

MISSION REPORT

Joint UNESCO World Heritage Centre/World Bank Mission Tbilisi and Mtskheta Georgia

11 - 16 November 2014



Panoramic view of Mtskheta, November 2014

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Venues of the mission:

Tbilisi and Mtskheta, Georgia

Dates of the mission:

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List of abbreviations:

CoE	Council of Europe
EU	European Union
HUL	Historic Urban Landscape (Recommendation or approach)
NACHPG	National Agency for Cultural Heritage Preservation of Georgia
RMM	Reactive Monitoring Mission
OUV	Outstanding Universal Value
WB	World Bank
WHC	World Heritage Centre, UNESCO
WHS	World Heritage Site

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Introduction

In September 2014, a World Heritage Centre/ICCROM/World Bank meeting was organised in Tbilisi by the Georgian National Agency for Cultural Heritage in view to discuss a tripartite partnership aiming to improve the management of the World Heritage property “Historical Monuments of Mtskheta”, which is inscribed on the List of World Heritage in Danger. As agreed by all parties, the Georgian authorities invited a joint UNESCO World Heritage Centre/World Bank mission from 11 to 16 November 2014, in conjunction with a joint ICOMOS/ICCROM reactive monitoring mission to Mtskheta as requested by the World Heritage Committee.

During the mission, visits were organised to all components of the World Heritage property “Historical Monuments of Mtskheta”, as well as to its surrounding areas and the City of Mtskheta. The mission had an opportunity to observe the property from several viewpoints and to visit the outskirts of the city in order to better understand the context and setting.

Working meetings were organised with representatives of the Georgian Ministries of Culture, Justice, Finance, Economy and Sustainable Development as well as with the Patriarchate of Georgia and the World Bank (WB). The National Commission was present at most meetings. The joint UNESCO World Heritage Centre/World Bank mission regrets not meeting with the Municipality in Mtskheta. However, the ICOMOS/ICCROM reactive monitoring mission met the Municipality representatives.

The mission benefited from views shared by experts from ICOMOS and ICCROM as well as from the background information provided by the NACHPG and representatives of the Georgian ministries.

1) Consultations with the NACHPG and diverse stakeholders

A) Main results of the consultation meetings¹

The Georgian authorities have clear objectives and have developed strong and long standing partnerships with international institutions. Georgian authorities aim to continue to develop bilateral and/or multilateral cooperation agreements with UNESCO, within the framework of the Council of Europe (CoE), with the support of the European Union (EU), and/or with the World Bank, in order to foster heritage conservation and heritage identification activities as well as capacity building initiatives.

Georgia is involved in the joint EU and Council of Europe Community, as it led the project, “Urban Strategies in Historic Towns”, or (COMUS), which included, Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine². Further cooperation between programmes and institutions should be supported and encouraged.

The Ministry of Culture has launched a series of stakeholder’s meetings to address sensitive issues and to ensure better coordination between institutions. The Ministry of Culture is establishing a special commission for Mtskheta to ensure intergovernmental cooperation. The very high commitment from all partners should be noted.

Main results of the stakeholders meeting

The Ministry of Culture, Ministry of Justice, Ministry of Economy and Sustainable Development and the World Bank all insisted on the necessity to develop better coordination between institutions and underlined how the lack of specific regulatory frameworks in the past had made things difficult. The Ministry of Economy and Sustainable Development is committed to focus on the long term and work with the Municipality of Mtskheta and the National Agency for Cultural Heritage.

Georgia is involved in revising its heritage law. A culture policy document with a national scope is being developed and will be implemented by all ministries and government institutions. With much consideration given to past mistakes, a long-term vision is considered in the policy document, which will focus on cultural heritage as an asset for the economic development of the country.

The National Agency for Cultural Heritage (NACHPG) is undergoing a very interesting process in identifying its strength, weaknesses and needs. NACHPG has been addressing these issues through a study, which will lead to a policy reform at the national level as well as reform in training policy. This has already started with an EU funded activity. As explained by Ms Rusudan Mirzikashvili, Head of the UNESCO and International Relations Unit of the (NACHP), the agency wishes to carry on with further training and capacity building. ICCROM suggested considering a sub-regional approach and extending to neighbouring the countries of Armenia and Azerbaijan.

The World Bank presented its Regional Development Programme, which aims to attract private investors in targeted regions, especially in tourism and agribusiness. The World Bank has supported a project in the Kakheti region, which has a strong cultural heritage component. The World Bank advocates the valorisation of Georgia in order to create a new tourism destination with a focus on “quality” tourism rather

¹ Full programme and list of participants is available in annex 3 and 4.

² Further information on Comus is available

http://www.coe.int/t/dg4/cultureheritage/cooperation/comus/default_en.asp

than mass tourism. The World Bank recommends creating a special structure for tourism marketing and investing in tourism marketing.

The World Bank also focuses on more “traditional” development issues such as infrastructure needs. Piped water and sanitation are still not accessible everywhere and there is still infrastructure work to be carried out. The World Bank is eager to support capacity building activities, especially among Mtskheta, as the World Bank recognizes it as a priority area.

Specific meeting with the Patriarchate

Represented by Bishop David Alaverdeli, the Patriarchate is very much concerned by the protection of Mtskheta, which has its own team of experts. The Patriarchate has worked on a large-scale plan and wishes to promote the symbolic significance of the landscape and fully supports the creation of a non-construction zone next to the riverbank. An assessment of new construction should be part of the urban plan along with the development of corrective measures and new ways to mitigate impact.

Specific meeting with Ministry of justice

The Ministry of Justice took part in several meetings and also organized a specific meeting to provide information and background to the Justice House project. The Ministry of Justice further organized an on-site visit to explain the evolution of the project and to discuss issues and options with representatives of ICOMOS, ICCROM and WHC. The Ministry of Justice explained the background and how the new Justice House and Police Station buildings initiative is linked to the Georgian administrative reform and anti-corruption policy. This has led to the designing and building of new Justice Houses and Police Stations throughout the country and has led to the architectural materialization of a new era that carries new values, principals and services for the local citizens. Glass and singular designs are common to all of these new buildings, which are meant to symbolize administrative transparency on the one hand and to embody administrative renewal and new services on the other hand³. Unfortunately, the setting and impact of these new designs are not always adapted to the historic environment and can lead to conflicting priorities.

The main issue in the case of the new Justice House and Police Stations projects is to ensure better coordination between institutions and integration of heritage assets and attributes in modern building design. One of the key issues is land use and land property for public institutions.

B) Proposal for the joint World Heritage Centre/Georgian government/World Bank project

The Georgian authorities, represented by the National Agency for Cultural Heritage, wish to focus on Mtskheta, as the site is on the List of World Heritage in Danger, in particular through the development of quality control regarding master planning and a focus on capacity building. There is a strong and positive working relationship with the World Bank and the Agency has built solid relationship with funding partners and stakeholders and has a clear vision and roadmap.

The Georgian Government has launched a Regional Development Program with support of the World Bank, to attract private investors, especially in tourism and agribusiness in targeted regions. The Regional Development Project (RDP - P126033, US\$ 60 million), focusing on Kakheti region, was approved by the Board on March 20, 2012. The RDP was followed in November 2012 by the Second

³ See annex 6.

Regional Development Project (RDPII - P130421, US\$ 30 million), which focused on Imereti. Both projects are under implementation, and achieving remarkable results.

The Government requested the Bank to support a Third Regional Development Project (RDPIII) with US\$60 million. The proposed Project will focus on Samtskhe-Javakheti, a lagging region in the south, and Mtskheta-Mtianeti, an economically growing region close to the capital. The Project will aim at supporting the local economy in the regions by carrying out an integrated approach to regional and territorial development, focusing on infrastructure, urban regeneration, cultural heritage restoration, skills development, tourism development and enabling the environment to attract private sector investments.⁴

On the last day of the mission, a debriefing meeting was held with the National Agency for Cultural Heritage, in which the representatives from the World Bank, ICCROM and WHC identified four priority activities that could either fit in the World Bank's third regional development program, or be financed by the Ministry of Culture directly (or a combination of both).

