of waterbodies, wells, marshlands and urban green areas in and around historic urban areas**



**5.3. MEASURES TO PROMOTE ECOLOGICAL SUSTAINABILITY, ENERGY TRANSITION AND CLIMATE ACTION IN HISTORIC URBAN AREAS**

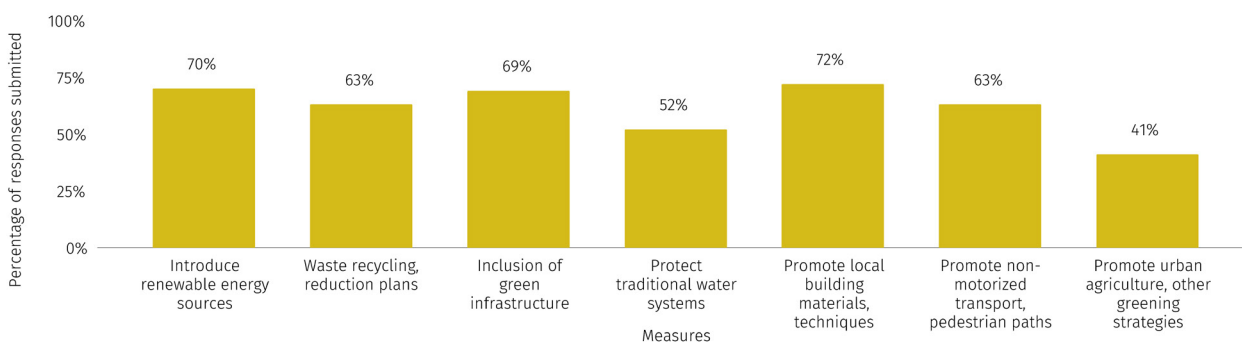
Overall, more than half of the responding Member States responded to having policies or measures in place, except for about 40% of them having policies or measures to promote urban agriculture and other strategies for greening. A maximum of 72% of the responding Member States have policies or measures to promote local building materials and techniques, and 70% have policies or measures to introduce renewable energy sources in historic urban areas. While over 60%

of the Member States waste recycling and reduction plans, policies or measures to ensure inclusion of green infrastructure and to promote non-motorized transport and pedestrian paths, only about 50% of the Member States have policies or measures to protect traditional water systems.

Member States in all regions have national policies in place to promote ecological sustainability, energy transition and climate action in historic urban areas. Most Member States have policies pertaining to renewable energy and waste management at the national level, which do not lay special emphasis on the historic urban areas. Policies on urban transport and urban agriculture are mostly present at the local or municipal level and are integrated into urban development plans. In Member States from Europe,

**Figure 34**

**Overview of responses from Member States on measures in place to promote ecological sustainability, energy transition and climate action in historic urban areas**



the said policies are mostly under the purview of the national Ministry of Environment, while those in Member States from Asia and Africa are under the purview of the national Ministry of Heritage or the Ministry of Tourism.

100% of the responding Member States in the Arab States have policies or measures to ensure the inclusion of green infrastructure and to promote local building materials and techniques. A lower-than-average proportion of Member States in Latin America and the Caribbean have waste recycling and reduction plans, policies or measures to ensure inclusion of green infrastructure, policies or measures to promote non-motorized transport and pedestrian paths, and to urban agriculture and other strategies for greening.

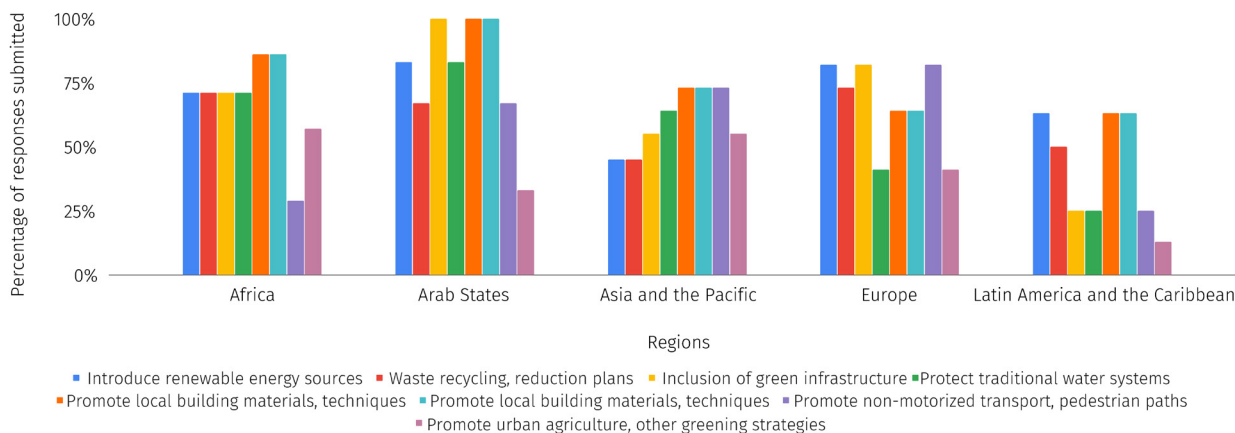
Most cities and settlements confirm the adverse impacts of climate change on historic urban areas in their cities/settlements. In Africa, more than 80% of the cities indicate that they are experiencing impacts of climate change that affect urban heritage. The other region where a high proportion of cities report such an impact of climate change on urban heritage is Latin America and the Caribbean. In all the other regions, the responses are incomplete.

A majority of over 60% of the reporting cities in Arab States and Asia and the Pacific responded that they did not have a climate adaptation strategy for the city that includes the historic urban area. In Europe and Latin America and the Caribbean, more than the average proportion of the cities have responded affirmatively



**Figure 35**

**Regional breakdown of responses on measures in place to promote ecological sustainability, energy transition and climate action in historic urban areas**



heritage areas is not an explicit focus. Overall, impact assessments are a low priority among local-level authorities for heritage protection.

Significant efforts are needed to support historic cities and settlements to document and map traditional practices related to climate adaptation measures being practiced in their city/settlement. Additional support may be needed for concerned national and local authorities to translate laws, policies and measures prevalent at the national level to implementable regulations, guidelines and practices at the local level. Amendments to national and local level legislation are required to integrate impact assessment for special heritage projects and all initiatives in living historic urban areas.

### Impacts of climate change on urban heritage

The 2011 Recommendation mentions the risk that climate change and climate-related disasters carry with respect to urban heritage, and the need for relevant interventions. The present question seeks to ascertain whether cities and settlements are experiencing impacts of climate change that affect urban heritage. The responses from cities and settlements reveal that across all regions, three out of five reporting cities are facing climate-related issues which affect urban heritage. The impacts that are captured through the responses include a variety of natural disasters and uncertainty.

The additional comments reveal that cities in different regions are already prone to adverse climatic impacts. In Europe, the responding cities and settlements frequently mention heat waves, temperature rise, and heavy precipitation. The responses indicate that heavy precipitation and resulting floods are often a cause of concern, as they cause serious damage to urban heritage. Most cities in Latin America and the Caribbean, as well as in Asia and the Pacific, report floods resulting from extreme rainfall and longer dry spells. In Africa and the Arab States, responses reflect a rise in violent rainfall, as well as drought and dust storms due to lack of rainfall. Thus, historic cities and settlements are experiencing a range of major issues due to climate change that affects urban heritage.

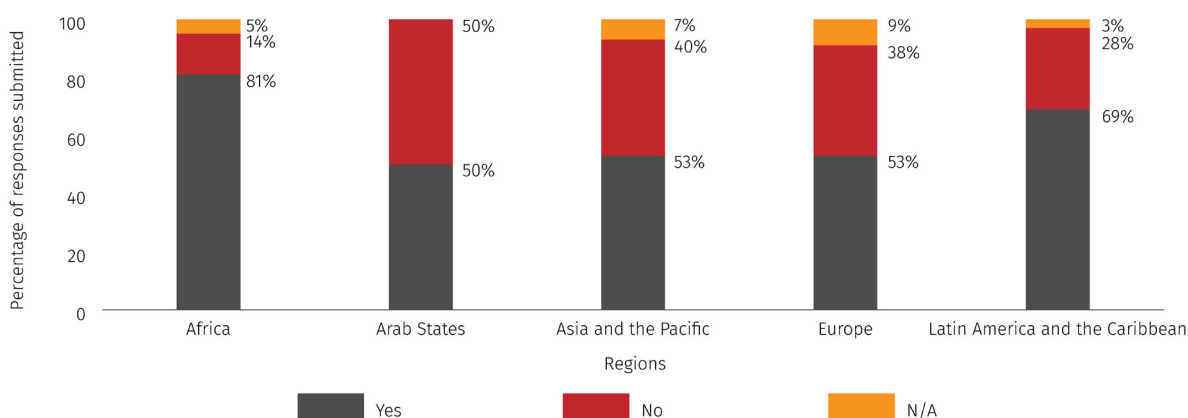
More than 80% of historic cities in Africa report experiencing impacts of climate change that affect urban heritage, while Latin America and the Caribbean also show a high proportion of cities reporting such impacts. In other regions, responses are mixed, indicating regional variations in the effects of climate change on urban heritage.

### Climate change adaptation strategy for cities and settlements

The 2011 Recommendation addresses the need to better integrate and frame urban heritage conservation strategies within the larger goal of overall sustainable development. This question, hence, asks if the city has a climate adoption strategy that includes the historic

Figure 36

Overview of responses from cities on impacts of climate change that affect urban heritage



urban area. About half of the cities respond that they do not have a climate adaptation strategy in place that includes the historic urban area, 44.27% of the cities have such a climate adaptation strategy in place, and about 6% of them did not respond to the question.

From the comments, it is evident that most cities have a climate adaptation strategy at the municipal level and most of the ones that do not have such a strategy in place are in the process of working on one. Additionally, climate adaptation strategies of some cities in Latin America and the Caribbean make note of the regions that are at risk from climate change and adopt relevant measures for mitigation. Cities in Europe ensure regular updating of the climate adaptation strategy, and some ensure sharing of knowledge through regular environmental conferences. Some cities in Asia and the Pacific do not have such a strategy at the municipal level, but ensure the implementation of the national climate adaptation strategy in the city. However, it is not clear that historic urban areas and urban heritage are integrated into these climate adaptation strategies.

Among regions, a majority of over 60% of the reporting cities in Arab States and Asia and the Pacific responded that they did not have a climate adaptation strategy for the city that includes the historic urban area. In Europe

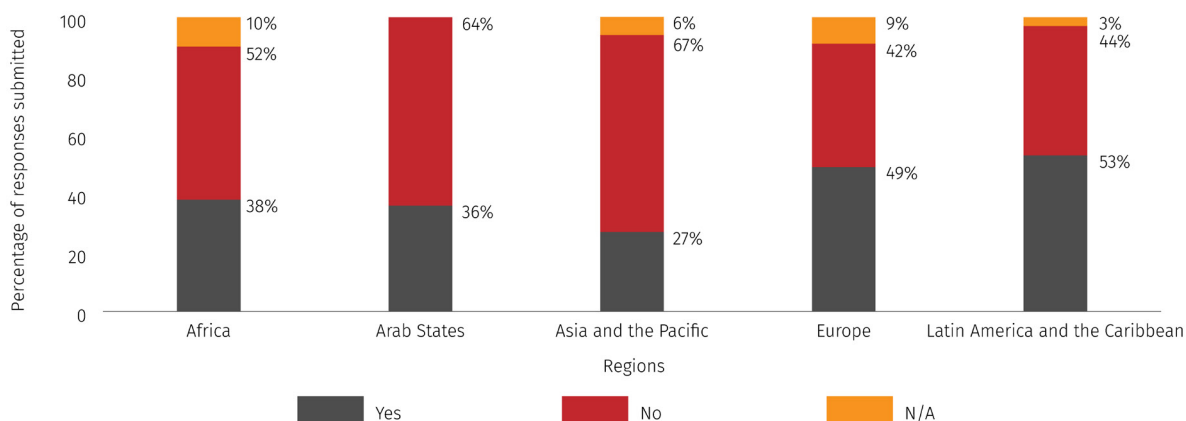


and Latin America and the Caribbean, more than the average proportion of the cities have responded affirmatively to having such a strategy in place.

Venice in **Italy** has adopted a series of measures to alleviate risks due to climate change. These include the Civil Protection Plan for increased heat waves, the development of a Tide Forecasting Centre to offer timely alarms and a Water Plan. It is also committed to reducing greenhouse gas emissions by at least 40% by 2023 and has released a specific emission reduction path for the city.

Figure 37

Overview of responses from cities on whether they have a climate change adaptation strategy for the city/settlement (or region) that includes the historic urban area



## Local-level mitigation or adaptation strategies in response to climate change

The 2011 Recommendation draws attention to the increasingly complex environmental changes and calls for policies to strengthen sustainability in the context of urban heritage management. Through the current question, there is an effort to determine if cities have adopted mitigation or adaptation strategies to diminish the impact of climate change on urban heritage. Around half of the reporting cities and settlements globally having such strategies in place, indicating a lack of preparedness for climate change in the other half of the cities.

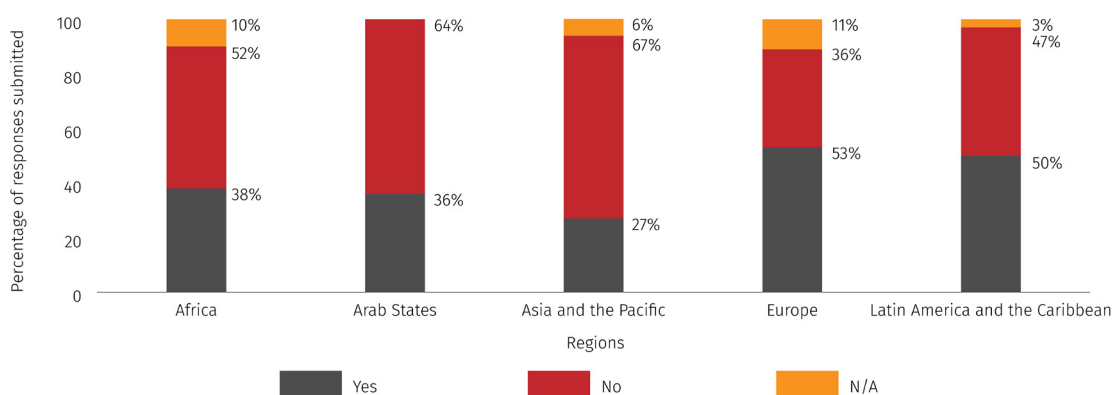
Through the qualitative responses, it is evident that several cities have in place mitigation measures that look to reduce the emission of greenhouse gases and enable carbon neutrality. A lot of the efforts towards mitigation in European cities are through collaborative means, where different stakeholders at the local level, as well as different municipalities across the region, come together to adopt climate action plans. The plans

adopted by respective cities are highly detailed and relevant to the local factors. The adaptation strategies adopted by several cities in the European region reflect the use of technology to monitor and predict the impacts of climate change. Physical and architectural measures are adopted by cities across all regions. In Latin America and the Caribbean as well, cities have developed mechanisms at the local level, but these are less collaborative in nature. In the rest of the regions as well, policies and regulations are being adopted and updated to ensure climate adaptation and mitigation.

Overall, while most cities seem to have localized responses, some of the responses highlight national-level policies and plans. Among the measures adopted, most are general ones, while very few are specific to the protection of historic urban areas. In Africa, the Arab States and Asia and the Pacific, approximately one-third of the cities indicate having policies in place for mitigation or adaptation against climate change-related impacts on urban heritage. On the other hand, about half of the cities in the European region and in Latin America and the Caribbean report having mitigation and adaptation strategies in place to protect urban heritage. Thus, there is scope for better adoption of measures for mitigation and adaptation against climate change-related risks on urban heritage.

Figure 38

### Overview of responses from cities on whether they have mitigation or adaptation strategies in response to climate change to diminish the impact on urban heritage



## ***Disaster risk reduction strategy for the historic urban area***

Overall, about half of the respondent cities have a disaster risk reduction strategy as part of the management plan of the historic urban area or have one that includes the historic urban area; 43% of them do not have such a strategy in place, while about 7% of them did not respond to the question. Overall, about half of the respondent cities have a disaster risk reduction strategy as part of the management plan of the historic urban area or have one that includes the historic urban area; 44% of them do not have such a strategy in place, while about 7% of them did not respond to the question.

