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REPORT ON THE IMPLEMENTATION BY MEMBER STATES OF THE 2011 RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE, INCLUDING A GLOSSARY OF DEFINITIONS

OUTLINE

Source: 36 C/Resolution 41 and 197 EX/Decision 20 (IV).

Background: In accordance with 177 EX/Decision 35 (I), 195 EX/Decision 15 and 197 EX/Decision 20 (IV), the Director-General hereby transmits to the General Conference at its 38th session a consolidated report on the implementation of the 2011 Recommendation on the Historic Urban Landscape which has also been examined by the Executive Board at its 197th session.

Purpose: This document presents the status of implementation of this Recommendation and provides information on the measures taken by Member States, UNESCO and the latter's partners for the promotion and application of the normative instrument.

Decision required: paragraph 10.

INTRODUCTION

1. The Recommendation on the Historic Urban Landscape (hereinafter referred to as the “Recommendation”), including a glossary of definitions was adopted by the UNESCO General Conference in 2011 (36 C/Resolution 41). This normative instrument aims at being a complementary tool that promotes an integrated approach to urban development which favours the role of culture and heritage in development policies and promotes dialogue, at all levels of governance.

2. In accordance with 177 EX/Decision 35 (I), 195 EX/Decision 15 and 196 EX/Decision 20 concerning the monitoring of the implementation of UNESCO conventions and recommendations for which no specific institutional mechanism is provided, the Executive Board followed the procedure for the monitoring of the implementation of the Recommendation. Pursuant to the work of the Committee on Conventions and Recommendations of the Executive Board (hereinafter referred to as “the CR Committee”) on the implementation of the Recommendation for whose monitoring the Executive Board is responsible, the present consolidated report was examined by the Board at its 197th session (document 197 EX/20 Part IV) and is submitted consequently to the General Conference at its present session.

REPORT

3. Document 197 EX/20 Part IV contained in the annex presents to the General Conference the consolidated report prepared by the Secretariat on the implementation of the Recommendation.

4. In his presentation to the CR Committee at the 197th session of the Executive Board, the Assistant Director-General for Culture, representative of the Director-General, specified that this report was based on the outcomes and recommendations of the different activities implemented by Member States, UNESCO and its partners since the adoption of the normative instrument.

5. The representative of the Director-General explained that the report was structured in a way to reflect the work carried out by the World Heritage Centre in view of having the approach of the 2011 Recommendation supporting the implementation of the World Heritage Convention for the conservation of historic urban ensembles, beyond the World Heritage List. He also underlined the fact that although the application of the historic urban landscape approach focuses on three priority regions (Africa, the Arab States and Latin America and the Caribbean) interesting work was being carried out in Asia, with the continuous support of the World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITRAP Category 2 Centre), as well as in Europe with UNITOWN network (network of universities located in cities that have part of their urban space inscribed on the World Heritage List).

6. The representative of the Director-General mentioned furthermore the development of promotion material to better explain the principles of the historic urban landscape approach and finally stressed the key role of the 2011 Recommendation in the elaboration of the Report on the role of Culture and Heritage in Sustainable Urban Development prepared by UNESCO in the framework of the 2030 Agenda for Sustainable Development and to be presented at Habitat III conference in October 2016. The Assistant Director-General for Culture stressed the fact that the Recommendation not being included in Major Programme IV of document 37 C/5, no budget is allocated to follow it.

7. The CR Committee welcomed the report and stressed the relevance of this normative instrument, as well as the interest in having it widely used for the conservation of urban ensembles, be there inscribed on the World Heritage List or not. It acknowledged the need to link this Recommendation with the 2030 Agenda for Sustainable Development, welcomed the close

cooperation between UNESCO and the category 2 centres in the application of the Recommendation and called for further efforts in that direction.

8. The representative of the Director-General underlined the fact that the application of the Recommendation required further scientific consultations after its adoption due to the complexity of the subject and the need to have all urban heritage stakeholders adhering to it. He explained that the expert meetings held in 2013 in Rio de Janeiro and Paris confirmed the need to clarify the key concepts carried by the Recommendation hence the focus of the World Heritage Centre and its partners on this important aspect of the application of the normative instrument. In terms of reinforcement of the application of the Recommendation with the objective to receive reports from the Member States, the Assistant Director-General for Culture explained that the ongoing work carried out by UNESCO with the Report on the role of Culture and Heritage in Sustainable Urban Development is providing a very high visibility to the normative instrument used, the 2011 Recommendation being a major one.

