

PROCEEDINGS

IX

WORLD CONGRESS OF THE ORGANIZATION  
OF WORLD HERITAGE CITIES

KAZAN, 19 - 23 JUNE 2007



## CREDITS

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CITY OF KAZAN



**WORLD CONGRESS OF THE ORGANIZATION  
OF WORLD HERITAGE CITIES**

**KAZAN, 19 - 23 JUNE 2007**

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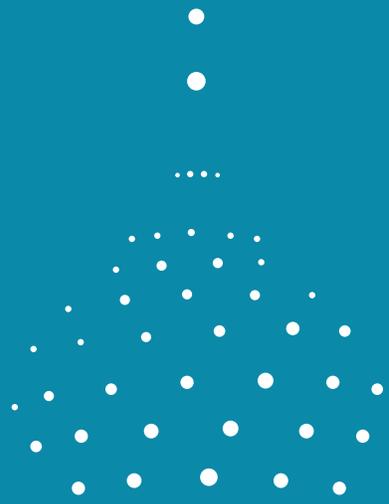
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IX

MESSAGE FROM

## THE PRESIDENT OF THE OWHC

Dear Participants in the 9<sup>th</sup> World Congress of the OWHC,

The Organization of World Heritage Cities, during its short life, has made a significant contribution toward advertising and making citizens aware of how important it is for a city to preserve its heritage.

The living heritage that we have inherited, namely those among us who live in one of the World Heritage cities, is based on the protection and management of cultural heritage, which has as its primary goal ensuring the welfare of the local inhabitants, as well as the tourists who visit us. The cultural heritage of our cities is often seen as a major asset for economic development, which must take into account social values that impart a sense of identity, spiritual values that bring about the better understanding of a place, as well as historic values that foster our links with the past. These are the characteristics that make our network of 215 World Heritage cities unique in the sense that these cities share the same values throughout the world.

We, as citizens of the privileged cities inscribed on UNESCO's World Heritage List, have a commitment to the 125 million people who live in these cities, because from the moment we obtained this distinction of cultural heritage of mankind, we assumed responsibilities outside the boundaries of our own cities and countries, as these responsibilities are undertaken for the benefit of all humanity.

This is why the OWHC puts forward new challenges and new proposals to us every day concerning the conservation and the preservation of the heritage of our cities. The 9<sup>th</sup> World Congress of the OWHC – Kazan 2007, with its theme “Heritage and Economics,” provided the ideal opportunity to discuss and find innovative solutions in the field of world heritage.

Dear participants, I am pleased that these very important aspects relating to heritage have been dealt with and discussed at our June Congress. Consequently, I take this opportunity to extend my warm gratitude for your participation in this meeting, which is a unique and wonderful experience. We look forward to seeing you at our next OWHC World Congress in 2009.

**MARCELO CABRERA PALACIOS**

**MAYOR OF CUENCA AND PRESIDENT OF THE OWHC**



MESSAGE FROM

## THE MAYOR OF KAZAN

On behalf of all the citizens of Kazan, I greet you and I thank you for having chosen our city as host of the 9<sup>th</sup> World Congress of the OWHC.

The people of Kazan were pleased to welcome you in 2007. We hope that, thanks to your support, this Congress was one of the most successful in the history of the OWHC.

Kazan was recognized as a World Heritage city in 2000 with the inscription of the Kazan Kremlin on UNESCO's World Heritage List. Since 2003, Kazan has been the seat of the Regional Secretariat of the OWHC for Euro-Asia. This secretariat was created with the support of the World Heritage cities of that region. The Euro-Asia Secretariat is dynamic, and many activities have already been organized for this region. The 9<sup>th</sup> World Congress of the OWHC was a major event, as the first one to be held in Euro-Asian territory.

The organizers of the Congress prepared a theme that will be very useful for the management of the invaluable heritage of our cities. In Kazan you were given the opportunity to discover one of the oldest cities in Russia as Kazan celebrated its 1000th anniversary in 2005. The cultural program included participation in the Tatar Sabantuy Festival and a cruise on the Volga River, from which one could admire the architecture of Kazan. You therefore discovered the cultural diversity of Kazan, its wealth and its intangible heritage while having the pleasure of tasting various foods of Russian, Tatar and other ethnic origins.

The people of Kazan were proud to welcome you and hope that you enjoyed our hospitality.

**MR. ILSUR METSHIN**  
MAYOR OF KAZAN



MESSAGE FROM

## THE INTERIM SECRETARY GENERAL OF THE OWHC

The Organization of World Heritage Cities was created to assist the cities inscribed on UNESCO's World Heritage List, which have a combined population of over 125 million, to adapt and improve methods of conservation as well as to promote the most effective management of their heritage, enabling them to reap the benefits of social and economic development. In keeping with our aims, the theme of the 9<sup>th</sup> World Congress of the OWHC, "Heritage and Economics," was chosen in order to examine in depth, with the help of world-renowned experts, the concept that heritage preservation can contribute to the sustainable economic development of a city while at the same time safeguard its cultural integrity.

We are pleased to present the *Proceedings* of the 9<sup>th</sup> World Congress, which was held in Kazan, Tatarstan, Russian Federation, in June 2007. These *Proceedings* are the collection of the presentations made during the Congress, which will hopefully serve as a useful source of information and ideas for implementation in the World Heritage cities everywhere.

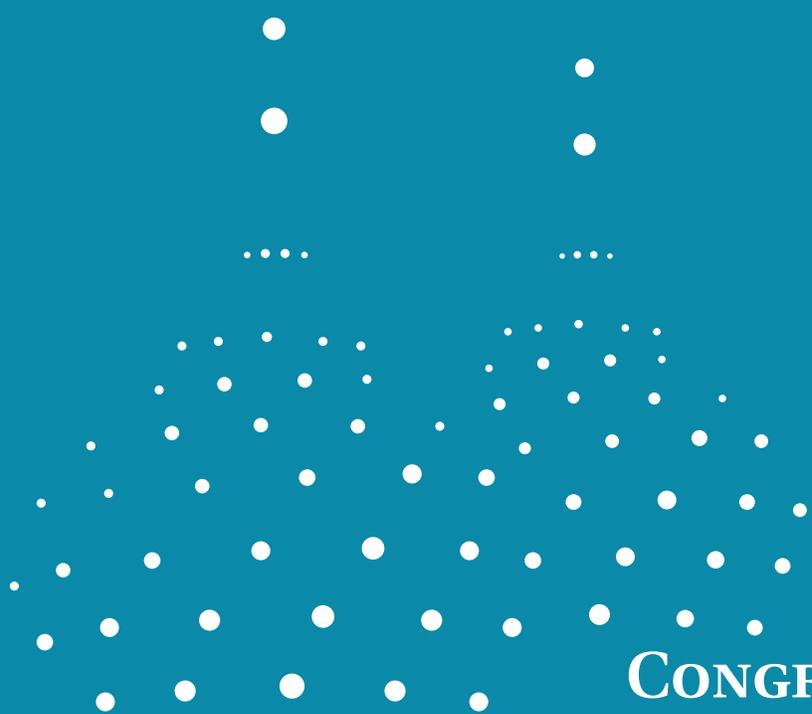
**WE THANK ALL OF THE CONTRIBUTORS FOR MAKING THIS PUBLICATION POSSIBLE.**

**LEE MINAIDIS**

**INTERIM SECRETARY GENERAL**

**ORGANIZATION OF WORLD HERITAGE CITIES**





CONGRESS THEME:  
“HERITAGE AND ECONOMICS”



**INTRODUCTION FROM****THE GETTY CONSERVATION INSTITUTE**

The World Congress of the OWHC is a unique forum. Every two years it brings together politicians and professionals who are committed to the preservation of historic cities, particularly those inscribed on UNESCO's World Heritage List. The first of these events was held in 1991 and, ever since, the World Congress has enabled participants to discuss topics of common interest, share their experiences and learn about new strategies for meeting the challenges associated with the conservation and management of World Heritage Cities. The event has also underscored the dynamism and open-mindedness of the OWHC.

In a meeting held in Los Angeles in January 2006, representatives of the OWHC and the city of Kazan invited the GCI to take responsibility for the structure and content of the scientific program of the 9<sup>th</sup> World Congress. The scientific program, extended to two days, was designed to provide participants with inspiring presentations that focus on the latest developments related to the Congress theme and to generate an exchange of ideas between politicians and heritage professionals. A students' program was also added to involve the up-coming generation of economists and architects. The theme of the 9<sup>th</sup> World Congress is "Heritage and Economics," a timely and stimulating subject for mayors and conservation professionals to analyze together. The cultural heritage of historic cities is often perceived to be a major asset for economic development and an important source of income for a city and its inhabitants. Increasingly, tourism is exerting a major role in this regard. However, the protection and management of a city's cultural heritage also embodies other values, cultural as well as monetary ones, which need to be understood and safeguarded. These include social values that impart a sense of identity, spiritual values that provide insight, and historical values that enhance a connection to the past. As mayors -- and others -- strive to find practical and sustainable solutions to problems within historic cities, they often confront the dynamic linkage between heritage and economics. The 9<sup>th</sup> World Congress will examine this linkage in greater depth and, in so doing, will explore the complex relationships between heritage and economics. Participants will leave the 9<sup>th</sup> World Congress not only with a clearer understanding of those relationships, but also with an overview of what kind of tools and guidelines can help them confront the inevitable challenges associated with heritage and economics with greater insight.

To articulate the theme of "Heritage and Economics," the organizers of the 9<sup>th</sup> World Congress have devised a program that includes four keynote presentations, several small group discussions that centre on questions raised by those presentations, a panel of mayors that focuses on the impacts and management of tourism in historic cities, a poster session that features case study analyses related to the Congress theme, and activities for a select group of university students in Kazan, who will contribute their ideas about heritage and economics in the context of the 9<sup>th</sup> World Congress' host city.

This publication includes the keynote presentations and an introduction to each component of the program. A list of the posters submitted by the participants and student presentations are also included.

As always, events such as the World Congress of the Organization of World Heritage Cities require the intelligence, talent and enthusiasm of many people and we would like to extend our thanks to all of you who contributed to format and prepare this program and this publication.

**FRANÇOISE DESCAMPS**

**CHAIR OF THE ADVISORY COMMITTEE**

**GETTY CONSERVATION INSTITUTE**



## MAYORS' PRE-CONGRESS WORKSHOP

The Mayors' Workshop at the OWHC's 9th World Congress was primarily designed for newly elected mayors, but it was also open to all mayors of World Heritage cities (or one of the mayors' designated representatives) who wanted to share ideas about how to confront the complex challenges associated with protecting and managing historic resources in their cities. This was the second time that the GCI organized a Mayors' Workshop for an OWHC World Congress; the first time was in Cusco, Peru, in September 2005. Both workshops were organized so that they occurred during the daytime, immediately preceding the formal opening of the World Congress, and both workshops were designed so that there would be a balance between brief formal presentations, site visits, and informal discussion among mayors or their representatives.

### THE WORKSHOP HAD THREE MAIN OBJECTIVES:

- *to motivate stimulating discussions about common issues confronted by OWHC mayors, thus fostering greater dialogue among them*
- *to focus on mayors' ideas concerning the cultural heritage that they have been entrusted to conserve and manage*
- *to utilize a case study example from Kazan to complement the points raised during presentations and discussions, thus helping to familiarize participants with the challenges confronted by Kazan.*

To meet these objectives, the workshop focused on an issue that many mayors confront in the protection of their cities' historic resources: How to reuse historic structures which have either deteriorated, have been left vacant, or are otherwise in need of being redesigned, rehabilitated or reintegrated into the living fabric of the city? Therefore, the workshop used this critical issue of what is sometimes called 'adaptive reuse' to address questions such as:

- *How does the case study site in Kazan compare with similar sites in other cities?*
- *What principles, guidelines or limitations should apply to the adaptive reuse of historic architecture in a World Heritage city?*
- *How can historic places be better integrated into the physical and social fabric of the city?*
- *In trying to reuse historic fabric -- or indeed to protect a city's cultural heritage more generally -- where can a mayor turn for help?*
- *Regarding the conservation of cultural heritage in an urban context: What works and what does not?*

Preliminary meetings with officials from the city of Kazan resulted in active participation by those officials in helping to plan and coordinate the workshop's logistics. The decision was made to use the neighborhood in the vicinity of the Peter and Paul Cathedral, where both the GCI and the city of Kazan agreed that there were several stimulating examples of buildings that could benefit from being re-used in creative ways. While Kazan officials prepared for the workshop, the GCI prepared a set of briefing documents for workshop participants, which included material not only about the neighborhood that would be used during the workshop, but also materials related to a series of case study

examples of adaptive reuse from locations worldwide. These sites included:

- *Bercy, Paris, France*
- *Vesterbro, Copenhagen, Denmark*
- *Puerto Madero, Buenos Aires, Argentina*
- *Historic Center of Quito, Ecuador*
- *Riverfront, Singapore*
- *Xintiandi, Shanghai, China*
- *Beijing 798, China*
- *Lowell, Massachusetts, United States*
- *The Presidio, San Francisco, California, United States*
- *Baltimore's Inner Harbor, Maryland, United States*
- *Several cases of Australian government adaptive re-use*

The workshop began with three brief presentations by colleagues in Kazan. After an opening presentation about Kazan by Mayor Il'sur Metshin, participants learned more about the study site from two local architects: Ernst Mavliutov, who spoke about the urban plan and historic center of Kazan, and Olga Aksentieva, who provided further information about the historic neighborhood of the St. Peter and Paul Cathedral (18<sup>th</sup> century). This was followed by a presentation about the principles of adaptive reuse, by Donovan Rypkema, a heritage economics specialist from the USA who works for Heritage Strategies International, Washington, DC.

Rypkema suggested that the adaptive reuse of heritage buildings was an important option for preserving these cultural resources. He outlined the key benefits of exercising this option for cities, local economies, public policies and the conservation community. He then summarized the most significant common denominators of successful adaptive reuse projects: “an imaginative catalyst, public sector participation, multiple sources of financing, complexity, the time-consuming nature of the enterprise, the mix of uses that were possible, public demand, skepticism, compromise, patience, and having broader aims in place beyond the reuse of the building itself.” He also explained some of the common mistakes, and then concluded by underscoring the five most important rules associated with adaptive reuse:

- *Involve local heritage professionals and heritage advocates in the planning from the very beginning.*
- *Make as many changes reversible as possible.*
- *Let the building tell you what it wants to be.*
- *Only use experienced professionals – no exceptions.*
- *Remember that it is a heritage building and the concept of **stewardship** should not be lost in the concept of ownership.*

This presentation stimulated participants to ask several questions, after which the workshop stopped for a lunch hosted by Mayor Metshin. After lunch, participants were bused to the historic neighborhood of the St. Peter and Paul Cathedral, where Ms. Olga Aksentieva delivered brief remarks about a series of issues, at four stops:

- ***Examples of slum clearance***  
Nobility Assembly Hotel; Rakhmatullina Street; Chernyshevskogo Street
- ***Empty lots in Historic centers***  
Alexandrovskii Passage; M. Dzhilil Street

- *Significant buildings in Historic centers*  
Kazan Hotel; Investments - state and private sector
- *Abundance of “terrace” housing*  
Introduction of new construction at the Mikhaliyev-Dryablov Mansion; St. Peter & Paul Cathedral

Participants then convened in a large room below the Cathedral to engage in discussion about the sites visited, and about how these sites related to similar situations (with either similar or different results) in cities represented by the workshop’s participants. Groups were divided by language (English, French, Spanish and Russian), and after approximately an hour of discussion, each group shared the results of their deliberations with the larger workshop audience.

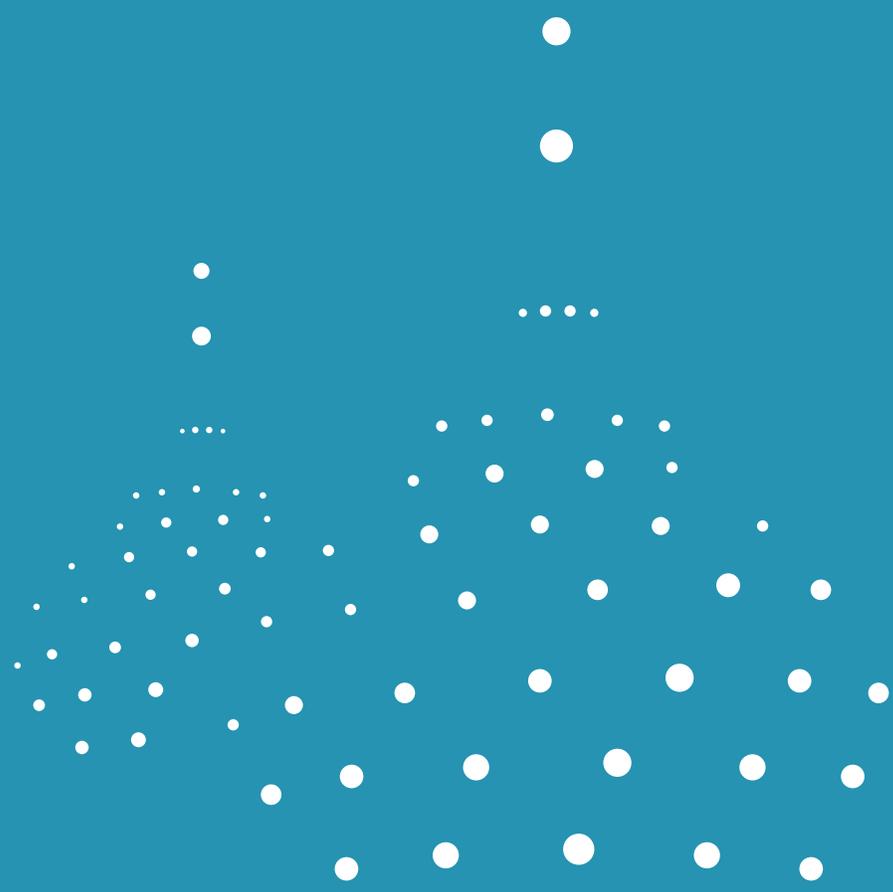
The workshop ended in the late afternoon. The Mayors’ Workshop was a key event in the context of the Kazan World Congress because it was well attended, it helped focus the attention of many participants upon some of the challenges facing Kazan, and it helped set the stage for an interactive environment at the Congress, where participants felt comfortable sharing ideas with colleagues in informal ways. The municipal officials of Kazan expressed strong satisfaction with the experience of helping to organize the workshop. Several informal discussions occurred during the subsequent Congress sessions between those officials and Congress participants.

Many participants thought that a third Mayors’ Workshop should be organized at the 10<sup>th</sup> World Congress in Quito, Ecuador, in September 2009.

**JEFF CODY**

**SR. PROJECT SPECIALIST, EDUCATION  
THE GETTY CONSERVATION INSTITUTE**



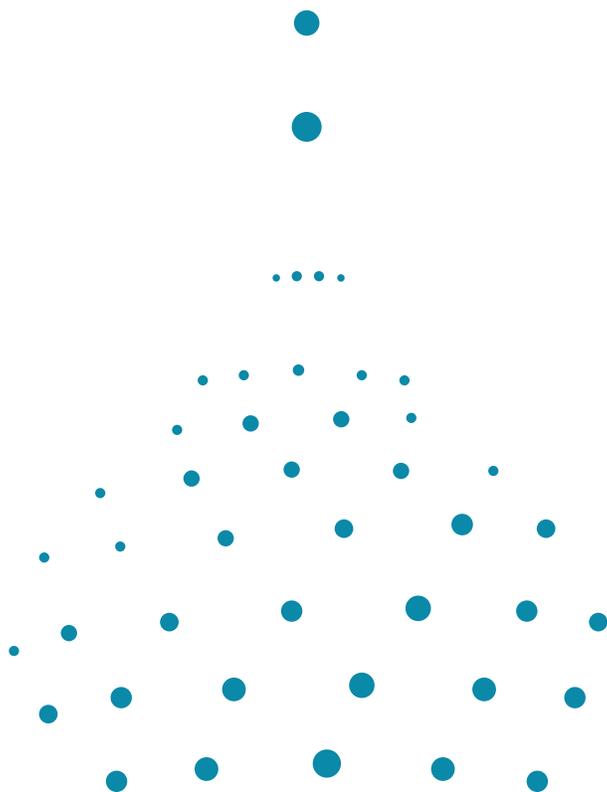


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## KEYNOTE PRESENTATIONS

# OVERVIEW OF HERITAGE AND ECONOMICS: SOME BASIC CONCEPTS

By DAVID THROSBY  
MACQUARIE UNIVERSITY, SYDNEY



**DAVID THROSBY** is professor of economics at Macquarie University in Sydney. He is internationally known for his work in the economics of the arts and culture. His recent research has focused on cultural policy, culture in economic development, and the economics of heritage conservation. His book *Economics and Culture*, published by Cambridge University Press in 2001, has now appeared also in Spanish, Italian, Chinese, Korean and Japanese translations.