Most countries have a disaster risk reduction strategy at the national level, a section of which is dedicated to the cities and historic urban areas. Most reporting cities in Latin America and the Caribbean have such a strategy at the municipal level, with a detailed strategy for the historic area. Cities that do not have a disaster risk reduction strategy in place acknowledge the need for one and are in the process of formulating it with the support of experts in the domain.

Among regions, a maximum 53% of the reporting cities in Europe and Latin and the Caribbean have a disaster risk reduction strategy as part of the management plan for the historic urban area. A less-than-average proportion of cities from Arab States have such a strategy in place. About 10% of the cities from Europe and Africa did not respond to the question.

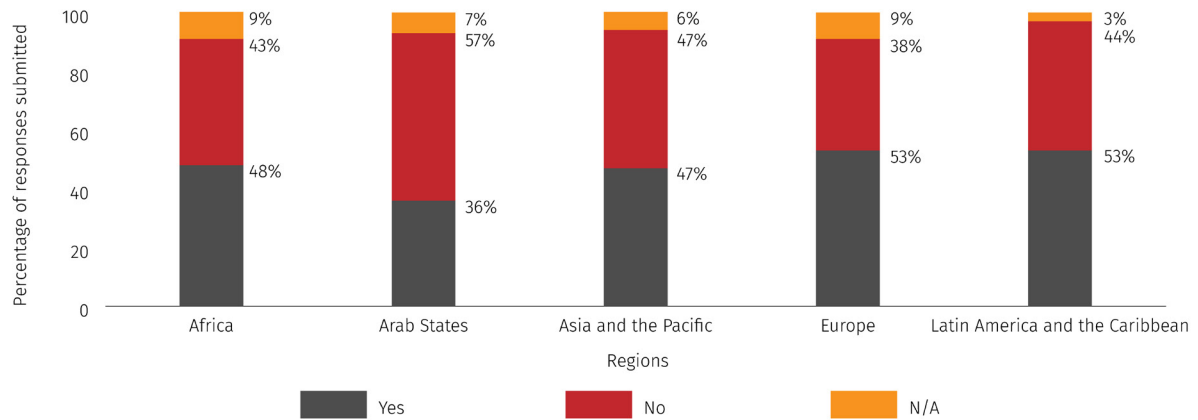
## ***Measures for sustainable tourism***

The 2011 Recommendation acknowledges the role of tourism as an important economic initiative when managed through the HUL approach. Since the urban landscape approach focuses on sustainability, the current question attempts to find out the measures that cities adopt for sustainable tourism. At the global level, regulations requiring tourism management plans that address economic, socio-cultural and environmental impacts are present in about three-fifths of the cities. Several cities report having dedicated tourism development/management plans that help regulate and improve tourism in the cities. About half of the cities indicate using innovative activities and services for enabling sustainable tourism.



Figure 39

Overview of responses from cities on whether their city/settlement has a disaster risk reduction strategy as part of the management plan of the historic urban area, or one that includes the historic urban area

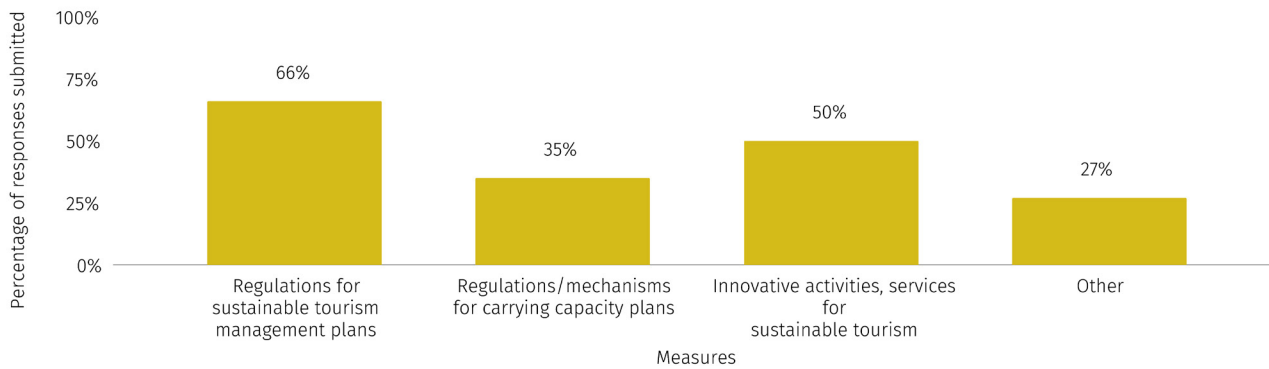


Sustainable tourism is crucial to the management and conservation of historic urban areas. Most cities have regulations on developing tourism plans that address local economic, socio-cultural and environmental impacts. The comments from cities reflect that they have developed either stand-alone tourism plans that address the question of sustainability or have incorporated sustainability in tourism into larger city management plans/master plans. Sometimes, the aspect of the environmental impact of tourism is addressed through sustainable development and climate action plans. When it comes to regulations on carrying capacity plans to manage pressures from commerce, services and cultural activities, cities cite local-level regulations on tourists congestion and access to monuments. These regulations are mostly implemented through tourism offices and tourism departments. These local stakeholders are also involved in developing and implementing innovative activities and services that enable sustainable tourism. Some of the examples of such innovative activities and services captured through the comments include promotion of economic activities, co-financing of improvement works, traffic management, interactive maps, pedestrianization programmes, festivals, celebrations and tourism programmes. In some regions, cities indicate developing tourism plans that integrate with the local practices and involve the community in the activities.



**Figure  
40**

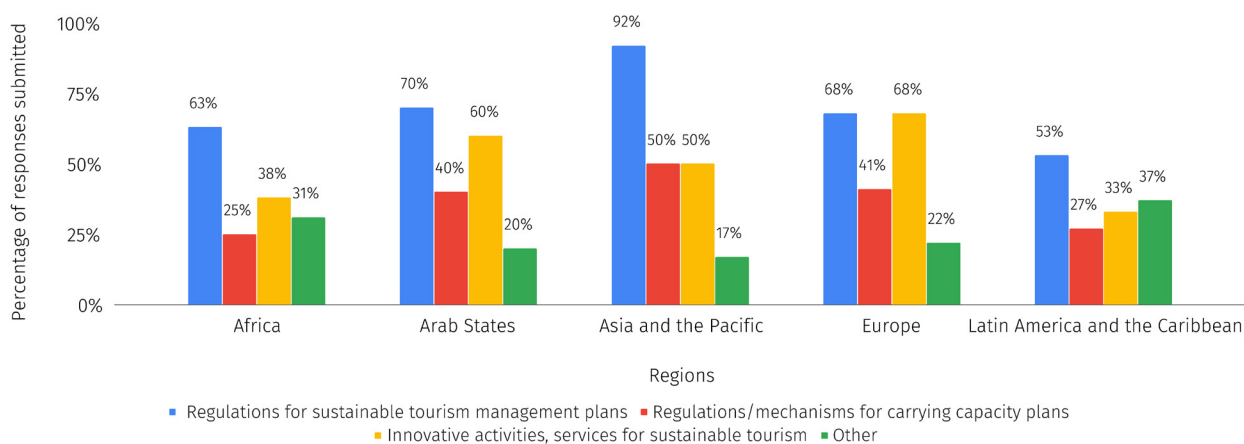
**Overview of responses from cities on measures in place with regard to sustainable tourism**





**Figure 41**

**Regional breakdown of responses from cities on measures in place regarding sustainable tourism**



The trends with respect to measures adopted by cities for sustainable tourism are similar across regions. In all of the regions, most of the cities indicate the presence of regulations requiring sustainable tourism management plans that address local economic, socio-cultural and environmental impacts. After this, innovative activities and services related to sustainable tourism in historic urban areas see adoption by the highest percentage of cities in each of the regions. In Asia and the Pacific, more than 90% of the cities have regulations for sustainable tourism, indicating the prevalence of formal mechanisms. In the European region, regulations for sustainable tourism and innovative activities for sustainable tourism, both see similar levels of response, indicating equal focus on regulatory and activity-based approaches. In Africa and Latin America and the Caribbean, only about one-third of the cities report having carrying capacity regulations, or measures for activity-based sustainable tourism.

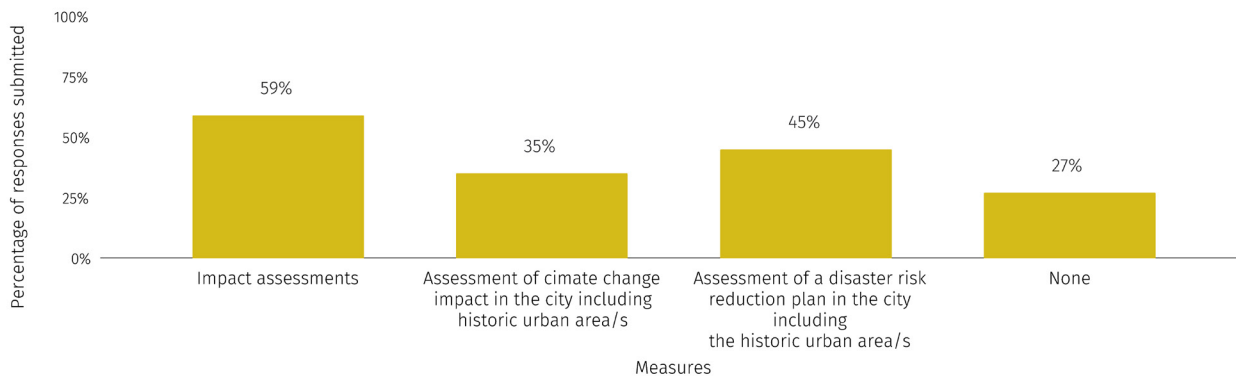
**Impact assessments**

Overall, about 60% of the cities have carried out impact assessments on heritage, environment and social impact, indicating the high level of integration of these into local governance. About 45% of them have carried out an assessment or review of disaster risk reduction plans in the city and about 35% of them



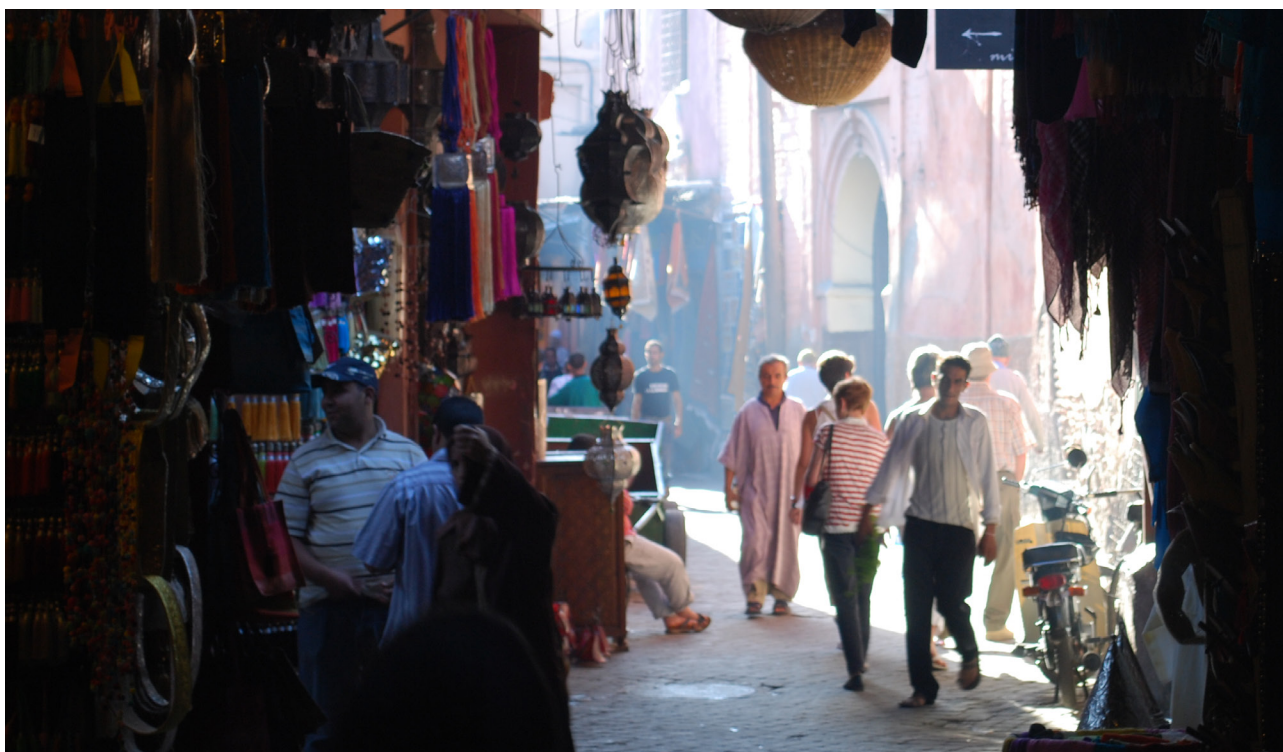
Figure 42

### Overview of responses from cities on whether they carry out Impact assessments, assessment reviews for climate change and disaster risk



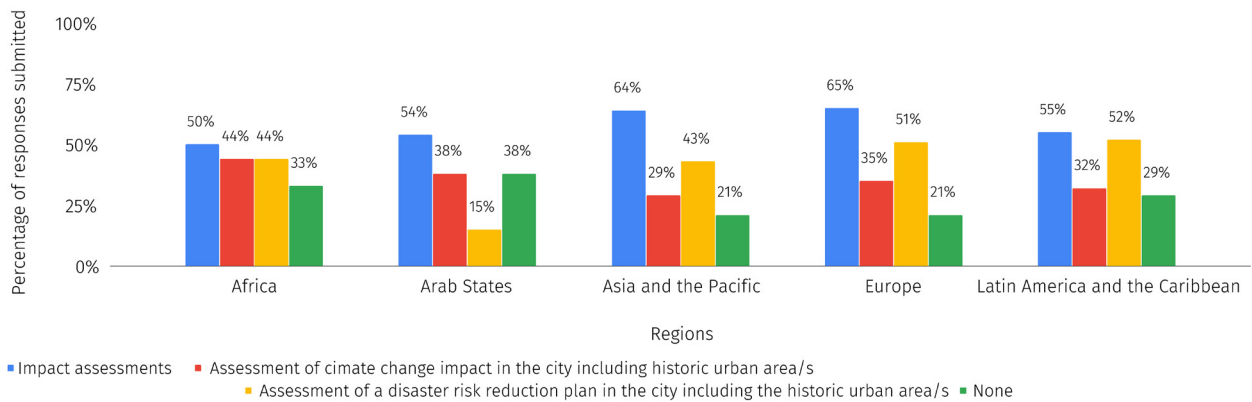
The additional comments show that impact assessments in about half of the cities are carried out at a national level, while half of cities carry out such assessments at the municipal level. In some cases, assessments are conducted by a third party and reports submitted to the municipality. Most reporting cities prioritize environmental impact assessments over assessment of heritage and social impact. Some cities in Africa and Asia and the Pacific note that they carry out regular impact assessments and ensure that their parameters are updated from time to time.

A higher-than-average proportion of cities in Asia and the Pacific and Europe carry out impact assessments in relation to environment, heritage and social impact. A lower-than-average proportion of them in the Arab States carry out an assessment of the disaster risk reduction plan in the city. About 35% of the reporting cities in Africa and the Arab States have responded that they have not carried out the identified assessments.



