

International Experts Meeting

Co-sponsored by

the Agency for Cultural Affairs, Japan

and

Kyushu University, Fukuoka, Japan

in cooperation with

the UNESCO World Heritage Centre, ICOMOS and ICCROM

Heritage in Urban Contexts: Impacts of Development Projects on World Heritage properties in Cities

14 – 17 January, 2020, Fukuoka, Japan

Concept Note

1. Objectives

The proposed experts meeting will focus on ways to assess the impact of development projects in and around World Heritage properties in cities, and on the heritage values of those sites.

This will be considered in the context of:

- 1) Preparation of guidance documents for the implementation of the UNESCO 2011 Recommendation on the Historic Urban Landscape (HUL Recommendation) (e.g. Decision 39 COM 11)
- 2) Preparation of strategies and guidance for better integration of Management Plans for urban World Heritage properties in the urban development plans and processes (Decision 43 COM 7.3)
- 3) Implementation of UN Sustainable Development Goals, specifically Goal 11, and the New Urban Agenda at the local level.

2. Dates

14-17 January, 2020

3. Venue:

Kyushu University, Fukuoka, Japan

4. Background:

The Context of Japan: Of the 23 World Heritage sites in Japan, a number are located in cities. Prominent examples are the temples and shrines in the Historic Monuments of Ancient Nara and the Historic Monuments of Ancient Kyoto, the Hiroshima Peace Memorial (Genbaku Dome), and the National Western Art Museum in Tokyo that is one of the 17 sites in the transnational serial property of the Architectural Work of Le Corbusier, an Outstanding Contribution to the Modern Movement. In the case of the Kofuns in Mozu and Furuichi, which were inscribed in Baku recently, all 45 components are located in the residential areas of three historic cities. The World Heritage Committee decided that appropriate mechanisms be introduced to control possible impacts of developments in these cities¹.

Urgent need for strategies to integrate heritage conservation with sustainable development in urban areas: In recent sessions of the World Heritage Committee, there have been increasing reports of cases where a worrying pattern of situations affecting heritage sites in urban contexts is emerging. Hence it is urgently expected and internationally significant to deepen a methodology to identify and evaluate the values of heritage properties in urban contexts. One of the issues flagged during the discussion on the state of conservation of properties during the 43rd session of the World Heritage Committee in Baku was the urgent need for developing of strategies and guidance for better integration of Management Plans for World Heritage sites in the urban development plans and processes (Decision 43 COM 7.3). Previous World Heritage Committee Decisions have also identified the need for better addressing urban development pressures in and around World Heritage properties. In order to respond to this task,

the Government of Japan offered to host an experts meeting to discuss and establish a methodology to support this initiative and the World Heritage Committee welcomed this offerⁱⁱ.

HUL Recommendation: In this context, the attention focuses on the application of the Recommendation to address ‘the broader setting’ and on the implementation of the HUL Recommendation (adopted by the 36th session of the UNESCO General Conference in 2011) to address “the need to better integrate and frame urban heritage conservation strategies with the larger goals of overall sustainable development...”. This UNESCO standard-setting instrument responds to concerns and threats of transformation of urban areas and their settings due to rapid and uncontrolled development including large development projects. It proposes new policies, standards, and principles to balance the increasing pressures of cities on people and the planet, and to bring a shift of attitude to the conservation and management of cultural heritage to enable better integration of cultural heritage conservation in national and urban development policies.

Following the results of the Second Consolidated Report (2019) on the implementation of the HUL Recommendation by Member States, as well as looking at the outcome of several debates and discussion of experts since 2011, (e.g. International Expert Meeting in Shanghai, China, 26-28 March 2018), there is a clear need to articulate specific tools for assessment of impacts of new developments on heritage in the urban context.

Sustainable Development Goals, the New Urban Agenda and World Heritage: Relationships between heritage and urban issues are complex, and touch on social and economic as well as cultural factors as highlighted in target 11.4 of the UN Sustainable Development Goals (SDGs) defined in the 2030 Agenda for Sustainable Development (2030 Agenda). This target defends that the safeguarding of heritage is essential to make our cities “inclusive, safe, resilient and sustainable”. Moreover, the UNESCO Executive Board in its 206th session and later on the 40th General Conference, reaffirmed the importance of the HUL Recommendation and of its implementation by Member States, in particular in the context of the 2030 Agenda and the New Urban Agendaⁱⁱⁱ.