## ABSTRACT

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*Heritage buildings, historic sites and cultural districts should be seen as assets in a city's urban fabric – assets that have both economic and cultural value. They contribute economic value through their commercial potential for tourism and for adaptive re-use as housing or commercial space. They contribute cultural value through their role in creating livable urban environments, and providing cultural enrichment in the lives of locals and visitors alike. This presentation will show how economics can help in understanding, interpreting and measuring these contributions to urban development, leading to outcomes that are sustainable in both economic and cultural terms.*

## PAPER

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To some people the words “heritage” and “economics” do not seem to have much in common. The conservation and enjoyment of our cultural heritage are matters that touch us very deeply, putting us in touch with all that is beautiful and valuable about human civilisation. Economics, on the other hand, deals with vulgar concerns like costs, revenues and efficiencies, and the day-to-day worries of making ends meet. How can these two aspects of our lives and, for many of us, our professional work, be brought together? Might there in fact be some synergies between how heritage practitioners and economists see the world? To answer this question, I want you to think of the world heritage city with which you are most familiar -- the city where you live, work, or where you often visit. Ask yourself:

What is it about this city that is of greatest cultural significance? What provides the basis for its World Heritage designation? It might be a single building or site, it might be an entire district such as a historic town centre, or it might be a combination of factors that go to make up the distinctive “feel” or atmosphere of the city, something intangible about the city’s presence that is no less real for being invisible. What do all these attributes of your city have in common? The answer is that they are all assets, and here is a word that economists understand. Items of cultural heritage are, in economic terms, capital assets that are valuable to whoever owns them, whether the owners are individuals, corporations or the people at large through public ownership.

So here is the starting point in linking heritage and economics. Economists are now beginning to use the words “cultural capital” to describe assets such as items of heritage that have cultural significance. Let’s take an example. Think of a historic building that is still used as a centre for city or municipal government administration.

The building is an asset that has financial value as capital stock (it could be sold off as real estate for commercial development), and it also has financial value in terms of the flow of services it provides (estimated, for example, by the rental value of the office space). These aspects of the building’s value could be called its economic value as a piece of purely physical capital. As such, this economic value could be provided by any building. But this is not just an “ordinary” building; its distinguishing feature is that it also has cultural value, deriving from the cultural significance that is essential to its qualification as cultural heritage.

Like its economic value, the building’s cultural value is seen both in its worth as capital stock (the accumulated sense of cultural significance embodied in the building’s very fabric) and in terms of the flow of services it provides (its historic or aesthetic qualities that are enjoyed every day by workers, visitors and passers-by).

What is the usefulness of this concept of cultural capital? A particular virtue of interpreting heritage in this way is that it opens up the possibility of a more fruitful dialogue between heritage professionals concerned with cultural aspects of conservation, restoration and so on, and the financial officers who control the purse strings. Cultural capital speaks in a language both sides can understand, invoking common concepts such as maintenance investment, depreciation, earnings potential and rates of return. Techniques of financial analysis can be adapted and applied to cultural heritage in ways that take account of both the economic and the cultural values involved. For example, it is usual to apply economic appraisal methods such as cost-benefit analysis to public investment in capital assets. Defining heritage as cultural capital allows us to look at heritage projects in similar cost-benefit terms. In these circumstances, an intervention involving expenditure of public or private funds can be seen as a capital investment project. If the asset is a historic building or location, and the “project” is the restoration or adaptive re-use of the site, treating the cultural resource as an item or items of cultural capital enables the familiar investment appraisal tools to be applied. But there is an important difference from “ordinary” cost-benefit analysis: it is (or should be) the time stream of both economic and cultural value that is being evalu-

ated and assessed. In other words, the identification of cultural value alongside the economic value generated by the project means that the economic evaluation can be augmented by a cultural appraisal carried out along the same lines, i.e., as an exercise comparing the discounted present value of the time-streams of net benefits with the initial capital costs. I’ll come back to questions of measurement later on.

Two other concepts are important in thinking about economic aspects of cultural heritage. Firstly, urban scholars refer to the concept of livability to describe the characteristics of urban environments that make them attractive as places to live. These characteristics include tangible features such as the existence of public infrastructure (public spaces, urban transit, availability of health and education services, effective means for providing clean air and water, efficient sanitation and waste disposal, etc.) and intangible features such as a sense of place, a distinctive local identity, well-established social networks, etc. The concept of livability is strongly related to cultural heritage.

Urban specialists have argued for many years that preservation of old buildings and the maintenance of traditional city precincts have provided continuity for urban dwellers, making these environments more livable. As a result in many cities the link between cultural capital and urban livability is now recognised and incorporated into planning procedures. The linkage carries through to the economic functioning of cities -- more livable environments are generally also more efficient, and they are also more attractive to tourists. Livability is particularly enhanced by the cultural activity that often emanates from heritage districts, provided threshold levels of activity (e.g., tourist visitation) are not exceeded.

Secondly, since capital assets are long-lasting, the notion of cultural capital leads naturally to thinking about sustainability. We are now accustomed to speaking of environmentally or ecologically sustainable development as being a growth path for an economy that preserves the natural resources of the planet for future generations. In exactly the same way, it is possible to speak of culturally sustainable development, meaning ways of safeguarding our cultural heritage for the benefit of our children and our children’s children. Neglect of cultural capital by allowing heritage to deteriorate, by failing to sustain the cultural values that provide people with a sense of identity, and by not undertaking the investment needed to maintain and increase the stock of both tangible and intangible cultural capital, will place cultural systems in jeopardy and may cause them to break down.

The concept of the “sustainable city” thus needs to be expanded to incorporate conservation of the essential cultural capital as well as the natural resources necessary for ecological survival.

All of this is fine in theory, but how can it be applied in practice? What does the economics of heritage have to say about the choices and decisions that confront mayors, councillors, planners, and finance officers in managing heritage cities on a daily basis? I suggest that a key issue here is measurement. Decisions cannot be made in a vacuum. We need facts, figures, statistics, data, evidence. The theory tells us which concepts are important; we now need assessment and evaluation methods to put empirical flesh on the theoretical bones. What is the value of a street festival to the local economy? What values are at stake if a development application involving a heritage building is approved? What is the net value of tourist flows to the city during the summer season? Is the cost of cleaning or restoring a historic building worth it? All these are questions requiring assessment of both economic and cultural value. Economic value is easy -- everyone understands money. But cultural value has no single unit of account. Think of what we mean when we say a building or an artwork has cultural value: we mean it has aesthetic qualities, spiritual connections, historic associations, symbolic meaning, narrative resonance and so on, all of which contribute towards its cultural significance. In other words, cultural value is multidimensional, and what's more it can be subjective in its evaluation. So how do we proceed?

The first thing to say is that in the appraisal of any heritage expenditure it is important at least to get the economic evaluation right. This involves being clear about the nature of the benefits a particular heritage project or activity generates. To begin with, we can make a distinction between use and non-use benefits. The former are the direct economic benefits accruing to users of the heritage asset in question and are observable in market transactions -- the revenue from admission charges paid by visitors to a historic site, for example. Other market effects might be observed in wider economic impacts such as the expenditures of tourists attracted to a city by its heritage qualities. But a significant part of the economic benefit of cultural heritage is of the non-market or non-use type, that is, intangible benefits enjoyed by the community at large. In recent years economic analysis of cultural heritage has drawn increasingly on methodologies developed by environmental economists studying the valuation of natural environments such as wilderness areas or marine parks. The non-use values of such natural phenomena are similar to those of cultural items such as a

monument, an old market square, an ancient church, a shrine, a historic district or an archaeological site. These non-use values relate to three aspects: the asset's existence value (people value the existence of the heritage item even though they may not consume its services directly themselves); its option value (people wish to preserve the option that they or others might consume the asset's services at some future time); and its bequest value (people may wish to bequeath the asset to future generations). These non-use values are not observable in market transactions, so they have to be measured by special-purpose studies designed to gauge people's willingness to pay to preserve the heritage asset. Such methods allow us to gain some insight into the monetary values people place on these non-market benefits, and help to indicate, for example, whether a city's inhabitants approve of amounts being spent on heritage conservation from public funds.

In a full-scale assessment of the economic value of a particular heritage project, these non-market effects may overshadow in monetary terms the direct revenue generated by the project, providing a justification in their own right for proceeding with it. For example, a recent willingness-to-pay study of the heritage benefits of preserving views of Stonehenge in England by building a tunnel under it instead of a surface road around it found that the heritage benefits alone justified the building of the tunnel because they exceeded the present value of construction and maintenance costs. Similarly a World Bank study of the non-market demand for the preservation of the historic town centre in Fez in Morocco found significant willingness to pay, sufficient to rationalise a tax on tourists to Morocco, including on those who do not actually visit Fez themselves.

The sorts of survey methods used in these and many other studies may also provide a means of drawing together a consensus evaluation of the cultural value of particular projects. Indicators of value spanning the various attributes of cultural significance noted above can be derived for the population at large, and these evaluations can be placed alongside expert appraisals which, being based on particular expertise, must be taken seriously in reaching some consolidated view of cultural value in particular cases.

Of course, if the redevelopment of heritage in urban situations is handled properly, “win-win” outcomes can more often than not be achieved, where heritage-based proposals can be shown to be superior on economic, social, environmental and cultural terms than alternative projects. Much weight in these circumstances rests on a clear articulation of the way the benefits of the project will flow from the contribution heritage

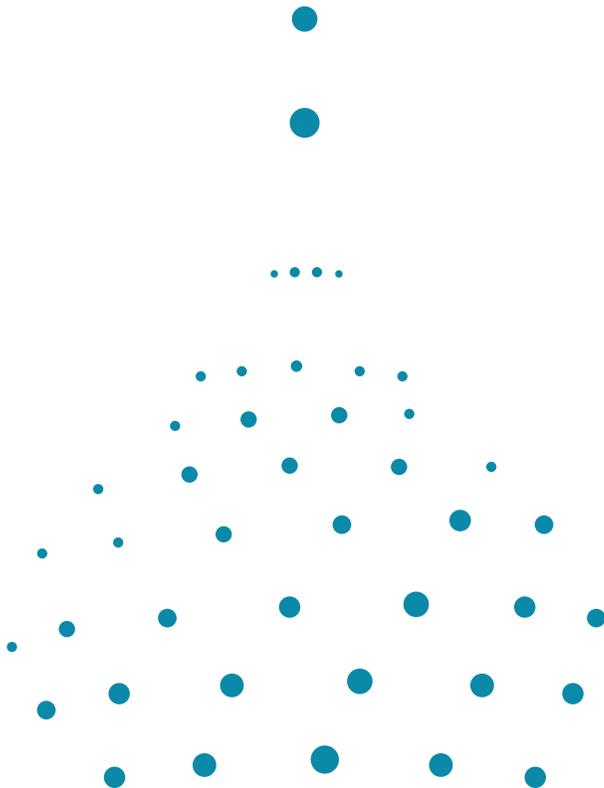
makes to livability, and from the impacts that improved livability will have on economic, social and cultural outcomes. A dual assessment of cultural and economic value, and an effort to include non-market values in the evaluation of economic effects, will be important aspects of the appraisal process. All of these observations are relevant regardless of the location of the city concerned; they are as appropriate to development projects for urban improvements affecting affluent inhabitants of cities in the industrialised world, as they are to projects in cities in developing countries where poverty alleviation is the primary objective.

It should be clear by now that the practical task of taking account of both economic and cultural elements in decision-making regarding the conservation and future development of World Heritage cities is not one that can be managed single-handedly by any one set of interests, but requires cooperation and input from a range of disciplines. In particular, it is important to involve heritage economists familiar with both market and non-market appraisals of revenues and costs, and also conservationists capable of synthesising different assessments of cultural value into a realistic evaluation. Acknowledging the legitimacy of cultural value alongside economic value as an essential component in influencing decision-making in heritage matters is a big step in the right direction.



# SUSTAINABLE DEVELOPMENT BASED ON VALORIZING THE HISTORIC URBAN FABRIC

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## ABSTRACT

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*Sustainable Development entails change but also embodies the sense of cultural continuity that is necessary to preserve a sense of identity. Development and identity are multidimensional concepts consisting of overlays of mutually reinforcing components. The value placed on these different dimensions as well as on the different components of the heritage varies widely among actors, stakeholders and custodians, and these viewpoints evolve over time. In developed countries, investment in heritage preservation has become a strategic objective of economic development. In the developing world, globalization and the rapid pace of technological innovation tend to impede such efforts except in the case of major tourism attractions.*

*The experience of cities that have used culture and heritage as a driver of economic development points to key ingredients of success: an entrepreneurial spirit, an understanding that preservation is the cornerstone of sustainable valorization, operational strategies linked to regional and urban growth dynamics, strategic use of public investment as a pump-priming mechanism, an inclusive outreach and participatory process, a sustained effort at maintaining social balance and an effective monitoring system.*

*Equitable sharing of the benefits of growth must be based on a realistic assessment of the economics of heritage preservation in order to foster private investment in valorization, reach local stakeholders, contribute to municipal finance and, most importantly, provide for the preservation of the heritage itself.*

## BACKGROUND

From ancient oracles to medieval pilgrimages to modern tourist attractions, cities flourished capitalizing on their cultural and natural heritage long before national governments understood its potential as a driver of national economic development. Development is a multifaceted concept integrating economic, social, institutional and cultural dimensions. It deals with the present and strives to shape the future. It entails change spurred by visions and a sense of purpose but it also embodies varying degrees of continuity that define identity and shared values.

After decades of viewing culture as a constraint on development, economists have acknowledged seminal works by Amartya Sen and other scholars discussing the links between culture and development. Among development aid organizations, a new outlook emerged in the 1980s whereby heritage was viewed as an asset that should be preserved and sustained by the revenues it generates. Promoting tourism-driven economic growth became an appealing concept readily embraced by national governments in developing countries who viewed their heritage as a source of foreign exchange earnings. Fomal overexploitation of sites became as much of a threat to the survival of the heritage as the informal activities of small-scale entrepreneurs transforming the surrounding historic urban fabric.

Today culture is recognized as an important dimension of development, but viewpoints differ widely regarding the role that the legacy of the past should play in shaping the future and the role economic considerations should play in determining the use of the heritage. Two key economic trends pose serious challenges to heritage preservation:

1. *The economic restructuring brought about by globalization and the massive population movements it has generated are increasing the ethnic and cultural diversity of cities and contributing to generating urban dynamics of growing complexity;*
2. *The rapid pace of technological innovation is generating a constant onslaught of new messages and images displaying symbols and lifestyles associated with status and achievement that tend to devalorize the old. Simultaneously, the*

*propagation of unfiltered information is fostering the perpetuation or revival of distinctive cultural values, beliefs and customs. Ethnically diverse subgroups among a population can cluster and operate in separate patterns of activity within the same urban space.*

Astute political and civic leaders view these trends with apprehension and try to overcome fragmentation by promoting interactions that enhance shared values across cultures and counter narrow views that create exclusion.

## ECONOMIC DEVELOPMENT AND CULTURAL CONTINUITY

Europe took the lead in integrating heritage preservation and valorization as an intrinsic component of sustainable development. Most European countries offer supportive programs and subsidies for the preservation of heritage ranging from monuments to the non-monumental historic fabric, and from cultural landscapes to traditional arts and crafts as well as intangible cultural expressions. They also offer subsidies to both owners and occupants of heritage buildings to foster maintenance and improvement of premises.

To promote their competitiveness among footloose high-tech industries, European cities and towns have focused on quality of life and cultural resources as key assets that enhance their attractiveness. In this perspective, investing in the preservation and revitalization of their heritage becomes a key strategic objective of economic development placing real vs. contingent value on its continued existence. Nevertheless, it did take time for European countries to institutionalize an operational framework involving all stakeholders (public, private, non-governmental organizations [NGOs] and community-based organizations [CBOs]) in a concerted effort to valorize the heritage and its setting. Highlighting shared heritage across administrative, political and economic boundaries, new culturally defined subregions are emerging. They use their shared heritage as a bond fostering concerted action and as a marketing device promoting their distinctiveness.

Small towns can link themselves to regionally or nationally significant features giving them recognition and enabling them to attract tourists, residents, businesses and private investors. The more entrepreneur-

ial communes have been quite successful at drawing on national and EU supportive programs to reverse their decline and ensure their survival, relying on their heritage to open up opportunities that can rebalance their demographic profile and enhance their economic prospects. Ferté Bernard in the Sarthe Department of France is a small town anchoring 26 rural communes in two counties. Combining well-preserved historic cores; attractive rural, cultural and natural landscapes along the Huisne River; and proximity to a national highway corridor, they attracted business and transport-related enterprises to their industrial parks thereby generating one thousand jobs and bringing back young families to live in the town.

### IMPACT OF DEVELOPMENT ON CULTURAL HERITAGE

The value placed on cultural heritage transcends economic use and embodies a mix of spiritual, intellectual and emotional references that give it special significance as an anchor of continuity in the face of disruptive change. This sense of continuity is needed to enable communities to incorporate change without experiencing destabilizing social tensions during economic restructuring and “reforms” that affect the living standards of the middle classes who provide the backbone of stability in urban areas.

The architectural and urbanistic heritage is constantly being reshaped by the opportunities of the present. Successive historical layers all contribute to defining the city’s identity. Their cumulative impact is enriching by its diversity. Reinforcing the compatibility of cultural continuity with diversity and change associated with development helps overcome the rejection of expressions produced by other cultures or associated with certain periods of history and promote a capacity to integrate change.

Economic development, even when heritage-based, can and does alter the experience of a place over time. Seemingly unimportant small losses here and there to make place for new construction, inappropriate reuse of functionally obsolete buildings, abuse and misuse of neglected structures, incongruous juxtapositions at the edges and encroachments of damaging new development gradually erode part of the city’s heritage and end up affecting its sense of place and its identity.

Sometimes the cumulative effect of changes, none of which may be objectionable on its own, tends over time to alter the visual aspect of a historic place or the way of life of its residents as happens when excessive commercialization displaces residential uses.

### STAKEHOLDERS’ PERSPECTIVES ON PRESERVING THE CITY’S IDENTITY AND REALIZING ITS DEVELOPMENT POTENTIAL

Cultural identity is one of the most difficult concepts to define because it is multidimensional and each dimension comprises tangible and intangible components. The value placed on these various components by different stakeholders varies widely, conditioned by background, education, prejudices and convictions, and even more complex parameters in an economy fostering mobility and interconnectedness. Decentralization and the growing role of the private sector and civil society have multiplied the categories of actors whose activities and decisions are changing the natural and man-made environment. These actors have different perspectives on the value and use of the urban heritage. While some actors are more visible than others, their activities are often interlinked and create layers of dynamic interactions of increasing complexity. Consider the street vendors and informal traders in Mexico City Centre and elsewhere in Latin America. They are the most visible components of the organization that provides them with wares, protection and political connections. The resident population is being displaced by warehousing at one end and by redevelopment for touristic facilities at the other.