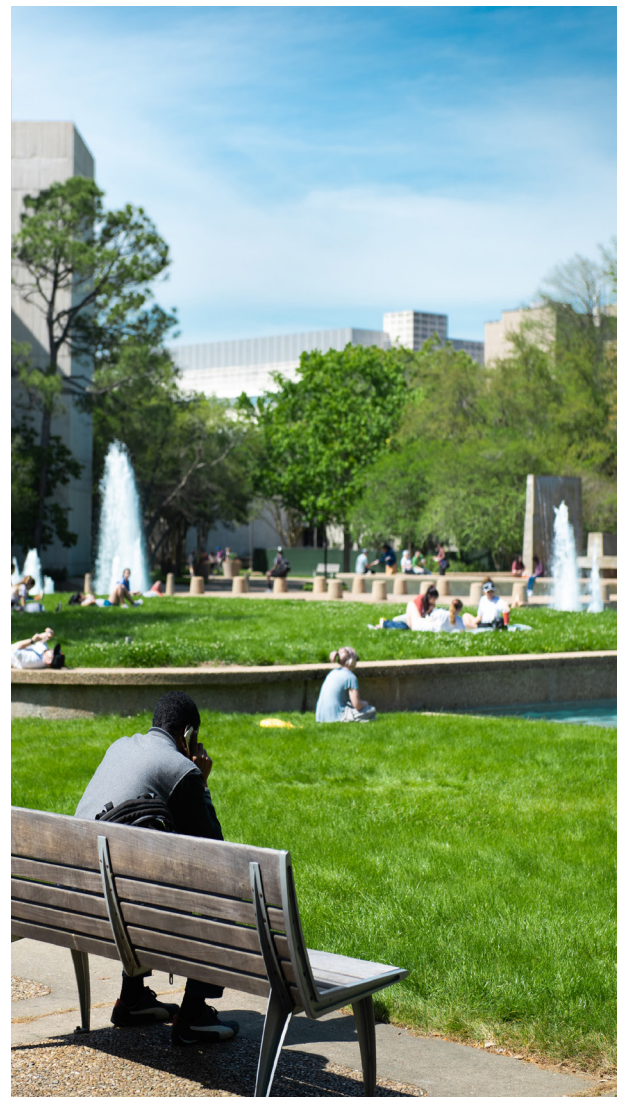
**Figure 43**

**Regional breakdown of responses from cities on whether they carry out impact assessments, assessment reviews for climate change and disaster risk**



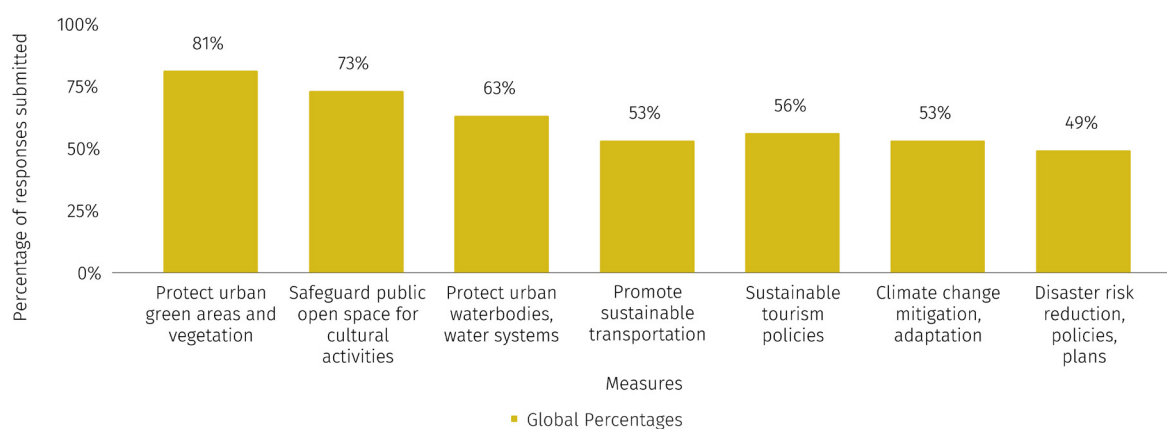
**Protection of green and blue areas of historic settlements**

The 2011 Recommendation uses the historic urban landscape approach that is aimed at integrating all layers of the historic urban areas and is rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the heritage from the past. Reporting cities recorded the prevalence of different policy instruments they use, to drive sustainable management of historic urban areas. More than 60% of the responding cities and settlements reported the existence of policy instruments pertaining to the protection of natural vegetation or waterbodies. A high percentage (more than 70%) of cities also report having measures to safeguard the availability of public space for cultural activities, indicating an inclusivity approach. The responses are moderate on policies for sustainable transport or tourism. Similarly, responses to the use of policies and measures for climate change mitigation and adaptation, and disaster risk reduction is also moderate. Overall, the responses indicate that there are efforts toward sustainability in the management of historic urban areas, however these are far from adequate for historic urban areas.



**Figure  
44**

## Overview of responses from cities on policies, regulations or programmes in place in their city/historic urban area



The additional comments received from reporting cities indicate that a variety of instruments are adopted to enable sustainability in the management of urban heritage. These instruments are prevalent at the national level and/or at the local level. On policies or programmes for the protection of green areas, multiple cities from across different regions mention local/municipal/land-use/conservation plans. A majority of the cities in Europe, Latin America and the Caribbean and some cities in Asia and the Pacific reveal that departments in the municipalities are involved in running programmes for the conservation of green areas and vegetation. A majority of the responding cities from the European and Latin America and the Caribbean region reported the use of instruments such as national protection zones and regulations on environmental protection. On safeguarding public spaces for cultural activities, cities from Europe and Latin America and the Caribbean invoke municipal regulations and urban plans. Ministries of culture are also involved in some instances.

Most reporting cities across regions report that protection of urban waterbodies and water systems are generally undertaken through plans at the local levels. Some reporting cities record involvement of national and local level authorities for protection of waterbodies and systems. The administration of plans/policies often involves the water department and other local authorities at the city level and water management boards and nature protection departments at the national level.

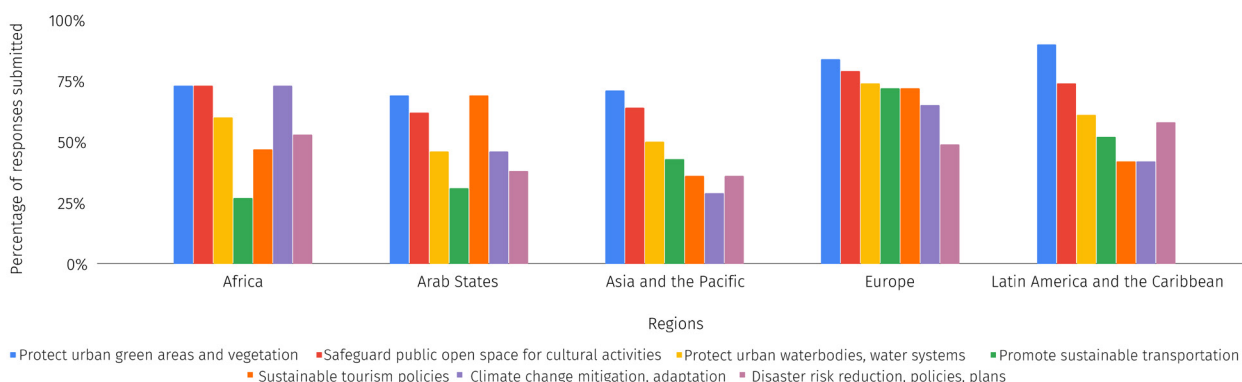
In the case of sustainable transportation in historic urban areas, reporting cities indicate the use of several tools that help regulate traffic in historic urban areas. National-level regulations, local-level urban mobility plans, pedestrianization, cycling and promotion of public transport are some measures commonly reported by cities. Comments on policies/programmes for sustainable tourism show a few regional variations. Cities in Europe and the Arab States mention tourism plans and programmes for sustainable development. Responses from cities in Latin America and the Caribbean highlight municipal ordinances and master plans for the protection of historic areas, indicating local-level ownership and accountability.

In Europe, several responding cities report adopting European programmes on sustainability and European directives on mitigation and adaptation. At the city level, climate adaptation plans are the prevalent tool. The responses are similar in the case of Latin America and the Caribbean. However, some responses suggest the existence of general climate laws that face challenges in applicability. In Asia and the Pacific, responses from Member States capture dependence on architectural solutions for mitigation and adaptation against climate change impacts.

On disaster risk reduction policies and plans, several cities indicate having emergency response plans at the local level. Many of these plans are integrated with the local/urban/city plans.

**Figure 45**

**Regional breakdown of responses from cities on policies, regulations or programmes in place in their city/historic urban area.**



Cities and settlements in different regions report different levels of priority for each of the measures listed in the question. In Africa, there is a high response for instruments to protect green areas and for strategies in response to climate change. On the other hand, fewer cities report having sustainable transport and tourism policies. The other region where strategies for mitigation and adaptation against climate change is prevalent is that of Europe. However, in the European region, most responding cities have in place all of the measures listed in the question. In the Arab States, response to policies for sustainable tourism is quite high, signifying the importance of tourism-related activities in the region. Responses from Latin America and the Caribbean and Asia and the Pacific indicate the existence of policies for protection of green cover in most of the cities, while the lowest percentage of cities have strategies for mitigation and adaptation in response to climate change. Thus, in each of the regions more action is needed towards sustainable management of urban heritage and advancing climate mitigation and adaptation actions.

**Integration of ecological practices for energy, water, transport and waste management**

The 2011 Recommendation advocates a variety of initiatives needed to make historic urban areas in cities more sustainable. This question invites responses from cities on aspects related to renewable energy, recycling of waste, protection of natural areas, participation and

consultation, regulation for mixed land use, promotion of mass transit, walkability, cycling and local urban agriculture.

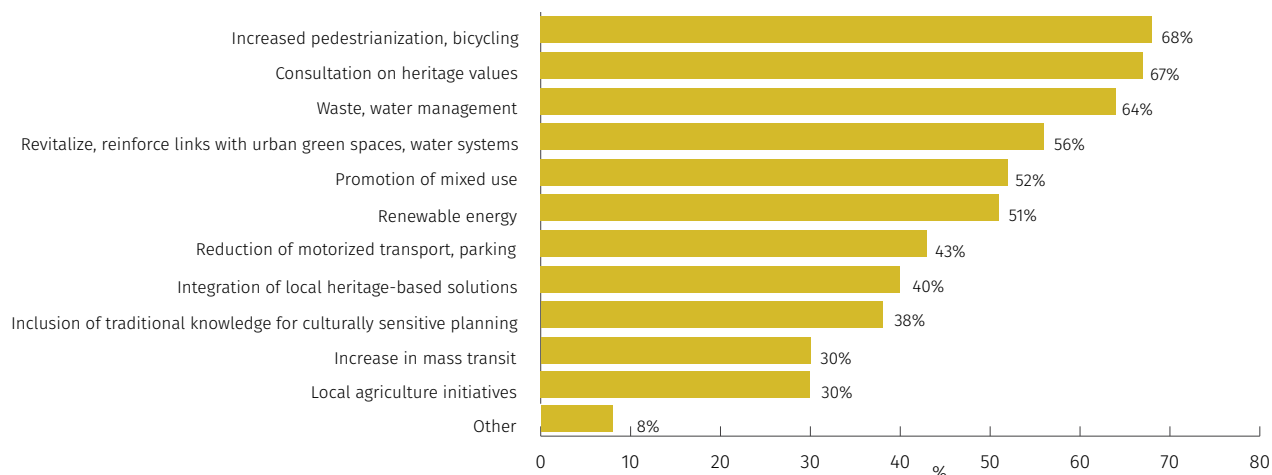
Most Member States in Europe reported their innovative solutions for the challenges pertaining to low carbon, health and social sustainability, based on the Sustainable Cities Programme and the New Urban Agenda. Some European States recorded their initiatives in developing climate strategy, city strategy and guidance toolkits, which also focus on adaptation action.

Additional comments from cities and settlements show several initiatives ongoing for promoting renewable energy to make historic urban areas more sustainable.

The use of solar energy in archaeological sites and museums is promoted by national ministries of culture and antiquities in some cities in the Arab States and Africa. A few African cities record municipal-level initiatives in the replacement of street lighting by solar-powered energy and solar-powered lights in public open spaces, in order to reduce reliance on diesel-generated energy. A few cities in Asia and the Pacific region have set up agro-photovoltaic solar projects to supply energy to historic urban areas. European cities employ a variety of methods.

Figure 46

## Overview of responses from cities on initiatives in their city/settlement to make the historic urban area more sustainable.



The city of Prague, in **Czechia** has the vision of a decentralized network of thousands of small photovoltaic power plants deployed on the rooftops of all houses in the city as part of a climate commitment of the city to reduce CO2 emissions by 45% within a decade. Installations are planned in schools, retirement homes, theatres, cinemas, office buildings, but also family or apartment buildings.

Municipal governments in Europe have issued tenders for large-scale photovoltaic installations and wind power plants with appropriate support schemes. Independent production and consumption of energy and sharing renewable electricity are being incentivized by European cities. The development and implementation of a city-wide solar and thermal cadastre is another initiative. A few cities in Latin America and the Caribbean region have installed electric lighting with solar cells in public transport and established an incentive mechanism for carbon bonds. Only some of these initiatives are directly targeted to support the use of sustainable energy in historic urban areas.

## 6.4. OTHER MEASURES

A few cities in Europe record their promotion of circular economy principles through the use of wood, biogas, waste-wood, increased use of manure and waste and the use of heat pumps to become the standard in new and renovated buildings. The use of geothermal energy and district heating networks are recorded as a means to enable economic viability. Hydroelectric plants are being reactivated in some regions. European cities also report compliance requirements in building regulations on restrictive requirements, such as the use of solar energy sources, passive techniques and high performance of the building facades both in winter and in summer. Performance-based incentives are introduced for redeveloped buildings. Removal of encroachments and unauthorized constructions in green spaces are reported from cities in Asia and the Pacific region.

### *On waste and water management*

Cities report initiatives to revitalize and reinforce links with urban green spaces and water systems and integration of local heritage-based solutions (knowledge, traditions, practices) for sustainable development and climate action. Some cities in the Arab States and Africa report the use of policies

regarding water consumption that aim to reduce the consumption of drinking water and encourage the collection and reuse of rainwater in buildings. A few cities also mention undertaking engineering interventions to reduce leakage from aqueducts. Cities in Europe report efforts in treatment and separation of grey and black waters which, due to historical reasons, affect waterbodies and canals city-wide. Storm water disposal, recharge of groundwater wells through rainwater are common practice among cities across regions. Protection of gardens, combined with restoration of the traditional water supply and sewage systems is recorded by cities in Africa, Arab States and Asia and the Pacific region. A few cities in Asia and the Pacific region report allocation of funds for annual restoration efforts.

### ***Initiatives to revitalize and reinforce links with urban green spaces and water systems***

Several cities across regions recognize that waste management is linked with water management and the preservation of natural heritage. Cities from Latin America and the Caribbean report that their citizens promote segregation of waste (degradable and plastic, organic, glass and aluminium/tinplate packaging) and recycling. Segregation, recycling and reusing of waste products is integrated with revitalization of historic urban green spaces and water systems. Action plans for sanitation, including water supply and sewerage, are practised by some cities, with the aim of improving environmental health and water resources in the city. A few European cities mention their practice of stormwater management plans, which maintain the natural water regime in the area, maximize pervious surface, increase purification of filtered water entering the ground and minimize unfiltered surface runoff entering the drains. However, these cities do not make explicit mention of protection of historic urban areas. Visions for green-blue metropolises involving connecting the city and the country with natural buffers and borders, revitalization of parks as part of environmental networks including river floodplains and wetlands are common in Europe. Cities in Latin America and the Caribbean have green belts which link water systems with green spaces. Cities in this region focus on building a good relationship between inhabitants and green spaces by increasing green areas, maintaining

and revitalizing the existing ones. Special landscape projects pertaining to historic areas are included in urban master plans.

### ***Integration of local traditions/practices for sustainable development and climate action***

Cities in Latin America and the Caribbean report implementation of environmental education programmes, channelled through schools and professional institutes. These include dissemination and integration of local, heritage-based solutions (knowledge, traditions, practices) for sustainable development and climate action. Cities in Latin America and the Caribbean region report their involvement of local communities, and the preparation of locally led adaptation strategies for climate change, as well as promotion of local art by arts groups and artisanship.

Some cities in Europe and Latin America and the Caribbean regions report that master plans include participatory processes to capture local knowledge pertaining to traditional practices. A few cities in Africa report the involvement of local people in environmental sustainability action programmes, such as being part of environmental watch groups and participating in programmes aimed at conserving historical sites. Cities in the Arab States and Africa record the integration of knowledge about traditional water networks and old construction techniques for the protection of traditional water systems in historic urban areas.

One city reports annual cultural ceremonies as one of the key processes for culturally sensitive planning; for example, the Umotolo Ceremony which takes place in June every year, in Mbala, **Zambia**.

Cities in Asia and the Pacific region state consultation with local communities as normal practice among concerned departments to ensure sensitive planning. A few cities in Latin America and the Caribbean region capture oral histories through stories told by young people and adults as manifestations and cultural expressions of the present and the past. A few cities in this region report the use of master plans as channels for capturing local knowledge.

Some cities in Latin America and the Caribbean region make agreements with local communities on adaptation measures to climate change involving management of historic urban areas. Involvement of local people in environmental sustainability action programmes, such as being part of environmental watch groups and participating in programmes aimed at conserving historical sites.