1) Main effort should focus on the management and conservation of the Mtskheta World Heritage site and activities should focus on:

- Provide project management assistance and counselling regarding the master plan for the city. Assist Agency in helping municipality in finalizing terms of reference and provide guidance and project management assistance for the implementation of the master plan, which should comply with World Heritage Committee decisions and the World Heritage Operational Guidelines. The urban master plan would be developed within the national and regional territorial and administrative reform. There are also opportunities to develop innovative approaches based on UNESCO's Historic Urban Landscape approach as well as the European Landscape convention Georgia of which has recently ratified.

2) Provide project management assistance and counselling to the Agency to revise Georgia's Tentative List and help develop an Upstream process and consultation with Advisory Bodies.

a) Provide guidance to the Agency on heritage identification and revision of the Tentative List.

b) Within the context of the heritage identification process, also provide guidance on spatial management and planning for sites already on the Tentative List such as: Varzi Khertrisi, Mta Tusheti, Colchis wetlands.

Regarding planning needs and technical assistance it is recommended to work closely with the Ministry of Finance and the Ministry of Economy and Sustainable Development and the Ministry of Culture.

Example: joint preparation of tenders for spatial planning document for heritage sites.

3) Capacity building and study tour.

a) Capacity building could be linked to the regional development World Bank project. Training could focus on a thematic approach such as management plans and be implemented through a learning by doing approach (direct on the job training). Capacity building should reach municipalities and focus on integrated spatial planning practices.

b) Organization of a study tour to exchange best practices and compare implementation methods management mechanisms, regulatory frameworks.

⁴ Information provided by the World Bank

Request was made to liaise with France and visit French sites, which have a strong experience in landscape management and territorial planning focusing on heritage values and a long tradition regarding urban heritage conservation linked to urban planning and urban renewal policies. The World Heritage Centre's cooperation with France through the France-UNESCO cooperation agreement (CFU) could be an ideal framework to organize a study tour to France and liaise with French professionals as well as French national and local authorities in charge of planning in general and the management of French World Heritage sites in particular.

4) Sustainable Tourism

Georgia has good tourism growth potential. The World Bank advocates focusing on increasing the income from tourism rather than increasing the number of tourists. With a focus on "quality" tourism rather than mass tourism, the national tourism agency of Georgia has requested to work with UNESCO on new national sustainable tourism project. The Georgian authorities and the World Bank wish to include UNESCO in the existing working group. More specifically, UNESCO's advice is requested in order to assist Georgia to better figure in the Silk Road heritage route initiative.

Based on these 4 points a full project proposal has been developed.

2) Visions and approaches for the identification, conservation and management of Georgian heritage in general and the conservation and management of the Historical Monuments of Mtskheta World Heritage site and its surroundings in particular.

Specific conservation issues regarding the *Historical Monuments of Mtskheta* World Heritage site in light of the World Heritage Committee decisions will be developed in the joint ICOMOS/ICCROM/RMM report. However, learning from Mtskheta and through discussions with the stakeholders, a few points regarding the context and the setting should be underlined as they are cross-cutting issues relating to governance, policy consistency, planning and capacity building.

Integrated planning approach, attention to landscape and managing change

Many of the issues related to the conservation and management of Mtskheta World Heritage site relate to developing and implementing integrated planning, large scale territorial planning, urban master planning. The Georgian Government has committed to develop an urban master plan for the World Heritage site. This means that the planning tools, which will be developed for Mtskheta World Heritage site will not only strengthen the conservation and management mechanisms of the site but also benefit the city at large and fit into a wider national process. The Mtskheta experience can benefit other cities small or large and benefit landscape management as well as less exceptional vicinities.

Whatever the location, urban master plans should reflect planning needs. They should address the question of land use and clearly identify development, sensitive and non-construction zones. Accordingly, they should include large-scale heritage impact assessments, identify view corridors and define buffer zones for monuments and identify unsuitable buildings in order to foresee their removal in due time. The plan should include detailed planning areas and should also include height and density regulations. The master plan should also help identify risk and set up mitigation measure. The plan should also encompass issues pertaining to energy, waste management, infrastructure and traffic. The urban plan should be a long-term urban and territorial planning tool with a strictly controlled revision system. Last but not least, it should also address community involvement, be it in terms of regulatory processes and/or the identification of needs, projects and implementation.

It should be further noted that these types of plans could be applied to farming environments as well as non-dense areas. For example, a clear interest in quality food products can be noted. Quite a few local fruit and vegetable vendors can be seen selling their products by the roadside. Georgia has good quality cuisine and wines and these are assets, which should be included in development strategies, not only as products for tourism but also as elements of a way of living, and components of the quality of life of inhabitants. Small-scale agriculture, orchards, and peri-urban agriculture could be identified, evaluated and included in planning documents and socio economic development.

These planning tools can be understood as short term and long-term management as well as urban and territorial development frameworks and can be considered as opportunities to foster modernization and development projects focusing on culture and on the improvement of the quality of life of communities.

These priorities are advocated in article 5.1⁵ of the World Heritage Convention and UNESCO's Recommendation on the Historic Urban Landscape⁶ (HUL) and also in the European Landscape Convention⁷ recently endorsed by Georgia, to refer to only a few international normative frameworks.

Capacity building at national and local level

Capacity building is one of the main priorities for the NACHPG. The Agency is considering setting up a specific training centre and has engaged discussions with ICCROM. The NACHPG wishes to assess the major conservation-restoration and rehabilitation projects carried out in recent years and develop an action plan to meet capacity building needs defined by the assessment undertaken by the Ministry of Culture and the Agency in the general reform process (see chapter 1). At the request of the NACHPG, ICCROM has provided a list of experts in different fields of cultural heritage. The Agency wishes to finalize the concept of such a training center. This is a long-term policy which should be supported and encouraged as it promotes long term capacity building mechanisms.

In the shorter term and within the context of the World Bank program, a focus on urban heritage as well as heritage focused urban planning and landscape management should be encouraged for NACHPG staff and heritage professionals. Furthermore, the challenge is to reach out beyond the heritage conservation professionals and also involve local authorities, as a major decentralization process is being implemented. It is very important to focus on training needs on planning and landscape management for municipalities. It is also important to foster and support coordination among involved stakeholders. The coordinating committees set up by the National Agency for Cultural Heritage and the Cultural policy document should work in favour of this and support such coordination. Tapping into existing training programs should also be examined.

Land use plans as well as integrated zoning plans which include expanded master plans with a landscape approach to formulate clear guidance for development requests are a national priority which needs to be implemented at a national level and local level. Hence, there is a need to provide other municipalities and national authorities with an implementation framework and training programme to develop and implement regulatory master planning frameworks. Focus on municipal capacity building is crucial in a decentralization process, as more and more responsibility will be devolved to local authorities, especially regarding building permit authorization and urban master planning. This should be a long-term initiative that extends beyond the time duration of the Pilot projects.

Technical assistance, project management assistance as well as counselling and guidance for the national authorities and municipalities should be provided to help develop and implement urban and territorial master plans. Special attention should be given to ensure that the master plan design is not completely outsourced and that

⁵ To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavour, in so far as possible, and as appropriate for each country: to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes. <http://whc.unesco.org/en/conventiontext/>

⁶ UNESCO's Recommendation on the Historic Urban Landscape see Annex 7.

⁷ European Landscape Convention
<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016800805ce>

the design and implementation of the plan be developed in close cooperation with the authorities in charge of implementation at the municipal, regional and national levels. The development of such a plan is a great on the job training and learning opportunity and this capacity building component should be integrated in the terms of reference of the urban master plan. Moreover, training programmes should associate different stakeholders and professionals from different sectors. Heritage and culture specialists must be involved in discussions related to infrastructure planning, or water works or waste management. Whereas the identification and mapping of cultural assets should be mixed with risk management, economical assets and transport planning in order to curb the lack of coordination and consistency as well as to avoid conflicting projects in the long term.