Today, information technology offers extraordinary means of analyzing the urban dynamics in historic centres but the pervasive lack of monitoring in developing countries (despite the growing number of urban observatories) accounts for the reactive nature of action plans which focus on addressing critical problems rather than shaping development strategies

Not every actor is a stakeholder in heritage-based development and not every stakeholder is a custodian of the heritage or an advocate for its preservation. In Lublin, Poland, the municipality was allocating funds to improve infrastructure in its historic centre and repair the gates, walls and main market square but could not carry the financial burden alone. Attracting private investment required the enhancement of development potential by allowing restaurants, coffee shops, small hotels, and larger apartments exemptions from rent regulations. Realizing the economic potential of the site, private developers demanded the displacement of residents in order to create commercial ground floors. Meanwhile the housing administration viewed the historic housing stock as low-quality housing and allocated the ill-maintained apartments to the poorest families, damaging the heritage and stigmatizing the residents. Left to fall in disrepair, buildings emptied of residents are eventually sold to private developers. In many instances, the involvement of

several agencies in different levels of government all eager to assert their political importance and jealously guarding their prerogatives impede concerted action. In Tunis, the municipality and the ASM (*Association pour la sauvegarde de la Médina*), a conservation advocacy NGO, worked closely together combining municipal powers with technical expertise to conserve the historic urban fabric of the Medina, revitalize its economic base and restore its social balance. Affordable design guidelines and flexible, adaptive reuse policies restored use value by allowing property owners to build up to a total height of three floors with the ground floor set aside for commercial uses. Private investment flowed in, reversing the cycle of deterioration. Rural migrants crowding in dilapidated historic buildings were relocated to new housing and those buildings that were not structurally sound were renovated.

Can economic development best be promoted by preserving the heritage in its historical form, adaptively reusing it for commercial or social purposes, or should some existing functions be perpetuated in a renovated setting more adapted to current needs? The answer to this question is complicated by the divergence in viewpoints regarding the relative importance given by the stewards of the heritage, be they public agencies, civic associations and trusts, other NGOs, or CBOs and the communities themselves, to the different components of their heritage, tangible or intangible (the physical assets, the setting, the functions, the activities and the way of life). As the government functions move out of the historic centre of Quito and informal hawkers are confined to designated market spaces, the centre has benefited from a marked improvement in its environmental quality. However, it is progressively losing its key functions as a civic centre, a hinge between the affluent northern districts and the southern sector, where lower-income groups live, and the location where they meet. Defining the proper balance between preserving the physical setting and ensuring the continuity of the civic functions is a challenging task and viewpoints differ regarding the priority objective.

Sometimes the actual use or symbolic function of a heritage building can overshadow the value of preserving its physical integrity resulting in controversial renovations and/or loss of valuable historic features. At other times, the symbolic value attached to a historic group of buildings or a whole quarter can bring together public agencies and private stakeholders and donors to upgrade a deteriorating area and valorize the heritage assets and their setting. The renovation of old Cairo, where the oldest churches, synagogues and mosques are located around the Roman fort, is a striking

and successful example of a heritage-based development project with a special meaning and a message for visitors and residents alike.

## ASSESSING THE IMPACT OF DEVELOPMENT BASED ON VALORIZING THE HERITAGE

The degree to which economic development projects would compromise the integrity of the heritage and damage the city's identity requires addressing four major challenges:

1. *Identifying the stakeholders who have a legitimate right to be heard irrespective of their viewpoints.*
2. *Reconciling between divergent viewpoints at any point in time. Fostering an understanding of the holistic nature of sustainable development and of the role of cultural heritage in development is instrumental in helping some consensus to emerge.*
3. *Keeping track of the evolution of viewpoints over time.*
4. *Determining the vulnerability of the different components of the city's heritage and the sensitivity (resilience) of the values attached to them to changes in the socio-economic context.*

In Cuenca, Ecuador, the influx of over three thousand Peruvian migrants seeking cheap accommodations in the city centre prompted local developers and Ecuadorian expatriate workers to convert traditional *conventillos* into tenements. As long as tenements remain the most profitable use of the historic housing stock, it is difficult to see how the cycle of abuse and deterioration can be reversed.

Strategic planning, vigilant monitoring and effective management are needed to ensure that the impacts of economic development do not in the aggregate undermine the integrity of the heritage. Similarly, lifestyles can change without irreversibly altering the way of life of a community if the core cultural values and social interactions that underpin this way of life can be preserved. The faster the pace of change, the more daunting the challenge. Unrestrained enthusiasm for economic development often overwhelms the alarm over the loss of heritage. In the end, only a few remnants can be saved, as has happened in Singapore and the Gulf States. Driven by an image of modernity inspired by the

mega-projects of the West, Chinese cities are rushing to acquire the infrastructure, buildings and skylines associated with modernity and competitiveness. Older neighborhoods, considered a blight tarnishing this new image, are being cleared and large parcels allocated to big developers to produce tall buildings. The sense of place is irreversibly altered and a new identity emerges which may be deplored by conservationists but is often very appreciated by investors and residents who benefit from rising living standards. In this context, cities must be convinced that public and private investment in rehabilitating the older non-monumental fabric and its adaptive reuse contributes to the quality of their living environment and that enhancing their identity contributes to their competitiveness.

Except for major buildings and sites, because of their civic or religious significance or their capacity to attract tourism, the historic urban fabric in developing countries is threatened. Witness the increasing number of historic centres listed by UNESCO on the World Heritage in Danger list. In a pernicious cycle of devaluation and neglect, areas that tourists (foreign and domestic) do not visit are often allowed to deteriorate.

Heritage is lost through deferred maintenance and neglect. In many instances, the situation is compounded by bureaucratic impediments, inappropriate conservation practices, potential private gains from misuse or demolition or negative views associating the old non-monumental urban fabric with obsolescence and backwardness.

Excessive commercialization, a common feature in many historic city centres, and intra-urban population movements bring an influx of non-residents within the older neighborhoods, disrupting their social cohesion and undermining the non-use values associated with the heritage. Spiritual values and community way of life are particularly threatened by the intrusion of uncontrolled economic activity.

The state of Louisiana focused on safeguarding the “quaint and distinctive character” of the Vieux Carré in New Orleans. The physical appearance was preserved even as families were displaced by affluent transient groups. Larger houses were operated as hotels and timeshare condominiums. The city, mired in recession since the 1990s, came to look to the Vieux Carré as its economic engine, surrounding it with large facilities to attract an ever-increasing number of visitors (mostly conventioners).

Despite the preservation of its physical aspect, the heritage value of the Vieux Carré was irreversibly altered. It lost its “soul” and its authenticity.

## SHARING THE BENEFITS OF HERITAGE BASED ECONOMIC DEVELOPMENT

Sustainability requires that there be an equitable distribution of benefits and costs to promote preservation as a component of development.

1. *Public agencies must recognize that the intrinsic value placed on the heritage and its continued existence implies a longterm preference in reaping the economic benefits of public investments.*
2. *Conversely, private investors, particularly property owners, within heritage areas must be offered incentives to compensate for the longer time frame required between the incidence of renovation costs and the flow of returns on their investments.*

Assessing the impact of sound management and valorization of cultural assets on the finances of local authorities whose role, powers and responsibilities are increasingly expanded by decentralization is instrumental to raising their awareness regarding the economic benefits of sound stewardship of their heritage and the safeguarding of their cultural identity as a special place.

In most countries, ministries of culture, specialized agencies, historic trusts and conservation foundations focus almost exclusively on the monumental heritage which, depending on its cultural significance, can give marketable recognition to a place. However, the setting, the non-monumental historic fabric, the activities that take place and the residents who live in the areas can make it a marketable, special place even if it lacks important heritage assets. Local governments are the prime custodians of the non-monumental heritage and the settings of archaeological sites. In almost every case, public investment is needed as a pump-priming mechanism that signals commitment to preserve and valorize this heritage, restore the livability of older quarters, enhance use value of the urban fabric, promote investment in economic activities, market the city as a quality location for businesses and housing and give it a new image. The size and scale of the public intervention needed varies inversely with the degree of deterioration of the area to be safeguarded. In São Paulo, the municipality moved its administrative offices back to the Centre to signal its commitment to the revitalization of its historic centre and stem the exodus of businesses and banks.

Undoubtedly successful strategies tend to bring about gentrification whether such an outcome is desired or not. Well-located parcels and blocks are the first to be converted to shops, offices and upper-end housing. To capitalize on the economic potential created by its technopole, Montpellier had to provide a high-quality environment. It chose culture and leisure as the major assets enhancing its attractiveness. Projects were launched to reconnect the city to the Mediterranean coastline and an agreement was signed with the State, the Chamber of Commerce and Industry and civic associations to revitalize the historic centre. In the strategically located Sainte-Anne quarter, the decommissioned church was repaired for its symbolic value as a heritage beacon. Public spaces were repaved and landscaped and subsidies were offered to property owners/tenants to renovate buildings and street facades including shops. Events were held to attract different groups to experience the historic centre. Despite subsidies covering up to 55% of renovation costs conditioned on keeping social affordable rental units and unrelenting outreach efforts, most property owners turned down the conditional offers. The rapidly appreciating real estate market was too lucrative to be counteracted.

Development strategies must look beyond the heritage site. The connection to key nodes in the city and edge conditions shapes the urban dynamic that can be set in motion by strategic public investment. A thorough understanding of real estate markets and economic conditions is instrumental in order to succeed in attracting commercial activities, animating street life and restoring social balance or avoiding exclusion of older and poorer residents who contribute to the memory of the place and its identity.

More often, heritage preservation requires constraints to be placed on the use of property and regulations to be formulated regarding the extent and techniques of renovation authorized in order to prevent physical damage to the cultural assets. Building moratoria, long drawn-out disagreements among responsible agencies and delays in initiating actions that demonstrate public commitment deter investors and discourage residents, thus accelerating the exodus of businesses and households that can afford to move. Meanwhile, the economic development generated by key heritage assets may locate elsewhere in the city benefiting other property owners. Yet it is important that the benefits of economic development that heritage generates reach local stakeholders even if it is through a critical mass of smaller mutually reinforcing actions that work to stem disinvestment and restore the economic viability and livability of the historic core by safeguarding its identity and valorizing its very special sense of place. Consider Illiers-Combray, a small, entrepreneurial com-

mune which used its few previously overlooked heritage assets to link itself to the famous French writer Marcel Proust, who in his youth spent time with his aunt in the town and described it in his book *Du Côté de Chez Swann*. The strategic public investments and collaboration with strategic partners reestablished, publicized and marketed this link. The growing number of visitors attracted businesses and the town reversed its economic and demographic decline. It is now considering how best to continue to enhance its Proustian identity and preserve its sense of place as a "bourg."

## CONCLUDING REMARKS

Reviewing the experience of cities and towns that have managed to use culture and heritage as the cornerstone of their economic development strategy one can identify ten ingredients of success:

- *Initiating an inclusive outreach and participatory process capable of engaging residents and key actors.*
- *An entrepreneurial spirit that allows decision-makers to sense how best to valorize their heritage assets in order to promote local economic development.*
- *An understanding that the cornerstone of sustainable valorization is preservation and adequate maintenance of the historic setting.*
- *Defining strategies built on an in-depth understanding of the regional and urban growth dynamics as the context for local development.*
- *Establishing an institutional framework facilitating horizontal interaction among key stakeholders while focusing on strategic partners for each program/project activity.*
- *Undertaking a realistic assessment of the development potential and marketability of the city and its heritage.*
- *Assessing the economics of rehabilitation, preservation and valorization and establishing design guidelines for heritage renovation that are simple, affordable and enforceable.*

- *Expert assessment of the contribution of each component of the fabric to the whole setting, the sense of place it conveys and the city's identity followed by an awareness-building campaign to arrive at an understanding among stakeholders regarding the appropriate use of the heritage as a driver of economic development.*
- *Putting in place an effective monitoring system allowing the legal stewards of the heritage to trace and assess the impact of development on the heritage and its setting.*
- *Taking prompt action to counteract unanticipated threats to the heritage whether damaging physical transformations (conversion, subdivision, misuse, densification) undesirable social trends (excessive gentrification or exclusion) or disruption of local customs and traditions.*
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In many ways, the ability of a city to promote economic development based on its heritage rests on its capacity to safeguard its identity in the face of change. Development brings about new ideas and technologies which must be integrated, new growth sectors and associated services whose requirements must be met and new lifestyles which must be accommodated without disrupting the sense of cultural continuity that is necessary to preserving identity. Innovative revitalization projects allow youth to relink with their cultural heritage in a way that is meaningful to the future and is equally significant to the socially and culturally diverse groups who live in the cities today, even as they experience it and value it differently.

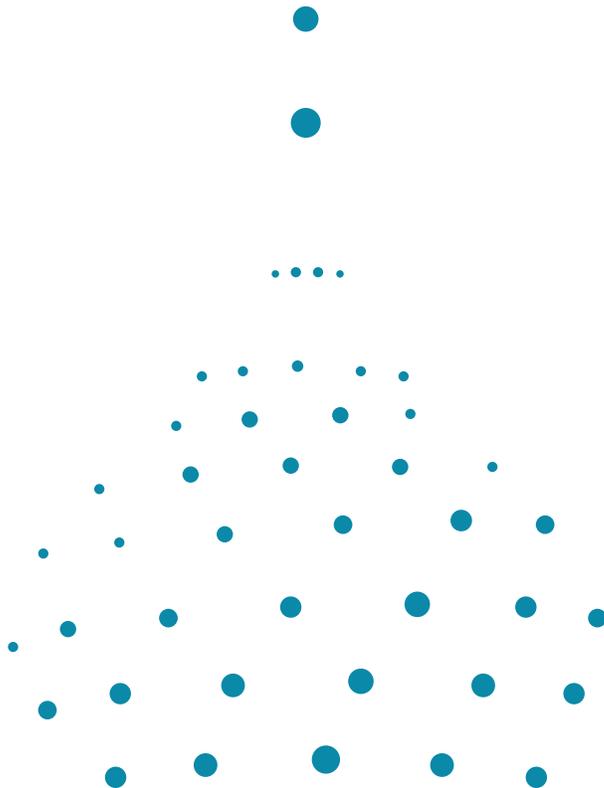
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A BALANCING ACT,  
MANAGING DEVELOPMENT  
PRESSURES IN URBAN  
HERITAGE SITES:  
THE MULTIPLE VALUES OF  
URBAN HERITAGE SITES

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## ABSTRACT

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*Significant costs are involved in the successful economic development of urban heritage sites. Expanding economic activities demand floor space and services in the site and pressure for its provision. Examples of negative impacts abound such as: public spaces lose their character when modern transportation modes are introduced; heritage buildings are torn down or grossly defaced to expand commercial, office or residential floor space; and new buildings in empty lots do not fit the character of the site in terms of mass, materials or design. Economic success often leads to gentrification that displaces the original residents and users of the heritage sites; in turn, this creates social tension and loss of political support for heritage preservation and development activities.*

*Managing the economic development of urban heritage sites requires thorough government intervention. Technical instruments abound, including economic and operational incentives and command and control tools that can help prevent the negative outcomes of unregulated development. Nonetheless, effective management of urban heritage sites is only possible when a broad consensus exists with regard to the values of the heritage site and the economic losses the community is prepared to take to preserve them.. Extreme outcomes, such as the rampant destruction of heritage values observable in unmanaged sites or the development freeze that usually accompanies full and inflexible preservation efforts, must be avoided. A well-balanced set of preservation and development objectives approved by all stakeholders is the best foundation for the legal and institutional framework for the preservation and development plans and for the judicious application of the available management instruments. Such a consensus is usually the result of complex political negotiation that tests the leadership skills of majors, elected officials, and community leaders.*

## INTRODUCTION

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Urban heritage sites hold different values for different people or groups. As Professor Throsby pointed out in his address to this Congress, around the world today, wider segments of society are gaining an appreciation of the multiple values of heritage than ever before; examples abound. Communities, aware of the many dimensions of non-use values of heritage, are inclined to protect historic, symbolic and religious sites. The use value of heritage was an early motivator of commercial investment in heritage rehabilitation and development for the tourism industry. More recently, consumers have begun to appreciate the advantages of working and living in historic centres. The purchase of rehabilitated properties has become popular, inducing developers to recuperate historic buildings for residential and commercial uses.

This renewed appreciation is expressed in a variety of ways, of which I would like to point out two examples: regarding the preservation of non-use values of heritage, I recall the exceptional public and private partnership established in the 1960s between the Central Bank of Colombia and private philanthropists running the Gold Museum in Bogotá, a repository for a priceless collection of pre-Columbian gold jewelry and sacred objects. Thankfully, future generations will be able to appreciate these beautiful pieces that otherwise would have been stolen from archeological sites, ending up in private hands with limited public access.

The use values of heritage may often be connected to festivals and celebrations. Today, when a man who is in love goes to the Plaza Garibaldi in Mexico City and hires a group of mariachis to serenade his girlfriend, he follows the footsteps of his father, grandfather, great grandfather, and many other ancestors in savoring a tradition older than the establishment of the Mexican Republic. Here, he participates in the joyful mix of music, dance, costume, and courtship, traditions recognized worldwide as being Mexican, and does so at a site that citizens of Mexico City have identified with mariachis for many decades. I will now focus on the issues of central interest to this Congress—the preservation and development of the values held by urban heritage, particularly how to face growing development pressures as their use and non-use values are preserved and the sites and buildings holding them are put into use. Indeed, this is a second-generation issue, as many historic centres are deteriorating and underdeveloped; however, several sites are under active rehabilitation and attract significant public and private investment, thus confronting significant development pressures.

Use and non-use values profoundly intermix in any urban context, expanding the number and scope of stakeholders interested in the preservation and development of urban heritage sites. This can also be a curse, as the development pressures may surpass the carrying capacity of the historic centre.

The sites that hold the values that motivate different stakeholders to preserve and develop the historic centres are closely interdependent upon the urban fabric, requiring cooperation among all interested parties, which, unfortunately, existing institutional arrangements often do not facilitate.

My key message today is that effective management of development pressures in historic centres requires the collaboration of all interested parties, a process that must be promoted by the leaders closest to the communities, the mayors.

## THE EFFECTIVE MANAGEMENT OF DEVELOPMENT PRESSURES IN HISTORIC CENTRES

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The mix of values provoking interest in the preservation of historic centres is well exemplified by recent developments in Quito, Ecuador. Only two years ago, the centre was listed as “best value” by the journal *International Living*, a publication advertising international properties. Although they are proud of the outstanding cultural values within the historic centre of this beautiful Latin American city, Ecuadorians are also interested in its use values. Young people who purchase homes or flats in rehabilitated residential buildings within the historic centre are drawn there not only because they are affordable, but also because the area is well maintained, and offers a range of leisure and cultural activities. Furthermore, they appreciate to live amidst public buildings of great artistic value, such as the Jesuit Church, and close to public spaces where significant historic events took place.

This sense of pride and popularity of the historic centre is a tribute to many years of concerted efforts on behalf of the Municipality of Quito, the central government, private donors, investors and consumers. From the late 1970s through the 1980s, the historic centre was deteriorated and the most important monuments were in disrepair, an aftermath of the 1987 earthquake and overall neglect. In December 1987 the government established a fund to restore the city’s monuments, and a few years later the Municipality launched a dynamic urban reha-

bilitation program. Both of these efforts led to the renovation of the monuments and public spaces, while also attracting new residents and business to the area. Today the historic centre is bustling with the energy of residential, commercial, cultural, and service activities.

Quito's success story has become a benchmark for other cities, whose historic centres are currently attracting new residents and economic and cultural activities to support the rehabilitation and development of their heritage. The Quito case, as well as other successful cases, rest on their ability to mobilize the energy and resources of a variety of individuals and organizations with a variety of interests in revitalizing the city centres.