### **Increased pedestrianization and cycling**

Cities mostly in Europe, Latin America and the Caribbean and African regions have initiatives for increasing pedestrianization and cycling in historic urban areas. Cities with World Heritage sites have recorded the percentage of streets in their historic areas, which have pavements and paving, the construction material used for pavements, and whether there are dedicated paved areas in the street in the absence of pavements. Some cities provide information on the department concerned with the administration of the region. For instance, the city of Asmara in Eritrea records that the Department of Public Works Development of the Central Region Administration carries out regular maintenance and develops new pavements in order to increase pedestrianization. This includes design and implementation of dedicated lanes for cycling, public awareness about the benefits of cycling and various measures to minimize the traffic congestion in the city centre.

European cities are relocating bus stops and planning for areas around them where electric bicycles can be used. Some cities in Europe are creating self-guided cycling tour routes in order to incentivize the use of bicycles. Some cities have recorded specific data on the targeted increase in bike lanes in their city.

### **Promotion of mixed use in the historic urban area**

A few cities in Africa and Latin America and the Caribbean report the existence of management master plans for historic centres, requirements for mixed land use in master plans and efforts towards greater compliance with regulations, while not altering the cultural values of historic urban areas.

### **Increase in mass transit/reduction in motorized transport and parking**

In Asia and the Pacific region, some cities record major projects, such as the extension of the metro line within the urban heritage area that is presently being undertaken to encourage mass transit and increase pedestrian areas in historic areas. There are reports from cities in Asia and the Pacific and Europe on an increase in mass transit lines combined with upgrading of the ferry system to support sustainable transport.

#### **Box 12**

#### **Example of Integration of local traditions/ practices for sustainable development and climate action**

The historic centre in Prague, in **Czechia** is plagued by issues typical of large cities – concrete surfaces that cause the streets to become excessively hot, climate change-related weather fluctuations and inappropriate water management contribute to longer periods of drought and more frequent extreme weather events. Together, they contribute to an increase in possible health risks for residents. Streets lack appropriate green spaces. The city of Prague is exploring several solutions. Green roofs which cool houses down, revitalizing residential courtyards, or even installing misting devices and drinking water fountains in urban spaces. For the past few years, the Environmental Protection Department has offered financial support for revitalization projects targeting "adaptation" and for the maintenance of green spaces and watercourses. This grant programme allows anyone who wants to help in improving the environment around us to fund their own renovation projects. However, the city faces challenges on integrating these solutions with the OUV of the property, for which they must use the 2011 Recommendation approach.



Several cities in Latin America and the Caribbean region report the prevalence of mobility plans at the metropolitan scale. Sustainable transportation measures include increase in mass transit and bus routes specially to support tourism and a reduction in parking for private automobiles.

### Local agriculture initiative

Several cities in Europe report an increased focus on urban vegetable gardens and shifts from intensive agriculture to environmentally friendly agriculture. For instance,

Prague now in **Czechia** implements crop rotation, proper ploughing, and organic fertilizers.

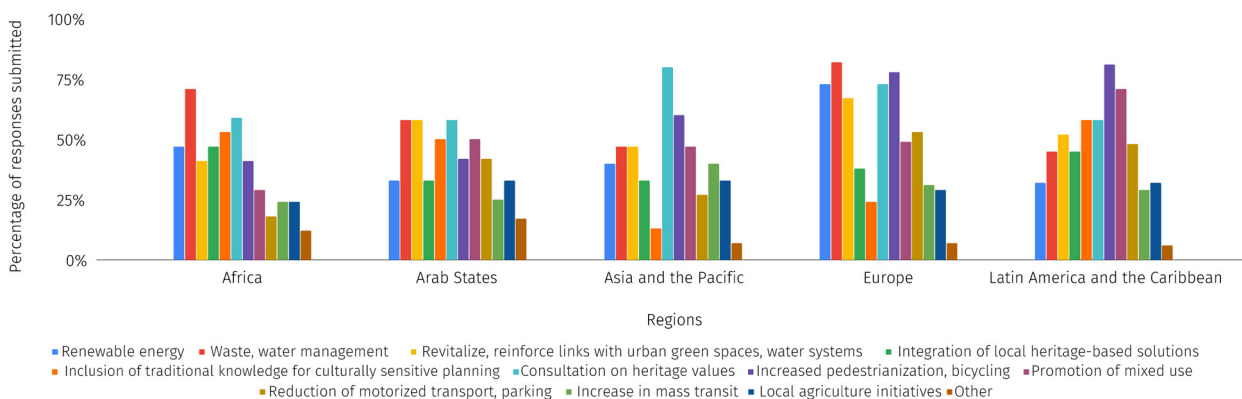
### Public expenditure on cultural and natural heritage in the city

The 2011 Recommendation emphasizes the importance of adequate availability of finance through multiple tools, for heritage protection. This question seeks responses from cities on allocation of per capita public finances for protection of natural and cultural heritage in their city. The responses submitted provide information on the total percentage of annual municipal expenditure towards protection of heritage at the local level and not per capita expenditure.

Cities from the Arab States report that about USD 300 a month is spent per person to ensure the necessary preservation and protection of the heritage city. On average, approximately USD 250 is spent on water, electricity, water for irrigation of crops, transportation, streets and other services. One city recorded a reduced spending of USD 120 per year per person given the methods they adopt of saving water and compact urban agriculture, as well as adaptations to climate change. Most cities from Africa and Latin America and the Caribbean region report spending approximately 1% to 5% of the municipal budget for the preservation, protection and conservation of cultural heritage. A few cities state that this budgetary allocation is low. A few cities report higher public fund allocations of 10% of the total annual budget and 20% from private spending. Cities from Europe report municipal budget allocations from 20% to 30%. Some among these confirm that the spending is towards restoration projects, both public and private property. A few cities in Europe confirm that a significant portion of funding is from national, regional, local grant schemes and private finance. The wide range of responses received make it clear that the question was variously interpreted, and they did not follow the methodology of the UNESCO Institute of Statistics in Montreal (custodian agency for this data that is part of the SDG framework as the indicator for SDG11.4) in their responses.

Figure 47

Regional breakdown of responses from cities by region on initiatives in their city/settlement to make the historic urban area more sustainable



# CHAPTER 6



# Knowledge and capacity-building

The 2011 Recommendation emphasizes the importance of knowledge and planning tools<sup>1</sup>. The 2011 Recommendation recognizes that knowledge, skills and research about urban heritage should be actively developed and disseminated among target communities, decision-makers, academics and professionals. This thematic area invites Member States to provide responses on the production and archiving of knowledge, data, information regarding the historic urban area and its use for building capacities of all stakeholders including the conservation professionals. Overall, national and local authorities place low priority on knowledge production with respect to heritage conservation. In terms of capacity-building, short, one-time training courses are often provided with no continuity.

Greater efforts for capacity-building are essential to assist national and local authorities to understand the strategic importance of creating knowledge, and awareness of why heritage conservation is important for cities to benefit societies. The multiple initiatives public authorities already take need to be consolidated and scaled up. Informal knowledge transfer may be documented for reflections. National and local governments must seek collaborations with local universities to establish professional programmes in heritage conservation.

The responses from Member States at the national level indicate a preference for short courses, training programmes and research on the 2011 Recommendation, indicating the need for deepening the production of sustained knowledge in the history of urban places. Member States from Europe indicate the prevalence of a diverse range of initiatives to deepen the production and dissemination of knowledge in heritage conservation, including educational programmes in postgraduate, professional degrees, textbooks, talks, guides, literature etc. Workshops targeting youth in Latin America and the Caribbean aim to introduce heritage values to local communities.

The use of digital tools for mapping and generating evidence for historic urban areas is common in most responding Member States, including the use of geographic information system (GIS) surveys, digital tools for documentation and archiving of traditional knowledge, teaching and training. However, the use of

### Box 13

### Example of knowledge and capacity-building

In Kaesong, **Democratic People's Republic of Korea**, in Asia and the Pacific region, the local government has implemented initiatives to promote traditional construction techniques and heritage conservation. Koryo Sungkyunkwan University provides training for local economic development, while primary, junior and middle schools offer courses on heritage conservation

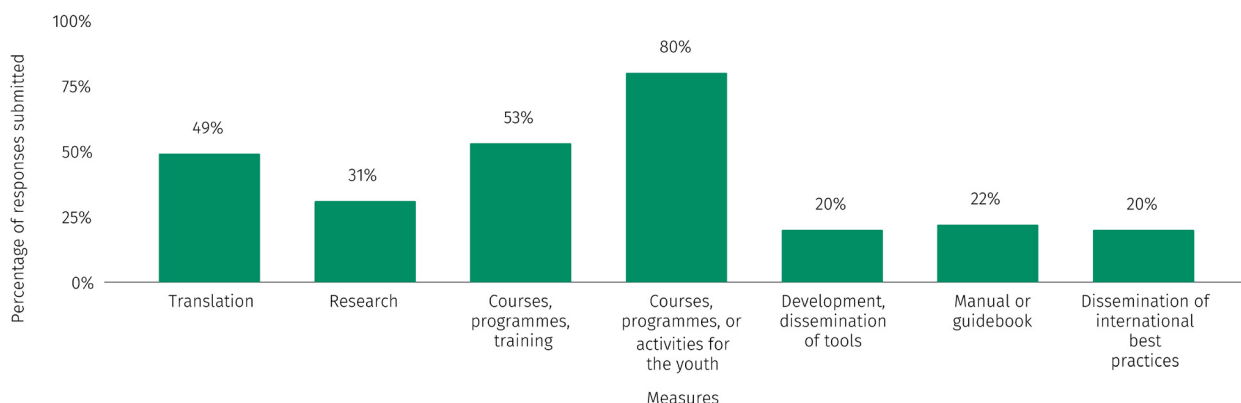
digital storytelling, drone and aerial surveys and Earth observation to trace change over time and satellite imagery are areas where national authorities need exposure and training.



1. 2011 Recommendation on the Historic Urban Landscape, (IV. Tools. Article 24.b) <https://whc.unesco.org/document/160163>

Figure 48

## Overview of responses from Member States on steps taken in their country to develop knowledge and support capacity-building related to the 2011 Recommendation



On events related to UNESCO's 10th anniversary of the 2011 HUL Recommendation, about half of the Member States participated. Nearly half of the responding Member States confirmed their engagement with Urban Notebooks of the World Heritage Cities Programme and the World Heritage Cities Dialogues. Although over 180 cities and partners have signed on to the UNESCO HUL Call for Action to raise awareness about the 2011 Recommendation, more cities and settlements including those with World Heritage properties, need to do so. While more than 65 case studies presented online on the 'World Heritage Canopy' platform for heritage conservation-based solutions to sustainable development at the local level, more national and local authorities need to be encouraged to look at these inspiring experiences of other historic cities and settlements.

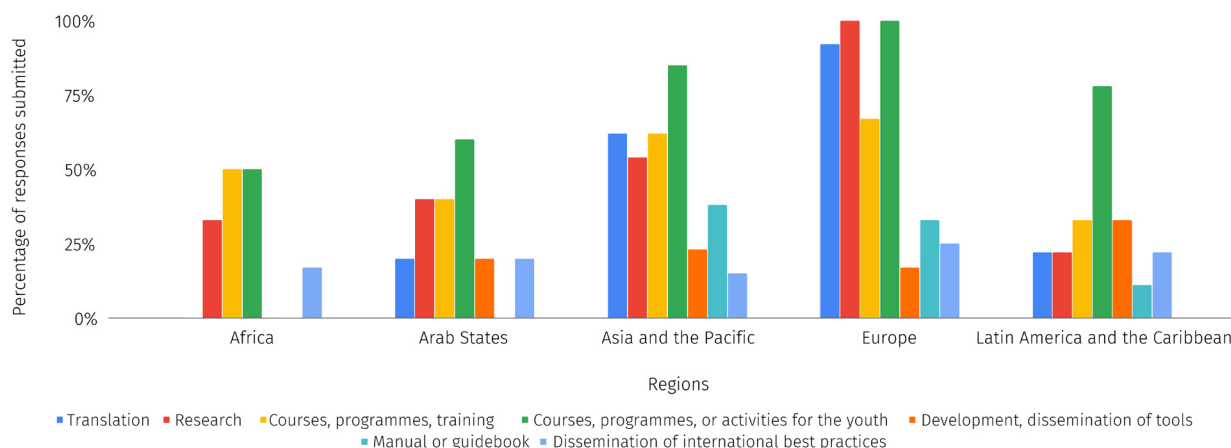
While translation in numerous languages already exist, a third of the responding cities and settlements reported challenges in making guidance on the 2011 Recommendation available in their local languages. Training and capacity-building efforts among cities across regions is low, with responses from less than half of the reporting cities. Training offered is mostly in technical domains such as construction techniques and local materials. Efforts towards integration of education in heritage in schools and inculcating reflection and respect on intangible cultural heritage in local communities, or research initiatives in institutions of higher education on implementation of the 2011 Recommendation are low, indicating the

need for increased support for cities to understand the importance of history in the evolution of cities, and deepening city-wide knowledge on this front. The overall response also reveals that informal training is relatively more prevalent than formal courses. Stated initiatives to support informal training in order to inform formal decision-making is key, moving forward. Greater emphasis is needed for national and local authorities to foster partnerships with higher education institutions to establish professional programmes in the protection of heritage.



**Figure 49**

**Regional breakdown of responses from the Member States on steps taken in their country to develop knowledge and support capacity-building related to the 2011 Recommendation**



**7.1. Support for capacity-building related to the 2011 Recommendation**

The 2011 Recommendation states that the development of knowledge systems and capacity-building are crucial to its understanding and implementation. In this context, the creation of knowledge, skills and research about urban heritage becomes essential.

Overall, responding Member States indicate a preference for courses and training programmes and research on the 2011 Recommendation. For instance, courses and programmes targeted at engaging youth see the highest response. On the other hand, fewer Member States report having measures related to dissemination tools or dissemination of best practices.

The comments recorded indicate that most of the responding Member States have in place courses and activities to develop knowledge and support capacity related to the 2011 Recommendation. Research on the 2011 Recommendation and its implementation mechanisms is carried out in several Member States. While Member States in the Arab States and Asia and the Pacific region report some past and ongoing research projects. Member States from Europe mention providing support to individual researchers, the prevalence of research initiatives in architectural universities and research funded by ministries of culture. On courses and training programmes on the 2011 Recommendation

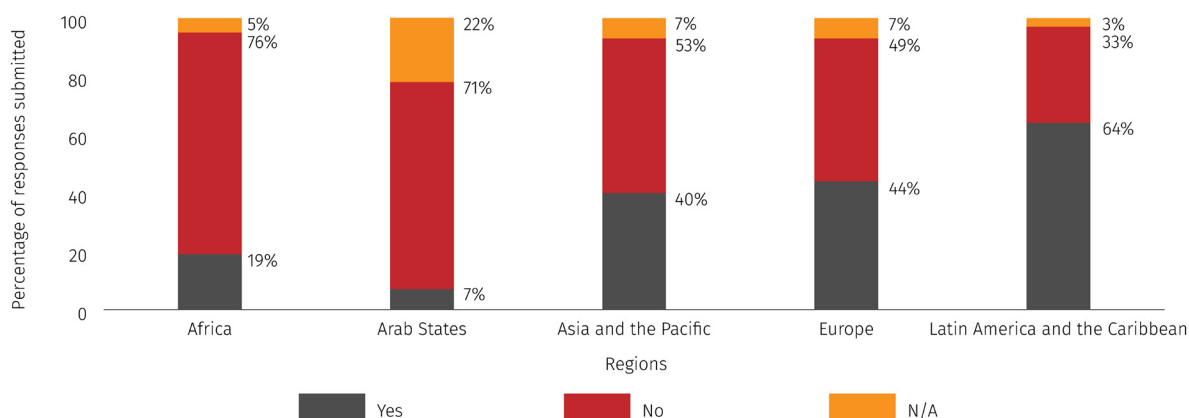
or on urban heritage management, academic courses and professional programmes in urban management and architecture at postgraduate levels are available. Apart from that, responses from responding European Member States report training through summer schools.

On activities targeted at the youth, Member States in Africa report guided tours and training. In Europe, the responses capture the role of museums in conducting workshops and activities targeting the youth. In Latin America and the Caribbean region, responses indicate targeting of youth through textbooks, talks and internship opportunities. With regard to the development and dissemination of tools for historic urban management, it is mostly the Member States from Europe that provide qualitative responses. These responses highlight the use of public discussions as a means of dissemination and engagement. Member States report the dissemination of good practices related to the 2011 Recommendation through booklets, guides and literature.