Reaching out beyond the heritage conservation professionals is very important to develop training programs for municipalities. It is important to foster and support coordination among involved stakeholders. The coordinating committees set up by the National Agency for Cultural Heritage and the Cultural policy document should work in favour of this and support such coordination. Tapping into existing training programs should also be examined as well as identifying sustainable funding mechanisms.

As a long term approach, a feasibility study for the development and integration of environment and cultural management modules in existing curriculums (public administration schools, MBA, architecture and planning schools, engineering schools) should be encouraged in order to further identify training assets and needs and to outline a curriculum. Such initiatives could tap in existing projects and programmes.

Training can also be developed at the transnational and sub-regional levels. The NACHPG is also currently discussing with ICCROM to develop a training activity with the two neighbouring countries, Armenia and Azerbaijan. The World Bank suggested organizing study tours to foster cooperation and to learn from other countries and sites.

Integrating contemporary design in historic settings

Historic settings can absorb contemporary design as an additional historical layer, but this implies that contemporary design integrates the historic setting's attributes. The challenges are to manage change, allow the cities to grow, thrive and adapt to contemporary needs and to develop contemporary design. Be it in Tbilisi or Mtskheta, integrating contemporary design is a step by step approach, which in certain cases leads to conflicting projects, as the setting and impact of these new designs are not always adapted to the historic environment. The paradox is even more important when modern buildings are designed by public institutions and meant to serve communities. The main challenge is to ensure that historic components are integrated upstream in the design process ranging from location, height, bulk, colour material, access, transport, public space design, etc.

Modernity vs. Heritage

On the one hand, conservation of urban heritage should be considered as an integral part of contemporary urban development and modernization processes. On the other hand, promoting heritage doesn't mean to ban any new buildings in historic environments. New buildings don't need to be pastiche. Creative new design can learn from heritage regarding location, setting, space, form, and energy consumption, building techniques and also in terms of economic models.

Ergo the importance of reaching out to the broader community and promoting detailed planning tools and training and awareness raising is for:

- national and local level institutions in charge of assessing projects and delivering building permits,
- civil society;
- architectural schools and engineering schools.

Identification of heritage: for whom, for what?

Heritage is a social construct and its cultural significance changes over time as new values are developed. Identifying and studying these values is a key process for understanding and identifying heritage as well as for defining its function and programming its reuse and adaptation to change for tangible cultural and natural heritage as well as for intangible heritage. Whatever the types and categories, heritage is a public good, whether it is privately or publically owned. The core objective of the World Heritage Convention is the identification of heritage and giving it a function in contemporary life. Identification can lead to listing, protection and recognition at the local, national and international levels. Contemporarily, importance is given not only to identify new types and categories of heritage (modern, industrial, landscapes, agricultural heritage, seaside resort heritage, etc.) but to focus more and more on intangible heritage and community involvement. Furthermore, the changes in paradigm focus on the socio economic assets of heritage and its role as a lever and an enabler for socio economic development.

The NACHPG has clearly underlined heritage identification as one of its priorities and the revision of its World Heritage Tentative List is planned.

Furthermore, the NACHPG has implemented sophisticated cultural mapping projects such as the Tbilisi urban inventory. Such initiatives should be encouraged and integrated in a regulatory framework within the revision of the heritage law and included in planning policies for urban heritage, landscapes as well as single monuments and natural heritage. Special attention should be given to archaeology, preventive archaeology and mapping.

This would:

- become a key territorial component for spatial planning, especially in rural and mountain areas which are not developed yet and where there is probably significant vernacular and tangible heritage, agricultural resources, significant natural and cultural heritage (monuments, ensembles, sites, cultural landscapes, routes, movable and immovable objects, tangible and intangible heritage).

Based on already defined areas and based on the Ministry of Culture's analysis of its needs and available resources, cultural and natural heritage survey mapping should be fostered.

This would:

- benefit culture and environment ministries and agencies in charge as it is their mandates;
- support civil society initiatives, community involvement in identifying the cultural significance of tangible and intangible and movable heritage (collection of objects and artefacts, documentation, identification and reuse of specific public spaces, etc.)
- become a key territorial component for spatial planning, especially in rural and mountainous areas where vernacular, tangible and intangible heritage,

- cultural landscapes may have a potential to help develop and redevelop rural economies;
- become strong assets to help develop and redevelop rural economies and promote and protect quality agricultural products and foster protected designation of origin (PDO), protected geographical indication (PGI), and traditional specialities guaranteed (TSG) mechanism. (Example: France, Italy, Spain, and Portugal).
- support the implementation of regulatory heritage impact assessments frameworks (Example: infrastructure planning to foresee preventive archaeology (waterworks and sanitation works can reveal archaeological sites)).
- become a lever for socio economic studies in identifying cultural assets to promote creative industries and foster local development initiatives;
- allow for better identification of potential tourism destination at local, regional and local levels (domestic tourism or international tourism). The World Bank advocates focusing on trails and heritage routes and there is potential to liaise with existing projects such as the Silk Road initiative.
- help implement heritage impact assessment, especially regarding infrastructure planning and archaeology (waterworks and sanitation works can reveal archaeological sites).

Heritage identification and mapping should also be integrated in training programs for municipal staff. Identification of resources is a major challenge and identifying financial models should be a component to be further developed in cooperation with the Ministry of Finance and with the World Bank.

The WHC can support national authorities in:

- further identifying heritage at local and national level and also provide counsel for the Tentative List revision.
- setting up mitigation of threats and risk control via impact assessments to avoid damage and threat to heritage (infrastructure works).
- develop cultural mapping and detailed heritage focused spatial planning tools; urban and rural cultural landscape management and identification of cultural and natural resources (i.e.: HUL⁸ approach or MAB approach). The point is not to list everything but to identify assets;
- implementing preventive archaeology mechanisms;
- developing capacity building for municipal and regional levels;
- identifying funding mechanisms and developing specific studies to identify resources.

The main recommendation is to focus on heritage identification with a HUL⁹ approach to also cover non-World Heritage sites. This is laid out in the World Heritage Convention mandate (article 5.1) identification of heritage and integration in planning policies.

Heritage as a lever and enabler for development

Heritage carries symbolic values, but it also has tangible values linked to function, adaptive reuse, valorisation, promotion, and economic assets. Tourism is one of the sectors associated to heritage and economic development. But it's not the only

⁸ See Annex 7

⁹ Idem

sector, and the economics of heritage is varied and covers building professions, crafts, agricultural products and creative industries. Heritage is not bound only to cultural affairs and a heritage approach. There is also learning from heritage, such as reconsidering traditional knowledge that can be used for land and water management, mitigating risks, developing eco-friendly building materials, urban renewal, and energy saving designs, which have a high economic value.

Specific studies on the economics of heritage could be developed to further target sectors, which could benefit from specific incentives for (re)development. A feasibility study for a local development regional fund focusing on cultural assets should be supported.

The World Heritage Centre in cooperation with other divisions of the Culture Sector could provide technical assistance and provide counselling to support public and private sector revitalization.

Furthermore, based on UNESCO's Historic Urban Landscape approach, UNESCO can assist the Georgian Government to better integrate and frame heritage and cultural assets within the larger goals of overall sustainable development in order to support public and private actions aimed at preserving and enhancing the quality of the human environment. This should be based on UNESCO's historic urban landscape recommendation (2011) approach used for identifying, conserving and managing historic areas within their broader contexts, by considering the interrelationship of their physical forms, their spatial organization and connecting their natural features and settings as well as their social, cultural and economic values.

Beyond Mtskheta

Mtskheta can be used as a pilot project to develop heritage focused integrated planning tools, to develop capacity building programmes and to foster cultural and natural heritage mapping, which should be beneficial for other cities and regions. The economics of heritage could be a parallel thematic initiative to develop in conjunction with other activities and could be integrated in the World Bank regional development plan.

Photo 1; 2; 3 General views of Mtskheta and its landscape





Photos 4; 5; 6; 7: view of Mtskheta Narekavi street leading to New Mtskheta

Caption to photos 1 to 7: The city of Mtskheta has an interesting surrounding landscape (quasi unbuilt), and its riverbank setting has high potential. The visual relation between the city and its environment is striking. The site of Mtskheta has been a crossroad for thousands of years and the area is also very rich in significant archaeological remains. The other part of the city developed along the main road is typical of 1950s and 1960s development. There is a tradition of going out to Mtskheta from Tbilisi, as the two are within close traveling distance to one another. The embankment, notably at the junction of the two rivers is a sensitive area, and the riverbank, as a whole should benefit from an integrated planning approach.