Socio-cultural values were key factors in motivating early historic preservation efforts, followed by the historic and symbolic values of buildings and urban sites and the spiritual values of places of worship. Thanks to the hard work and contributions of historians and art scholars, as well as archaeologists and anthropologists, many communities now fully appreciate these values in their heritage sites and devote resources to their preservation. Other socio-cultural values, such as the aesthetic and social importance of urban heritage, have been slower in gaining recognition. However, a growing number of buildings currently rehabilitated and protected due to their artistic value or significance as community gathering places, prove the prevalence of such values.

Economic values, such as direct use values of heritage, have also played a role. The promotion of heritage sites as tourist attractions was an early motivator for needed public investments. Today, as in the case of Quito, the use value of heritage buildings for housing and commercial uses, a consumption use, is mobilizing private investments to supply housing, retail and office space in historic centres around the world. The donation value of heritage is an emerging stimulator for preservation investments; in part because some countries provide incentives to encourage the donor community to support cultural activities.

Urban heritage preservation and development efforts have successfully responded to the multiple values of heritage because they are part of a larger urban rehabilitation process, tackling not only the historic preservation issues of the sites, but also the most complex challenge of converting these urban areas into fully developed and functional city centres.

The strategy followed by the Quito Historic Centre Development Corporation, the leading mixed-capital agency in the rehabilitation process, was to upgrade the infrastructures and public spaces and improve acces-

sibility to the area; important factors in attracting residents, business and services. This particular program helped improve water and sanitation infrastructure, solve drainage problems affecting the historic centre, and install cabling for underground electricity and telephone services, including special lines for optic cable. The Municipality of Quito worked actively with street vendors, who were crowding public spaces, in relocating many of them to organized marketplaces in the historic centre, and the northern and southern ends of the city, giving them closer access to their customers. Pedestrian areas were expanded and the flow of public transportation and automobile traffic was better coordinated to develop well-located parking facilities. While supporting existing government-related and business services, the Corporation encouraged the diversification of shopping and leisure activities through a public-private partnership. All these actions raised the standard of the historic centre shopping and office areas to match the diversity and comfort of suburban shopping malls and office parks.

To ensure the sustainability of the rehabilitation process, the Corporation also worked closely with public and private partners to incorporate social and cultural activities within the buildings, thereby satisfying community needs. The Municipal Library, an important asset for public school students, is now housed in the old University Building, and the City Museum, one of the most visited by students, residents and tourists, occupies the building of the oldest hospital in Latin America, the San Juan de Dios Hospital.

This approach allowed for the direct use values to be realized through expanded consumption of heritage assets for social, residential, commercial, and recreational uses. The more commercially oriented investments complemented the public and philanthropic resources to rehabilitate monuments and historic buildings.

In summary, success in rehabilitating and developing a historic centre requires the balanced use of principles and methods of intervention and financing from two spheres of public action. First, historic preservation methods help identify and conserve the multiple non-use values of heritage. Second, urban rehabilitation initiatives promote the development of the sites and the balanced management of use-values to attain historic preservation objectives.

Historic preservation methods enhance the appreciation of heritage values, which in turn stimulate preservation efforts, and also provide the technical underpinning for defining the required preservation for the heritage assets within the historic centres. The level of

preservation required for heritage sites determines the most effective uses of the assets. Places of great artistic, historic or spiritual value may require total preservation, while less significant sites may allow for adaptive reuse. Others are only of contextual value, allowing more flexibility in their use. These are critical inputs for the definition of the historic preservation and development plan for the area.

Such plans are *de facto* social contracts in as much as they constitute agreements among the parties to act cohesively and limit their development rights over the assets for the common good of the area. The widespread appreciation of historic centre values greatly facilitates the adoption of the plan. Therefore, careful research, analysis and dissemination of the multiple values of historic centres are essential in all preservation and development efforts. Furthermore, these activities influence the financing of heritage preservation, capturing the interest of private philanthropy and sustaining public funding for historic preservation.

Historic preservation and development plans are often static in nature, focusing entirely on the controlled development of the area. However, preservation efforts must go beyond regulating development to promote the sustainable rehabilitation and use of the heritage assets. Urban rehabilitation methods provide effective means of intervention.

Successful urban rehabilitation and development programs fulfill three key conditions. First, they help *coordinate* the different interventions in the territory. Private investments in the adaptive reuse of heritage assets must be accompanied by public investments in infrastructure and public space improvements and by active social programs to enhance citizen safety and confront social issues such as slums and overuse of public spaces by street vendors. Second, as isolated interventions are mostly ineffective, these programs undertake large-scale interventions to reverse the deterioration processes that affect historic centres. Successful rehabilitation programs involve substantial portions of the historic centres, changing their entire image and creating significant externalities to attract private investors and consumers. Finally, implementation of the interventions must be executed in the correct *sequence*. Private investments will flow more smoothly into the historic centres when their infrastructure and public spaces are renewed, clean, safe and accessible to all. Thus, public investments must always precede measures that encourage private investments and public-private partnerships.

## MULTIPLE PRESSURES, THE NEED FOR COORDINATED RESPONSES

Success in the preservation and development of urban heritage sites can be measured by increased investments in highly demanded historic assets. These include public and private resources to rehabilitate, use, and preserve historic buildings and public spaces to satisfy social and commercial demand for cultural, educational and social gathering places, as well as residential, retail and recreational facilities.

The success of such programs can also generate significant problems—market and social pressures for the provision and use of space in the historic centres may grow beyond the carrying capacity of the area. Expanding economic and social activities may demand floor space and services in quantities beyond what is technically suitable for the preservation of historic buildings and spaces. Examples of the negative physical impacts affecting public spaces, monuments, and historic buildings abound. Public spaces often become overcrowded with informal sellers, while streets often cannot accommodate modern means of transportation and become congested and polluted. The social pressure to accommodate new demands often leads to unsuitable transformations of historic or monumental buildings. Some private rehabilitation projects aim to maximize the use of the historic site, thus tearing down or grossly defacing buildings to supply more commercial, office or residential floor space. Furthermore, new construction in empty lots often fails to fit in with the character of the historic site in terms of mass, materials, or design.

Social impacts are also significant. Economic success often leads to gentrification, displacing the original residents and users of the heritage sites. The most affected are low-income tenants, since they lose access to low-rent housing and accessible employment opportunities. This may elevate social tensions and weaken political support for heritage preservation activities.

As Professor Serageldin discussed, balancing the interests of all social actors is critical to more widely spread the benefits of heritage preservation and development throughout the population. A good example is the proper management of public spaces in historic centres so they meet the needs of all users equally. Squares, parks, and streets are the meeting places for all social sectors, as well as places where street vendors and craftsmen earn their livings. The balanced use of these assets is essential to allow low-income users access to earning opportunities, without jeopardizing the rights of the pedestrians accessing workplaces, shops, and leisure facilities.

Mitigating gentrification involves the active use of inclusionary zoning or other means to ensure a suitable supply of low-cost rental housing in the rehabilitated area. As these measures usually go against the interest of private developers and land owners, a strong social consensus is needed to include such provisions in historic preservation and development plans. As Professor Luxen will discuss later, good housing policies are beneficial in this respect. Also, social protection policies and programs that address problems posed by the homeless population, drug addicts, and those engaged in drug dealing and prostitution are but a sample of the programs that support the sustainable rehabilitation of historic centres.

### MANAGING DEVELOPMENT PRESSURES, A TASK FOR ALL SOCIAL ACTORS

Managing development pressures in urban heritage sites requires thorough government intervention. The government is the only actor capable of balancing the long-term development of the assets and promoting the coordination, scale, and correct sequencing of the interventions to ensure success. In particular, municipalities are key actors in the process, even more so than national heritage commissions, ministries of culture or tourism. However, the effective implementation of a rehabilitation program requires the coordinated intervention of different tiers of government. Key social programs are often funded and executed by national agencies or regional governments while urban transportation becomes the responsibility of state or metropolitan authorities.

Technical instruments to accomplish this objective include: command and control planning and historic preservation regulations; tax and economic incentives; public-private partnerships to finance and execute interventions that conserve public and private values; coordination committees and other tools to help prevent the negative outcomes of unregulated development. Jean-Louis Luxen will discuss these instruments in detail when he addresses this Congress.

I would like to stress that the implementation of diverse and complex policies, programs, and instruments crucial in the effective development of urban heritage sites requires a broad consensus with regard to heritage values and the social and economic consequences of their preservation. This is the essence of the social contract adopted by the stakeholders in a preservation plan. A well-balanced set of preservation and development objectives approved by all stakeholders is the best foundation for the legal and institutional framework of such plans and for the judicious application of the available

management instruments. Taking these steps is the only way to avoid extreme outcomes, such as the rampant destruction of heritage values observable in unmanaged sites, or the development freeze resulting from inflexible preservation plans.

The final consensus is usually the result of complex political negotiations which can test the leadership skill of mayors, elected officials, and community leaders. This is the ultimate challenge faced by mayors of historic cities: their capacity to build the necessary consensus and translate it into effective tools for action. These tools must be able to define common objectives in preserving the values held by the historic centre, while at same time ensuring the sustainability of such efforts by making the historic centre a fully functional part of the city.

### OPERATIONAL AND INSTITUTIONAL ISSUES IN MANAGING DEVELOPMENT PRESSURES IN HISTORIC CENTRES

This analysis highlights several important areas of public policy, such as the need to expand research and education of urban heritage values. With a broadened knowledge base of the values of urban heritage sites, communities are more motivated to invest in their preservation and development. Socio-cultural values are revealed through historic, artistic, and sociological research. These activities provide public goods, and should thus be funded by the public sector or supported through private philanthropy donation programs. Education programs in secondary schools must include heritage as a topic of study and debate, while universities should develop training and research programs in heritage values and preservation strategies. A community that is well-informed and appreciative of the many dimensions of the values of their heritage is prone to invest more public and private resources in preservation and development programs. Conversely, a community that is ignorant of these values is more inclined to accept its destruction while making space for modern buildings.

To promote efficient cooperation among actors, the institutional and operational mechanisms should allow each group of stakeholders to advocate those urban heritage values they feel are most important, as well as establish channels through which each group can contribute to the financing and management of preserving these values. Public-private cooperation is essential, a process that is difficult to organize efficiently and a marriage of interests that is still regarded with suspicion in many countries.

Execution of an urban heritage conservation strategy based on cooperation between the public and private sector poses institutional and financial challenges. The institutional mechanisms used must be able to channel the actions of the various actors effectively to the interventions they are more suited to execute, and then assign the inherent risks to the actors who perceive a significant benefit in taking them on.

Financing mechanisms must be capable of generating a mix of resources that will enable all parties to contribute in proportion to the benefits received and in accordance with their particular interests, to include: private real estate capital to finance income-producing projects; private philanthropy to conserve the monuments, and public resources to upgrade surrounding areas. The mechanism must also allocate resources according to the motivations of stakeholders given the potential returns, to include: profits in the case of real estate investors; improved relations with the community in the case of private philanthropies, and votes in the case of politicians.

Pairing such varied interests demands the government's dedicated leadership, given that most of the heritage values (existence, bequest, aesthetic, spiritual, social, historic, and symbolic values) are of interest to the whole community and are made explicit by involving citizen participation in the resource allocation process. In a democratic context, these interests are well represented by elected government bodies. Furthermore, the public sector is the only actor capable of resolving the coordination issues when operating in deteriorated urban areas, and mitigating the bias of private philanthropy, and establishing a sustainable urban heritage conservation process that is consistent with the community's objectives.

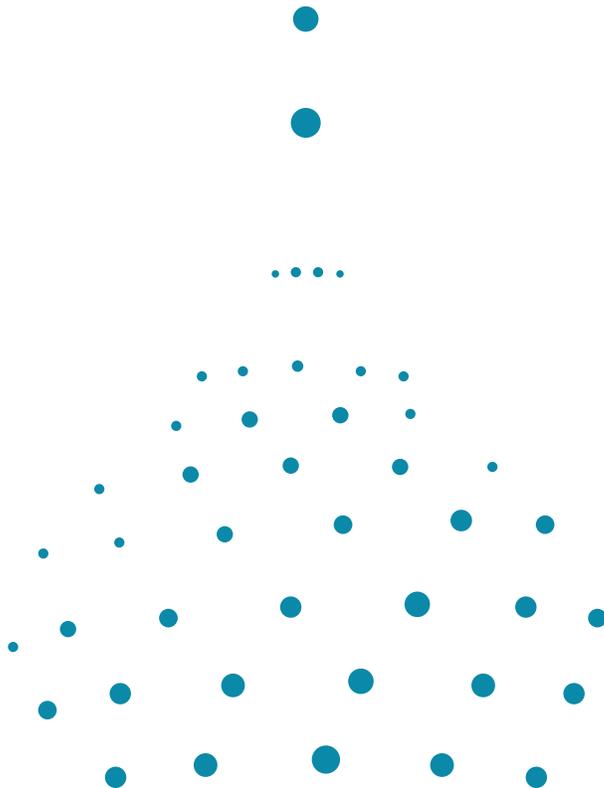
In closing, it is worth reiterating that conservation efforts in historic centres will become sustainable only by putting the preserved assets to uses with social or market demand. Attainment of this objective while safeguarding historic preservation involves delicately balancing the interests of a variety of actors. Thus the involvement of all social actors in their most efficient capacity and in accordance with their best interests in the decision-making process is an essential condition of urban heritage conservation; it cannot be tackled through the uncoordinated action of individual actors. This process demands concerted action by all interested parties, which in turn demands public sector leadership.



**PRACTICAL TOOLS FOR  
THE ENHANCEMENT OF BOTH  
HERITAGE AND ECONOMY IN  
HISTORIC CITIES:**

**AN OPERATIONAL APPROACH**

**BY JEAN-LOUIS LUXEN  
CULTURE, HERITAGE AND DEVELOPMENT  
INTERNATIONAL**



JEAN-LOUIS LUXEN graduated with a PhD in law from the University of Leuven and has been a graduate fellow in economics at Stanford University. He is currently president of Culture, Heritage and Development International ASBL, based in Brussels. He previously was the general administrator of the Department of Education and Culture in the Communauté Française of Belgium. He is also a professor and board member of the University of Louvain. He has been working in the field of heritage preservation since 1973, leading the field at the national and European levels. He became secretary general of ICOMOS in 1993 and has been in charge of the preparation of important reports for international organizations such as the Council of Europe. He was also the liaison officer of ICOMOS for the implementation of the UNESCO World Heritage Convention. He is currently working on the promotion of cultural and development projects at non-governmental organizations.

## ABSTRACT

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*This presentation will address ways of mobilizing additional (public and private) funding for conservation; the kind of expenditures to be taken into account; the role of public authorities; the fiscal and administrative tools available, and the appropriateness of various measures according to the type of expenditures.*

## APPROACH

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*This presentation is intended to highlight the role of municipal authorities in the implementation of various actions for the proper conservation of the heritage values of a city in the context of its economic and social dynamism. Municipal authorities, close to everyday realities, are in the best position to draw the synthesis, in a win-win relation, between safeguard measures and the balanced human development of their city. A historic town is a singular living organism; it is a question of keeping its authenticity, its soul, while providing its inhabitants with access to the technical and social developments of modern society.*

*The length of this presentation does not allow for a detailed description of the practical measures put forward. Instead, they will be indicated as examples of good practice.*

*On the other hand, it appears very important to bring out the complementary nature of operational actions, from a wide range of possibilities. Isolated measures can produce only limited effects. To give impetus to an economic, social, cultural urban dynamic, it is recommended to engage in various actions that, by synergy, are mutually reinforcing.*

## A WIDE RANGE OF SITUATIONS

When discussing conservation, it is often repeated that “each case is a special case.” Also, each city has its own history, geography, and human data. In the first place, it is advisable to proceed with the analysis, the diagnosis of the specific conditions of such or such a city. One size does not fit all, but there are examples, models, that can provide guidelines to define the appropriate steps, in consultation with all the actors concerned. The situations are different within a country like Mexico in Puebla, Oaxaca or Guanajuato.

More fundamentally, the traditions, the institutional context and the socio-economic conditions of the country concerned constitute a critical general framework. This kind of constraint largely determines the leeway of the municipal authorities. In this respect also, the examples used are not applicable as such, but they must be adapted to the local conditions. The situations are quite different in Québec City, in Timbuktu, in Vienna or Luang Prabang.

## THREE MAIN MISSIONS OF COORDINATION

HOWEVER, ALL THE MUNICIPALITIES HAVE THREE MAIN MISSIONS OF COORDINATION IN COMMON:

Coordination of the interventions of the *various levels of governments*: national, provincial, and local. Everywhere, the complementary nature of regulations and resources calls for a synthesis. Most often, it is within the domain of the municipality that this synthesis is the most appropriate, the most operational. This is how the restoration of Alcalá de Henares was organized as part of an agreement between the Spanish Government, the Province of Guadalajara, the Municipality of Alcalá and the University.

Coordination between the *private and the public sectors*. The governments define the economic, social and cultural objectives. But, in order to reach these objectives, they must mobilise the private sector: the owners, the economic stakeholders, and the financial sector. Most often, it is at the level of the city or the urban area that this coordination is carried out, for example, through the creation of a “task force”, which becomes a consultation and action platform.

*In the integrated conservation* approach, heritage is at the heart of local development projects, and conservation expenditures are seen as investments. Beyond outstanding historic buildings, it is all of the “urban landscape” that is at stake, in its accompanying values, and

in particular the scale of the buildings. Nevertheless, the various initiatives have to be part of a municipal plan for human development, an overall balanced plan, in the medium and long term. The democratic preparation of such a plan and its systematic implementation are a major responsibility for the municipal authorities, since these will define the “track record” of all the stakeholders, including the economic stakeholders, industry, arts and crafts, and business.

## URBAN PLANNING TO DIRECT THE INVESTMENTS, THE ECONOMIC INITIATIVES AND SOCIO-CULTURAL PROJECTS

To a large extent, urban-planning regulations have an important bearing on the profitability of housing projects. They are very efficient tools to direct the choices of economic decision-makers, to mobilise the resources of the private sector and to reach goals that governments often could not reach on their own:

- *On the one hand, to discourage initiatives that are harmful for heritage, such as changes of scale or an excessive density of occupation;*
- *On the other hand, in a positive way, to direct investments and economic initiatives toward concerted projects, in particular for the rehabilitation of housing or the accommodation of visitors.*

These urbanistic regulations include a series of provisions, based on various studies (history, archaeology, demography, land allocations, social and economic activities, public equipment, etc.).

A full set of regulations may include:

- *An atlas of the major heritage elements (architecture, archaeology, public places...) that deserve special protection;*
- *A land use plan, with the determination of the authorized allocations;*
- *General urban planning aimed at safeguarding urban heritage values;*
- *Special land use plans, applicable to certain areas.*
- *Special attention should be given to effective implementation, through a regular monitoring.*

## ADMINISTRATIVE AND FINANCIAL MECHANISMS

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A heritage service accessible to the public allows for close communication with the local community, a presentation of municipal projects, providing practical advice, even assistance in the preparation of funding files. The best example is, without a doubt, in the Netherlands, the “unique bureau”, which gives advice to the owners on both the technical aspects and the funding of conservation, while bringing under its control the various administrative steps to be taken. The ASM (*Association pour la Sauvegarde de la Médina*) of Tunis is also a good example of such a operational agency.

Various mechanisms make it possible to mobilize the resources in financial arrangements adapted to specific objectives:

- *revolving funds make it possible to rehabilitate buildings, to put them back on the market and to reallocate the funds for new projects, according to the practice of the British National Trust;*
- *property boards provide a flexible, specialized framework for the implementation of real estate operations by municipal authorities;*
- *(total or partial) guarantee of repayment of the rehabilitation loans;*
- *original financial instruments, such as land rehabilitation certificates.*

## HOUSING

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Most often, historic centres require an appropriate housing policy that allows for modernisation that is compatible with the preservation of heritage. This housing policy constitutes an essential dimension of urban conservation based on the mobilisation of the owners' resources. It is not just about historic buildings, but also modest buildings that form characteristic urban ensembles.