Responses at the regional level have significant variations. In Europe, the responses are high in some cases; for instance, all Member States in the European region state that they have undertaken research and have courses and programmes on the 2011 Recommendation. Around 90% of the Member States in Europe also have translations of the 2011 Recommendation into national languages, which is significantly higher

**Figure 50**

**Regional breakdown of responses from cities on whether they had access to any guidance on the 2011 Recommendation in their respective national language.**



than the overall average of 28% across regions. Asia and the Pacific and Latin America and the Caribbean regions recorded a high percentage of Member States having courses and programmes targeted at youth.

**Language and translation**

With regard to cities receiving guidance on the 2011 Recommendation in their national languages, the overall responses show that about half of the responding cities and settlements did so. However, about 40% of the cities report not having received guidance on HUL in their national language. The responses indicate that there a great need for translations into national and sub-national languages to make guidance available the authorities of all historic urban areas globally.

Across regions, there is a significant difference in the responses on whether guidance on the 2011 Recommendation was available in the national languages of respective cities. The translated documents are available in the website links that some cities have provided. Around 64% of the cities from Latin America and the Caribbean reported having access to guidance on the 2011 Recommendation in their national languages. In Europe and Asia and the Pacific, positive responses were received from around 40% of the reporting cities. Cities in the Arab States and Africa reported the need for guidance to translate

the 2011 Recommendation into their respective national languages. Overall, responses from cities indicate some regional differences in developing the 2011 Recommendation in the national languages of respective Member States.

**Training approaches for the 2011 Recommendation**

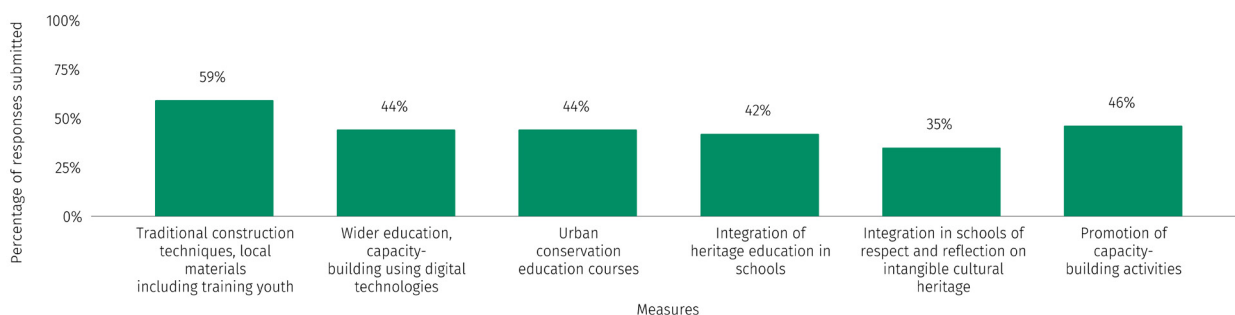
The 2011 Recommendation states that knowledge, skills and research about the urban heritage should be actively developed and disseminated among target communities, decision-makers, academics and professionals. Member States and cities reported the types of training and educational approaches they use to promote the 2011 Recommendation approach in their city/settlement. Responses revealed that a majority of 59% of the responding Member States encourage traditional construction techniques, local materials, including training the youth. A relatively low 35% of the responding Member States ensure integration in schools, including on the associated intangible cultural heritage dimensions in local communities. A little less than half of the Member States encourage wider capacity-building or provide training in the use of digital technologies for the understanding of attributes of urban heritage.

Comments from Member States show little variation among regions. Most awareness-raising measures and training courses are conducted by local museums, along with the Ministry of Culture (or Tourism). There is a specific focus on the integration of youth in these training and educational activities. Capacity-building activities are regularly conducted in universities in the Member States, where young people as well as teachers are trained. Some cities note the role of civil society and NGOs in integrating heritage education in schools and for conducting awareness workshops for the youth. Annual festivals are used to create such awareness in a few cities. A few cities have also noted that relevant training and educational activities are being drafted and will be implemented soon.

Nearly 60% of the Member States in Europe and the Arab States encourage wider education, capacity-building and the transmission of attributes of urban heritage using digital technologies. About 60% of the responding Member States in Asia and the Pacific use educational courses on urban conservation to promote the 2011 Recommendation. The level of responses to the kind of training and educational approaches being used to promote the 2011 Recommendation has been lower than average among responding Member States in Africa and Latin America and the Caribbean regions.

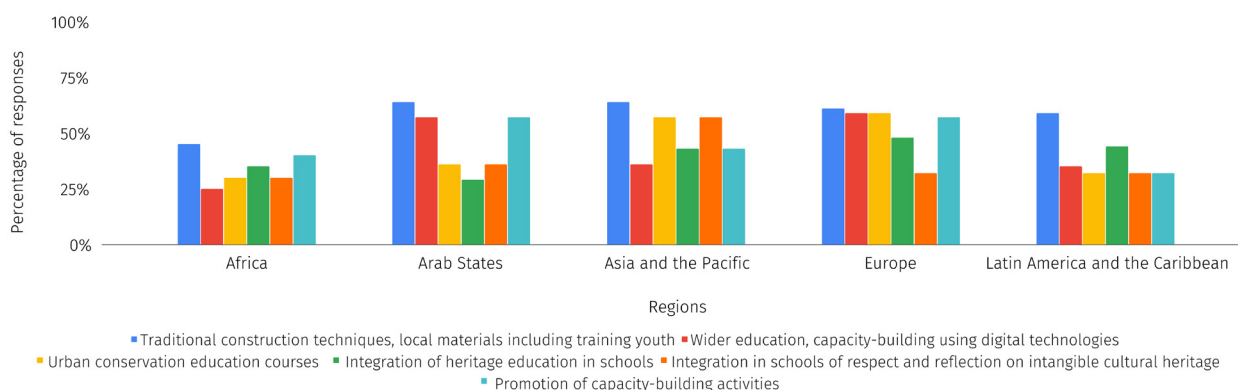
**Figure 51**

**Overview of responses from cities on training and educational approaches being used to promote the 2011 Recommendation approach in their city/settlement**



**Figure 52**

**Regional breakdown of responses from cities on training and educational approaches being used to promote the 2011 Recommendation approach in their city/settlement**





## Use of digital tools for protection of historic urban areas

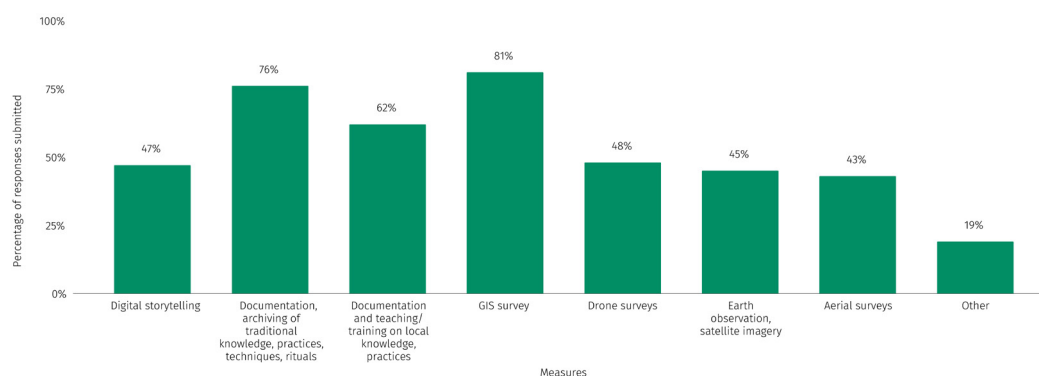
The 2011 Recommendation recognizes that developing diverse knowledge systems and promoting capacity-building are essential and emphasizes the use of digital technologies for documenting and transmitting heritage values. With regard to the extent of use of digital tools for decision-making in historic urban areas, 81% of the responding Member States report conducting a GIS survey of historic urban areas. Three of the Member States use digital tools for documentation and archiving of traditional knowledge, practices, techniques or rituals, and more than 60% of the responding Member States use digital tools for documentation and teaching/training on local knowledge and practices. Less than half of the responding Member States use digital storytelling, drone and aerial surveys and Earth observation and satellite imagery.

Additional comments from countries show a varied level of adoption of digital tools for documenting heritage values in historic urban areas. In most Member States, such use of digital tools for documentation is undertaken by the National Heritage Authority or the Ministry of Culture at the national level (or its equivalent) by collaborating with universities and experts. In Asia and the Pacific, many Member States have launched digital applications for public engagement and tourism purposes. In Latin America and the Caribbean, some Member States have established websites for accessing information on historic urban areas. Even



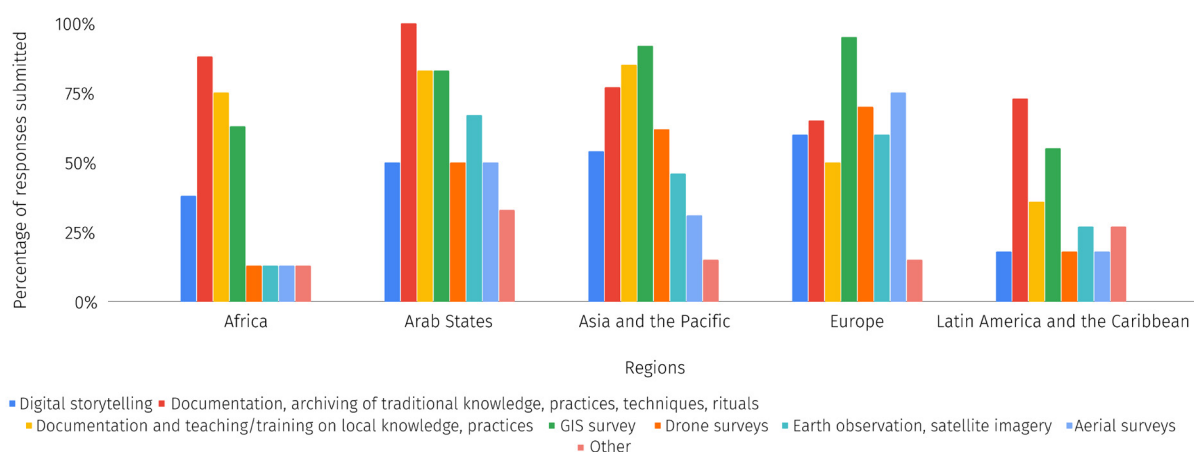
Figure 53

### Overview of responses from Member States on digital tools used in historic urban areas in that country



**Figure 54**

## Regional breakdown of responses from regions on digital tools used in historic urban areas in that country



Member States that currently do not use digital tools acknowledge their importance and are working towards implementing them for heritage protection.

At the regional level, there is some variation in the responses from responding Member States. A higher-than-average proportion of responding Member States in Asia and the Pacific and Europe have conducted a GIS survey of historic urban areas. A substantial 60% to 85% of the responding Member States in Africa, the Arab States and Asia and the Pacific use digital tools for documentation and teaching/training on local knowledge and practices.

### 7.2. Digital tools and mobilizing youth

Member States record a wide range of digital tools they use to train and mobilize youth in the conservation of urban areas in their country. For some cities in Africa, social networks are the essential channels of information and awareness for the youth. A few cities in Asia and the Pacific region have also done digital inventorying, such as ‘Living Heritage’ videos in the historic urban areas, which were streamed through their website or social media page.

Many cities in Europe promote digital magazines focused on the history of cities which are distributed to all public schools and contain activities for readers

to help them engage in their local places. Few of the cities in Asia and Pacific also use digital storytelling as a tool to engage youth.

### Digital documentation (GIS/3D modelling)

Many cities in Africa have used GIS and 3D modelling for digital documentation and conservation and management of monuments. A few cities across regions state that they consider data documented with GIS as a primary strategic step in effective planning and restoration of heritage structures. Cities in Asia and the Pacific region use 3D modelling, including a high-quality mapping of the landscape of a historical area where a settlement existed in the past. One of the cities in Latin America and the Caribbean has independent initiatives through public universities where young people carry out mapping of cities using free software, such as ArcGIS and Street Map.

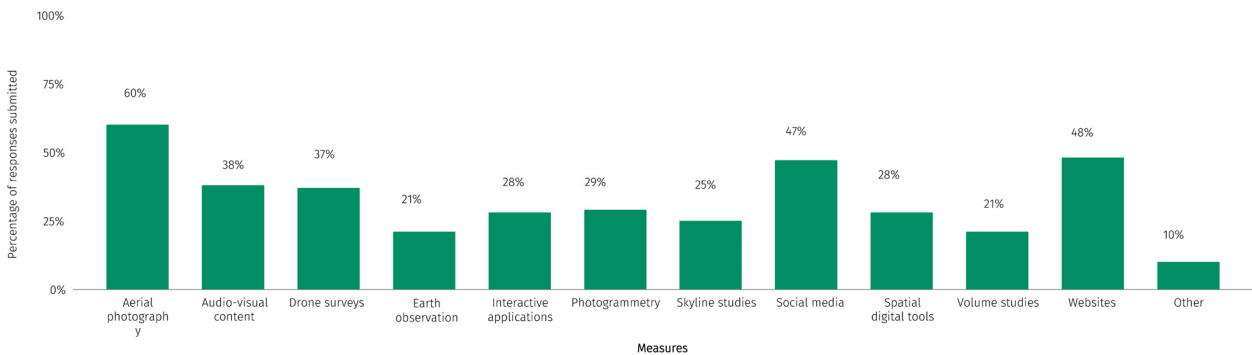
### Digital tools for urban heritage at the local level

Overall, responses to the many options solicited in this question from across regions are low. A greater proportion of reporting cities confirm their use of aerial photography, social media and websites for advancing evidence-based decision-making and dissemination of knowledge and information.



**Figure 55**

### Overview of responses to digital tools used by cities to support the implementation of the 2011 Recommendation approach



#### Aerial photography

A few responding cities and settlements in the African region report their regular use of aerial photographs as a base map for conducting analysis. For instance, Asmara has an aerial photograph map for the entire city and the Central Region. Some reporting cities in Europe note annual updating of their use of aerial photography. The use of aerial drone photos is also reported for the promotion and inspection of buildings at risk. A few reporting cities in Latin America and the Caribbean region record that they have used aerial photographs for studies of growth and development of their cities for a long time. One of the cities in this region shared that they track unauthorized developments using aerial photographs, particularly in areas adjoining heritage sites and within historic urban areas. Some cities in the Latin America and the Caribbean region use aerial photographs to analyse the extent of green spaces, volumes and streets available in the city. Drone images have been used by some cities for promoting their historic urban areas.

#### Audio-visual content

Reporting cities in the European and Latin America and the Caribbean region have responded with examples of use. For example, audio-visual content is used to promote Saltaire and train travel on the big screen in Bradford, in the United Kingdom. Some cities in Latin America and the Caribbean have audio-visual platforms which contain knowledge products pertaining to intangible cultural heritage.

#### Drone surveys

Use of drones is currently popular among several reporting cities. Many of the cities report that institutions of higher education use drone surveys regularly for analysis purposes, to assist planning authorities to stop illicit interventions in historic urban areas. Higher education institutions in these cities also routinely publicize their use of new technology-based tools to attract students.

### *Interactive applications*

Reporting cities from Europe are exploring interactive digital mapping for the next management plan and setting surveys.

### *Photogrammetry*

Most cities do not report use of photogrammetry to analyse terrain and land use in historic urban areas.

### *Skyline studies*

One responding city in Africa reports that they conduct 'Skyline' studies through the Urban Conservation Master Plan. However, whether the engagement is using technology is unclear. Cities in the Latin America and the Caribbean region conduct Skyline studies using digital means to map every block in their historic centres.

### *Social media*

Some cities in the Latin America and the Caribbean region use historical photographs of daily life to disseminate knowledge locally and increase motivation among communities to preserve heritage. European cities have also recorded collaborations with their respective ministries of information to reach wider audiences.

### *Spatial digital tools*

African cities record their common use of the GIS system. Bradford University in Saltaire, the United Kingdom, has prepared a 'digital twin' for analytical purposes.

### *Volume studies*

Few responses are received for digitally led volume studies. One response from a city in Latin America and the Caribbean region reports the use of volume studies to improve the skylines in and around historic churches and monuments.