3) Objectives and expected outcomes and results of the Technical Assistance to be provided and identification of the main activities.

A) Based on the proposal prepared by UNESCO for the Government of Georgia proposed Technical Assistance could include the following:

Activity 1: Conservation and management of the World Heritage property Historical Monuments of Mtskheta, Georgia.

Activity 2: Provision of technical assistance for the Upstream Process and harmonization of the Georgian Tentative List.

Activity 3: Capacity-Building.

Activity 4: Cultural Heritage Promotion with Sustainable Tourism.

Activity 1 World Heritage property Historical Monuments of Mtskheta

Provision of technical assistance for the preparation of the City of Mtskheta Urban Master Plan requested by the World Heritage Committee and promotion of integrated planning approach.

Activity 2: Support the implementation of the Periodic Reporting Action Plan, including harmonization of the National Tentative List, nomination of underrepresented categories of sites, development of capacity-building activities for appropriate protection and management of the World Heritage properties

Provision of technical assistance for the Upstream Process and harmonization of the Georgian Tentative List

Activity 3: Capacity-Building

Integrated and cross-professional training are a serious need, especially concerning both natural and cultural heritage. The project will offer an opportunity to develop capacity building activities and foster networking.

Provision of technical assistance for the “on the job capacity building” approach (learning by doing) and study tour with a special focus on local authority capacity building.

Activity 4 Cultural Heritage Promotion with Sustainable Tourism

Provision of technical assistance for the promotion of integrated sustainable tourism and guidance to Georgian authorities regarding sustainable tourism strategies and advice on the promotion of Georgian component within the Silk Road initiative by taking part in consultation meetings to help identify priorities to develop a tourism strategy for the Silk Road Heritage Corridors.

Conclusion

The Georgian authorities have clear objectives and have developed strong partnerships with international institutions and aim to fully benefit from multilateral cooperation whether it is with UNESCO, within the framework of the Council of Europe or with the support of the EU or the World Bank.

Georgia is undertaking major institutional reforms in different sectors and supporting an important decentralization process. All of these are opportunities to support a holistic approach, to develop integrated management mechanisms, to promote new forms of governance for cultural sites and to address major national, regional and local development issues as well as capacity building needs by developing training programs. Georgia is revising its heritage law and is developing a national cultural policy document, which should be the backbone of any programmes and projects.

The World Heritage site needs monitoring and management tools. In order to preserve the World Heritage site's Outstanding Universal Value it is important to focus on management, capacity building and the development of an integrated urban master plan.

Furthermore, Georgia has exceptional tangible and intangible cultural and natural heritage as well as some untouched landscapes, which should be valorised. Some of this heritage still needs to be identified and should become part of modernization and development strategies that are focused on culture as a driver for economic, social and environmental development.

Historic cities and their urban heritage can play a critical role as drivers for the improvement of local living standards, adaptation to changing environmental and socio-economic conditions and wider processes of sustainable development. We have seen growing enthusiasm and increased interest for heritage – UNESCO's cultural Conventions, and the *World Heritage Convention* in particular, is proof of success for over forty years of an awareness raising policy. In this light, the importance of giving a role and function to heritage in contemporary society, as advocated by the *World Heritage Convention* (Article 5.1) needs to be reaffirmed. Conservation of urban heritage is essential to contemporary urban development and modernization processes. In order to create synergies, reduce conflicts and foster opportunities, urban heritage conservation should be integrated into national and local planning frameworks. UNESCO's Recommendation on the Historic Urban Landscape was developed and adopted by UNESCO's General Conference to support these aims.

It is recommended to use the World Heritage site as a driver and enabler for capacity building. There is a need to further define an urban development approach that focuses on culture and places economic, social and environmental values on the same level. Doing so promotes a global territorial development project based on the *World Heritage Convention* and UNESCO's Historic Urban Landscape approach (within the framework of the Georgian Government's Regional Development Program with support of the World Bank). The development and implementation of the Mtskheta urban master plan could become an innovative management conservation and development case study.

Historical Monuments of Mtskheta

City of Mtskheta, Region of Mtskheta-Mtianeti Georgia

Date of Inscription: 1994

Criteria: (iii)(iv)

Inscribed on the List in Danger since 2009

Brief synthesis

The Historical Monuments of Mtskheta are located in the cultural landscape at the confluence of the Aragvi and Mtkvari Rivers, in Central-Eastern Georgia, some 20km northwest of Tbilisi in Mtskheta. The property consists of the Jvari Monastery, the Svetitskhoveli Cathedral and the Samtavro Monastery.

Mtskheta was the ancient capital of Kartli, the East Georgian Kingdom from the 3rd century BC to the 5th century AD, and was also the location where Christianity was proclaimed as the official religion of Georgia in 337. To date, it still remains the headquarters of the Georgian Orthodox and Apostolic Church.

Criterion (iii): The historical monuments of Mtskheta bear testimony to the high level of art and culture of the vanished Kingdom of Georgia, which played an outstanding role in the medieval history of its region. They express the introduction and diffusion of Christianity to the Caucasian mountain region and bear testimony of the social, political and economic evolution of the region since the late 3rd millennium BC.

Criterion (iv): The historic churches of Mtskheta, including Jvari Monastery, Svetitskhoveli Cathedral and Samtavro Monastery, are outstanding examples of medieval ecclesiastical architecture in the Caucasus region, and represent different phases of the development of this building typology, ranging from the 4th to the 18th centuries.

Committee Decisions 38 COM 7A.17, Doha, Qatar (2014)

Historical Monuments of Mtskheta (Georgia) (C 708)

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7A,
2. Recalling Decisions 34 COM 7A.27, 35 COM 7A.30, 36 COM 7A.31 and 37 COM 7A.33 adopted at its 34th (Brasilia, 2010), 35th (UNESCO, 2011), 36th (Saint-Petersburg, 2012) and 37th (Phnom Penh, 2013) sessions respectively,
3. Acknowledges the detailed information provided by the State Party on the progress made to implement the corrective measures and urges the State Party to finalise its work on all the corrective measures adopted at its 34th session (Brasilia, 2010) by the end of 2014, including to submit to the World Heritage Centre, by 1 February 2015, the Urban Land-Use Master Plan, including zoning regulations with particular emphasis on the establishment of no-construction zones, strict limits to development rights and a conservation master plan and which should take into consideration the Outstanding Universal Value of the property, its specific landscape setting, as well as important views and connection lines;
4. Requests the State Party to invite a joint ICOMOS/ICCROM reactive monitoring mission to the property to assess the progress achieved in implementing all corrective measures in order to reach the Desired state of conservation for the removal of the property from the List of World Heritage in Danger;
5. Also requests the World Heritage Centre and the Advisory Bodies to provide advice to the State Party in finalising the Management Plan and the World Heritage State Programme;
6. Further requests the State Party to submit to the World Heritage Centre, by 1 February 2015, an updated report, including a 1-page executive summary, on the implementation of all corrective measures, as well as a minor boundary modification proposal for a unified buffer zone of the property, for examination by the World Heritage Committee at its 39th session in 2015;
7. Decides to retain the Historical Monuments of Mtskheta (Georgia) on the List of World Heritage in Danger.