Funding related to social housing make it possible to avoid the “gentrification” phenomenon and to retain traditional residents and, more widely, the authentic nature of the renovated area.

The “*Opérations groupées d'amélioration de l'habitat*” (Grouped operations for the improvement of lodging), in France, are based on an agreement between various levels of governments and the private sector to mobilise in a urban neighborhood, for a period of three or four

years, all the resources available and to carry out significant rehabilitation, with a trend-setting effect on other areas.

A balanced rent policy must reconcile social accessibility (rents that are not too high) and an incentive for owners to ensure the proper conservation of their buildings (no cheap rents). In many countries, a long-term renovation lease allows the owner to benefit from assistance for restoration work.

A tax on empty buildings (or floors) is an incentive for effective occupancy, preferably residential. This measure helps to prevent forms of abandonment that lead to a vicious circle of “desertification” of urban centres.

## TOURISM

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It is a known fact that tourism in historic cities can be the best or the worst thing. In such a case, it is a question of maximising the positive effects and minimising the negative effects (physical or intangible) of tourist traffic on urban heritage and the daily lives of the citizens. From an economic standpoint, to come up with a positive record, it is important that the visitors stay overnight. In many regards, the city of Granada is a good example of local consensus for spreading out the visits with, in particular, priority of access to the Alhambra for visitors who stay overnight in the city.

### THERE ARE THREE DIFFERENT PHASES:

*Demand management*, often coordinated at the provincial or national level, is aimed at providing the required information to visitors and guiding them in time (periods of the year) and space (additional places to visit).

*Destination management*, a responsibility of the local authorities, is essential for proper coordination between site managers, local transportation providers, capacity in restaurants and hotels, offers of cultural or recreational activities, including the intangible aspect (gastronomy, folklore, popular traditions...).

*Site management* is preferably delegated to independent operators, assuming their financial responsibility.

## TRADE, ARTS AND CRAFTS, SERVICES

On this issue, two complementary goals are pursued:

- *On the one hand, to obtain positive spin-offs on the local economic activity.*
- *On the other hand, to ensure that the city offers adequate tourist accommodations, from both a quantitative and a qualitative standpoint.*

On this issue, two complementary goals are pursued:

- *support for quality arts and crafts*
- *close link with restaurant and hotel owners*
- *coordination of local tour operators and transport companies*
- *organisation of guided tours, with training and accreditation of tour guides*
- *fight against unemployment and practical training, in the Spanish escuela taller (workshop school)*
- *maintenance of competent manpower in conservation / restoration methods*
- *supply in local traditional materials for conservation*
- *etc...*

## FUNDING OF ARCHITECTURAL AND URBAN CONSERVATION

From the start, we must keep in mind that *public money is seed money* that makes it possible, through a multiplying effect, to mobilise the resources of the private sector and, in particular, of property owners.

It is important to *compare the various types of expenses with possible funding sources* and to determine the most logical and the most operational relationships:

A double analysis must therefore be made:

One the one hand, an *analysis of the types of expenses* :

1. *according to the cost centres: rehabilitation of a building (public or private), presentation of an archaeological site, development of urban or green spaces, improvement of the equipment...*

2. *according to the types of activities: research or preliminary studies, maintenance, restoration, day-to-day management, visitors' accommodations, training, animation, support for intangible heritage...*

- On the other hand, a *list of possible public funding*, whether direct or indirect. Such public funding often depends on the national or regional governments. The municipality, whose role is mostly to ensure consistency of the projects and to support the applications that comply with them, may nevertheless take certain steps.

- 1 *direct public investments (for outstanding buildings, with strict control)*
- 2 *variable rate subsidies, according to the priority set by the public authorities and the degree of mobilisation of private funds anticipated (with a control, but bureaucratic delays)*
- 3 *loans, with possible interest rebates (when the operation of the heritage is likely to become profitable)*
- 4 *bonuses as an incentive, for example, for the rehabilitation of facades or for public access, or else to reward outstanding initiatives*
- 5 *tax exemptions (on management fees, on inheritance tax, on transmission rights, on real property taxation...) (more flexible, but with less monitoring)*
- 6 *reduction of the value-added tax on rehabilitation work*
- 7 *tax incentives for philanthropy and sponsoring.*

Thus, there is an emergence of *preferential bonds*. For example, subsidies or loans make it possible to maintain better control over rehabilitation expenditures, but with more bureaucracy. Whereas, tax exemptions allow for a simpler procedure but less follow-up, and they are more appropriate for maintenance.

*International funding*, proposed by intergovernmental authorities (UNESCO, the European Union), or by financial institutions (the World Bank, Regional Banks) has been increasing over the last few years, giving recognition of the assets represented by Cultural Heritage. Also, bilateral cooperation offers various possibilities. Such funding, whether in the form of loans or subsidies, remains exceptional. Most often, they are negotiated by the Governments, with indirect

involvement from the municipal authorities. They nevertheless deserve attention.

### FAVORABLE GENERAL CLIMATE

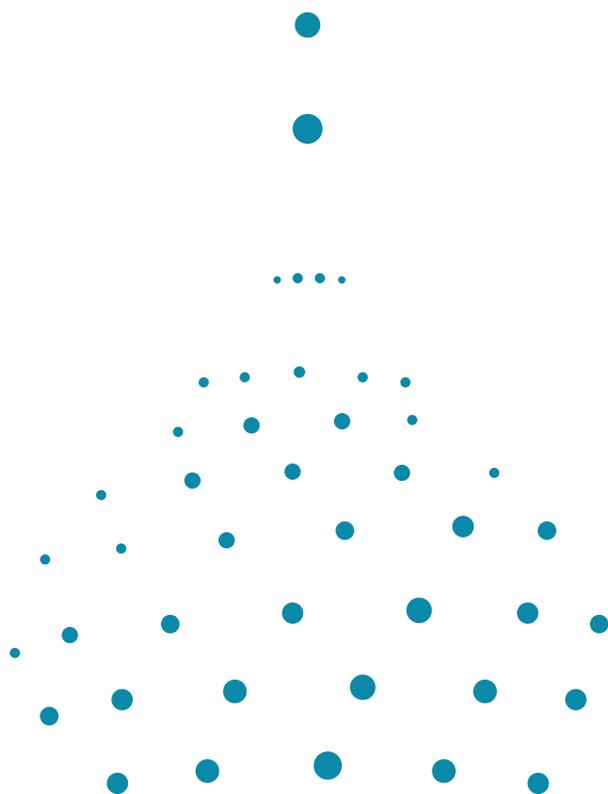
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A “virtuous circle” can be established between heritage conservation and social and economic welfare *if there is a dynamic based on the involvement of all the local actors*. Close association between trade chambers and businesses and financial organisations with this voluntary policy creates a favorable climate for special economic initiatives, and highlights the relevance and the interest in investing in the field of heritage.

*The leadership of the municipal authority is essential* in this respect. Sometimes, this determination results in the nomination of *a deputy mayor* in charge of heritage, with a “cross-sectorial” responsibility resorting to various skills. Close communication with the citizens, in a form of urban democracy, draws in the energies and the resources. Manifestations such as “Heritage Days,” programs such as “Schools Adopt Monuments” or achievement awards (individual or collective) for exemplary actions, are all opportunities to maintain interest, and to keep a hierarchy of values: heritage is a resource, to be sure, but the conservation of its integrity and its authenticity must remain the main objective.

# REPORT OF DISCUSSIONS 20 JUNE 2007 (SESSION 1)

RAPPORTEUR: DINU BUMBARU  
SECRETARY GENERAL – ICOMOS



DINU BUMBARU is an architect trained at the Université de Montréal. He continued his studies in Architectural Conservation at ICCROM and at the University of York. Since 1982 he has been employed by Héritage Montréal, an independent, non-governmental association dedicated to the protection of historical, architectural, cultural and natural heritage in a metropolitan context. He is currently Policy Director for this organization, one of the largest of its kind in Canada.

Mr. Bumbaru plays an active role with different organizations focusing on urban planning and development in relation to cultural heritage and the environment. He is a board member of several Canadian organizations dedicated to the protection of cultural heritage. Since 1995 he has been a volunteer member of the Planning Advisory Committee of the borough of Outremont, a Montréal neighborhood with a strong sense of identity, heritage and architectural quality.

In addition, Dinu Bumbaru has been an active participant in the International Council for Monuments and Sites (ICOMOS). Involved in the Canadian Committee of ICOMOS since 1989, he has served as ordinary member of the International Executive Committee of the organization. From 2002 to 2008, Mr. Bumbaru was Secretary General of ICOMOS.

*Ce fut un grand Vaisseau, taillé dans l'or massif  
Ses mâts touchaient l'azur, sur des mers inconnues...*  
(She was a great vessel, carved from solid gold  
Her masts reached the sky's blue, on uncharted seas...)

*Le Vaisseau d'Or*  
Émile Nelligan (Montréal)

Written by a poet born from combined cultures, these words evoke cities, carved and shaped in the gold of their history and heritage by time, life and cultures of human societies that inhabit them. Like such a fantastic ship, our heritage cities may shine but remain vulnerable to ill-advised actions, carelessness of crew or a lack of enlightened and engaging captainship to face the still seas or rough weather, all of which result in their sinking, to the great loss of their passengers and all human societies.

Such reflections are not alien to the presentation or discussions of Day 1 of the 9th International Congress of the Organisation of World Heritage Cities, held in Kazan, capital city of the Republic of Tatarstan of the Russian Federation, under the general theme of conservation and economics in the context of these cities, which are characterised by the presence of a site recognised for its outstanding universal value by the World Heritage Committee and thus inscribed on the World Heritage List administered by UNESCO.

## ABOUT THE PRESENTATIONS

The keynote lectures of Professor David Throsby of Macquarie University in Sydney, Australia, and Professor Mona Serageldin of Harvard University, in Cambridge, USA, have provided a strong framework of key words for the participants to refer to in the discussions they had in five distinctive workshops held in Tatar, Russian, English, French, and Spanish. Even if the two keynote presentations are available in full, it is useful to underscore some of the concepts they have brought forth as a basis for the discussion of questions submitted to participants along with some observations deriving from these lectures.

Professor Throsby examined the common language between conservation and economics, focusing on the key notion of **Values**, which is shared by the two fields, and which is one of the most basic motivations for decision and action. Actually, OWHC exists because of the formal international recognition of specific values of part of its member cities' urban fabric, architectural or archaeological heritage. Whereas value-based management can be sometimes hazardous to heritage, as it might depend on very limiting definitions of heritage, the World Heritage Cities benefit from a statement of the "Outstanding Universal Value" through the decision of the World Heritage Committee at the time of their inscription on the UNESCO World Heritage List. Professor Throsby expounded upon the increasingly recognised concept of "cultural capital" (as compared to the financial one), which could inspire dynamic management practices based on both preservation and development while maintaining its authenticity. He also stressed the contemporary concerns for sustainability and livability, even in relation to the economy of cities.

Professor Serageldin focused her intervention on the **Actors** involved, with or without a specific mission to do so, in the management and development of cities and their distinctive personality, identity and soul. Her presentation illustrated the many forms of vulnerability in cities' role as true human settlements associated with and reflective of the history and culture of the people who shape and inhabit them. One can think of the current transformation of cities, particularly in China and East Asia, and how this process evidences the rapid loss of the distinct character cities have acquired over centuries and millennia, with the appearance of flashy shopping malls, high-rises and other standard components of a banal, globalized style that is the cause for the sameness of cities at the cost of their authentic heritage. In her reference to actors and stakeholders, Professor Serageldin recalls the multidimensionality of decision and action related to urban management and development, introducing the need to reconcile various points of view

through appropriate processes that unify a society towards common goals.

## THREE QUESTIONS FOR GROUP DISCUSSIONS

All workshops and discussions among participants used the content of the three questions submitted to them by the scientific organisers of the congress. Yet, the discussions were developed in a great variety of formats, addressing a number of points the participants brought themselves to their workshops from the smaller discussion groups formed within these. Thus, the following report was prepared by grouping under the pre-established questions, elements, ideas and suggestions brought by the spokespersons from the discussions.

*Question # 1: Think of a single item of cultural heritage in the heritage city with which you are most familiar. What are the main economic impacts (both benefits and costs) that this heritage asset has on the economy of the city?*

Participants did not go into details of positive and negative impacts but exchanged on a rather generic level on the issue. Overall, this case-based discussion focused on certain types of heritage assets: intangible cultural heritage and built heritage. Two main types of cultural heritage were considered in the discussions:

- **Intangible cultural heritage** is present in most cities, namely in the form of religious festivals, crafts and traditional activities or events associated with the life of the inhabitants and their communities. Religious festivals are seen to be quite beneficial to the population and economy of the city for they attract a lot of people and support both the service and the craft industries through the spending of worshippers and visitors (festivals are increasingly attracting cultural tourists interested in such events and their meaning). They can also be included in broader strategies for cultural events in the city. Yet, these festivals are usually seasonal and often concentrated in a specific area or site (such as shrines or places of worship), and greater efforts are needed to spread the benefits more evenly over time and space, and among the inhabitants of the city.

- **Built heritage** is the physical component of the city. It comprises individual structures and architectural monuments, complexes or groups of buildings. It also includes entire urban areas, such as the historic centre or particular neighbourhoods of a city. It represents a major economic value for the city and lodging for activities essential to its life and development. Participants discussed the economic benefits and costs associated with the physical needs – maintenance, restoration, re-use – of built heritage. Benefits include the maintenance of a large real estate capital and an infrastructure of usable spaces for civic purposes which contribute through heritage and symbolic value, as well as functional capacity, to the sense of place and the quality of life in the heritage city. Among the benefits are also various forms of redistribution of moneys in the community, especially when hiring enterprises or artisans for sustained investment in maintenance. This also helps preserve the know-how capital of the city, often associated with appropriate and more sustainable technologies. Beside the actual costs of such works, participants stressed that the costs of allowing the heritage infrastructure of historic buildings and public spaces to fall into state of disrepair, lack of maintenance or inappropriate use should be accounted for, both in financial and in cultural terms.

*Question #2: Discuss ways in which assessments of both the cultural value and the economic value of a heritage building in an urban setting can be taken into account in planning decisions concerning the future use of the building.*

Participants gave particular attention to how decision-making can be appropriately based and how it can also be geared towards appropriate and effective results. Two main principles arose from the discussions.

- **Ensure that decision-making is based on knowledge and cultural sensitivity.** This requires a process of identifying the city's heritage assets, both tangible ones, such as individual buildings or structures, public spaces, streetscapes, neighbourhoods or panoramas, archaeological sites, movable objects or archives, and intangible

ones, such as rituals or festivals, living traditions, crafts or even the characters of the city or its neighbourhoods. Such identification would provide decision-makers with a knowledge tool which can better support their action by reflecting more truly and in a more up-to-date way the state of a society's evolving perspective of what constitutes a city's heritage and, as such, focus efforts towards proper protection, conservation or appropriate development priorities.

- This process should identify the values and interests the heritage assets carry for society, be it locally, nationally or globally, through various scientific and community-based methods.
- This process should not be an exclusive, static and final exercise, but rather remain open, through regular or continuous updates, to be enriched and benefit from the fruits of academic research, public consultation and community participatory approaches.
- **Ensure the actual impacts of decisions are adequately measured.** Monitoring, measuring and understanding the actual impact of individual decisions as well as broader programmes or policies is a basic part of a sustainable approach to development. It helps enhance their positive impact on the heritage, the community and the economy. As part of a precautionary approach needed for the non-renewable asset which is heritage, it also provides useful lessons for improving future decision-making and prevents possibly adverse or negative impacts by allowing and guiding adjustments in the implementation phase.
  - It should be founded on an adapted system of quantitative and qualitative indicators, documentation and inclusive consultative processes.
  - It should include assessing the impact of projects, programmes, policies, priorities or plans – public and private – on heritage assets, their use, authenticity and value.
  - It should be built early on into the decision-making processes and even be established in legislation along with key indicators.

*Question #3: The growing appreciation of historic centres worldwide is leading to the conversion of many historic buildings to commercial use often displacing residents. Yet excessive commercialization has a negative impact on the character and identity of the site. When are controls on use considered arbitrary and how can city authorities offset legal challenges?*

Participants discussed the tools and policies to positively control and direct the functional transformation of historic centres or heritage areas of cities. Exchange focused less on the individual nature of these tools and the specific legal challenges they might face in their implementation, than on the more fundamental conditions required to make them effective over time, mostly to consider them as part of an overall conservation strategy or management system rather than as isolated instruments. .

- **Ensure broad public understanding and support through the development of conservation and management tools.**

*Plans, policies, regulations and even innovative tools are best developed by those who will implement them with the benefit of an appropriate public or participatory process. This ensures transparency, the definition of commonly accepted goals, and understanding of the shared responsibility in their successful implementation. It also contributes to the general education and adhesion of all stakeholders.*

- *Consult the community, enterprises, academia and experts in setting appropriate use and development goals for the city and its heritage and monitoring their accomplishment;*
- *Establish standing mechanisms such as mixed commissions to bring together various parties in the implementation of the controls measures or more broadly, the conservation strategy and its management system.*
- **Ensure credibility and sustainability in the implementation of conservation and management strategies and tools.**  
*Credibility can be brought by involving credible professional, academic and non-governmental organisations in the monitoring and reporting on the efficiency and fairness of conservation strategies or more specific measures like controls. It*

*also comes from the effective, consistent, fair and reliable implementation of the various measures and actions and, as such, is a consequence of the sustained allocation of professional and material resources. Transparency and information through public reporting of progress enhance the credibility of the whole conservation management system.*

- *Ensure that the benefits from those economic and tourism activities linked to the city's heritage contribute to the improvement of the quality of life in the city, in particular for the targeted heritage areas.*
- *Ensure that the various components of the public sector not only recognise the goals of the overall conservation strategy and submit to the control measures, but also assume leadership in showing exemplarity in implementing them.*

## SOME CONCLUDING OBSERVATIONS

Among the various points that were brought forth from these discussions, many underscored the importance of complementing the more conventional set of hardware with a set of software tools.

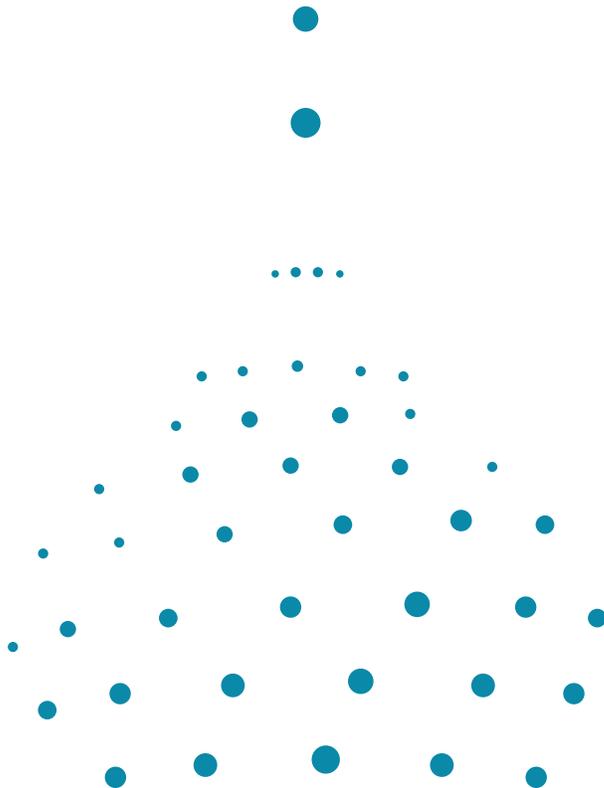
- **Such hardware-type of control tools were often developed within the framework of laws or municipal actions focusing on the protection of single heritage assets, such as individual historic buildings or archaeological sites. By nature, these are less likely to fully respond to the conservation needs of a city's heritage areas with their ecosystem of usage, small-scale economy and cultural sensitivities for which a software approach is a necessary complement.**
- **The software includes an enriched knowledge base for decision-making that articulates heritage values in addition to listing objects. It also integrates a process to share responsibility and involve the community in the definition and implementation of a conservation strategy and its management system. Finally, the software has to provide adequate linking mechanisms so that the various actors are not isolated and thus lead to conflicts in disservice of the conservation and development goals.**

In 2007, maintaining an appropriate and respectful level of economic development requires the kind of captainship that can be expected from cities associated so closely with the World Heritage Convention. There is a clear need for committed leadership from municipal authorities to address the complex needs of a city and its heritage. Such leadership would likely be the most apt to become the ongoing convener of the city's public, private, academic and civil sectors in concerted actions.