Impact Assessment: The existing Heritage Impact Assessment (HIA) process in cases of development proposals in and around Cultural World Heritage sites is currently available as guidance issued by ICOMOS developed in 2008 and updated in 2011. It has become apparent that a broader focus is required for heritage properties in cities where various complex urban factors apply. With the ongoing revision of Impact Assessment being carried out cooperatively with ICCROM, IUCN, World Heritage Centre, and ICOMOS to revise the assessment guidelines to better assess impacts on urban heritage, there is a need, as a first step, to develop methods that identify attributes and that establish the value judgments that apply to heritage in urban contexts^{iv}.

5. Approach for Experts Meeting:

The text of the HUL Recommendation (2011) identifies four types of new tools to support the implementation of its principles: (a) Civic engagement tools, (b) Knowledge and planning tools, (c) Regulatory systems, and (d) Financial tools. In order to focus on the main issues the

Expert Workshop will consider diverse tools, such as the definition of definition of heritage attributes in the urban context. These components are critical in enhancing the management of change as an integral part of urban conservation and establishing guidelines for it. Key questions and panels might be structured around questions like: When development projects are proposed in and around heritage cities and heritage sites in cities, what kind of information or data on proposed projects are needed to assess their potential impacts on the values (in the case of the World Heritage, the Outstanding Universal Value)? What methodologies exist for assessing value of heritage? Who are the key stakeholders or the key beneficiaries who will pay the greatest cost? What could an integrated approach to conservation and development look like? By engaging on these components, it will be possible to further develop a methodology and promote detailed guidelines.

Rather than the usual organization of panels of speakers, the conference would be developed around the key questions. A questionnaire will be prepared and distributed in advance. All speakers are expected to answer all questions in advance. Chairs of the sessions would then moderate a discussion around the questions in the context of the presentations. Background reading and presentations would be invited from the participants and shared online.

6. Invitees:

Shadia Touqan, Director, Arab Regional Centre for World Heritage, Bahrain

Niramorn Serisakul, Urban Design specialist, Chulalongkorn University, Director of Urban Design and Development Center, Thailand

Muhammad Juma, currently at the World Heritage Centre (Director of Urban and Rural Planning in Zanzibar under the Ministry of Lands, Housing, Water and Energy, Tanzania)

Lughlin Kealy, UCD, Ireland

Antonio Arantes, Urban anthropology specialist, State University of Campinas, Brazil

Jyoti Hosagrahar, UNESCO, World Heritage Centre

Mike Turner, UNESCO Chair, Bezalel Academy of Arts and Design, Israel

Liz Vine, ICOMOS focal point for HUL

Joseph King, ICCROM

Marie-Noel Tournoux, WHITRAP, Shanghai

Nada Al-Hassan, UN Habitat, Tunis (TBC)

Japanese experts

Akira Matsuda, Kyoto City

Yukio Nishimura, urban planning, Kobe University for Arts and Technology

Toshiyuki Kono, international legal studies, Kyushu University

Other invitees (tbc):

Additional Experts who may be invited at their own expense:

UNESCO Chair on the Economics of Cultural Heritage, Torino, Italy

- Inter American Development Bank

- African Development Bank

- World Bank

- JICA
- AFD

7. TPO of the experts meeting:

Time: From 14 January (Tue), 2020 through 17 January (Fri), 2020.

(arrival on 13 January, 2020; departure on 18 January, 2020 (Sat))

On 15 January, 2020, there will be a site visit.

Place: Kyushu University, Fukuoka, Japan

8. Selected documents

These are initial documents. Others will be added here and each invitee will be asked to contribute.