Committee Decisions 37 COM 7A.33, Phnom Penh, Cambodia (2013)

Historical Monuments of Mtskheta (Georgia) (C 708)

The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7A,
2. Recalling Decisions 34 COM 7A.27, 35 COM 7A.30 and 36 COM 7A.31, adopted at its 34th (Brasilia, 2010), 35th (UNESCO, 2011) and 36th (Saint-Petersburg, 2012) sessions respectively,
3. Acknowledges the detailed information provided by the State Party on the progress made to implement the corrective measures and urges the State Party to continue its work on all the corrective measures adopted at its 34th session (Brasilia, 2010);
4. Reiterates its request to the State Party to submit a minor boundary modification proposal for a unified buffer zone of the property to enhance the protection of the property and to allow a clear understanding of the archaeological and visually sensitive areas around the property;
5. Notes that a draft Management Plan was submitted by the State Party and encourages the State Party to strengthen the Plan by clearly identifying the attributes

of the Outstanding Universal Value as the basis for legal protection, planning processes and management;

6. Also notes that the State Party has halted inappropriate developments within the property and its setting and also urges the State Party to finalize the Urban Land-Use Master Plan, including zoning regulations with particular emphasis on the establishment of no-construction zones, strict limits to development rights and a conservation master plan and which should take into consideration the Outstanding Universal Value of the property, its specific landscape setting, as well as important views and connection lines;

7. Encourages the State Party to adopt as a matter of urgency the Urban Land-Use Master Plan as a major step towards the removal of the property from the List of World Heritage in Danger;

8. Notes with concern that the proposed location of the waste water treatment plant would have a highly negative impact on the sensitive river landscape that forms the setting for the monuments, and requests the State Party as a matter of urgency to re-locate the plant to a position that does not impact adversely on the Outstanding Universal Value of the property;

9. Takes note that the State Party plans to develop a national law for World Heritage properties in Georgia, as well as a “5C World Heritage Programming Approach”;

10. Also requests the State Party to submit to the World Heritage Centre, by 1 February 2014 , an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 38th session in 2014;

11. Decides to retain the Historical Monuments of Mtskheta (Georgia) on the List of World Heritage in Danger.

**Terms of References of the joint World Bank and World Heritage Centre
Mission to the Historical Monuments of Mtskheta World Heritage Site
Mtskheta, Georgia
National Agency for Cultural Heritage Preservation of Georgia
15.10.2014**

1. Objectives of the Mission:
The aim of the mission is to facilitate the National Agency for Cultural Heritage Preservation of Georgia (NACHPG) in improving the management of the Historical Monuments of Mtskheta World Heritage Site.
2. Scope of work:
The mission shall undertake the following activities:
To analyse the main problems of the Historical Monuments of Mtskheta based on the decisions of the World Heritage Committee, the State of Conservation reports and other key documents submitted by the State Party and the Reactive Monitoring Mission reports.
To hold consultation with the NACHPG and diverse stakeholders related to the Historical Monuments of Mtskheta WHS, as identified by the NACHPG.
Based on the analysis and the results of the consultations, with an aim to improve the site management as requested by the World Heritage Committee, together with the NACHPG and other stakeholders, to develop a detailed proposal for the joint World Heritage Centre/Georgian government/World Bank project, also including: (a) list of key stakeholders, (b) coordination scheme, (c) detailed action plan and timetable, (d) budget and funding sources.
3. Expected outcomes:
It is expected that the mission shall contribute to consolidation of different visions and approaches to the Historical Monuments of Mtskheta WHS and provide roadmap to solving the key problems at stake through developing the detailed project proposal.
4. Deliverables:
The main output of the mission shall be the co-operation project proposal.
5. Timetable:
The mission shall take place on 13-17 November 2014. The working meetings shall be held in Tbilisi and in Mtskheta, Georgia. The working space shall be provided by the NACHPG head office (Atoneli str. 27, Tbilisi).

Annex 4	Mission programme
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National Agency for Cultural Heritage Preservation of Georgia

Joint ICOMOS and ICCROM reactive monitoring mission to
the Historical Monuments of Mtskheta WHS

Tbilisi- Mtskheta, Georgia, 10-15 November, 2014

And

The Joint World Heritage Centre and World Bank mission to the Historical
Monuments of Mtskheta WHS

Tbilisi, Georgia, 11-16 November 2014

Draft combined Programme

Date	Time	Activity	Place	Participants
10.11.2014	-	Arrival to Tbilisi, accommodation in the Hotel	-	Mr Alkiviades Prepis, ICOMOS Mr Joseph King, ICCROM
11.11.2014	10:00 12:00	Meeting with the NACHPG administration, the Ministry of Culture and Monuments Protection and General Secretary of Georgian National Commission for UNESCO	NACHPG Head office 27, Atoneli str., Tbilisi, Georgia	Mr Nikoloz Antidze, <i>General Director</i> ; Mrs Rusudan Mirzikashvili, <i>Head of the International Relations Unit, National Focal Point</i> ; Mr Levan Kharatishvili, Deputy Minister of Culture and Monuments Protection Mrs. Ketevan Kandelaki, <i>General Secretary of the National Commission for UNESCO</i>
	12:30 14:00	Lunch		
	14:00 18:00	Visit to Mtskheta: Svetitskhoveli Cathedral, Samtavro nunnery	Mtskheta	ICOMOS/ICCROM RMM, The NACHPG representatives, Superior of Samtavro, Local population
	18:00 19:00	Meeting the local and regional authorities	Mtskheta Governor's office. Mtskheta	Mr Dimitri Khundadze, <i>Majoritarian MP</i> ; Mr Nugzar Kipiani, <i>Governor</i> ; Mr Guram Ansiani <i>Chairman of the Local Council</i> ; Mr Zurab Abesadze <i>Head of the Executive Body of the Municipality</i> ; Mr Nikoloz Antidze; Mrs. Rusudan Mirzikashvili; Mr Nukri Maisurashvili NACHPG
	20.00	Official Dinner		Hosted by the NACHPG
--	--	Arrival of WHC/WB	--	Marie Noel Tournoux, WHC

		mission		
12.11.2014	10:00 13:00	Visit to Mtskheta: Jvari Monastery and other sites	Mtskheta	ICOMOS/ICCROM RMM, the NACHPG representatives, Superior of Jvari Monastery
	13.00 14.00	Lunch		
	15:00 17:00	Meeting with the representatives of the Patriarchate of Georgia	Patriarchate of Georgia	Bishop David Alaverdeli, Deputy Chairman of the Architectural, Art and Restoration Council of the Patriarchate, The NAHCPG representatives, Representatives of the Architectural, Art and Restoration Council, ICOMOS/ICCROM RMM
	19:00	Dinner	-	
13.11.2014	10:00 13:00	Meeting with state stakeholders	NACHPG Head office	The NACHPG, World Bank, WHC, ICCROM, ICOMOS, MDF, MoESD, MoFA, MRDI, MoJ, APA, GNTA, other stakeholders
	13.00 14.00	Lunch		
	14.00 18.00	Working meetings	Tbilisi	The NACHPG administration Other stakeholders
14. 11.2014	10: 30 13:00	Presentations on different activities of the Agency Working on the Regional Capacity Building programme	NACHPG Head office	The NACHPG administration ICOMOS/ICCROM RMM, Other experts
	13:00 14:00	Lunch		
	14:00 18:00	Working meeting to discuss the main priorities (including a capacity-building component)	NACHPG Head office	The NACHPG administration ICOMOS/ICCROM RMM, Other experts
	18:00	Official dinner	Tbilisi	Hosted by NACHPG
15.11.2014	-	Departure of RMM experts	-	Joseph King, ICCROM Alkiviades Prepis, ICOMOS
	11.00 13.00	Individual work		Marie-Noel Tournoux, WHC
	13.00 14.00	Lunch		
	14.00 17.00	Working meeting, Finalization of the deliverables	NACHPG Head office	The NACHPG administration Mr Ahmed Eiweida, the World Bank Marie-Noel Tournoux, WHC
16.11.2014	-	Departure of WHC representative	-	Marie-Noel Tournoux, WHC

Annex 5	List of participants established by National Agency for Cultural Heritage Preservation of Georgia
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Day 1 Meeting at the NACHPG

Mr Nikoloz Antidze, DG
Ms Rusudan Mirzikashvili, Head of UNESCO and International Relations Unit
Ms Tea Oniani, Head of the Legal Unit
Ms Irine Sabashvili, Head of the Permits Unit
Mr Gia Sosanidze, Head of the Monuments Rehabilitation Planning Unit
Mr Alkiviades Prepis, ICOMOS
Mr Joe King, ICCROM