The definition of a conservation strategy as part of an overall development plan is one particular area where that leadership can be expressed. Such a vision – and the necessary follow up actions and reporting – calls for a balance between answering short-term needs or ambitions – economic ones and others – and the long-term future of those exceptional heritage assets which make the city so unique to the world.

# REPORT OF DISCUSSIONS 21 JUNE 2007 (SESSION 2)

RAPPEUR: ALFREDO CONTI  
PRESIDENT, ICOMOS-ARGENTINA



**ALFREDO CONTI** was trained as an architect at La Plata University and as a building conservator at Buenos Aires University. Between 1978 and 1990 he worked as an urban planner and specialist in heritage preservation at La Plata Municipality. In 1991 he became a researcher at the Commission for Scientific Research of the Province of Buenos Aires. He is also an advisor for the National Commission of Historic Monuments and professor at La Plata University. He has published in Argentina and other Latin American and European countries.

Mr. Conti has been an active member of ICOMOS at the national and international levels. He was ICOMOS Argentina Secretary General (1996-1999) and Vice-President (1999-2005), and he is an associated member of ICOMOS International Scientific Committees of Cultural Routes and Historic Towns and Villages. Since 2000 he has been an ICOMOS expert for the evaluation and monitoring missions for Latin American World Heritage towns. Since 2002 he has been a representative of ICOMOS for the periodic report and follow-up on the implementation of the World Heritage Convention in Latin America and the Caribbean.

Mr. Conti collaborated in the drafting of periodic reports for the UNESCO World Heritage Commission in relation to the preservation of Historic Centers, and he is also a member of DOCOMOMO.

## **SESSION 2 OF THE CONGRESS HAD, AT THE OUTSET, TWO QUESTIONS:**

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How can the tensions generated by development in urban heritage sites be controlled?

What types of practical means can be used to reach the twofold objective of improving the condition of the heritage at the same time as that of the economy in historic cities?

The preliminary conferences presented by experts arrived at clear conclusions on these issues. On the basis of the exchange that developed in the five discussion groups, it appeared possible to include other ideas and other proposals in the debate.

As a starting point for the reflection, the participants in the discussion groups recognized that the historic zones or centres are sectors whose administration invariably remains controversial. On the other hand, the historic sector of a city must not be viewed in isolation, but rather as being integrated into a greater whole: the city in its entirety. All the policies, strategies, plans and development projects must take into account the relation between the historic centre of a city and the city considered as a whole.

*Question # 1 : It is widely accepted that public funds are used as an impetus to free up the resources of property owners and the private sector in general. Which active structures could be more efficient in order to involve all the partners in the financing of the conservation and the restoration?*

The creation of organizations that are devoted specifically to financing and technical issues appeared as a fundamental prerequisite to bring together the various social actors involved in the management of the city. A single organization centralizes the actions, or else many organizations share various technical aspects of the operations. In the latter case, a very strict coordination becomes necessary in order to ensure harmonious work, without any useless overlapping of functions. These organizations must do an effective job from the administrative standpoint and show transparency in their actions. Respect and trust of the community are imperative.

These structures must ensure that all the actors who are involved in the financing of the conservation and restoration work find their place. The professional sector as well as certain specific NGOs must take a leading role in their composition.

The public sector could transfer part of its investments to these entities for the instruction of research and feasibility study project as well as for the awarding of contracts signed by government bodies.

The investments made by the State should be especially channeled into the construction and the maintenance of infrastructures, urban planning and land use planning, the conservation and restoration of monuments, as well as the implementation of a standard-setting monitoring corollary to all that, through joint participation with the private sector in interventions on heritage buildings. In that sense, it is appropriate to work together with the market, and not against it.

*Question # 2: Public-private partnerships are considered in general good institutional practices as regards the preservation and the sustainable development of heritage sites. However, what are the most efficient means to minimize disagreements between the two parties?*

Conflict situations may sometimes be the result of collusions between public structures and various social or cultural groups, who are at odds with the interests of private investors relative to the financial administration of heritage sites. Considering the many natures of such existing or potential conflicts, their solution should be

based on compromises and negotiations between the parties.

Consensus among the various social actors was considered by the participants as the necessary foundation to decrease the disputes concerning urban heritage. This requires prior consultation, public awareness, consciousness and popular participation.

The following issues were raised by the participants as means for reducing conflicts that could occur among the various stakeholders:

- *Ensuring the involvement of the community by building consciousness about heritage and its conservation through public meetings and the creation of forums of exchange among the various social actors.*
- *Programs and projects should not be subject to pressure related to political deadlines; it is vital to respect reasonable and careful deadlines for decision-making.*
- *Urban planning must clearly define the opportunities and the geographical areas related to the development in order to minimize tensions. The public sector must also toughen up in the control and follow-up of private sector actions.*
- *Strategies and means of communications among the various social actors are therefore necessary. In this sense, political decisions and urban projects must be clearly communicated to the community.*
- *Local governments could define and establish mechanisms allowing for the creation of non-profit construction companies. Low-interest loans should also be made available in order to facilitate conservation work managed by local public organizations.*
- *The purchase and the sale of property rights (e.g., overlay rights) are likely to recalibrate the value of a piece of land and allow the owners of protected buildings to obtain financial resources for the conservation of their buildings.*
- *It is possible to transfer private investments to independent organizations in order to finance and to administrate the construction, the maintenance or the conservation of buildings.*
- *Developing countries can benefit from additional resources as a result of bilateral agreements, such as twinning between cities or international cooperation.*

*Question # 3 : In most historic cities, it appears important to improve housing for the residents and to support a balanced social structure. Which housing policy would be the most appropriate to more fully contribute to the financing of urban revitalization, avoiding in turn “gentrification” issues?*

Acknowledging that the diversity of habits and functions remains essential in historic areas, encouraging access to housing, and maintaining the indigenous population are all part of an essential strategy to reduce dissent and control the pressures generated by development. Gentrification is considered to be negative by most of the participants; however, certain discussion groups asked for further clarification of the term as well as more thorough reflection on this issue. In certain cases, it was considered that drawing high-income residents to live or invest in the historic centre may become an alternative means of investment; this is likely to support the preservation of heritage buildings and areas. It was proposed that, in certain instances, a realistic and pragmatic vision should prevail.

Strategies were proposed for defining the most suitable strategies:

- *The population must be included in the decision-making and planning process;*
- *Planning and programs must be developed by multidisciplinary teams that include sociologists and anthropologists. Research must be conducted in order to find out the population's expectations as regards housing.*
- *Educational programs must be drawn up and implemented in order to raise the awareness of the inherent value of historic centres, to ensure that the population will feel proud to live in such areas. NGOs can play a major role in the education, even in the setting-up of specific workshops focused on awareness raising.*
- *It is also necessary to create normative instruments that clearly establish the rights and obligations of all the social actors concerned.*
- *The public sector must invest in the offer of infrastructures and in the improvement of public spaces. It must also ensure that it will be easier for the private sector to invest in the maintenance and the conservation of buildings.*
- *The purchase and the restoration of housing by public authorities is a means proposed to keep original residents in older sections.*
- *A balance must be sought between the interests of the various actors and social groups, taking into account their welfare and their desire to preserve and to protect their habitat.*

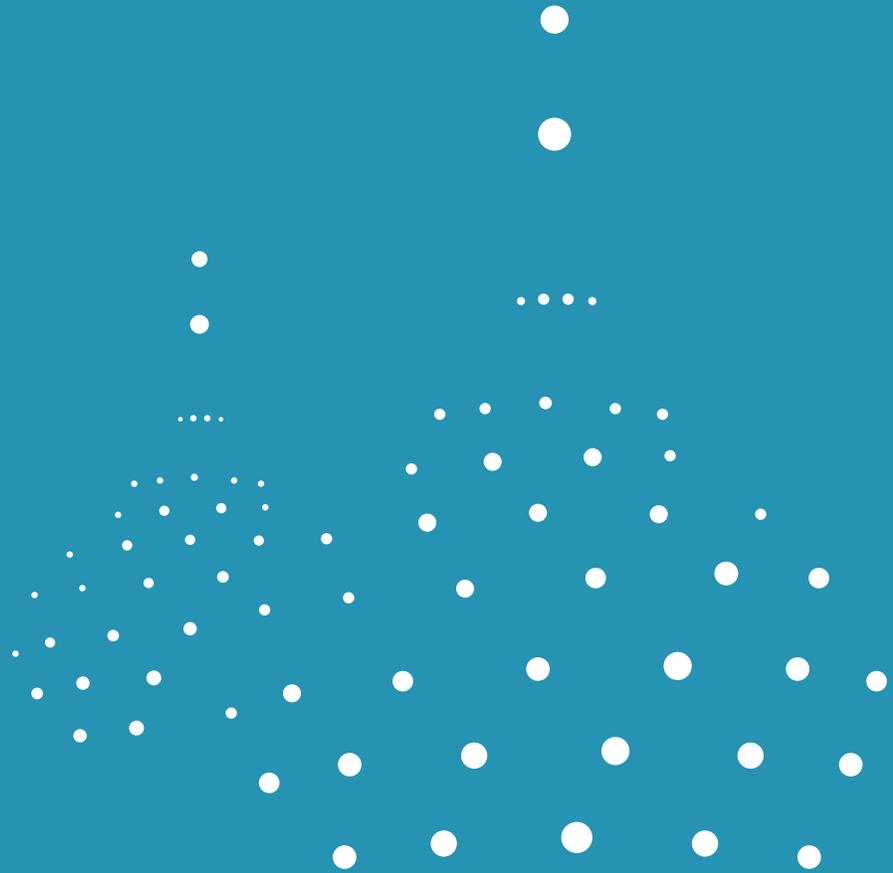
Finally, many participants emphasized the importance of remembering that it remains necessary not only to preserve and to restore historic buildings and spaces, but also to preserve the cultural diversity and the traditional social practices inherent to the historic core of a city. Housing policies must take into account the sustainability of traditional values. The protection of these values can contribute to conferring a characteristic cultural aura to certain areas or certain sections.

## RECOMMENDATION

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It is recommended that the regional secretariat of the Organization of World Heritage Cities and the national organizations involved in the preservation of heritage consider creating a Web site on the “Economics of Historic Heritage” in order to provide information on specific projects as well as analyses of projects already completed. The content could also be published in book form, thus constituting a guide for World Heritage cities.



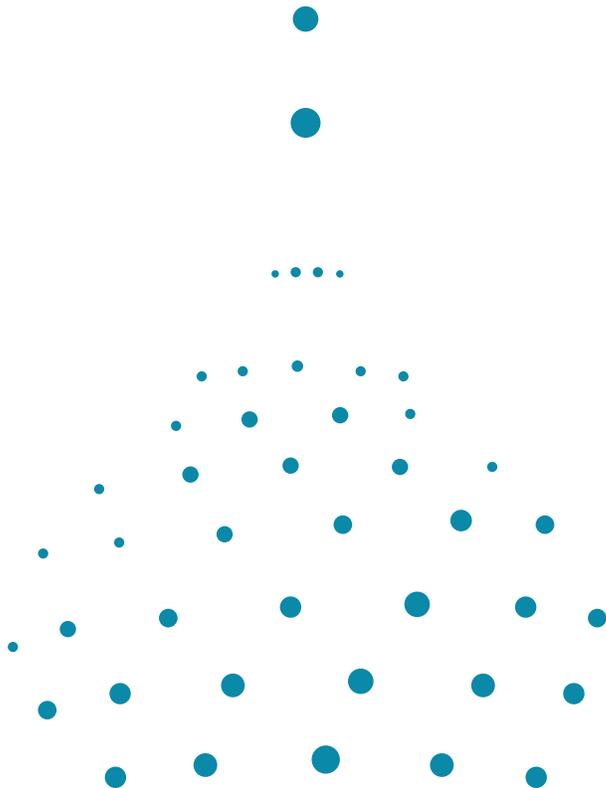


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## PANEL OF MAYORS

# PANEL OF MAYORS

COORDINATOR: EUGENIO YUNIS  
RAPPORTEUR: PATRICE BÉGHAIN



**EUGENIO YUNIS** is a civil engineer (University of Chile), with post-graduate studies in development economics (University of Grenoble, France), who has been involved with international tourism development and management issues for the last twenty years, always from a public perspective.

From 1990 to 1994 he was director general of the National Tourism Department in Chile, his home country, a period during which an impressive growth of the Chilean tourism industry took place, doubling the number of international tourist arrivals. During his term in office, he stimulated joint public-private sector initiatives in tourism development and marketing.

Since 1997 he has been with the World Tourism Organization (UNWTO) in Madrid, as head of the Sustainable Development of Tourism Department. In this capacity he is responsible for the areas of Tourism Sustainability, Ecotourism Development, Conservation of Natural and Cultural Assets through Tourism, and Poverty Alleviation through Sustainable Tourism. He was subsequently appointed as director for programme and coordination of UNWTO.

Mr. Yunis has written several books and several articles on the relationships between tourism and environment, tourism and culture, and tourism and poverty alleviation, published in journals throughout the world.

**PATRICE BÉGHAIN** is deputy mayor of the city of Lyon, France, responsible for culture and heritage, and councillor for the Lyon urban community since March 2001. He was previously a technical consultant on interdepartmental and territorial policies on the staff of Catherine Tasca, French Minister of Culture and Communication. He was also regional director for Cultural Affairs in Franche-Comté from 1983 to 1985, Midi-Pyrénées from 1986 to 1991, and Rhône-Alpes from 1991 to 1996. Mr. Béghain served as National Secretary of the General Trade Union for State Education and Public Research (SGEN-CFDT) from 1977 to 1983, and was professor of classics from 1967 to 1977 at Roubaix and Dijon.

Mr. Béghain's publications include *Ecrivains et artistes en Quercy*; *Inconnus et Célèbres*; and *Le Patrimoine: culture et lien social*, which examines the various social, political and psychological dimensions of heritage.

Mr. Béghain has been awarded the French National Order of Merit by the President of the French Republic, and is a Commander of the Order of Arts and Literature, awarded by the French Minister of Culture.

To address the main issues faced by mayors of World Heritage cities in managing tourism, a panel of mayors was organized so that a select group of these officials could discuss – in front of the plenary audience – how they address the challenges that tourism poses in their respective cities.

The discussion centered on the question: *“Is tourism enough?”* and addressed the following issues:

#### *Public funds generated and devoted to heritage conservation*

To what extent has the arrival of increased numbers of tourists to your city enabled you to raise additional financial resources to protect, preserve and restore the built environment, especially the buildings, structures and monuments that are listed as World Heritage sites? What mechanisms have been used by your Municipality to collect these funds (e.g., direct tourism taxes, increased income tax earnings, or financial contributions by tourists or tourism companies)? What percentage do they represent of total public funds, municipal and national, devoted to conserving the heritage of your city?

#### *“Carrying capacity”*

The World Tourism Organization as well as tourism planners recommend the establishment of tourism limits, expressed in the concept of “carrying capacity,” i.e., the maximum number of tourists that a destination (city, beach, etc.) can accommodate at any one time without negatively impacting its natural and built environment, and without affecting the social structures of the resident population. Has your city established such a limit and how was this done? Has this limit been respected by hotel developers, tour operators and other businesses? Has the municipality established the necessary regulations to have this limit respected by all stakeholders?

Participating panelists represented three main categories of cities:

- *Tourism-intense cities, where tourism provides a major source of municipal revenue*
- *Multi-functional cities, where other economic activities exist beside those related to tourism*
- *Tourism-developing cities, where the role of tourism in economic activity is growing, but is not yet at an ‘intense’ level.*

## REPORT OF DISCUSSIONS

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*Rapporteur: Patrice Béghain, Deputy Mayor, City of Lyon*

The Panel of Mayors organized around the theme of “Is tourism enough?” served as a platform for discussing the experiences of mayors representing the cities of Aranjuez, Budapest, Kazan, Hue and Cuenca.

The diverse range of cities represented was considerable, however the practical examples relating to tourism management in World Heritage cities proved a particularly fascinating and enriching experience.

The following five lessons were garnered from these discussions.

#### **Lesson One:**

Tourism itself is not enough to ensure the conservation and promotion of heritage, for two essential reasons:

- *The immediate benefits of tourism are reaped by private operators, which do not contribute directly to heritage conservation or to the investments needed to welcome tourists*
- *It is only through the taxes collected from private operator revenues that local governments can gain any return on investment: thus they only profit indirectly from any inflows of tourism.*

#### **Lesson Two:**

The seasonal concentrations of tourism greatly limit any return on centralized or peripheral investments, and therefore there is a need to initiate a strategy to extend high tourism periods and to include cultural and business tourism, with the obvious reserve of the investments those forms of tourism might require.

#### **Lesson Three:**

Tourism is nonetheless an important factor for developing small businesses and creating employment, which in turn are major contributors to the economic vitality and social vibrancy of our cities.

#### **Lesson Four:**

The promotion of historical and cultural heritage greatly influences the image of a city and its attractiveness to investors. Tourism linked to these factors requires significant structuring of image strategies—even within a competitive framework—for our cities.

#### Lesson Five:

The structure of tax collection and revenue distribution between central and municipal governments can prove to be an essential issue, since local revenues tend, by and large, to benefit the central government (VAT, income tax, etc...).

On the other hand, experience has shown that, aside from those cases where the central government plays a major role in terms of overall political organization, in those countries where there is a more or less established form of decentralization, the central government does not provide the necessary redistribution mechanisms to assist World Heritage cities. It is the cities themselves that must contribute to developing tourism, which in various countries accounts for the major source of economic activity. In the long run, any crisis in local finances runs the risk of resulting in, among other things, a decrease in heritage investment capacity. This is why some cities have established tourism development mechanisms linking local governments and private enterprise.