## **7.3. Engagement with UNESCO activities and knowledge platforms**

With regard to the level of engagement of Member States with various capacity-building activities conducted by UNESCO, the overall response is low indicating a gap in reaching out to cities and settlements widely beyond



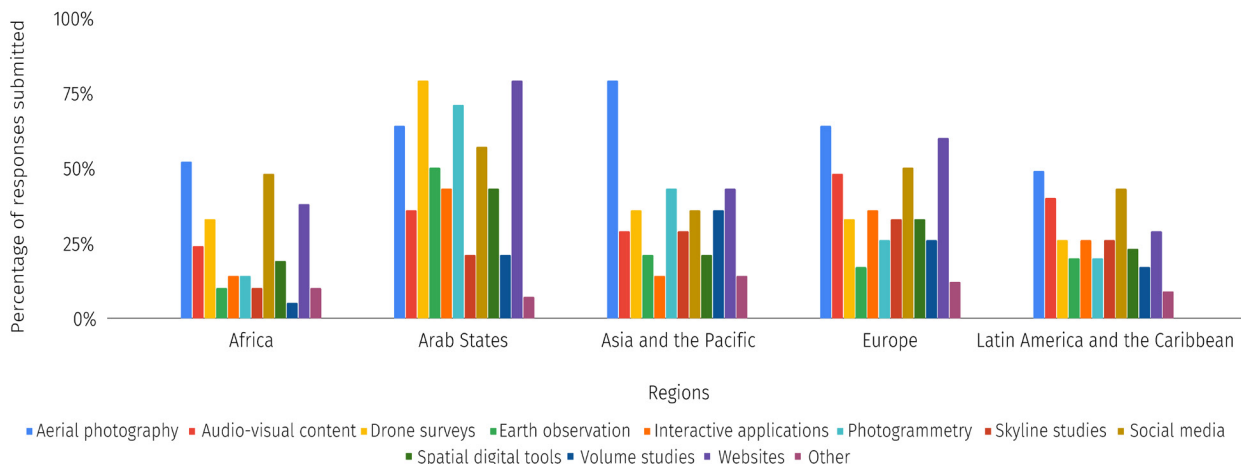
those with properties inscribed on the World Heritage List. About half of the Member States have participated in events related to UNESCO's 10th anniversary of the 2011 HUL Recommendation on the Historic Urban Landscape. About 40% of the responding Member States have subscribed to the Urban Notebooks of the World Heritage Cities Programme, with about 22% of the responding Member States contributing practices/projects and more than a third of them have participated in the World Heritage Cities Dialogues. However, less than 15% of responding cities and settlements have joined the UNESCO HUL Call for Action to raise awareness about the 2011 Recommendation indicating a need to mobilize cities more widely beyond those with World Heritage properties.

The qualitative responses to this question reveal certain trends across regions, cities from each region reported their engagement in online activities related to the 10th anniversary of the 2011 Recommendation. For instance, a response from Latin America and the Caribbean region highlights the participation of a national-level institute of heritage, while a few responses from Africa, Europe and Latin America and the Caribbean indicate their involvement in World Heritage Cities Dialogues. Some cities in Asia and the Pacific, Europe and Latin America and the Caribbean region record their achievements/challenges/projects on the Urban Notebooks initiative of the World Heritage Cities Programme. Some of the comments capture the willingness and interest to participate in the listed activities in the future.

Regionally, there are significant differences in the extent to which cities report participation or engagement in activities and events related to urban heritage. Some of

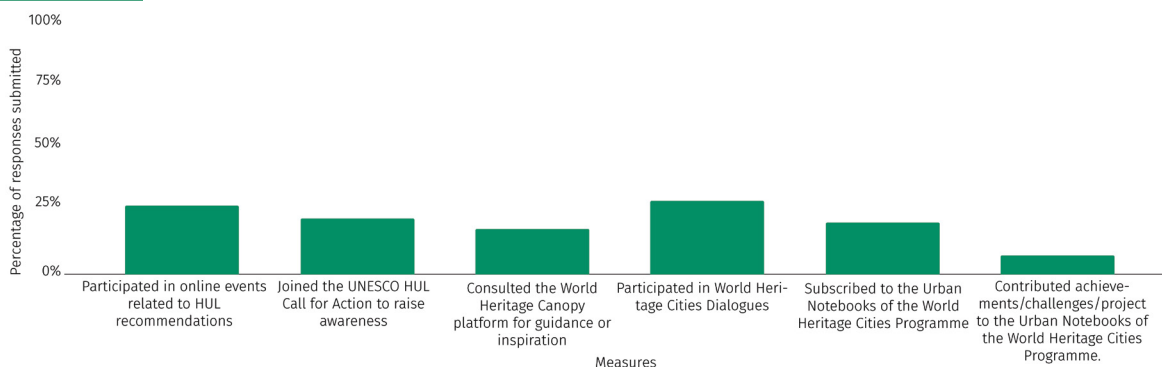
**Figure 56**

**Regional breakdown of responses to which digital tools are used by cities to support the implementation of the 2011 Recommendation approach**



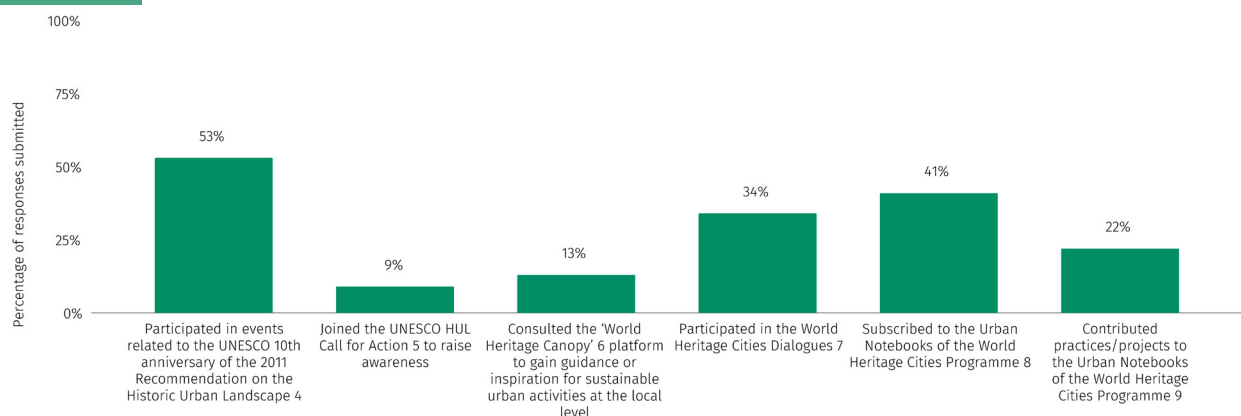
**Figure 57**

**Overview of responses from cities on participation in activities, events and dialogues related to urban heritage**



**Figure 58**

**Overview of responses from Member States on platforms/activities they engaged with in the context of urban heritage management**



the regions report higher participation. For instance, in Asia and the Pacific region, almost 43% of the reporting cities confirm having participated in online events on the 2011 Recommendation. Both in Europe and in Latin America and the Caribbean, the highest responses are for participation in World Heritage Cities Dialogues.

Among regions, there is little variation in the responses of Member States. A majority 71.4% of responding Member States in Latin America and the Caribbean have participated in events related to UNESCO's 10th anniversary of the 2011 Recommendation on the Historic Urban Landscape. More than an average proportion of responding Member States in Asia and the Pacific and Europe have subscribed to the Urban Notebooks of the World Heritage Cities Programme.

### *Education for youth on urban heritage*

The 2011 Recommendation recognizes that developing knowledge systems and promoting capacity-building is essential to its understanding and implementation. Further, it emphasizes the role of the youth as beneficiaries of such initiatives. The Responses from cities across regions show that most responding cities and settlements have accredited courses in post-graduate degree programmes; many of these are skill-based courses. Professionals from several disciplines specialize in the field of heritage preservation. Most reporting cities in Africa and Asia and the Pacific region organize informal activities and training on cultural heritage for the benefit of young people. One reporting city in Asia and the Pacific region also recorded organizing ad -oc informal training projects on traditional techniques and conservation of built heritage for the youth. A few reporting cities in Europe also recorded workshops, evening lectures and walking tours as some ways to engage the youth on cultural heritage. One city in Latin America and the Caribbean organized heritage programmes and recreational workshops for the youth. Visits to the city museums are part of the study programme in schools.

Overall response at the local level reveals that informal training is relatively more prevalent compared to formal courses. While about one-third of the cities report having informal training on urban heritage and the 2011 Recommendation, accredited courses and academic degrees are available only in about a quarter of the cities. Around one-third of the cities also report not having any educational programmes on urban heritage



or the 2011 Recommendation. From these responses, it is evident that there remains much scope for bringing in more educational programmes related to urban heritage.

The additional comments received as a part of the response to this question reveal that in different regions, different sets of stakeholders and institutions are involved in providing educational programmes for the youth on urban heritage. Universities play a predominant role in most responses, particularly in Europe and Latin America and the Caribbean, where many cities list universities that offer programmes and degrees on urban heritage. Additionally, research related to urban heritage is also conducted in several regions. Response from Africa, the Arab States and Asia and the Pacific highlight programmes targeting school children. These are sometimes through activities, school programmes or mass-media campaigns. On informal training, responses indicate that workshops and training events are carried out at the city level to enable the youth to participate and pick up knowledge and skills related to urban heritage.

The regional-level responses indicate some differences in the kind of educational programmes on urban heritage and the 2011 Recommendation present in cities. In the African region, about one-third of the cities report having informal training and a similar percentage of cities state not having any such educational programmes. About 54% of the cities in Asia and the Pacific report having informal training on urban heritage, which is higher than the overall average.

However, the region also has a substantial percentage of cities reporting no educational programmes on HUL or urban heritage.

### *Research on the 2011 Recommendation and/or urban heritage*

The 2011 Recommendation emphasizes the importance of interpreting urban heritage as a means of sharing and transmitting knowledge and encourages multiple interpretations to promote dialogue. In this context, a question in the survey inquired whether academic or research institutes have conducted any research on the approach or implementation of the Recommendation. A quarter of the reporting cities responded with a majority of them responding negatively.

Some cities in Latin America and the Caribbean region conduct research on their historic urban areas for master planning efforts using the HUL approach, recommendations of the Agenda 2030, New Urban Agenda and Urban Future Culture.

For example, the Master Plan for the Historic Centre of the Central District of Honduras, in **Honduras** was developed in 2017 through collaboration between the University of Seville, the Mayor's Office of the Central District and the Honduran Institute of Anthropology and History, and other government organizations.

Several cities in Latin America and the Caribbean region also report that they are carrying out research and projects on urban heritage of the city. Research initiatives with a focus on the 2011 Recommendation are not the most common.

For instance, the Norwegian University of Science and Technology in 'Industrial Architecture and Construction Technology', in relation to The UNESCO Industrial Heritage Site of Rjukan and Notodden in **Norway**.

Cities in the European region confirm undertaking research including the HUL approach for management plans of historic urban areas.

The Uppsala university Campus Gotland in **Sweden** has several research projects on cultural heritage, for example on the adaptation of renewable energy in historic urban cities.

#### Box 14

#### Example of education for youth on urban heritage.

In the City of Wasit, **Iraq**, in the Arab States, the Antiquities and Heritage Inspectorate of Wasit City, in collaboration with the University of Wasit, organizes regular educational events on urban heritage, with the participation of various social groups. These events are aimed at educating the youth on the importance of urban heritage and raising awareness about its conservation. The city plans to expand these events to encourage greater participation and to further promote education on urban heritage among the youth.

One city from the Latin America and the Caribbean region reports that higher education institutions there have projects that seek to use new technologies and research possibilities. These works are regularly published in the media by students and on the websites of educational institutions.

Among regions, there is some variation in the responses. A maximum of one-third of the reporting cities in Europe confirmed that research on the approach or implementation of the 2011 Recommendation has been carried out by academic institutes or other research institutes. About 28% of them in Latin America and the Caribbean have academic/research institutes where such research was carried out. About 20% or less of cities from Asia and the Pacific, the Arab States and Africa have responded affirmatively.



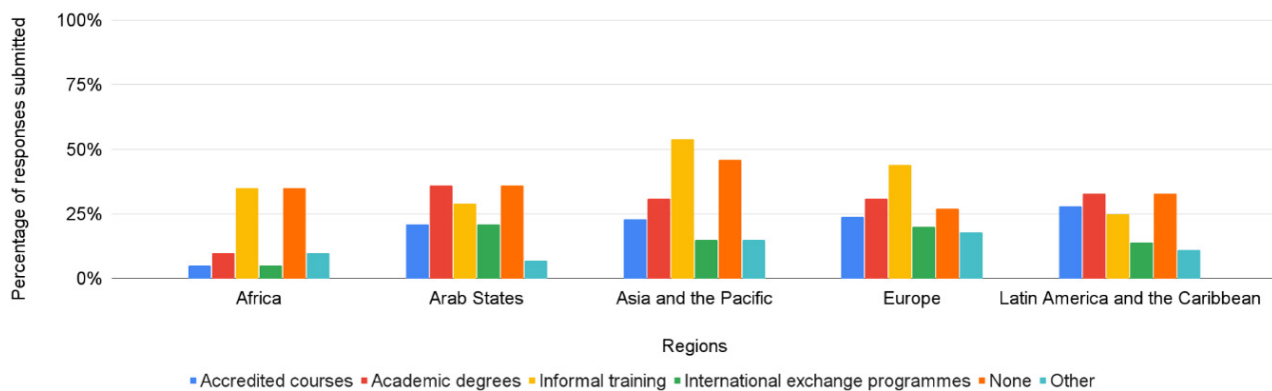
## Box 14

### Example of research on the 2011 Recommendation and/or urban heritage

Kaesong, in **Democratic People's Republic of Korea**, in the Asia and Pacific region produced a guide to the historic urban landscape; the following were translated and used: 2011 Recommendation on the Historic Urban Landscape, Operational Guidelines for the Implementation of the World Heritage Convention, Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape and The Guidebook, managing heritage in dynamic and constantly changing urban environments.

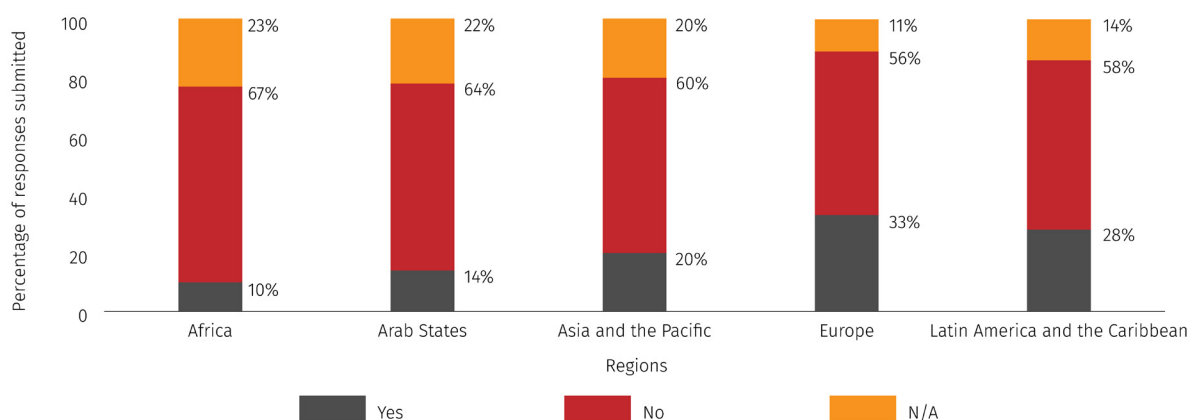
## Figure 59

Regional breakdown of responses from cities on types of educational programmes available to youth on urban heritage and the 2011 Recommendation.



## Figure 60

Regional breakdown of responses from cities on whether any research on the approach or implementation of the 2011 Recommendation related to their city/urban area has been carried out by academic institutes or other research institutes





# Conclusion

The Third Consultation on the implementation of the 2011 Recommendation overwhelmingly confirmed the importance of the Recommendation. It demonstrated the urgency of mainstreaming the Recommendation as a tool for managing urban heritage in and around settlements and cities to recognize, protect and integrate historic built environments into planning for sustainable development. At a time when rapid urbanization, the demands of new and ill-conceived or uncontrolled development projects and the pressure of real estate markets, among others, threaten to consume and erase historic places, and at a time when climate change and accompanying extreme conditions and disasters have emerged as the single greatest challenge to heritage, the approach of the 2011 Recommendation is clearly more relevant than ever in advancing their resilience and sustainability beyond their uniqueness.