9. After examining document 197 EX/20 Part IV and the report of the CR Committee thereon (document 197 EX/49, paragraphs 20 to 26), the Executive Board invited the Director-General to transmit to the General Conference, at its 38th session, this consolidated report on the implementation of this Recommendation, together with the Executive Board's observations.

PROPOSED RESOLUTION

10. After examining this document, the General Conference may wish to adopt the following resolution:

The General Conference,

Recalling 36 C/Resolution 41 and 197 EX/Decision 20 (IV),

Having examined document 38 C/71 and its annex,

Further recalling that the submission by Member States of periodic reports on the implementation of recommendations adopted by the General Conference is an obligation under Article VIII of UNESCO's Constitution and Article 17 of the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

Stressing the importance of the Recommendation and its implementation by Member States, in the context of the 2030 Agenda for Sustainable Urban Development,

1. *Encourages Member States to submit their reports on the application of this Recommendation, including as regards measures taken and obstacles encountered in its implementation;*
2. *Invites those Member States, particularly those from the three priority regions (Africa, Latin America and the Caribbean and the Arab States), to support the Secretariat's efforts to implement the Recommendation, notably by hosting technical meetings, workshops and conferences on its implementation;*
3. *Also invites those Member States which have not taken measures to implement the Recommendation to do so;*

4. *Invites the Director-General to transmit to it at its 40th session the next consolidated report on the implementation of this Recommendation and decides to inscribe this item in the agenda of the 40th session.*



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Executive Board
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197 EX/20
Part IV

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IMPLEMENTATION OF STANDARD-SETTING INSTRUMENTS

PART IV

**APPLICATION OF THE 2011 RECOMMENDATION ON THE HISTORIC URBAN
LANDSCAPE, INCLUDING A GLOSSARY OF DEFINITIONS**

SUMMARY

In accordance with 177 EX/Decision 35 (I), 195 EX/Decision 15 and 196 EX/Decision 20, the Director-General submits to the 197th session of the Executive Board this consolidated report on the application of the 2011 Recommendation on the Historic Urban Landscape, before its transmission to the General Conference at its 38th session.

No financial and administrative implications are anticipated from the proposed decision.

Action expected of the Executive Board: Proposed decision in paragraph 24.

Introduction

1. Adopted by the General Conference of UNESCO at its 36th session on 10 November 2011 (36 C/Resolution 41), the Recommendation on the Historic Urban Landscape (hereinafter referred to as “the Recommendation”) invites Member States to integrate a new approach to safeguarding and managing urban heritage within the institutional and legal mechanisms for the protection and preservation of cultural and natural heritage in an urban context. It also encourages Member States to use the historic urban landscape approach to encourage the inclusion, consideration and promotion of culture and heritage in urban development strategies and policies, while taking into consideration the values and traditions of the different cultural contexts in which this holistic approach is applied.

2. The Recommendation has demonstrated its complementarity with other standard-setting instruments, particularly the Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 1972), from which it originates (Decision 29 COM 5D of the World Heritage Committee at its 29th session in 2005) and whose action it supplements in the conservation of urban heritage. More than forty years after the adoption of the Convention, historic urban areas constitute the most represented category of properties on the World Heritage List. Historical cities and urban areas generally are, among the cases examined by the World Heritage Committee, often those that present the most complex situations in terms of management and protection. State of Conservation reports on these urban areas are increasingly reflecting the challenges posed by the desire to reconcile the interests of contemporary urban development with respect for the value of heritage.

3. Some of the issues addressed by the Recommendation are also covered by other UNESCO standard-setting instruments, particularly the Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas (Nairobi, 1976) and, to a lesser extent, the Convention for the Safeguarding of the Intangible Cultural Heritage (Paris, 2003) and the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (Paris, 2005).