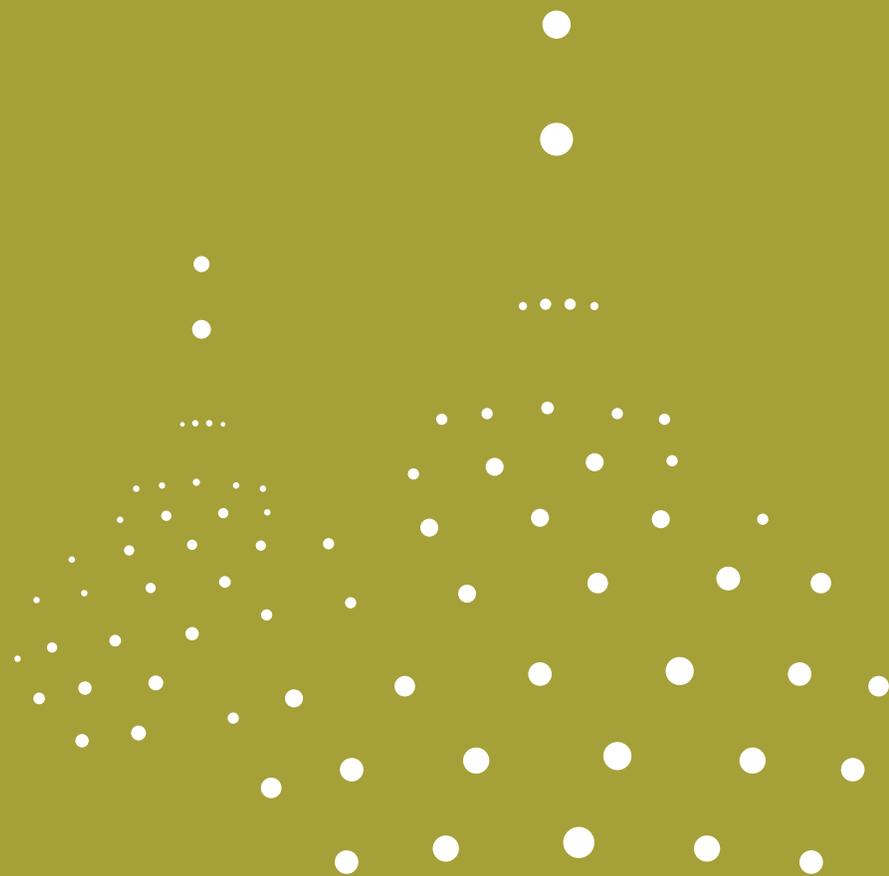
The reports presented show that development of local democracy, and the corresponding structures associated with this, are a major contributing factor in securing the necessary resources for conservation and promotion of heritage, and for providing infrastructural accessibility.

In conclusion, I would add that none of the panel members has actually broached the question of limiting tourism. Nonetheless, this question did surface as an underlying theme:

- *Initially from the standpoint of return on tourism-related investments, particularly when applied to extending the tourism season and diversifying target markets*
- *With regard to the relationship between heritage offered and demand by tourists which is linked to issues of common values: how can authentic heritage be preserved by qualifying the offer and the approach used within a tourism-related framework?*

Beyond issues of a strictly economic nature, the central question remained of our responsibility as the appointed custodians of our heritage.





## POSTER PRESENTATIONS

The poster session provided an opportunity for Congress participants to present case studies that reflect how a city can manage the economic implications of its heritage regarding theory, practice or policy. OWHC members and professionals presented 54 posters reflecting a broad scope of research and approaches related to the Congress theme, including cases that examine the rationale of choices made for specific World Heritage Cities.

*Le système ancestral de captage des eaux de crues de la vallée de M'zab*

**Boualem Remini**

Université Saad Dahlab Blida. Département de Génie Rural, Faculté des sciences de l'ingénieur  
Blida, Algeria

*How does a city benefit from inscription on the World heritage List?*

*Analysis from a pre-congress survey of mayors*

**Christian Ost, Kathleen Louw**

Brussels, Belgium

*Old bridge and historical nucleus of Mostar*

**Josip Jakovac**

City of Mostar Department for economy, communal works and inspection  
Mostar, Bosnia and Herzegovina

*Le développement touristique du patrimoine et ses défis par rapport à l'aménagement dur : Etude du cas de Diamantina – Minas Gerais*

**Terence Keller**

IHEAL/CREDAL Centre de recherche et développement de l'Amérique Latine  
Université de Paris III – Sorbonne Nouvelle  
Minas Gerais, Brazil

*Public-private partnership during restoration and conservation activities inside and outside "St. Stephen" church in Old Nessebar*

**Petya Kiyashkina**

Ancient Nessebar Museum  
Nessebar, Bulgaria

*L'Inventaire numérisé du patrimoine immatériel du Québec : Pour un développement durable des régions*

**Laurier Turgeon**

Institut du Patrimoine Culturel, Université Laval,  
Québec  
Québec, Canada

*Gérer la mobilité dans un cœur historique*

**Hervé Chapon**

Ville de Québec, Division du transport, Service de

l'aménagement du territoire  
Québec, Canada

*Economic patterns for preserving the comprehensive authenticity of protected vernacular buildings in cultural heritage cities: The old town of Lijang as a case study*

**Tianxin Zhang**

Peking University, Dept of Urban and Regional Planning  
Lijang, China

*Plan Especial para el Centro histórico de Cuenca*

**Mauricio Moreno**

Cuenca, Ecuador

*Rehabilitación Urbano-Arquitectónica de la Ronda y su área de Influencia*

**Carlos Pallares Sevilla**

Fondo de Salvamento del Patrimonio Cultural Sud América  
Quito, Ecuador

*Rehabilitating the Consulate Palace of Saudi Arabia,*

**Cairo Egypt**

Saleh Lamei  
CIAH  
Cairo, Egypt

*The EU-Project ADHOC and its implementation in the UNESCO World Heritage City Bamberg: Urban Rehabilitation in the conflict between preservation regulations and the needs of handicapped citizens*

**Matthias Ripp**

City of Bamberg, Dept for Planning and Building Affairs  
Bamberg, Germany

*Heritage and Economics, Regensburg, Germany*

**Jonas Peter Doerfler**

City of Regensburg, Town Planning Office  
Regensburg, Germany

*Revitalization of old urban cities and economic development*

**Irene Appeaning Addo**

Architectural and Engineering Services  
Ghana

*Heritage and cultural tourism development*

**Michales Chrisomallis**

Municipal Development Enterprise  
Kavala, Greece

*Examples of urban revitalization as well as the implementation of management policies in the medieval town of Rhodes***Anna Paraskevopoulou**City of Rhodes, Office of the Medieval Town  
Rhodes, Greece*The Russian Palestine today: exploration of cultural legacy and environmental impacts in East Jerusalem***Ira Gorodskoy**MLA, University of Guelph, ON, Canada  
Jerusalem, Israel*World Heritage settlements in their urban contexts***Leticia Leitao**Edinburgh College of Art  
Rome, Italy*How can shopkeepers' associations and students collaborate to revitalize the intangible heritage in a modern context? Experience of event creation and product development based on "Yokai" specter stories that exist in the ancient city of Kyoto***Takayoshi Yamamura**Hokkaido University, Graduate School of International  
Media, Communication and Tourism  
Kyoto, Japan*High-rise buildings and historic city centre***Gediminas Rutkauskas**Vilnius Old Town Renewal Agency  
Vilnius, Lithuania*De la protección a la legitimación social del patrimonio urbano en la ciudad de Campeche, patrimonio de la humanidad***Aída Amine Casanova Rosado**Universidad Autónoma de Campeche, Centro de Inves-  
tigaciones Históricas y Sociales  
Campeche, Mexico*La conservación del patrimonio industrial oaxaqueño del siglo XIX "Nuevo" atractivo turístico y detonador económico***Gerardo José Corres Tenorio**Fundación Comunitaria Oaxaca  
Oaxaca, Mexico*Quel destin pour le patrimoine de Marrakech: une ville en plein essor économique?***Mohammed Benchakroun**Architect-Urban Planner  
Marrakech, Morocco*Use of a tourist fee to finance maintenance and conservation of various temple buildings in the Patan Durbar Square***Raj Joshi**Lalitpur Sub-Metropolitan City Office  
Lalitpur, Nepal*Ilha-Bergen: Urban revitalization***Bente Mathisen**Heritage Management Office, City 2 City Network  
Bergen, Norway*La Naturaleza guía***Jorge Salas**Sub-Gerente de Cooperación Internacional, Munici-  
palidad Provincial de Arequipa  
Arequipa, Peru*Tradición y revitalización en el centro histórico de Cuzco***Elizabeth Kuon Arce**

Cuzco, Peru

*La plaza y la calle en la preservación del centro histórico de Cuzco***Mario R. Castillo Centeno**Fondo Andino de Cultura y Patrimonio  
Cuzco, Peru*Light and Economics***Maria Pinto-Coelho**Lightmotif.arquitectura  
Portugal*Rehabilitation of Convent Nossa Senhora dos Remédios***Paula Helena Santos**Municipality of Évora, Department of Communication  
and External Relations  
Évora, Portugal

***Authentic building front of cultural heritage value*****Andis Cinis**City Development Department  
Riga, Republic of Latvia***Creation of conservation centres: A crucial factor in the preservation of cultural heritage and growth of the local economy*****Artiom Mikhailovich Novikov**Northwest Association of Conservators (Association of Conservators of Russia)  
Russia***The Bulgar State History and Architecture Museum*****Rafail Zufarovich Makhmutov**Bulgar State History and Architecture Museum  
Bulgar, Russia***Partnership with the Institute for Restoration Projects and specialists from various disciplines for a 25-year program of regeneration of the city's historic character with the goal of creating a strong tourist centre*****Nazim Kassumovich Kassumov**State History and Architecture Museum of ancient Derbent  
Derbent, Russia***Tourism growth: A powerful factor for the preservation of cultural and historical heritage*****Gulzada Rakipovna Rudenko**State Museum of History, Architecture and the Arts  
Elabuga, Russia***Old Tatar settlements*****Olga Aksientieva**City of Kazan, Department of Architecture  
Kazan, Russia***Bogoroditsky nunnery complex*****Olga Aksientieva**City of Kazan, Department of Architecture  
Kazan, Russia***Historical Centre of Kazan*****Alla Litvinova**City of Kazan, Department of Architecture  
Kazan, Russia***Event tourism development: The traditional Tatar celebration Sabantuy*****Elvira Rafailevna Kamalova**City of Kazan, Executive Committee, Department of Culture  
Kazan, Russia***Traditions of the Kazan national gymnasium and its role in the preservation of the cultural-historical heritage and training of the future generation*****I.R. Galiakhmetov**City of Kazan, Executive Committee, Department of Education  
Kazan, Russia***Conservation of the paintings and icons of the Cathedral of the Annunciation in the Kazan Kremlin*****S.V. Filatov**Inter-regional Arts Conservation Research Centre, Moscow / Federal Agency for Culture and Photography  
Kazan, Russia***The social development of the city*****Svetlana Khusnutdinova**Kazan State University, Dept of Economics  
Kazan, Russia***The problem of conservation and contemporary use of country estates of the Kazan city region*****Ivan Mityashin**Kazan State University for Architecture and Engineering  
Kazan, Russia***The preservation of cultural, historical and natural heritage as a factor towards stable economic development in small and medium-sized historic cities*****Valentin Ivanovich Manturov**National Trust for Heritage  
Moscow, Russia***The Rostov initiative for the creation of a Museum district, a Theater district and gardens*****Alyavdin Igorevich Vissarion**"Rebirth of the Russian Courtyard" National Fund  
Public-private partnership for the development of tourism infrastructure :  
Rostov, Russia***"Fensar-Berekat" Youth Park for social innovations and tourism*****Djavidet Shevketovich Suleimanov**"Selet" Community fund for youth of the Tatar Republic  
Sviyazhsk, Russia***"Selet" Intellectual Cyberspace*****Djavidet Shevketovich Suleimanov**"Selet" Community fund for youth of the Tatar Republic  
Sviyazhsk, Russia

*Challenges in the conservation of the 16th-century wall paintings of the Uspensky Cathedral of Sviyazhsk Island*

**S.V. Filatov**

Inter-regional Arts Conservation Research Centre, Moscow / Federal Agency for Culture and Photography  
Sviyazhsk, Russia

*Recuperación de la Azuda de la Montaña Aranjuez*

**Luciano Sánchez-Pérez Moneo**

Fundación Aranjuez Paisaje Cultural  
Aranjuez, Spain

*Urban revitalization: How the reuse of ancient buildings and rehabilitation of urban space support and promote the development of new activities, generate dynamism in the uses and function of the city and contribute to make it attractive for inhabitants and visitors International Art festivals Istanbul Classical Music – Aspendos Opera and Ballet*

**Ozlem Ozker**

Istanbul, Turkey

*The social and economic role played by the National Palaces' restoration and conservation workshops and the factories serving the buildings inherited from the last period of the Ottoman Empire*

**Feyzullah Özcan**

TGNA Department of National Palaces  
Istanbul, Turkey

*Plan de Manejo para Colonia del Sacramento*

**Walter Debenedetti**

Colonia, Uruguay

*The conservation of Samarkand's cultural heritage and its role in the economic development of the city*

**Nugmon Makhmudov**

Samarkand State Museum  
Samarkand, Uzbekistan

*Cultural tourism and sustainability in Hoi An, world heritage site in Vietnam*

**Juhyun Lee**

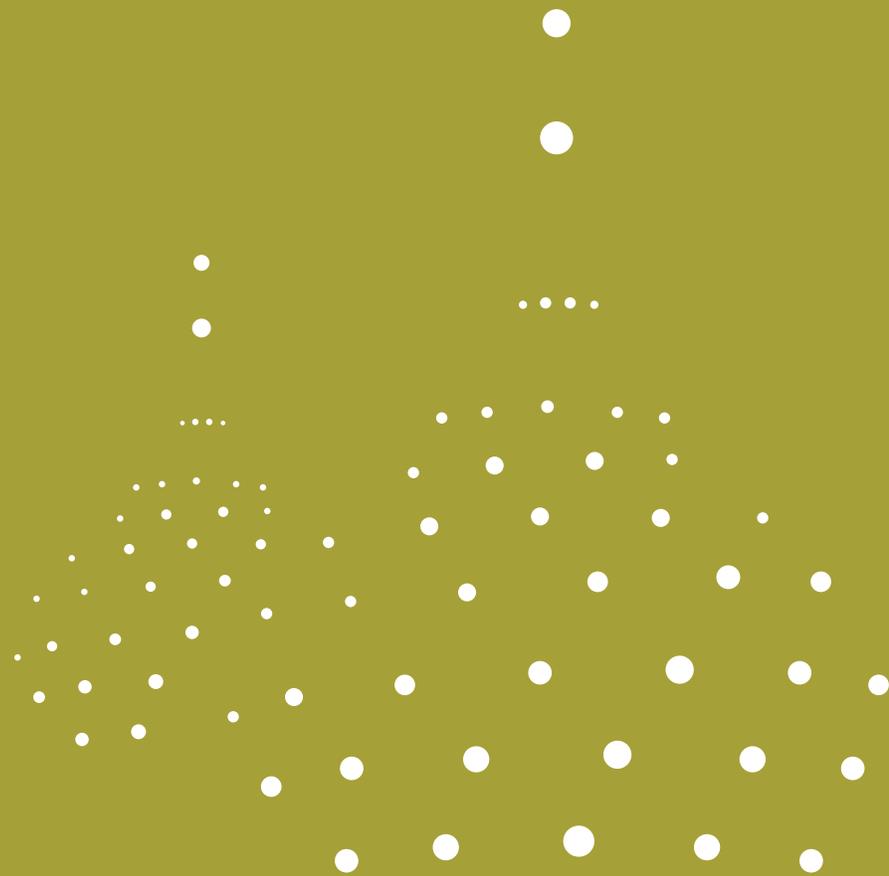
UNESCO, Bangkok  
Hoi An, Vietnam

*Projet de restauration et réhabilitation de maisons traditionnelles*

**Nhien N'Guyen**

Bureau des Affaires Étrangères  
Hue, Vietnam



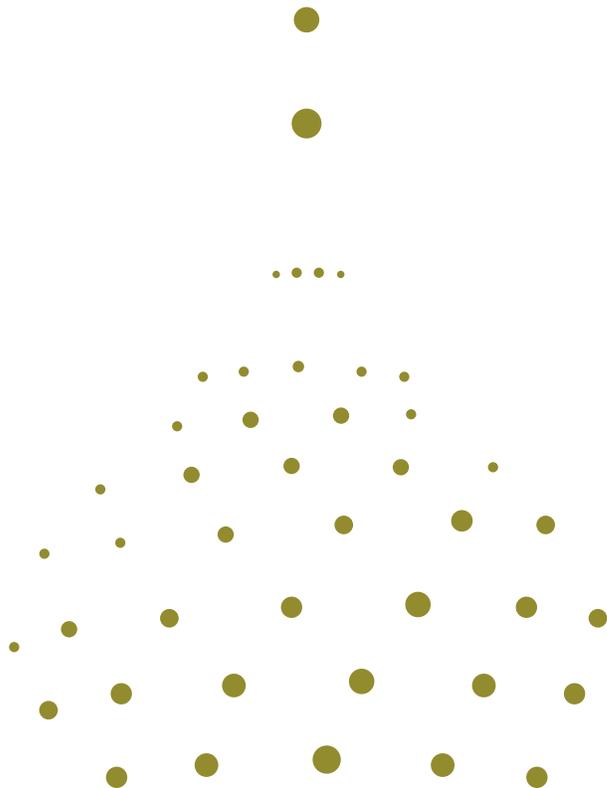


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## KAZAN STUDENT PROGRAM

# KAZAN STUDENT PROGRAM

COORDINATOR: CHRISTIAN OST



## CHRISTIAN OST

Christian Ost was born in Brussels, Belgium. He graduated from the Catholic University of Louvain, Belgium (PhD in economics); the University of Geneva, Switzerland (european studies); and Georgetown University in Washington, D.C. (master of arts in economics). The subject of his PhD dissertation was “Business Cycle Theory and the Corporate Sector.”

Mr. Ost worked at the ITT European Headquarters in Brussels, at the IRES Center for economic research for the University of Louvain, and at the ICHEC Brussels Management School, where he became provost in 2000. At ICHEC, he co-founded the Thomas Green Clemson University Brussels Center aimed to increase student exchanges between South Carolina and Europe. He also conducted research in the economics of conservation of cultural built heritage, co-writing with Professor Raymond Lemaire (founder of ICOMOS) a report on economics of conservation for the European Union.

Mr. Ost lectures at the International Center for Conservation (Lemaire Center) at the Catholic University of Louvain, and has been a visiting professor at ICCROM in Rome and at the University of Calgary. He has participated in expert missions throughout the world for the European Union, UNESCO, the Council of Europe and the Getty Conservation Institute. He is a 2008-2009 Guest Scholar at the GCI, where the topic of his work is: “Economic Appraisal of Cultural Heritage: An Empirical Guide for Small to Medium Historic Cities.” His research is intended to aid the decision-making process of local authorities in the conservation of cultural heritage.

The objective of the students’ program was to involve university students from Kazan more significantly in the activities of the Congress. This initiative sought to build upon the positive experience at the OWHC’s 8<sup>th</sup> World Symposium in Cusco, Peru, where the Mayor used the Symposium as a catalyst for including interested students in the Symposium’s events. It was assumed in Cusco, and likewise in Kazan, that many of these students will become future professionals involved in their city’s preservation and development. Hopefully, their active involvement at this early stage of their career would lead to even more sustained activities regarding ‘heritage and economics’ at a later date.

Through a competitive process that began in the Fall of 2006, Kazan students from various institutions developed projects on the theme of the Congress over a period of 6 months. A total of 20 projects from 6 institutions were presented as part of the Congress posters, and as oral presentations in a student session. Students discussed their work with other students as well as with Congress keynote speakers, participants, and City of Kazan representatives.