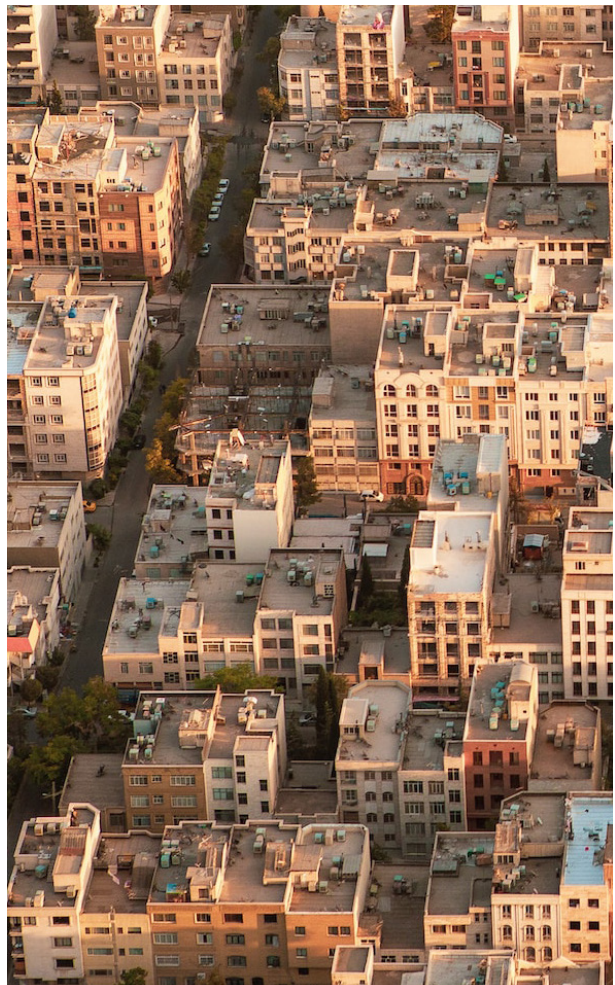
## *Participation in the consultation*

### **Key Takeaways**

- An increase in Member States' implementation of the 2011 Recommendation since the Second Consultation in 2019 is evident and encouraging, with 187 reports received from a total of 69 Member States out of 193, with 62 national reports and 125 local reports. One additional report was also submitted by an Associate Member State. This is a significant increase from the 55 Member States who reported for the Second Consultation. In addition, local authorities were also consulted during this Third Consultation, following the recommendation of the last consultation. As a result, this Third Consultation was also opened to cities and settlements in all UNESCO Member States to report.
- Increase in implementation is also evident in the increased number of reports from Latin America, the Arab States and Africa which previously had much fewer responses.
- Another point with regard to the participants was that during the Second Consultation, a majority of States had appointed their National Focal Points for World Heritage as the Focal Points for the 2011 Recommendation. The Third Consultation saw that the Focal Points for the 2011 Recommendation were distinct and often from a different ministry or agency. This reflects the wider significance of the 2011 Recommendation for the Member States and its application to all cities and settlements.
- At the same time, participation came from 36% of the 193 Member States in total, reminding us that a lot needs to be done with respect to the remaining 64% to raise awareness and promote the implementation of the 2011 Recommendation.

- This Third Consultation invited responses from authorities at two levels of decision-making: national and local. The responses of the 125 cities that came from 45 Member States provided an enormous depth and richness to the understanding of the implementation of the Recommendation. However, the limited participation of cities and settlements from a small number of countries demonstrate the substantial work necessary to raise awareness of the Recommendation at the local level and to support its implementation in cities and settlements.
- Of the 125 cities that responded, 51% have World Heritage properties inscribed and 29% of the responding cities and settlements have sites inscribed on their national Tentative List; hence their awareness of the 2011 Recommendation was heightened. While it is encouraging to know that about 50% of the local responses came from cities and settlements without a World Heritage designation, this is a relatively smaller number. Again, this indicates that much work remains to be done to bring awareness of the 2011 Recommendation to cities and settlements everywhere and to support its implementation.
- More than half of the Member States indicate that pressures of economic development with cities advocated as centres of economic growth, increasing urbanization, pressures of building and large infrastructure construction pose challenges to urban heritage protection, specifically high-rise building construction in and around historic urban fabric. About a third of the responding cities and settlements report rapid urbanization, developmental pressures, interventions of infrastructure projects such as light rail, often at the cost of urban heritage, mass tourism and change in agricultural land use and traditional farming to contemporary occupations. Uncontrolled urban development, in most parts of the world, causes an over-densification that adversely affects the environmental quality of the place.

- The COVID-19 pandemic had a very significant impact on the economic and social life of historic urban areas, as well as on their conservation efforts. But it also gave impetus to the use of new digital tools for outreach where possible.
- 64% of responding Member States have noted that climate change threatens historic urban areas which are often unprepared for uncertainties and risks. Responding Member States and reporting cities have conveyed increased incidence of super storms, heavy winds and rainfall and frequent flooding as well as landslides and land subsidence, among other impacts. Much needs to be done in this area alone with respect to Disaster Risk Reduction, among other urgent problems.



## 7.1 Governance mechanisms and planning to protect urban heritage

The 2011 Recommendation emphasizes the need to ensure that appropriate legislative and institutional frameworks and measures are in place to effectively manage all the different aspects of urban heritage across different agencies and sectors, beyond just laws for protecting monuments. The national and local authorities reported on the governance mechanisms in place to protect urban heritage and ensure thriving historic urban areas focusing on the prevalence and the effectiveness of laws, policies, regulations and measures for the protection of urban heritage. They also reported on the integration of heritage conservation with plans and planning processes at the urban and regional level.

### Key Takeaways

- More than half of the Member States who responded to the survey convey that increasing pressures of urbanization, building developments, high-rises, and large infrastructure pose challenges to urban heritage protection. Moreover, 64% have noted the negative impacts of climate change in addition to the impacts of the COVID-19 pandemic.
- 60% of responding Member States have national laws and policies to support the protection of urban heritage though very few reported regulatory frameworks at the local level.
- Less than 50% of the responding local authorities across regions have heritage management plans for the protection of urban heritage. Furthermore, less than 20% of the responding cities and settlements integrate their heritage management plans with city development plans and others such as tourism management and transport management plans. Anchoring of heritage management plans in city development plans and processes, is critical to protecting urban heritage.

- The harmonious integration of contemporary interventions into the historic urban fabric is a core principle of the 2011 Recommendation. Most reporting cities have regulations requiring major new construction in historic urban areas to obtain approvals from heritage authorities. However, building regulations to guide new construction to be compatible with the unique architectural character of historic urban areas are almost completely absent.
- While historic urban areas demand the coordination of multiple authorities at the local and regional level from heritage to tourism, urban development to infrastructure and transport authorities, the provision for steering committees or intersectoral coordination mechanisms at the national or local levels for urban heritage management is largely absent in most responding countries and cities.
- With regard to a culture-based approach to the management of urban heritage, about 60% of the responding Member States have national policies to integrate festivals and cultural events into urban development in historic urban areas. About 50% of them integrate policies related to museums, cultural, creative industries and intangible cultural heritage into urban development. However, less than 40% of Member States integrate livelihood policies into urban development. Thus, the development of training and partnerships is key to benefit local communities.



## 7.2 Understanding and inventorying the multiple layers of urban heritage

The 2011 Recommendation advocates a landscape approach for identifying, conserving and managing historic urban areas within their broader contexts, considering the interrelationships between the physical forms, natural features, social and cultural values and the wider setting. The 2011 Recommendation emphasizes an approach that promotes looking at historic urban areas as composed of layers, including the monuments and the ordinary urban fabric around them, the waterbodies, green areas, agricultural lands and hills around the historic urban area, as well as the intangible cultural heritage and traditional practices and knowledges of the local communities. It underlines the relationships between the built heritage, natural environment including its wider setting, and the local communities. In relation to the OUV of World Heritage properties, these layers constitute the local attributes of urban heritage that contribute to the conditions of integrity. The approach of the 2011 Recommendation that includes the built fabric, streets and public spaces, natural features such as waterbodies and gardens, as well as the practices of the local communities, means that these multiple attributes of urban heritage must be identified, inventoried and protected.

### Key Takeaways

- The understanding of urban heritage for most reporting national and local authorities remains largely limited to protecting a few selected monuments. A third of the respondents at the national and local levels do not have inventories of historic urban areas, structures, monuments and sites in their countries and cities, as a strategic step in the process of heritage protection. Only three of the 125 reporting cities recorded having updated inventories of their heritage even when 51% of them are inscribed on the World Heritage List underlining a pressing need for training to document and protect the multiple attributes of their urban heritage and integrate them into sustainable development.

- At the same time, national and local authorities across all regions reported their support for traditional building techniques and local materials that protect the distinctiveness of historic places. Similarly, more than 70% of local responses indicate the inventorying of the intangible cultural heritage dimensions of cultural heritage in historic urban areas. However, specific strategies for their safeguarding or integration with urban heritage management are absent.
- Concerted efforts and guidance would benefit cities and settlements regarding the layering principle of the Recommendation in local regulations.



### 7.3 Inclusion and participation of local communities in managing urban heritage

The 2011 Recommendation promotes inclusive and participatory decision-making at all stages of planning and management. The use of civic engagement tools should involve a diverse cross-section of stakeholders and empower them to identify key values, set goals and agree on actions to safeguard their heritage and promote sustainable development.

#### Key Takeaways

- 50% of the responding Member States and local authorities have policies to ensure wide consultation with stakeholders in the management of historic urban areas. However, policies to ensure the participation of marginalized people, women, and Indigenous peoples range from 15% to 26% of the responding Member States.
- Responding cities demonstrated efforts to engage youth with more than two-thirds of the responding cities encouraging them through educational activities on urban heritage.
- Access to public spaces in historic urban areas in more than 75% of the responding cities is reported to be open to all communities. However, data indicate that only about 46% of public spaces in cities are community managed. Concerted efforts are needed for policies to advance a gender-balanced, people-centred and inclusive approach to managing urban heritage.



### 7.4 Ensuring inclusive economic benefits of urban heritage

The 2011 Recommendation recognizes the need for financial sustainability of conservation efforts in historic urban areas, including for the many privately owned historic buildings. It encourages innovative financial models and instruments to enable the conservation of even the ordinary houses in historic urban areas, recognizing the need to protect heritage with local value and meaning. The 2011 Recommendation also emphasizes the potential of historic urban areas to promote sustainable livelihoods, including for women, Indigenous peoples and marginalized groups. These activities should be compatible with the conservation of attributes of urban heritage of historic urban areas. The 2011 Recommendation underscores that financial tools should be aimed at building capacities and supporting innovative income-generating development, rooted in tradition.

#### Key Takeaways

- More than 50% of responding Member States reported having financial policies and instruments to protect urban heritage with 70% of the responding local authorities having policies to support sustainable tourism to benefit local communities. About 60% of reporting cities confirmed the use of financial tools and policies to support an urban revitalization of historic urban areas. However, less than 40% of the responding local governments advance policies such as microcredit and loans to support small businesses, traditional occupations and artisanal practitioners and a very low proportion of cities report financial tools and policies to mitigate the negative effects of gentrification indicating the need for equity and inclusion in the availability of financial mechanisms. Overall, the reports indicate a pressing need for greater policy coherence and coordination to develop innovative financial strategies for urban heritage management.

- At the local level, the percentage of funding allocated for preservation of urban historic areas ranges from approximately 2% per year to 26% per year.
- The ability of local governments is limited with regard to the financial tools and mechanisms to which they have access. A little less than half of the responding cities have financial tools/policies to ensure compatible adaptive reuse of historic structures and to promote COVID-19 pandemic recovery and resilience.
- Less than half of the reporting cities have policies to provide affordable housing and workspaces, entrepreneurship training for traditional artisans and the availability of microcredits and loans.

### ***7.5 Advancing sustainable development and climate resilience in historic urban areas***

The 2011 Recommendation addresses the need to better integrate and frame urban heritage conservation strategies within the larger goal of overall sustainable development. Integrating the 2011 Recommendation approach means mainstreaming strategies and practices for sustainable urban development, including implementing the UN 2030 Agenda and New Urban Agenda at the local level. Policies and measures to enhance the resilience and sustainability of the heritage as well as the local communities in historic urban areas are encouraged. Historic urban areas, usually built using local building materials to respond to local geographies and climatic conditions, offer significant opportunities to contribute to sustainability, including disaster risk reduction, climate change mitigation and adaptation strategies. For example, valuable heritage-based strategies might include the reuse of historic buildings, promoting green ecological infrastructure, strengthening historical connections with waterbodies and green spaces, introducing renewable energy sources, using local building materials and techniques, supporting non-motorized transport and recognizing and including traditional knowledge, as a central component of reinforcing resilience to natural hazards and climate change. National and local authorities reported on how ecological sustainability and climate action is being mainstreamed into the management of historic urban areas.

### ***Key Takeaways***

- Almost all national and local reports indicate that their urban heritage is impacted by climate change with a high proportion reporting from Latin America and the Caribbean. Impacts range from frequent and severe heat waves to heavy precipitation and flooding, droughts, and dust storms. Less than 40% of the responding national and local authorities have measures to protect traditional watersheds, water systems, promote urban agriculture and greening strategies.
- Laws, policies and measures exist in more than half the responding Member States to address climate change impacts; however, they are mostly absent at the local level. Even when they have them, urban heritage is absent in national and local climate action strategies and policies. About 65% of responding States report having national climate change policies or national disaster management policies but more than 50% of local level reports indicate the absence of such strategies and policies for climate change mitigation, adaptation, or disaster risk reduction at the city level. Urgent promotion of the 2011 Recommendation approach is needed to further climate resilience and sustainable development in historic urban areas following the UN 2030 Agenda for Sustainable Development and New Urban Agenda 2030.
- Many countries report having laws in place to safeguard their waterbodies and mandate monitoring. Many countries in Europe and North America, Asia and the Pacific, as well as Latin America and the Caribbean (more than 50% of countries overall) have policies that focus on climate change adaptation. However, it is not clear how many of these national strategies integrate urban heritage to enable the holistic protection of historic urban areas.
- Less than 40% of the responding national and local authorities have measures to protect traditional watersheds, water systems, promote urban agriculture and greening strategies.

- Most Member States have policies or measures in place, some Member States lack policies for promoting urban agriculture and other green strategies. Several Member States have plans for waste reduction and recycling, and approximately half have policies for protecting traditional water systems and promoting non-motorized transport. Policies for green infrastructure and renewable energy sources are also in place in many Member States.
- Less than half of the reporting cities have climate adaptation strategies. While these strategies are at the city level, historic urban areas or urban heritage are usually not integrated in them and traditional building practices or water systems are rarely included. The absence of urban heritage in these plans and strategies is both a risk for the protection of urban heritage that is threatened by the impacts of climate change and a missed opportunity with regard to enhancing climate resilience with local materials, traditional knowledge and practices. Significant efforts are needed to support cities to document traditional practices related to climate adaptation measures being practised in their city/settlement.

### 7.6 Knowledge and capacity-building

Developing diverse knowledge systems and promoting capacity-building are essential to the 2011 Recommendation and its implementation. Knowledge, skills and research about the urban heritage should be actively developed and disseminated among target communities, decision-makers, academics and professionals.



### Key Takeaways

- Less than 30% of the responding Member States reported capacity-building and knowledge creation on the 2011 Recommendation and less than 30% of reporting cities indicated undertaking research. The availability of translations of the Recommendation in local languages is also a challenge. About 20% of the responding cities have accredited courses on urban heritage, indicating a significant need for guidance and capacity-building.
- While more than 60% of the national and local governments use digital technologies such as drones, aerial photography, remote sensing applications and GIS-based surveys for documentation of heritage properties, digital tools need be promoted further across all regions.
- Some cities note the role of civil society and NGOs in integrating heritage education in schools, and for conducting awareness workshops for the youth. Some Member States report workshops targeting the youth, instilling awareness of historically rooted social values in communities.
- However, given that about 36% Member States have responded to this Third Consultation, it may be assumed that the large majority of Member States have little or no capacity-building or training related to the 2011 Recommendation. This is a major gap that remains to be addressed.
- Finally, the 2011 Recommendation emphasizes the role of research for interpretation of urban heritage and to share and transmit knowledge in diverse communities, and also as a way to further dialogue. However, only a quarter of the responding cities report research that has been carried out by academic/research institutes, indicating a significant need for improvement.

