

Bridging the gap between urban development and cultural heritage protection.

Authors: Guzmán, P.C., Pereira Roders, A.R., Colenbrander, B.J.F.

Institutional affiliation: Eindhoven University of Technology, Department of the Built Environment

1. INTRODUCTION

The 21st century has been profiled as the urban age. Cities are, consequently, at the central focus for the achievement of a more sustainable development (UN, 1992). The 1987 Brundtland' report defines Sustainable Development (SD) as meeting the needs of the present generation without compromising the ability of future generation to meet their own needs. Sustainability was based in three dimensions: economic, social and environmental. As there is a major acknowledgement of the rapid changes that the world is facing, mainly through globalization and urbanization processes, concerns on the impacts on local culture and heritage are rising (Pereira Roders and Van Oers, 2012). Culture contributes to “the better understanding of our world and its development under societal bases” (Duxbury and Jeannotte, 2010) thereby, necessary to reach (urban) sustainability. Cultural heritage, as part of the cultural domains, has been widely acknowledged for its economic potential and contribution to communities' development (Hampton, 2005; Tweed and Southerland, 2007; Scheffler et al, 2009).

There are many initiatives for monitoring sustainable urban development (SUD) reporting by means of indicators. The popularity of these tools led to its usage, beyond targets of sustainability, to compare urban management performance and competitiveness. Such approaches are including cultural aspects, and particularly heritage, within their themes of analysis. This paper analyzes 19 international reports on global challenges for urban development in order to answer what bridges are already being built, how they are built and if they succeed overcoming the gap between sustainable urban development and cultural heritage management at the global level.

2. THE SUSTAINABLE DEVELOPMENT OF CULTURAL HERITAGE

Cultural heritage, mirrored by the World Heritage List, is often found located in cities (Pendlebury et al, 2009; van Oers, 2010; Pereira Roders and van Oers 2012). The biggest challenge for urban heritage management is continuity and compatibility, as the historic setting needs to keep changing in form and function (Bandarin et al, 2010, Bandarin and Van Oers, 2012). Research reveals that World Heritage properties are mainly being threatened by aggressive development and management deficiencies (ICOMOS, 2005; Turner et al, 2011).

Urban heritage management is evolving into a landscape-based approach, encompassing notions of intangible attributes and its setting. This is accompanied by a greater consideration of wide social and economic processes so as to facilitate the SD of historic districts (Avrami et al, 2000, p. 11; Jokilehto, 2007; Palmer, 2008, Bandarin and van Oers, 2012). This approach has been strongly supported by UNESCO's Recommendation on the Historic Urban Landscape (UNESCO, 2011). However, the integration between cultural heritage management and sustainable urban development is far from being a common practice and has been raising the attention of interdisciplinary academics worldwide (Evans, 2005; Palmer, 2008; Gucic, 2009; Pereira Roders and van Oers, 2012).

Several authors highlight the role of cultural heritage as driver of economic and social development. Tweed and Southerland (2007) highlight cultural heritage contribution to the development of local communities and to the satisfaction of human needs. Evans (2005) evidenced the positive impact of regeneration and interventions of historic urban areas, having stimulated several local governments to develop culture-led urban strategies. Recently, cultural heritage is also seen as a “soft” advantage, which provides cities with a unique identity, in their competition for global markets (Scheffler et al, 2009). The aforementioned approaches show a considerable emphasis on the tangible attributes of heritage. However, intangible attributes, such as memory and identity, are also acknowledged and mostly related to social sustainability. Bandarin and van Oers, (2012) explain that cultural values and the role of historic areas in the contemporary city change, according to social and economic dynamics. Hence there is the need to develop systematic assessment methodologies for adequate consideration of the gap between cultural heritage management and sustainable urban development (Bond et al, 2004; Nijkamp and Riganti, 2008; Bandarin and Van Oers, 2012).

a. Culture and Sustainable Urban Development

Just as heritage management, theory on urban development is also encompassing social and cultural challenges (Shmelev and Shmeleva, 2009; Colantonio, 2009; Hoelscher, 2012). Themes such as governance, quality of life, environmental psychology, green space, natural and cultural heritage are not only surpassing economic success and reaching policy-making attention (Shmelev and Shmeleva, 2009) but are also found included in defining the distinctiveness and underpinning cities’ competitiveness in an increasingly globalized urban world (Tweed and Suthertland, 2007; Shmelev and Shmeleva, 2009; EIU, 2012). Additionally, the debate on the introduction of culture as a fourth dimension in sustainable development by both academia and practice (Runnalls, 2007; Duxbury and Jeannotte, 2010; Bandarin et al, 2011), is also having an echo at the international agenda for urban development (UCLG, 2010; WCF, 2013).