Implementation report

Development of the historic urban landscape approach

4. At its 36th session (Saint Petersburg, 2012), the World Heritage Committee, by Decision 36 COM 13.II, took note of “the adoption of the Recommendation on the Historical Urban Landscape by the UNESCO General Conference at its 36th session in 2011”. It also acknowledged “the need to mainstream the methodological approach related to the above-mentioned Recommendation in the *Operational Guidelines*” for the implementation of the World Heritage Convention and invited “the Director of the World Heritage Centre to convene an expert meeting, in consultation with the Advisory Bodies, to reflect upon and propose appropriate revisions of the *Operational Guidelines*, in that regard, including its Annex III[...]”.

5. In response to this decision, the World Heritage Centre, in collaboration with the National Historic and Artistic Heritage Institute of Brazil (IPHAN) and the Lucio Costa Regional Heritage Management Training Centre, a category 2 centre based in Rio de Janeiro, Brazil, held a meeting of international experts to discuss ways to include the methodological approach to the Recommendation in the *Operational Guidelines*. The objective of the meeting, which was held in Rio de Janeiro from 3 to 5 September 2013, was to review the relevant texts and to promote a better understanding of the Recommendation as a UNESCO standard-setting instrument, enabling better integration of cultural heritage conservation in development policies. Forty experts from all regions of the world participated in the meeting, including two representatives from each of UNESCO’s electoral groups, and experts from the International Council on Monuments and Sites (ICOMOS) and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). The participants acknowledged the critical role played by historic cities and their urban heritage as drivers for the improvement of local living standards. They

discussed the adaptation of historic cities to changing environmental and socio-economic conditions within the wider advances in sustainable development. The experts acknowledged that the conservation of urban heritage was an integral part of contemporary urban development and modernization. It was reemphasized that the Recommendation applied to all urban heritage and not only to World Heritage properties. A six-step historic urban landscape action plan was developed to facilitate the implementation of the Recommendation. Participants discussed concrete activities, focusing on capacity building for national and local authorities. They also discussed proposals for the revision of the *Operational Guidelines for the Implementation of the World Heritage Convention* and Annex III of the *Operational Guidelines* to better reflect the historic urban landscape approach and to provide guidance on the nomination, evaluation and management of urban heritage. The proposed changes to the *Operational Guidelines* were examined by the World Heritage Committee at its 39th session in June 2015 (Bonn, Germany).

6. A brainstorming meeting on the implementation of the Recommendation, two years after its adoption, was held at UNESCO Headquarters on 13 December 2013. Several experts who participated in drafting the text of the Recommendation and/or who have applied the approach that it advocates since 2011 attended the meeting. Thirty-six experts participated in the meeting, which led to the adoption of an action plan that recommends the development of partnerships with other institutions and organizations to promote the Recommendation at the global level. The action plan also recommends building knowledge about the historic urban landscape concept by involving universities and raising students' awareness to this approach. Lastly, it recommends extending this awareness raising to public authorities and architects and town-planners in all regions. The meeting also highlighted the strong link that exists within the historic urban landscape approach between economic and social strategies, on the one hand, and urban conservation, on the other. Furthermore, the experts recommended that work conducted on case studies continue with a focus on governance issues, and that a common framework be defined for these case studies so as to produce comparable results.

7. The results of these two meetings were submitted to the World Heritage Committee at its 38th session (Doha, 2014). The Committee took note of the report of the international meeting held in Rio de Janeiro and decided to examine the proposals contained in the report at its 39th session in 2015.

Implementation of the historic urban landscape approach

8. The World Heritage Centre, in the framework of the World Heritage Cities Programme (approved by the World Heritage Committee in 2001) has, since 2011, organized a series of technical meetings, training workshops and projects in pilot cities. These activities began on the coast of Africa and continued in Asia and the Arab States.

9. In Africa, the workshops were organized in pilot cities along the Swahili coast (Island of Mozambique, Mozambique) in July 2011 and in Stone Town of Zanzibar (United Republic of Tanzania) and Lamu Old Town (Kenya) in August 2011. In July 2014, UNESCO co-organized an international conference on heritage and development in French-speaking Africa. A workshop on the theme of historic urban landscapes was held in Dakar from 15 to 17 April 2015 in Cidade Velha, Cabo Verde.