Day 1 Meeting at the Ministry of Culture and Monuments Protection

Mr Mikheil Giorgadze, the Minister
Mr Levan Kharatishvili, the Deputy Minister
Mr Nikoloz Antidze, DG of the NACHPG
Mr Alkiviades Prepis, ICOMOS
Mr Joe King, ICCROM
Ms Rusudan Mirzikashvili, the NACHPG

Day 1 Meeting with local and regional authorities

Mr Koba Arabuli, Deputy governor of the Mtskheta Mtianeti region
Mr Avto Nemsitsveridze, the Mayor of Mtskheta
Mr Ilo Jishkariani, the Chair of the City Council of Mtskheta
Mr Guram Ansiani, the Head of the council of the Municipality of Mtskheta
Mr Zurab Abesadze, the Governor of the Municipality of Mtskheta
Ms Tamar Kuprashvili, the representative of the Bureau of the Majoritarian of Mtskheta
Ms. Tamar Kvantaliani, the representative of the Patriarchate
Mr Nikoloz Antidze, the DG of the NACHPG
Ms. Rusudan Mirzikashvili, the NACHPG

Day 2 Church community of Mtskheta

Father Ilia, Svetitskhoveli
Father Theodore, Samtavro

Day 2 Meeting at the Patriarchate of Mtskheta

Mitropolitan David of Alaverdi, Deputy Chair of the Art and Restoration Council of the Patriarchate
Archbishop Gerasime, Head of International Relations

Mitropolitan Theodore
experts of the Arts and Architecture Council of the Patriarchate
Father Besarion, architect
Ms Qetevan Abashidze, Art Historian
Mr Nikoloz Dadiani, Historian
Mr Merab Buchukuri, Conservator
Ms Tamar Kvantaliani, Secretary of the Council
Mr Gia Shaishmelashvili, Urban Planner
Mr Givi Shavdia, Urban Planner
Mr Merab Bolqvadze, Urban Planner
Mr David Abuladze, Chair of the Union of Architects

Ms Rusudan Mirzikashvili, the NaCHPG
ICOMOS, ICCROM, WHC

Day 3

Meeting with the Stakeholders

Mr Nikoloz Antidze, the DG of the NaCHPG
Mr Levan Kharatishvili, Deputy Minister of culture and Monuments Protection
Mr Giorgi Amashukeli, First Deputy Minister of Infrastructure and Regional Development
Mr Ilia Darchiashvili, Deputy Head of the Municipal Development Fund of Georgia
Mr David Gigineishvili, Head of the Construction and Urban Planning Department of the Ministry of Economy and Sustainable Development
Mr Kakha Potskishvili, Deputy Head of the Construction and Urban Planning Department of the Ministry of Economy and Sustainable Development
Ms Ketevan Kandelaki, Secretary General of the UNESCO National Commission
Mr Mikheil Sarjveladze, Deputy Minister of Justice
Ms Nino Inckirveli, Deputy Head of the Public Service Agency
Mr Ahmed Eiweida, the World Bank Office in South Caucasus, the Sector Leader for Sustainable Development
Mr Tina Lebanidze, Assistant to the World Bank
ICOMOS, ICCROM, WHC
Mrs Rusudan Mirzikashvili, the Head of the UNESCO and International Relations Unit
Mr Giorgi Cheishvili, the Head of the Education Unit of the NACHPG
Ms Irma Dolidze, the Head of the Museum-Reserves and Museum Collections Unit of the NACHPG
Ms Tea Oniani, the Head of the Legal Unit of the NACHPG

Representatives of the Patriarchate:
Ms Qetevan Abashidze, Art Historian
Mr Nikoloz Dadiani, Historian
Ms Tamar Kvantaliani, Secretary of the Council
Mr Gia Shaishmelashvili, Urban Planner
Mr Givi Shavdia, Urban Planner
Mr Merab Bolqvadze, Urban Planner
Mr David Abuladze, Chair of the Union of Architects
other representatives from Architects union

ICOMOS Georgia (apologised for absence)

Day 3 Meeting at the Justice House, site visit

Mr Gotcha Lortkipanidze, the Deputy Minister of Justice
Mr Mikheil Sarjveladze, the Deputy Minister of Justice
Ms Nino Intskirveli, the Deputy Head of the Public Service Agency
Mr Irakli Lomidze, the Director of the Justice House
Mr Vasil Janjgava, the Head of the Economic Department of the Ministry of Justice
Mr Papuna Papiashvili, the Head of the Brand Development and Sales Stimulation Unit of the State Execution Bureau
Ms Nino Sukhishvili, the Head of the Quality Management Unit of the Justice House
Mr Irakli Sharashidze, Architect of the Mtskheta Justice House
Mr Nikoloz Antidze, the DG of the NACHPG
Ms Rusudan Mirzkkashvili, the Head of UNESCO and International Relations Unit
ICOMOS, ICCOM, WHC

Day 4 Meeting with the TWINNING program representatives

Mr Nikoloz Antidze, the DG of the NACHPG
Mr Alessandro Bianchi, the Resident Twinning Advisor
Ms Ana Sanikidze, Assistant to the RTA
Mr Vano Vashaymadze, the RTA Counterpart, Adviser to the DG of the NACHPG
Ms Rusudan Mirzikashvili, the Head of the UNESCO and International Relations Unit
ICOMOS, WHC, ICCROM

Day 4 Business Lunch

Mr Nikoloz Antidze, the DG of the NACHPG
Mr Levan Kharatishvili, the Deputy Minister of Culture and Monuments Protection
Mr David Lejava, Deputy Minister of Finances
Mr Ilia Darchiashvili, the Deputy Head of the Municipal Development Fund
Mr Ahmed Eiweida, the World Bank
Ms Ketevan Kandelaki, the Secretary General of the UNESCO National Commission
Ms Rusudan Mirzikashvili, the Head of the UNESCO and International Relations Unit

Annex 6 New Justice House and new Police Station buildings in Georgia

Examples of new Justice house buildings



Tbilisi Public Service Hall

Massimiliano and Doriana Fuksas



Justice House in Mestia

Jurgen Mayer H. Architects
© beka pkhakadze, jesko m. johnsson-zahn



Justice House in Gurjaani

Irina Sharashenidze Architect



Justice House in Batumi

Michele de Lucchi, architect
©Gia Chkhatarshvili



Justice House in Akhaltsikhe

AG&P Studio

Examples of new Police Stations buildings



Police Station in Mstkheta



Police Station in Mestia

Jurgen Mayer H. Architects
© beka pkhacadze, jesko m. johnsson-zahn



Police Station in Old Tbilisi



Police Station, Tbilisi



Police Station, Tbilisi

Annex 7 Recommendation on the Historic Urban Landscape

Adopted in 2011 at UNESCO's General Conference, the Recommendation on the Historic Urban Landscape, is the first such instrument on the historic environment issued by UNESCO in 35 years. The Recommendation on the Historic Urban Landscape will not replace existing doctrines or conservation approaches; rather, it is an additional tool to integrate policies and practices of conservation of the built environment into the wider goals of urban development in respect of the inherited values and traditions of different cultural contexts. This tool is a "soft-law" to be implemented by Member States on a voluntary basis.

In order to facilitate implementation, the UNESCO General Conference recommended that Member States and relevant local authorities identify within their specific contexts the critical steps to implement the Historic Urban Landscape approach, which may include the following:

- To undertake comprehensive surveys and mapping of the city's natural, cultural and human resources;

- To reach consensus using participatory planning and stakeholder consultations on what values to protect for transmission to future generations and to determine the attributes that carry these values;

- To assess vulnerability of these attributes to socio-economic stresses and impacts of climate change;

- To integrate urban heritage values and their vulnerability status into a wider framework of city development, which shall provide indications of areas of heritage sensitivity that require careful attention to planning, design and implementation of development projects;

- To prioritize actions for conservation and development;

To establish the appropriate partnerships and local management frameworks for each of the identified projects for conservation and development, as well as to develop mechanisms for the coordination of the various activities between different actors, both public and private¹⁰.