As urban practices are broadening their multi-dimensional aspects, aiming to tight links between society and the environment, built and natural (UN-HABITAT, 2013; WCCR, 2012), monitoring tools reflect “what we care about” (Singh et al, 2009). However, the ability of cities to monitor impacts of development in local culture and heritage is currently being questioned (Pereira Roders and van Oers, 2012).

3. URBAN MONITORING TOOLS and CULTURAL HERITAGE

Nineteen international reports were selected for referencing and integrating culture and cultural heritage within their themes of analysis, and classified in three groups. Table 1 shows the reports, types, scopes, purpose and approach to urban development. Three trends were identified referencing culture, and particularly, cultural heritage as a driver for SUD.

TYPE OF REPORT	FOCUS	Nm	REFERENCE
UN HABITAT REPORTS	Holistic overview of sustainability progresses, trends and the establishing urban strategies and policies	1-6	State of the World’s Cities 2000, 2005, 2007, 2009, 2011, 2013.
		7	State of the Arab Cities 2012
		8	State of the Latin American and Caribbean Cities 2012
		9	State of the African Cities 2013
		10	State of European Cities 2013

		11	State of the Asian Cities 2011
GLOBAL CITY RANKINGS	Hierarchical listing of cities according to their economic sustainability, competitiveness and positioning within the global urban market	12	PWC- Cities of Opportunities 2012
		13	GCI- A.T. Kearney Global Cities Index 2012
		14	GCCI- EIU Global City Competitiveness Index 2012
		15	WCCR- BOP Consulting World Cities Culture Report 2012
URBAN MANAGEMENT / PERFORMANCE	holistic overview of sustainability progresses, trends and the establishing urban strategies and policies	16	ECI- Ambiente Italia Research Institute European Common Indicators 2003
		17	ADB- Urban Indicators for Managing Cities 2001
		18	GCIF- World Bank Global City Indicator Facility 2006
		19	Alcaldía de Medellín, LAC Urban Indicators (IUALC) 2009

Table 1 List of reports analyzed

- a. Strategic level: recommendations to integrate heritage conservation in urban planning and policies

In line with their aim of establishing strategies and policies, reports from UN-HABITAT stressed the need for a development model including a conservation approach so as to preserve those “structures upon which whole societies and lifestyles have been built” (1 on table 1). To do so, conservation plans, the establishment of local offices for the conservation of cultural heritage and the development of conservation policies were recommended. Consequently, the redevelopment of urban spaces, and urban cultural strategies in particular, were fostered and recognized as important ingredient for assessing globalization impacts in “terms of cultural capital” (1, 2 on table 1). Within this vision, heritage and the conservation of the built environment is also mentioned as contributor to social SD (2 on table 1).

Later on, as the Strategic Urban Planning became a global common practice, historic urban areas became the focus of planning strategies (2, 3 on Table 1). Particularly, in cities with areas inscribed on the World Heritage List, interventions such as rehabilitation, regeneration and reuse of historic buildings have been found widely supported by international development agencies (1, 2, 3, 12, and 17 on Table 1). Such actions have been strongly linked to the improvement of social equity, deepening of identity and maintenance of the natural and cultural diversity (2, 3, and 17 on Table 1). Therefore, the management of cultural and intellectual assets is highlighted as important as the management of a city’s physical assets (4 on Table1). As a result, planning is being required to preserve and promote cultural heritage, tangible and intangible, of the communities living in cities, since heritage has been recognized to have a role in shaping the city’s identity, (6; 7; 11; on Table 1). Although, heritage based on its built structures (tangible aspects) is mainly seen as a unique asset that contributes to strengthen cities’ competitive position in the global economy (13; 14; 15; 16 on Table 1), balanced policies that “meet the needs and of global capital with the needs of local communities” are being requested (10 on table 1). These also include development practices “that recognize and manage environmental and cultural heritage and values in a more sustainable way” (6 on Table 1).