# Ways Forward

## **PROMOTION OF THE 2011 RECOMMENDATION BY UNESCO**

Since the last report in 2019, UNESCO, with support from Member States, and including Category 2 centres, UNESCO Chairs, the Advisory Bodies to the World Heritage Committee and private sector partners, has organized 11 major international conferences, promoted on-site activities in 32 cities from all global regions, carried out 24 capacity-building workshops with local authorities, participated in over 40 externally organized events, and advanced the integration of 2011 Recommendation in policy-making at international and regional levels. UNESCO has also developed digital platforms and tools for supporting implementation and technical knowledge: the e-magazine *Urban Notebooks*, (April 2020–December 2021); the *World Heritage Canopy*, a digital platform of innovative heritage-based solutions and practices for sustainable development that integrates the 2011 Recommendation; the *Urban Heritage Atlas*, a digital tool for analysing and documenting the attributes of urban heritage for World Heritage cities; and a *Resource Manual for the 2011 Recommendation* that is currently under development. The 10th Anniversary of the Recommendation was celebrated with a global event, as well as regional technical sessions bringing together 59 mayors, city leaders and high-level experts, and nearly 1,500 participants that included the launch of the UNESCO HUL Call for Action to raise awareness and engage cities everywhere regarding urban heritage

### **7.7 Ways forward**

From the response to the Third Consultation and Member States as well as the cities and settlements, some priority areas for action emerge:

#### **Protection**

Recognizing the relevance of the 2011 Recommendation in the context of increasing global challenges that cities, settlements, and urban heritage continue to face and urgently seeking solutions to enhance sustainability, inclusion, and climate resilience.

Continuing efforts to implement the 2011 Recommendation adopting its approach to integrate heritage conservation into urban development plans and processes.

Implementing the 2011 Recommendation and its approach to World Heritage properties in and around urban areas as well as in all cities and settlements in their territory as a vital tool to integrate heritage conservation with urban development plans and processes in the framework of sustainable development and to advance climate resilience.

Ensuring adequate laws, policies, and measures exist to protect the different attributes of urban heritage and at different scales from their wider setting to small architectural features and motifs, and also ensure their implementation.

#### **Recognition and mapping**

Adopting a culture-based approach to urban heritage management integrating intangible dimensions of cultural heritage, festivals and cultural events, as well as museums and creative industries to benefit local communities and ensuring meaningful and compatible use of urban heritage and conservation of its attributes. This is also relevant following the MONDIACULT 2022 Declaration.

Developing a detailed inventory and cultural mapping of urban heritage attributes across multiple scales, material and immaterial, and then identifying mechanisms to protect and safeguard them that take into account their character, size, and geographic area.

#### **Integration and coordination**

Integrating urban heritage management as a strategic objective of urban development plans and processes at the national, and local levels, and also integrating heritage management plans in urban development plans and processes that engage with urban heritage attributes.



Ensuring adequate guidance and regulatory mechanisms to integrate harmoniously contemporary interventions into the historic urban fabric. Impact Assessments for Urban Heritage being carried out systematically prior to any interventions in historic urban areas.

Establishing intersectoral coordination mechanisms for urban heritage management at the national and local levels to include to tourism, culture, infrastructure, parks, waterfront, and transport authorities among others as relevant.

Prioritizing the safeguarding of vernacular building traditions, construction techniques, materials and professional development, also promoting the use of local building materials.

### ***Inclusion and engagement***

Including and engaging all local communities and empowering community-based management, putting in place policies to ensure wide consultation with stakeholders in the management of historic urban areas.

Urban heritage conservation processes could advance gender equality by ensuring the participation of women and marginalized populations with policies and strategies and advance youth engagement through education and training activities.

Urban heritage conservation processes such as adaptive reuse of historic housing fabric and public open spaces could advance equity and access to housing.

Urban heritage conservation processes integrating social housing by adapting historic buildings and neighbourhoods for affordable and diverse housing could help address social needs in historic urban areas.

Advancing financial policies and measures to support local economic development in historic urban areas to promote micro, small, and medium-sized enterprises promoting compatible and sustainable livelihoods along with sustainable tourism policies.

Putting in place policies and processes for compatible adaptive-reuse of historic built fabric, ensuring financial tools and measures for the continuity of local communities.

Ensuring policy coherence and coordination between national and local financial policies and measures to support innovative strategies for financing urban heritage conservation and sustainable development at the local level.

### ***Advancing sustainability and resilience***

Integrating historic urban areas in national climate change strategies and policies including risk-centred thinking about historic urban areas for climate resilience and design mechanisms that suit a diverse range of affected stakeholders.

Integrating historic urban areas in urban and local climate mitigation and adaptation strategies, and disaster risk reduction strategies at the local level.

Mainstream strategies for sustainable development in historic urban areas at the local level including low carbon strategies for urban agriculture, renewable energy, recycling, green infrastructure, non-motorized transport, and management of ground water among others building especially on existing traditional systems.

Informing local climate action plans by using local materials, traditional knowledge and practices.

Supporting recovery and reconstruction of historic cities and settlements in line with the 2011 Recommendation..

### ***Building capacities***

Reinforcing capacities for urban heritage management including for digital technologies and tools from digital storytelling and mapping to earth observation from documentation and data collection to analysis and decision making, with systematic updating and coordination of digital data from different agencies and institutions.

Enhancing, and advancing courses and university programmes on urban heritage.

# Links to UNESCO tools

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World Heritage Canopy

<https://whc.unesco.org/en/canopy/>

Urban Heritage Atlas

<https://whc.unesco.org/en/urban-heritage-atlas/>

Urban Heritage Resource Manual

World Heritage Cities Programme

<https://whc.unesco.org/en/cities/>

World Heritage City Labs

[World Heritage City Lab – Historic Cities, Climate Change, Water, and Energy](#)

[World Heritage City Lab – Urban Heritage and Traditional Building Practices for Sustainable Development](#)

[World Heritage City Lab – Sustainable Development Practices for Urban Heritage -](#)

Urban Notebooks

<https://whc.unesco.org/en/urbannotebooks>

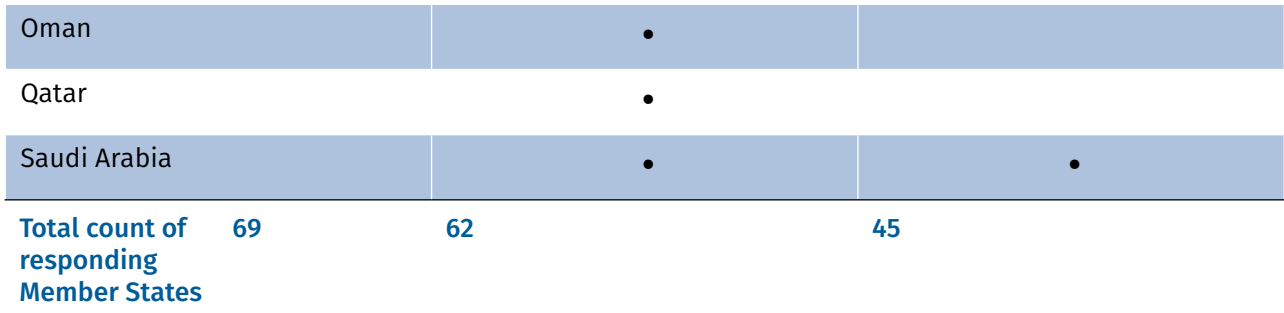
# Annexes

## Annex 1 Respondent Member States (alphabetical)

Member States	National report	Local report (s)
<b>Group I: Western European and North American States</b>		
Andorra	•	
Denmark	•	
Finland	•	•
Italy	•	•
Luxembourg	•	•
Netherlands	•	
Norway	•	•
San Marino	•	•
Spain	•	
Sweden	•	•
Switzerland	•	
Türkiye	•	•
United Kingdom of Great Britain and Northern Ireland	•	•
<b>Group II: Eastern European States</b>		
Armenia	•	•
Azerbaijan	•	•
Czechia	•	•
Estonia	•	
Georgia	•	•

Member States	National report	Local report (s)
Latvia	•	
Lithuania	•	•
Poland	•	
Russian Federation	•	
Serbia	•	
<b>Group III: Latin-America and Caribbean States</b>		
Brazil		•
Chile	•	
Colombia	•	•
Costa Rica	•	
Cuba	•	•
Ecuador	•	•
Honduras	•	•
Mexico	•	•
Nicaragua	•	•
Peru	•	•
Paraguay	•	
Trinidad and Tobago	•	
Uruguay		•
<b>Group IV: Asian and Pacific States</b>		
Bangladesh	•	
Cambodia	•	
Democratic People's Republic of Korea		•
Fiji	•	•
Indonesia	•	

Iran	•	•
Japan	•	
Malaysia	•	•
Maldives	•	•
Nepal	•	
Pakistan	•	•
Singapore	•	•
Turkmenistan	•	•
<b>Group V (a): African States</b>		
Burkina Faso	•	•
Cote d'Ivoire	•	•
Eritrea		•
Gambia		•
Ghana	•	
Kenya	•	
Madagascar	•	
Mauritius	•	•
Nigeria	•	•
Seychelles	•	•
Sierra Leone	•	•
United Republic of Tanzania		•
Zambia	•	•
<b>Group V (b): Arab States</b>		
Egypt	•	•
Iraq	•	•
Jordan	•	•
Morocco		•



## Annex 2 Section B: Local Level Survey – Respondent cities<sup>1</sup>

1. Cities highlighted in **bold** (60% of the total) confirmed the presence of properties inscribed on the UNESCO World Heritage List in their respective cities.

Member States	Region	Section B- Respondant Cities
Armenia	EUR	Goris Gumri
Azerbaijan	APA	<b>Baku</b> <b>Shaki</b>
Brazil	LAC	<b>Rio de Janeiro</b> <b>Olinda</b>
Burkina Faso	AFR	Bobo-Dioulasso
Cambodia	APA	Battambang
Colombia	LAC	Honda (Tolima) Popayán (Cauca) Barichara (Santander)
Côte d'Ivoire	AFR	Ahouakro Dabou <b>Grand-Bassam</b> Aboisso Abidjan Bingerville Kong

Member States	Region	Section B- Respondant Cities
Cuba	LAC	<b>Camagüey</b>
		<b>Cienfuegos</b>
		Baracoa
		Bayamo
		Sancti Spíritus
		<b>La Habana</b>
		Matanzas
		Sancti Spíritus
		Santiago de Cuba
Czechia	EUR	<b>Prague</b>
		<b>Karlovy Vary</b>
		<b>Historic Centre of Telč</b>
		<b>Třebíč</b>
		<b>Mariánské Lázně</b>
		<b>Kutná Hora</b>
		Žatec and the Landscape of Saaz Hops
		<b>Frantiskovy Lazne</b>
		<b>Český Krumlov</b>
Democratic People's Republic of Korea	APA	<b>Kaesong</b>
Ecuador	LAC	<b>Quito</b>
		<b>Cuenca</b>
Egypt	ARB/AFR	<b>Cairo</b>
Eritrea	AFR	<b>Asmara</b>
Fiji	APA	<b>Levuka Town</b>
Finland	EUR	<b>Rauma</b>
Gambia	AFR	Banjul
Georgia	EUR	<b>Mtskheta</b>
Honduras	LAC	Tegucigalpa y Comayagüela



Member States	Region	Section B- Respondant Cities
Iran (Islamic Republic of)	APA	<b>Yazd</b>
Iraq	ARB	<b>Dhi Qar/ Nasiriyah/ Abd al-Razzaq village</b>
		Wasit District
		The Heritage Khan of Alexandria
		Mosul
		<b>Samarra</b>
Italy	EUR	<b>Siena</b>
		<b>Verona</b>
		<b>Venice</b>
		<b>Mantua</b>
		<b>Modena</b>
		<b>Urbino</b>
		<b>Bologna</b>
		Padua
		<b>Napoli / Naples</b>
		<b>Genoa</b>
		<b>San Gimignano</b>
		<b>Ivrea</b>
		Rome
Jordan	ARB	Madaba
		<b>As-Salt</b>
Lithuania	EUR	Kaunas
Luxembourg	EUR	<b>Luxembourg</b> , vieux quartiers et fortifications
Malaysia	APA	<b>George Town</b>
Maldives	APA	Malé
Mauritius	AFR	Port Louis

Member States	Region	Section B- Respondant Cities
Mexico	LAC	Ciudad Histórica de Guanajuato y sus Minas adyacentes
		<b>Oaxaca de Juárez</b>
		<b>Tlacotalpan</b>
		<b>Santiago de Querétaro</b>
		<b>Puebla</b>
		<b>Morelia</b>
		<b>Mexico City</b>
		<b>San Miguel de Allende</b>
		<b>Campeche</b>
Morocco	ARB/ AFR	<b>Maknes</b>
		<b>Fez</b>
		<b>Tétouan</b>
Nicaragua	LAC	Granada
		Chinandega
		Jinotepe
		Juigalpa
		<b>León, Santiago de los Caballeros</b>
Nigeria	AFR	Kano
		<b>Osogbo</b>
Norway	EUR	<b>Bergen</b>
		<b>Rjukan</b>
		<b>Røros</b>
		<b>Notodden</b>
Pakistan	APA	<b>Lahore</b>
		Karachi
Peru	LAC	<b>Lima</b>
		<b>Cusco</b>
		<b>Arequipa</b>
		Jauja

Member States	Region	Section B- Respondant Cities
San Marino	EUR	<b>City of San Marino and Borgo Maggiore</b>
Saudi Arabia	ARB	<b>Jeddah</b>
		<b>Diryah, nr Riyadh</b>
		<b>Ahsa/Al-Hufuf , Oyoun , Mubaraz, Oasis</b>
Seychelles	AFR	Victoria
Sierra Leone	AFR	Freetown
Singapore	APA	Singapore
Sweden	EUR	<b>Visby</b>
		<b>Karlskrona</b>
Türkiye	APA/EUR	<b>Istanbul</b>
		<b>Bursa</b>
Turkmenistan	APA	Kerki
		<b>Kunya-Urgench</b>
		<b>Ashgabat city</b>
United Kingdom of Great Britain and Northern Ireland	EUR	<b>Edinburgh</b>
		<b>Shipley (Bradford)</b>
		City of Bath
		<b>London</b>
		Canterbury
United Republic of Tanzania	AFR	<b>Zanzibar Town</b>
Eastern Republic of Uruguay	LAC	San José
		Minas
Zambia	AFR	<b>Livingstone</b>
		Kasama
		<b>Mbala</b>

# Acronyms and abbreviations

AFR	Africa
APA	Asia and the Pacific
ARB	Arab States
EUR	Europe
HUL	Historic Urban Landscape
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
IUCN	International Union for Conservation of Nature
LAC	Latin America and the Caribbean
NGO	Non-Government Organization
OUV	Outstanding Universal Value
SDG	Sustainable Development Goals
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHC	World Heritage Centre

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# Urban Heritage for Resilience

In today's world, rapid urbanization, uncontrolled development, and real estate pressures pose a threat to historic districts. Therefore, the 2011 Recommendation has become more relevant than ever. Furthermore, cultural heritage faces significant challenges from climate change, including extreme conditions and disasters. As a result, the approach of the 2011 Recommendation is crucial in enhancing the resilience of historic places beyond their uniqueness.

The 2011 Recommendation on the Historic Urban Landscape was adopted by the UNESCO General Conference at its 36th session in 2011; it calls on Member States to integrate the conservation of cultural heritage in cities and settlements with urban development plans, policies and processes in the framework of sustainable development. This standard-setting instrument embraces the power of cultural heritage to make cities and settlements culturally vibrant, economically prosperous, socially inclusive, and environmentally sustainable. The consolidated results of the third Member States consultation, that took place between June and November 2022, confirms the importance of the 2011 Recommendation as crucial tool for managing urban heritage.

Covering six thematic areas of implementation, this report captures the key principles of the 2011 Recommendation in the framework of the 2030 Agenda for Sustainable Development, including the mapping and inventorying of heritage values and attributes, governance mechanisms, laws, regulations, and planning tools to protect these different attributes, inclusive and participatory decision-making, equitable economic development, the impacts of climate change, and the use of digital technologies for managing urban heritage including capacity-building.

The outcomes of the consultation and the encouraging progress being made in the implementation of the 2011 Recommendation. Nevertheless, there is still a need for guidance and support to implement the 2011 Recommendation. This includes raising awareness and capacity-building at both the national and local levels.

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