¹⁰ For more information : <http://whc.unesco.org/en/activities/638>

Recommendation on the Historic Urban Landscape, including a glossary of definitions¹¹

10 November 2011

Preamble

The General Conference,

Considering that historic urban areas are among the most abundant and diverse manifestations of our common cultural heritage, shaped by generations and constituting a key testimony to humankind's endeavours and aspirations through space and time,

Also considering that urban heritage is for humanity a social, cultural and economic asset, defined by an historic layering of values that have been produced by successive and existing cultures and an accumulation of traditions and experiences, recognized as such in their diversity,

Further considering that urbanization is proceeding on an unprecedented scale in the history of humankind, and that throughout the world this is driving socio-economic change and growth, which should be harnessed at the local, national, regional and international levels,

Recognizing, the dynamic nature of living cities,

Noting, however, that rapid and frequently uncontrolled development is transforming urban areas and their settings, which may cause fragmentation and deterioration to urban heritage with deep impacts on community values, throughout the world,

Considering, therefore, that in order to support the protection of natural and cultural heritage, emphasis needs to be put on the integration of historic urban area conservation, management and planning strategies into local development processes and urban planning, such as, contemporary architecture and infrastructure development, for which the application of a landscape approach would help maintain urban identity,

Also considering that the principle of sustainable development provides for the preservation of existing resources, the active protection of urban heritage and its sustainable management is a condition sine qua non of development,

Recalling that a corpus of UNESCO standard-setting documents, including conventions, recommendations and charters (1) exists on the subject of the conservation of historic areas, all of which remain valid,

Also noting, however, that under processes of demographic shifts, global market liberalization and decentralization, as well as mass tourism, market exploitation of heritage, and climate change, conditions have changed and cities are subject to development pressures and challenges not present at the time of adoption of the most recent UNESCO recommendation on historic areas in 1976 (Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas),

¹¹ Full text available in all six UNESCO official languages at:
http://portal.unesco.org/en/ev.php-URL_ID=48857&URL_DO=DO_TOPIC&URL_SECTION=201.html

Further noting the evolution of the concepts of culture and heritage and of the approaches to their management, through the combined action of local initiatives and international meetings (2), which have been useful in guiding policies and practices worldwide,

Desiring to supplement and extend the application of the standards and principles laid down in existing international instruments,

Having before it proposals concerning the historic urban landscape as an approach to urban heritage conservation, which appear on the agenda of the 36th session of the General Conference as item 8.1,

Having decided at its 35th session that this issue should be addressed by means of a recommendation to Member States,

1. Adopts, this 10th day of November 2011, the present Recommendation on the Historic Urban Landscape;

2. Recommends that Member States adopt the appropriate legislative institutional framework and measures, with a view to applying the principles and norms set out in this Recommendation in the territories under their jurisdiction;

3. Also recommends that Member States bring this Recommendation to the attention of the local, national and regional authorities, and of institutions, services or bodies and associations concerned with the safeguarding, conservation and management of historic urban areas and their wider geographical settings.

Introduction

1. Our time is witness to the largest human migration in history. More than half of the world's population now lives in urban areas. Urban areas are increasingly important as engines of growth and as centres of innovation and creativity; they provide opportunities for employment and education and respond to people's evolving needs and aspirations.

2. Rapid and uncontrolled urbanization, however, may frequently result in social and spatial fragmentation and in a drastic deterioration of the quality of the urban environment and of the surrounding rural areas. Notably, this may be due to excessive building density, standardized and monotonous buildings, loss of public space and amenities, inadequate infrastructure, debilitating poverty, social isolation, and an increasing risk of climate-related disasters.

3. Urban heritage, including its tangible and intangible components, constitutes a key resource in enhancing the liveability of urban areas, and fosters economic development and social cohesion in a changing global environment. As the future of humanity hinges on the effective planning and management of resources, conservation has become a strategy to achieve a balance between urban growth and quality of life on a sustainable basis.

4. In the course of the past half century, urban heritage conservation has emerged as an important sector of public policy worldwide. It is a response to the need to preserve shared values and to benefit from the legacy of history. However, the shift from an emphasis on architectural monuments primarily towards a broader recognition of the importance of the social, cultural and economic processes in the conservation of urban values, should be matched by a drive to adapt the existing policies and to create new tools to address this vision.

5. *This Recommendation addresses the need to better integrate and frame urban heritage conservation strategies within the larger goals of overall sustainable development, in order to support public and private actions aimed at preserving and enhancing the quality of the human environment. It suggests a landscape approach for identifying, conserving and managing historic areas within their broader urban contexts, by considering the interrelationships of their physical forms, their spatial organization and connection, their natural features and settings, and their social, cultural and economic values.*

6. *This approach addresses the policy, governance and management concerns involving a variety of stakeholders, including local, national, regional, international, public and private actors in the urban development process.*

7. *This Recommendation builds upon the four previous UNESCO recommendations concerning heritage preservation, and recognizes the importance and the validity of their concepts and principles in the history and practice of conservation. In addition, modern conservation conventions and charters address the many dimensions of cultural and natural heritage, and constitute the foundations of this Recommendation.*

I. Definition

8. *The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting.*

9. *This wider context includes notably the site’s topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.*

10. *This definition provides the basis for a comprehensive and integrated approach for the identification, assessment, conservation and management of historic urban landscapes within an overall sustainable development framework.*

11. *The historic urban landscape approach is aimed at preserving the quality of the human environment, enhancing the productive and sustainable use of urban spaces, while recognizing their dynamic character, and promoting social and functional diversity. It integrates the goals of urban heritage conservation and those of social and economic development. It is rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past.*

12. *The historic urban landscape approach considers cultural diversity and creativity as key assets for human, social and economic development, and provides tools to manage physical and social transformations and to ensure that contemporary interventions are harmoniously integrated with heritage in a historic setting and take into account regional contexts.*

13. *The historic urban landscape approach learns from the traditions and perceptions of local communities, while respecting the values of the national and international communities.*

II. Challenges and opportunities for the historic urban landscape

14. *The existing UNESCO recommendations recognize the important role of historic areas in modern societies. These recommendations also identify a number of specific threats to the conservation of historic urban areas, and provide general principles, policies and guidelines to meet such challenges.*

15. *The historic urban landscape approach reflects the fact that both the discipline and practice of urban heritage conservation have evolved significantly in recent decades, enabling policy-makers and managers to deal more effectively with new challenges and opportunities. The historic urban landscape approach supports communities in their quest for development and adaptation, while retaining the characteristics and values linked to their history and collective memory, and to the environment.*

16. *In the past decades, owing to the sharp increase in the world's urban population, the scale and speed of development, and the changing economy, urban settlements and their historic areas have become centres and drivers of economic growth in many regions of the world, and have taken on a new role in cultural and social life. As a result, they have also come under a large array of new pressures, including:*

Urbanization and globalization

17. *Urban growth is transforming the essence of many historic urban areas. Global processes have a deep impact on the values attributed by communities to urban areas and their settings, and on the perceptions and realities of their inhabitants and users. On the one hand, urbanization provides economic, social and cultural opportunities that can enhance the quality of life and traditional character of urban areas; on the other hand, the unmanaged changes in urban density and growth can undermine the sense of place, the integrity of the urban fabric, and the identity of communities. Some historic urban areas are losing their functionality, traditional role and populations. The historic urban landscape approach may assist in managing and mitigating such impacts.*

Development

18. *Many economic processes offer ways and means to alleviate urban poverty and to promote social and human development. The greater availability of innovations, such as information technology and sustainable planning, design and building practices, can improve urban areas, thus enhancing the quality of life. When properly managed through the historic urban landscape approach, new functions, such as services and tourism, are important economic initiatives that can contribute to the well-being of the communities and to the conservation of historic urban areas and their cultural heritage while ensuring economic and social diversity and the residential function. Failing to capture these opportunities leads to unsustainable and unviable cities, just as implementing them in an inadequate and inappropriate manner results in the destruction of heritage assets and irreplaceable losses for future generations.*

Environment

19. *Human settlements have constantly adapted to climatic and environmental changes, including those resulting from disasters. However, the intensity and speed of present changes are challenging our complex urban environments. Concern for the environment, in particular for water and energy consumption, calls for approaches and new models for urban living, based on ecologically*

sensitive policies and practices aimed at strengthening sustainability and the quality of urban life. Many of these initiatives, however, should integrate natural and cultural heritage as resources for sustainable development.