10. In the Arab States, workshops were held in Muharraq (Bahrein) in April 2013, Sfax (Tunisia) in December 2013 and Kuwait City (Kuwait) in February 2014. A regional meeting for the Arab States on the Recommendation was held in Rabat (Morocco) in December 2013 and an international conference on the Recommendation's role in the conservation of urban heritage, particularly modern urban heritage, will take place in Kuwait in December 2015. The organisation of a national conference in Morocco in 2016 on the conservation of historic urban areas through the application of the principles of the Recommendation is being discussed. A similar meeting could take place in Algeria, also in 2016. Lastly, advisory missions on the historic urban landscape approach were sent to Morocco and Algeria in May and June 2015 respectively.

11. In Latin America and the Caribbean the regional programme, whose adoption followed the second cycle of Periodic Reporting, incorporated the implementation of the historic urban landscape approach into its activities. A regional meeting on this theme will be held in Quito (Ecuador) in September 2015. A similar meeting, for the Caribbean subregion, could take place in Haiti in 2016.

12. In the Asia and Pacific region, the World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITRAP), a category 2 centre, since 2011, has been running most of the activities related to the implementation of the Recommendation. These activities have been taking place in India (the villages of Varanasi, Hyderabad and Ajmer-Pushkar) since September 2011, in China (Shanghai, Suzhou, Tongli and Dujiangyan) since October 2012, in Pakistan (Rawalpindi) since July 2013, in Australia (Ballarat) since September 2013 and in Fiji (the harbour town of Levuka) since September 2014.

13. In Europe and North America, the World Heritage Centre has also been contributing, since 2014, to discussions led by a network of European universities located in cities (Unitown), the historical centres of which are included in the World Heritage List. The discussions are exploring the role that these universities could play in the conservation of these urban areas, based on the approach set out in the Recommendation. Over and above promoting the approach in Europe, the initiative raises the question of the role of the academic world both in the implementation of the Recommendation, and in the definition of urban development policies. The World Heritage Centre took part in a meeting on the historic urban landscape approach, organised by ICOMOS United Kingdom and ICOMOS Ireland, in Edinburgh, on 5 June 2015. A seminar on the same theme was organized in Mostar (Bosnia Herzegovina) on 3 July 2014 by the UNESCO Office in Venice (Sarajevo Antenna).

14. The activities implemented to date show that in the years to come, efforts will need to be focused on three priority regions: Africa, Latin America and the Caribbean and the Arab States.

Promotion of the Recommendation

15. To promote the Recommendation, the World Heritage Centre published a brochure in French and English entitled, "A new life for historic cities: The historic urban landscape approach explained". The brochure was then translated by various stakeholders of the Convention into Arabic, Chinese, Spanish, Indonesian, Russian and Urdu.

16. The Global Observatory on the Historic Urban Landscape (GO-HUL) is an initiative launched by experts who have been working with UNESCO for many years on the theme of the historic urban landscape. It is a global initiative that aims to unite and foster cooperation between communities across the world to share resources, activities and knowledge in the management of resources in urban settings, particularly heritage.

UNESCO report on the role of culture in sustainable urban development

17. UNESCO was the first United Nations agency to address issues related to the urban landscape at a global scale. The third United Nations Conference on Housing and Sustainable Urban Development (Habitat III, Quito, Ecuador, October 2016) will aim to define a new post-2015 agenda. The conference will attempt to address the failures of the urbanization model that has dominated since the Second World War and presents a unique opportunity to capitalize on discussions and work undertaken so far on the role of culture and heritage in sustainable urban development.

18. In this context, the United Nations system is expected to propose a joint response to the challenges of growing urbanization in the world. The fact that UNESCO has been called upon to contribute to this response strengthens the Organization's legitimacy and credibility in urban heritage conservation and the development of sustainable urban environments.

19. The implementation of the historic urban landscape approach fosters the development of new policies and advocates for a development philosophy centred on the role of culture and heritage. This approach is based on the conviction that culture can have a leverage effect on development and can encourage diversity of economic models. It is also based on the link between UNESCO's cultural conventions and strategies aiming to improve urban life. There is also a close link with the fundamental issues of climate change and poverty reduction.

20. The historic urban landscape approach can therefore play a central role in the development of the new post-2015 urban agenda, and particularly in the framework of target 11.4: "strengthen efforts to protect and safeguard the world's cultural and natural heritage" as proposed in the final report of the Open Working Group on Sustainable Development Goals (SDGs). The report on the role of culture in sustainable urban development currently being drafted by UNESCO against the backdrop of the implementation of the 1972, 2003 and 2005 Conventions, will be an important contribution in that regard. The report, which will define UNESCO's vision of urban heritage conservation, in all its forms, in the framework of the post-2015 agenda, will be submitted at the Habitat III Conference.