UN 2030 Sustainable Development Goals

UNHabitat New Urban Agenda

UNHabitat Action Framework for the Implementation of the New Urban Agenda

UNESCO 2011 Recommendation on the Historic Urban Landscape

World Heritage Relevant Committee Decisions and the last version of the Operational Guidelines

ICOMOS Charter for the Conservation of Historic Towns and Urban Areas 1967

ICOMOS International Cultural Tourism Charter – Managing Tourism at Places of Cultural Significance 1999

ICOMOS Xi'an Declaration on the Setting of Heritage Structures, Sites and Areas 2005

ICOMOS The Valetta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban areas 2011

ICOMOS The Paris Declaration on Heritage as a Driver of Development 2011

ICOMOS Guidance on Heritage Impact Assessment for World Heritage Properties 2011

Patiwael, P.R., Groope, P., Vanclay, F. 2019. "Improving Heritage Impact Assessment: and Analytical Critique of the ICOMOS Guidelines" in *International Journal of Heritage Studies*. Vol. 25, Issue 4. <https://doi.org/10.1080/13527258.2018.1477057>

Websites:

Heritage Impact Assessment <https://whc.unesco.org/en/activities/907/>

HUL website <https://whc.unesco.org/en/hul/>

World Heritage website <https://whc.unesco.org/en/about/>

World Heritage Cities Programme website <https://whc.unesco.org/en/cities/>

ⁱ Decision: 43 COM 8B.18

4. Recommends that the State Party give consideration to the following:

- a) Continuing to document the intangible dimensions of the serial property,
- b) Completing the agreed adjustment to the buffer zone for Component 44,
- c) Completing the preparation of Basic Seibi Plans for the components designated as 'Historic Sites', ensuring their coherence with conservation objectives and the protection of Outstanding Universal Value,
- d) Considering the future use of non-invasive techniques of assessing the structural stability of the mounds,
- e) Considering providing for greater formal involvement of local resident in the management system,

f) Further exploring how the buffer zones relate to the broader setting and what, if anything, needs protecting in the broader setting; and implement the subsequent measures,

g) Reviewing and deepening the Heritage Impact Assessment for the proposed new interpretation centre (Sakai City) in light of the World Heritage inscription and adopted Statement of Outstanding Universal Value,

h) Developing and implementing Heritage Impact Assessment for all future development proposals, including: plans for park development/improvements, Bicycle Museum, Daisen Park Improvement Plan, new/improved viewing platforms and the Nankai Railway Koya Line Railroad Elevation Project; Continuing to develop processes for Heritage Impact Assessment, including more direct linkages with the management system and the framework for legal protection of the property.

ⁱⁱ Decision: 43 COM 7.3

8. Welcomes the offer of the Government of Japan to host an international experts meeting in January 2020 to provide further guidelines for the integration of the assessment of the impacts for interventions in the wider processes of urban management by applying the 2011 Recommendation on the Historic Urban Landscape to address the challenges of increased urbanization in close cooperation with the World Heritage Centre and the Advisory Bodies;

ⁱⁱⁱ 40 C/37 EX/25.V <https://unesdoc.unesco.org/ark:/48223/pf0000369043>

From the document: 40 C/3730 July 2019 Item 9.5 of the provisional agenda CONSOLIDATED REPORT ON THE IMPLEMENTATION BY MEMBER STATES OF THE 2011 RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE
Conclusions

19. Based on the analysis of the consultation with the Member States, it is noted that the 2011 Recommendation is more relevant today than ever as cities and their heritage continue to face a number of complex global challenges and seek sustainability, inclusion and resilience. The data shows the progress made by several Member States in implementing the Recommendation, yet much remains to be done.

20. The 2011 Recommendation would need to be implemented as an urgent and necessary tool for resolving the conflicting demands of heritage conservation and urban development for more sustainable cities – in those cities that have properties inscribed on the World Heritage List as well as those that do not. It is further recommended that Member States reinforce the synergies between this Recommendation, the 2030 Agenda for Sustainable Development and the New Urban Agenda.

^{iv} Decision: 43 COM 7.3

Heritage Impact Assessments / Environmental Impact Assessments (HIAs/EIAs)

14. Notes the progress of revising the guidance on impact assessment for World Heritage undertaken by the ICCROM/IUCN World Heritage Leadership Programme together with the World Heritage Centre and ICOMOS.