20. Changes to historic urban areas can also result from sudden disasters and armed conflicts. These may be short lived but can have lasting effects. The historic urban landscape approach may assist in managing and mitigating such impacts.

III. Policies

21. Modern urban conservation policies, as reflected in existing international recommendations and charters, have set the stage for the preservation of historic urban areas. However, present and future challenges require the definition and implementation of a new generation of public policies identifying and protecting the historic layering and balance of cultural and natural values in urban environments.

22. Conservation of the urban heritage should be integrated into general policy planning and practices and those related to the broader urban context. Policies should provide mechanisms for balancing conservation and sustainability in the short and long terms. Special emphasis should be placed on the harmonious, integration of contemporary interventions into the historic urban fabric. In particular, the responsibilities of the different stakeholders are the following:

(a) Member States should integrate urban heritage conservation strategies into national development policies and agendas according to the historic urban landscape approach. Within this framework, local authorities should prepare urban development plans taking into account the area's values, including the landscape and other heritage values, and features associated therewith;

(b) Public and private stakeholders should cooperate, inter alia, through partnerships to ensure the successful application of the historic urban landscape approach;

(c) International organizations dealing with sustainable development processes should integrate the historic urban landscape approach into their strategies, plans and operations;

(d) National and international non-governmental organizations should participate in developing and disseminating tools and best practices for the implementation of the historic urban landscape approach.

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

IV. Tools

24. The approach based on the historic urban landscape implies the application of a range of traditional and innovative tools adapted to local contexts. Some of these tools, which need to be developed as part of the process involving the different stakeholders, might include:

*(a) **Civic engagement tools** should involve a diverse cross-section of*

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

*(b) **Knowledge and planning tools** should help protect the integrity and authenticity of the attributes of urban heritage. They should also allow for the recognition of cultural significance and diversity, and provide for the monitoring and management of change to improve the quality of life and of urban space. These tools would include documentation and mapping of cultural and natural characteristics. Heritage, social and environmental impact assessments should be used to support and facilitate decision-making processes within a framework of sustainable development.*

*(c) **Regulatory systems** should reflect local conditions, and may include legislative and regulatory measures aimed at the conservation and management of the tangible and intangible attributes of the urban heritage, including their social, environmental and cultural values. Traditional and customary systems should be recognized and reinforced as necessary.*

*(d) **Financial tools** should be aimed at building capacities and supporting innovative income-generating development, rooted in tradition. In addition to government and global funds from international agencies, financial tools should be effectively employed to foster private investment at the local level. Micro-credit and other flexible financing to support local enterprise, as well as a variety of models of partnerships, are also central to making the historic urban landscape approach financially sustainable.*

V. Capacity-building, research, information and communication

25. Capacity-building should involve the main stakeholders: communities, decision-makers, and professionals and managers, in order to foster understanding of the historic urban landscape approach and its implementation. Effective capacity-building hinges on an active collaboration of these main stakeholders, aimed at adapting the implementation of this Recommendation to regional contexts in order to define and refine the local strategies and objectives, action frameworks and resource mobilization schemes.

26. Research should target the complex layering of urban settlements, in order to identify values, understand their meaning for the communities, and present them to visitors in a comprehensive manner. Academic and university institutions and other centres of research should be encouraged to develop scientific research on aspects of the historic urban landscape approach, and cooperate at the local, national, regional and international level. It is essential to document the state of urban areas and their evolution, to facilitate the evaluation of proposals for change, and to improve protective and managerial skills and procedures.

27. Encourage the use of information and communication technology to document, understand and present the complex layering of urban areas and their constituent components. The collection and analysis of this data is an essential part of the knowledge of urban areas. To communicate with all sectors of society, it is particularly important to reach out to youth and all under-represented groups in order to encourage their participation.

VI. International cooperation

28. Member States and international governmental and non-governmental organizations should facilitate public understanding and involvement in the implementation of the historic urban landscape approach, by disseminating best practices and lessons learned from different parts of the world, in order to strengthen the network of knowledge-sharing and capacity-building.

29. Member States should promote multinational cooperation between local authorities.

30. International development and cooperation agencies of Member States, non-governmental organizations and foundations should be encouraged to develop methodologies which take into account the historic urban landscape approach and to harmonize them with their assistance programmes and projects pertaining to urban areas.

APPENDIX

Glossary of definitions

Historic area/city (from the 1976 Recommendation)

“Historic and architectural (including vernacular) areas” shall be taken to mean any groups of buildings, structures and open spaces including archaeological and palaeontological sites, constituting human settlements in an urban or rural environment, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or sociocultural point of view are recognized. Among these “areas”, which are very varied in nature, it is possible to distinguish the following “in particular: prehistoric sites, historic towns, old urban quarters, villages and hamlets as well as homogeneous monumental groups, it being understood that the latter should as a rule be carefully preserved unchanged.

Historic urban area (from the ICOMOS Washington Charter)

Historic urban areas, large and small, include cities, towns and historic centres or quarters, together with their natural and man-made environments. Beyond their role as historical documents, these areas embody the values of traditional urban cultures.

Urban heritage (from European Union research report N° 16 (2004), *Sustainable development of Urban historical areas through and active Integration within Towns – SUIT*)

Urban heritage comprises three main categories:

- *Monumental heritage of exceptional cultural value;*
- *Non-exceptional heritage elements but present in a coherent way with a relative abundance;*
- *New urban elements to be considered (for instance):*
 - o *The urban built form;*
 - o *The open space: streets, public open spaces;*
 - o *Urban infrastructures: material networks and equipments.*

Urban conservation

Urban conservation is not limited to the preservation of single buildings. It views architecture as but one element of the overall urban setting, making it a complex and multifaceted discipline. By definition, then, urban conservation lies at the very heart of urban planning.

Built environment

The built environment refers to human-made (versus natural) resources and infrastructure designed to support human activity, such as buildings, roads, parks, and other amenities.

Landscape approach (from the International Union for Conservation of Nature – IUCN, and the World Wildlife Fund – WWF)

The landscape approach is a framework for making landscape-level conservation decisions. The landscape approach helps to reach decisions about the advisability of particular interventions (such as a new road or plantation), and to facilitate the planning, negotiation and implementation of activities across a whole landscape.

Historic urban landscape

(see definition in paragraph 9 of the Recommendation)

Setting (from the ICOMOS Xi'an Declaration)

The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.

Cultural significance (from the ICOMOS Australia Burra Charter)

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

Notes :

(1) In particular, the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage, the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions, the 1962 Recommendation concerning the Safeguarding of the Beauty and Character of Landscapes and Sites, the 1968 Recommendation concerning the Preservation of Cultural Property Endangered by Public or Private Works, the 1972 Recommendation concerning the Protection, at National Level, of the Cultural and Natural Heritage, the 1976 Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas, the 1964 ICOMOS International Charter for the Conservation and Restoration of Monuments and Sites (Venice Charter), the 1982 ICOMOS Historic Gardens (Florence Charter), and the 1987 ICOMOS Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter), the 2005 ICOMOS Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas, as well as the 2005 Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape.

(2) In particular the 1982 World Conference on Cultural Policies in Mexico City, the 1994 Nara Meeting on Authenticity, the 1995 summit of the World Commission on Culture and Development, the 1996 HABITAT II Conference in Istanbul with ratification of Agenda 21, the 1998 UNESCO Intergovernmental Conference on Cultural Policies for Development in Stockholm, the 1998 joint World Bank-UNESCO Conference on Culture in Sustainable Development—Investing in Cultural and Natural Endowments, the 2005 International Conference on World Heritage and Contemporary Architecture in Vienna, the 2005 ICOMOS General Assembly on the Setting of Monuments and Sites in Xi'an, and the 2008 ICOMOS General Assembly on the Spirit of Place in Québec.