Conclusion

21. The importance of the system of reporting on the implementation of this Recommendation has yet to be fully taken into account by all Member States. So far, not one report has been submitted. In order for the reporting mechanism to become an effective means of collecting information and sharing good practices, it is therefore indispensable that as many Member States as possible participate in the reporting process.

22. However, the activities and projects implemented to promote and develop the implementation of the Recommendation in the different regions of the world have shown the pertinence of implementing the historic urban landscape approach. This approach offers solutions to the issues related to the management and conservation of urban heritage in all its forms, by being integrated into land development policies.

23. In terms of implementation of the World Heritage Convention, implementing the historic urban landscape approach upstream of the process of establishing indicative lists and putting together proposals for the inclusion of urban areas on the World Heritage List would considerably improve the protection and sustainable conservation of the properties in question. The same can be said of the mechanisms to strengthen the management and conservation of urban areas already inscribed on the World Heritage List.

Proposed decision

24. After examining this document, the Executive Board may wish to adopt the following decision:

The Executive Board,

1. Recalling 177 EX/Decision 35 (I), 195 EX/Decision 15 and 196 EX/Decision 20,
2. Having examined document 197 EX/20 Part IV presenting the report on the implementation of the Recommendation concerning Historic Urban Landscapes and the report of the Committee on Conventions and Recommendations (CR) thereon (197 EX/...),
3. Encourages Member States to submit their reports on the application of this Recommendation;
4. Recalls that the submission by Member States of periodic reports on the implementation of recommendations adopted by the General Conference is an

obligation under Article VIII of UNESCO's Constitution and Article 17 of the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution;

5. Also recalls that the periodic consultation of Member States on the implementation of the Recommendation is intended to enable the Organization to assess both the extent to which Member States are implementing that instrument and the obstacles that they encounter;
6. Reaffirms the importance of the Recommendation and its implementation by Member States;
7. Invites those Member States, particularly those from the three priority regions (Africa, Latin America and the Caribbean and the Arab States), to support the Secretariat's efforts to implement the Recommendation, notably by hosting technical meetings, workshops and conferences on the implementation of the approach borne by the standard-setting instrument;
8. Recommends that the General Conference invite those Member States which have not taken measures to implement the Recommendation to do so, and to provide the required reports;
9. Invites the Director-General to transmit to the General Conference at its 38th session the consolidated report on the measures taken by Member States to implement this Recommendation, together with its observations, and any observations or comments that the Director-General may wish to make.

197 EX/Decision 20 (IV)

Application of the 2011 Recommendation on the Historic Urban Landscape, including a glossary of definitions

The Executive Board,

1. Recalling 177 EX/Decision 35 (I), 195 EX/Decision 15 and 196 EX/Decision 20,
2. Having examined document 197 EX/20 Part IV containing the report on the implementation of the Recommendation on the Historic Urban Landscape, and the report of the Committee on Conventions and Recommendations (CR) thereon contained in document 197 EX/49,
3. Recalls that the submission by Member States of periodic reports on the implementation of recommendations adopted by the General Conference is an obligation under Article VIII of UNESCO's Constitution and Article 17 of the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution;
4. Encourages Member States to submit their reports on the application of this Recommendation;
5. Also recalls that the periodic consultation of Member States on the implementation of the Recommendation is intended to enable the Organization to assess both the extent to which Member States are implementing that instrument, and the obstacles that they encounter;
6. Reaffirms the importance of the Recommendation and its implementation by Member States, in the context of the 2030 Agenda for Sustainable Development;
7. Invites Member States, particularly those from the three priority regions (Africa, Latin America and the Caribbean and the Arab States), to support the Secretariat's efforts to implement the Recommendation, notably by hosting technical meetings, workshops and conferences on the implementation of the approach conveyed by the standard-setting instrument;
8. Recommends that the General Conference invite those Member States that have not taken measures to implement the Recommendation to do so, and to provide the required reports;
9. Invites the Director-General to transmit to the General Conference, at its 38th session, the consolidated report on the measures taken by Member States to implement this Recommendation, together with its observations, and any observations or comments that the Director-General may wish to make.