## KAZAN STATE UNIVERSITY

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### Presenter and moderator for the group: Svetlana Khusnutvinova

#### *Creating discursive conditions for sustainable economic development through culture. Analysis of the press*

Team leader: **Adel Grafskyi**  
 Team: **Alena Kutuzova, Albina Dorofeeva, Aisinya Khasanova, Zilya Khusnutdinoza, Timur Sabirov, Diana Garnysheva, Aigul Rakhmatullina, Enzhe Badertdinova**  
 Supervisor: **Sergei Erofeyev**

#### *Students week and business tourism development*

Team leader: **Ruslan Galiakhmetov**  
 Team: **Ramilia Uslamova, Veronica Korneeva, Tatiana Laletina, Rushan Minullin, Timur Saitov, Rafis Sharipov, Alexandra Shutova**  
 Supervisor: **Svetlana Khusnutdinova**

#### *Conservation of 19th-century nobility buildings of the Kazan region. Social and economic impacts*

Team leader: **Mikhail Vavilin**  
 Supervisor: **Svetlana Khusnutdinova**

#### *Nighttime illumination of Kazan and resulting economic development*

Team leader: **Dina Khusainova**  
 Team: **Ekaterina Batrasova, Zarina Galimova, Anna Guerassimova, Ekaterina Pavlova, Maria Pavlova, Erik Tsaturian, Lenara Shiriazdanova**  
 Supervisor: **Svetlana Khusnutdinova**

#### *Heritage and the people: the case of children's education*

Team leader: **Elvira Nurgalieva**  
 Team: **Albina Guataullina, Alica Kulieva, Venra Minulina, Ekaterina Petrakova, Leisan Sabirova, Elvira Safiulina, Dilia Iakhina**  
 Supervisor: **Svetlana Khusnutdinova**

## KS STATE UNIVERSITY FOR ECONOMICS & FINANCE, CULTURE AND ARTS, AND TATARSTAN STATE UNIVERSITY

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#### *Financing of tourism development in Kazan*

Team leader: **Anna Mustayeva**  
 Team: **Arthur Simashev, Alexander Matveyev, Dania Siddikova, Yekaterina Terentyeva, Rasul Matyanov, Tatyana Pavlova**  
 Supervisor: **Tatyana Nikolayevna Gubaidullina**

#### *The role of spiritual traditions in the development of the professional culture of pedagogy graduates*

Team leader: **Alina Lukmanova**  
 Team: **Maria Titova, Marina Nikitina, Lyubov Semakhina, Natalia Semyonova, Albina Kharisova, Irina Maslova**  
 Supervisor: **Leyla Drovnikova**

#### *The revival of ancient national craft centres in Tatarstan*

Team leader: **Rezeda Garifullina**  
 Team: **Bogomolov J.G, Zamjatina V.J, Krylova I.S, Matjagina J.A., Jarmuhametova A.K., Timofeeva E.N., Ohonina E.S, Stepan&**  
 Supervisor: **D.F.Fajzullina**

*Youth of world heritage cities as advocates of world culture: Experiences, problems and prospects*

Team leader: **Rustem Gareev**  
 Team: **Natalia Kletukhina, Maxim Vasilov, Anton Zhukov, Renata Busova, Viktoria Primerova, Yury Yurkov**  
 Supervisor: **Leyla Drovnikova**

**TISBI ACADEMY OF MANAGEMENT**

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*Articulated program for Kazan sustainable tourism development*

Team leader: **Ilshat Sabirov**  
 Team: **Yulia Vassina, Gulnara Soltanova, Leisan Kashafeeva, Gulnaz Khasanova, Alina Tukhvatullina**  
 Supervisor: **Leyla Drovnikova**

*Business plan and legal reform for the island of Sviyazhsk*

Team leader: **Polina Petrukhina**  
 Team: **Olga Pashentseva, Alfina Mingalieva, Regina Latypova, Guzel Gumerova**  
 Supervisor: **Leyla Drovnikova**

*National cuisine development: Business plan and economic impacts*

Team leader: **Rustem Sharipov**  
 Team: **Ilya Plotnikov**  
 Supervisor: **Leonid Elshin**

*Kazan: Gate to Euro Asia*

Team leader: **Tabris Yarulin**

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**KAZAN STATE UNIVERSITY FOR ARCHITECTURE AND ENGINEERING**

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*Reconstruction of the central Kazan market: integrated commercial and tourist development in Kazan*

Team leader: **Gulnaz Saifullina**  
 Team: **Elmira Tuchina, Gulnaz Shafigullina, Elena Reino, Olga Chernova, Gulnara Murtazina, Elena Efremova, Leisan Bulatova**  
 Supervisor: **Aivar Sattarov**

*Reconstruction of one Kazan historic centre neighbourhood*

Team leader: **Maria Markelova**  
 Team: **Anna Popova, Natalia Bulatova, Olga Bogdanova, Vasil Nabiulin, Arthur Abdullin, Renat Zheltiror**  
 Supervisor: **Aivar Sattarov**

*Reconstruction of the historic bank area of the old Tatar settlement*

Team leader: **Yulia Frolova**  
 Team: **A. Aflyatunova, M. Glazyrin, P. Glazyrin, D. Nadyrova, A. Ivanova, Z. Yakupova, E. Zaripova**  
 Supervisor: **Renat Kiyamovich Mukhitov.**

*Reconstruction of the industrial bank area of the old Tatar settlement*

Team leader: **Olga Dadukova**  
 Team: **Guzel Ziganshina, Lilia Ibragimova, Marina Grokhotova, Elvira Kazachkova, Yulia Balabanova, Anton Manin**  
 Supervisor: **Natalia Yevgeniyevna Troyepolskaya**

*The use of the Sviyazhsk island cultural and landscape complex for multifunctional tourism development*

Team leader: **Alyona Stepanchuk**

Team: **Adelia Saifutdinova, Ekaterina Pokka, Niaz Khabibrakhmanov, Almaz Mugliev, Alina Tugulieva, Olya Kuznetsova, Artem Ulamasov, Olya Kuznetsova, Artem Ulamasov, Vassili Sergueev, Valeria Gumatutdinova, Dina Usmanova, Alexei Simonov, Stanislav Frolov**

Supervisor: **Faina Mubarakshina**

*Old Tatar settlement: Heritage belongs to the youth*

Team leader: **Guzel Mustafina**

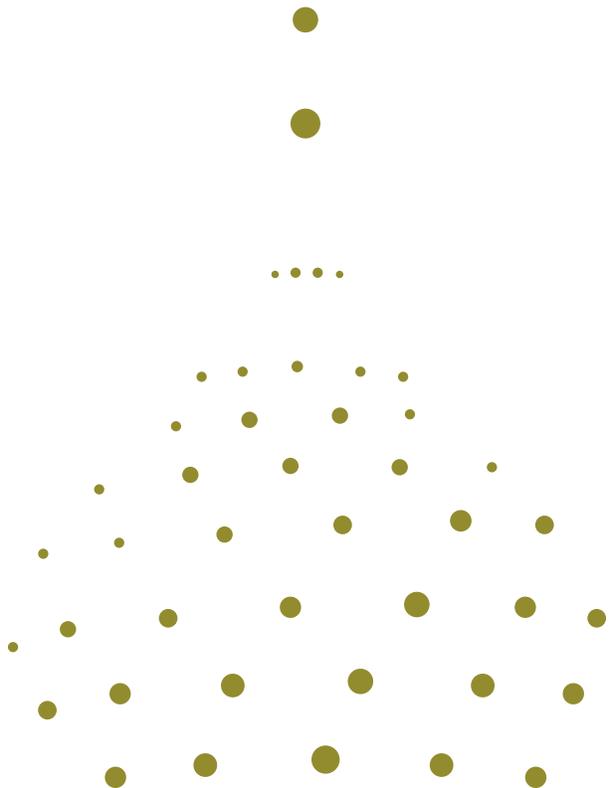
Team: **Andrey Chernetsov, Philip Katz, Andrey Gorelov, Danil Vagapov, Damir Zakirov, Alsou Touesheva**

Supervisor: **Galina Aidarova, Ivan Mityashin**



REPORT ON THE KAZAN  
STUDENT PRESENTATIONS  
22 JUNE 2007

RAPPORTEUR: IVAN MITYASHIN, KAZAN STATE  
UNIVERSITY FOR ARCHITECTURE AND  
ENGINEERING



The student session, which I have been honored to summarize, made up a substantial part of the Congress. Within the framework of worldwide action devoted to the future of heritage, it was important to see the positions of future specialists in this area.

The student session of the Congress was successful.

This was made possible thanks to the coordinated efforts of four parties:

1. *The students themselves*
2. *Their supervisors*
3. *Specialists from the Getty Conservation Institute (GCI)*
4. *The Organizing Committee of Kazan's City Administration*

Preparation for the session began in October 2006. Participants in the project accomplished substantial work in half a year:

1. *Project supervisors, jointly with students, identified current themes for development.*
2. *Within the academic process, and frequently outside of class as well, projects went through the development stage while specialists from the GCI regularly monitored the work.*
3. *In March, all future participants in the session became acquainted and held their first meeting during which the first rehearsal of projects occurred. The remarks and requests of the GCI specialists, to a large extent, led to rethinking the courses of research.*
4. *In May, the projects were largely completed and the remaining time was devoted to setting up the stands and presentations. The organizing committee of the Congress took an active part in the work of the groups.*
5. *Finally, the Congress began. By the time it ended, 20 scientific research projects from six Kazan universities had been presented. The projects were presented in two parts. The poster session allowed the students to personally discuss their work with any interested members of the Congress. Presentations before the auditorium, thanks to slides, enabled them to display additional information about their work.*

The themes of the work presented turned out to be rather broad, although they can be separated into several major areas:

#### 1. *Programs for Involving Youth in the Process of Preserving and Developing their Heritage.*

The research of students from Kazan State University (KSU) proposed that a student week be held so that the youth could become more familiar with the city's heritage. Another KSU project focused on children and their possible contribution to developing their heritage. The project by students from the Architectural and Construction University (ACU) for the Old Tatar Sloboda offered an optimistic view on youth as a source of constructive innovations.

#### 2. *Research on the Non-material Aspects of Heritage*

The project by the Financial and Economic Institute touched upon the most important problem voiced in the reports of the Congress—tolerance. The Humanitarian and Pedagogical University is researching the issue of heritage in the area of professional pedagogical culture.

#### 3. *Programs for Developing Authentic Trades*

The project by the TISBI Management Academy brought attention to the issue of national cuisine. Students from the University of Culture and Art proposed measures for developing ancient folk trades.

#### 4. *Increasing Kazan's Tourist Appeal*

Research by students from the Finance and Economics Institute, who are concerned with the development of tourism in Kazan, demonstrated the need for developing such elements of tourist infrastructure as cheap hotels and island homes for separate nations and cultures. KSU students demonstrated the importance of night-time illumination to the city's image.

#### 5. *Development of the Old Tatar Sloboda*

Three works from the Kazan State University of Architecture and Engineering (UAE) examined the Old Tatar Sloboda as a platform for realizing innovative architectural projects. The above-mentioned work from the UAE for Sloboda Development proposed that youth be entrusted with developing their creative imaginations in the territory.

#### 6. *Development of Sviyazhsk*

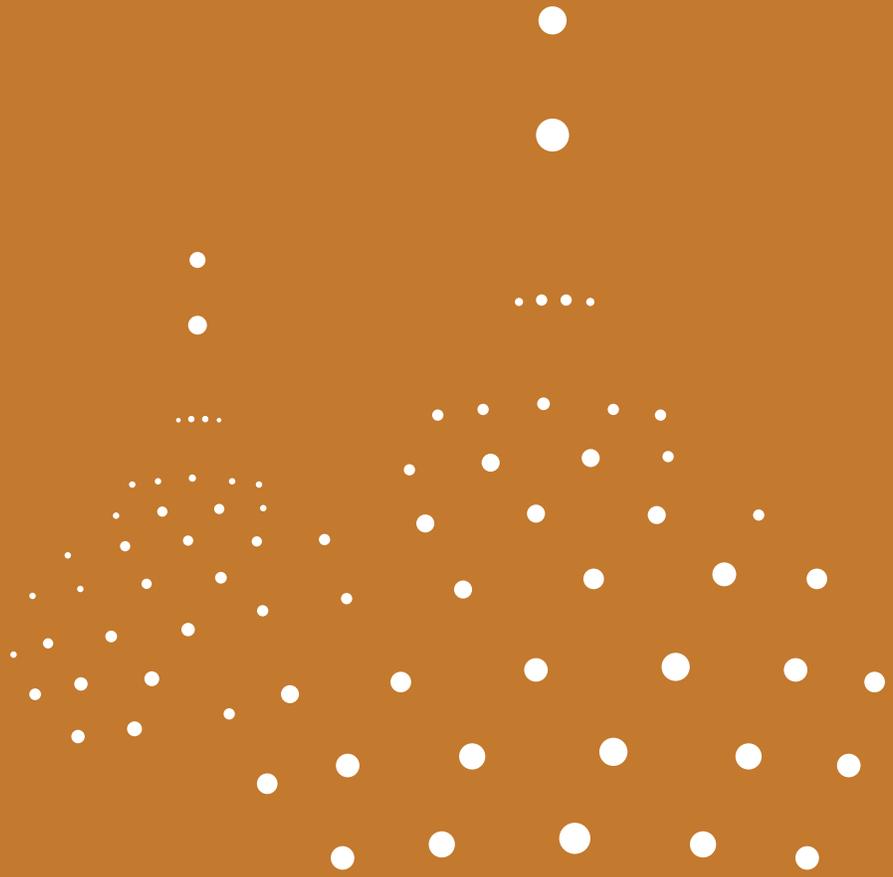
Two projects mentioned Sviyazhsk's key role in the heritage of the republic of Tatarstan. TISBI provided a general overview. UAE proposed a three-stage project for developing the cultural potential of the island city.

### 7. *Development of Noble Estates*

Two projects raised the issue of modern use of rural noble estates. The project by KSU students proposed the creation of a museum dedicated to Leo Tolstoy based on the Dolgaya Polyana estate. The project from KSACU expanded the issue. The author proposed three base variants for using suburban estates in accordance with the city's needs.

All student work, without exception, sparked the interest of the experts. Over the course of the entire session, expert commentators provided substantive comments. They repeatedly noted the students' great enthusiasm and creativity, which seem inaccessible to the older generation.

In conclusion, we, first of all, note that the youth's work on projects devoted to heritage has only just begun. The session allowed the students to gain a new perspective on their well-known heritage and, thanks to their interaction with international specialists, they could see the prospects for future research. The results of the session may be interesting to city authorities as well since the results offer a living, direct view of the many problems associated with preserving and developing heritage, and they may be seen as the initial stage of other city projects.



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ADVISORY COMMITTEE

ORGANIZING COMMITTEE

LIST OF PREVIOUS OWHC PUBLICATIONS

## ADVISORY COMMITTEE

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The Advisory Committee was composed of experts from the field, representatives of the OWHC, the City of Kazan and the Getty Conservation Institute. Each member has taken an active role in the preparation of the program.

### Françoise Descamps

Chair of the Advisory Committee, Getty Conservation Institute

### Bruno Delas

Contributor to the Panel of Mayors, Mission Culturelle, Municipality of Lyon, France

### Christian Ost

Coordinator of the Student Program, ICHEC Business School, Belgium

### Eduardo Rojas

Speaker, Sustainable Development, Inter-American Development Bank, USA

### David Throsby

Speaker, Division of Economics and Financial Studies, University of Macquarie, Sydney, Australia

### Eugenio Yunis

Coordinator of the Panel of Mayors, Sustainable Tourism, World Tourism Organization, Spain

### Francesco Bandarin

Director, World Heritage Centre, UNESCO

### Denis Ricard

Organization of World Heritage Cities, Canada

### Lee Minaidis

European Projects and Development, ad interim Secretary General, Organization of World Heritage Cities, Rhodes, Greece

### Rassikh Sagitov

OWHC-Eurasia, Kazan, Russian Federation

### Jeanne Marie Teutonico

Associate Director, Getty Conservation Institute

### François Leblanc

Head, Field Projects, Getty Conservation Institute

### Jeffrey Cody

Coordinator of the Mayors' Workshop, Getty Conservation Institute

### Claudia Cancino

Coordinator of the Mayors' Workshop, Getty Conservation Institute

## ORGANIZING COMMITTEE

---

### L.N. Andreeva

Deputy Head of the Municipality of Kazan

### Z.N. Nigmatullina

Deputy Chief of the Kazan Executive Committee

### R.M. Gusmanov

Chief of Administration in the Kazan State Duma

### L.N. Mavrina

Deputy Chief of Administrative Personnel for the Kazan Municipality Executive Committee - Head of Administration

### D.I. Fattakhov

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### A.Yu. Egorov

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### I.M. Arslanov

Head of the Department of Language Development and Communications with Public Organizations, Municipality Executive Committee of Kazan

### A.K. Abdulkhakov

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Municipality Executive Committee of Kazan

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Head of the Public Relations and Mass Media  
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Head of the Board of Education, Municipality Executive  
Committee of Kazan

**I.V. Dyabilkina**

Head of the Department of Outdoor Advertising and  
Information, Municipality Executive Committee of  
Kazan

**Proceedings – Rhodes 2003 :**

KEEPING HERITAGE ALIVE – Education and training for  
the preservation and management of cultural heritage

**OTHERS****Management Guide of the Historical Cities****Cities of History, Cities of Memory****Collection of Charters and other Guides – Tourism  
and Heritage**

FOR MORE INFORMATION OR TO REQUEST A COPY OF THESE  
PUBLICATIONS, CONTACT :

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WEB: <http://www.ovpm.org>  
URBO PORTAL: <http://urbo.ovpm.org>

**LIST OF PREVIOUS OWHC PUBLICATIONS****Proceedings – Fez 1993 :**

FINANCING PRESENTATION INITIATIVES IN  
WORLD HERITAGE CITIES :  
Why, by Whom and How?

**Proceedings – Bergen 1995 :**

COMMUNICATION – How to communicate and exchange  
knowledge, bearing in mind cultural and linguistic  
diversity and regional particularities

**Proceedings – Évora 1997 :**

TOURISM AND WORLD HERITAGE CITIES :  
Challenges and Opportunities

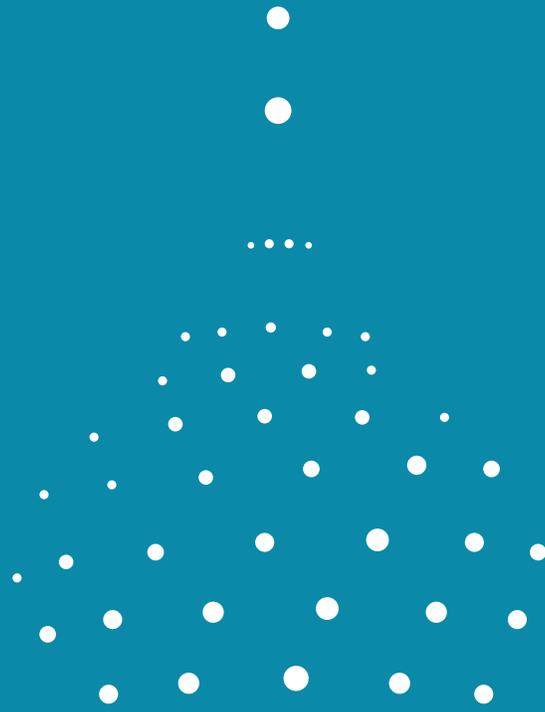
**Proceedings – Santiago de Compostela 1999 :**

INNOVATION IN THE MANAGEMENT OF WORLD HERITAGE  
CITIES

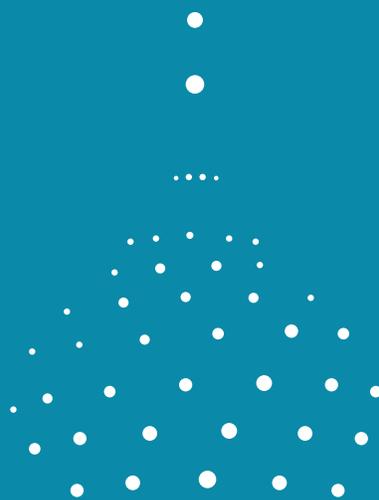
**Proceedings – Puebla 2001 :**

PREVENTION AND PROTECTION FOR THE WORLD HERITAGE  
CITIES IN CASE OF DISASTER





IX



# IX

WORLD CONGRESS OF THE ORGANIZATION  
OF WORLD HERITAGE CITIES

KAZAN, 19 - 23 JUNE 2007



Organisation des villes du patrimoine mondial  
Organization of World Heritage Cities  
Organización de las Ciudades del Patrimonio Mundial  
Organizaçáo das Cidades do Património Mundial  
منظمة مدن التراث العالمي



The Getty Conservation Institute



CITY OF KAZAN