- b. Operational level: by referencing the integration of heritage conservation and urban planning as best practice

Best practices have the purpose of sharing experiences on the implementation of policies, problem solving and networking among cities facing similar challenges (17 on Table 1). Two opposing practices in historic contexts were found illustrating the challenges of developing urban heritage. On the one hand, the “culture-led” projects aiming to reactivate the urban economy and the

improvement of public space e.g. the Guggenheim in Bilbao, the Centre George Pompidou in Paris, and the intervention in Ciutat Vella in Barcelona (1; 2; 3 on Table 1). Yet, in the light of globalization, the spread of redevelopment based on contemporary architecture for new cultural facilities have been accused of threatening preserving traditional functions of the cities (2; 5; 6 on Table 1).

On the other hand, reports concluded that strategic plans targeting the improvement of the physical state of conservation in World heritage cities, e.g. Stone Town in Zanzibar; La Havana, Cuba; Quito, Ecuador and Katmandu, Nepal, is also reflected in better living conditions of inhabitants and poverty reduction (2; 3; 7 on Table 1). Other practices in the Arab region are the preservation of Medinas and archeological areas. Also, recent local development plans are now being expanded as to include heritage management; thus, facilitating the promotion of local heritage to the World Heritage List. For instance, Muharraq in Bahrain and Al-balad, Saudi Arabia nominations are encompassed within local larger urban strategies aiming to activate the urban economic with local and international tourism but also enhance local identity (5; 7 on Table 1). Practices in Asian cities underscore the rehabilitation of heritage with environmental awareness, particularly in major business centers where the balance of a skyline is challenged by “a mix of historical heritage and dramatic modern buildings” (11 on Table 1). Cheonggyecheon Stream, Seoul, heightens its competitiveness with the “harmonious” coexistence of rehabilitated historical landmarks and contemporary buildings, resulting in the recovery of national pride and values of traditional culture with the (11 on Table 1).

c. Cultural heritage within themes and categories

Reports on urban management, performance and city rankings referenced cultural heritage as a distinctive element of a city as contributing to the cultural magnetism and tourist attraction when defining culture- related categories (Table 2). Though, only 5 indicators were found targeting heritage within the urban context, but exclusively monitoring Monuments, World Heritage properties or protected urban area. Thereby, analyzed monitoring tools are focusing on quantities, rather than the qualities of the heritage properties.

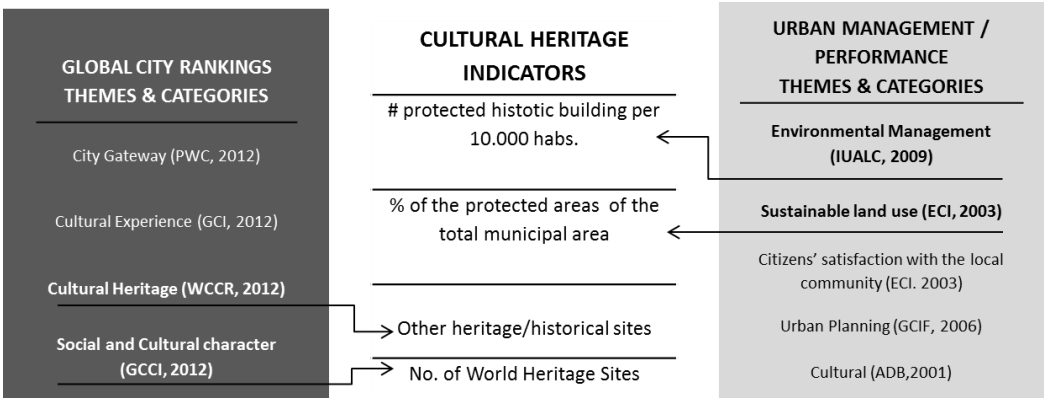


Table 2 Cultural Heritage indicators and related Themes and Categories

4. CONCLUSIONS

During the last 15 years, the preservation and conservation of cultural heritage have been targeted by urban development strategies in different corners of the globe. International agencies for urban development have been stressing the need of coherent urban planning and policies as means to ensure sustainable benefits. In this regard, bridges have been done through the recognition of the social and economic value of tangible heritage at global level. As sustainability, from the urban

perspective, is moving towards more human-centered approach (UN-HABITAT, 2013), a landscape-based management seems to have strongest linkages between the fields of urban development and cultural heritage conservation. Although monitoring tools proposed by international organizations such as UNESCO and UN-HABITAT, are facilitating the bridges between conceptual definitions of heritage and sustainable urban development. However, the monitoring of urban management and city competitiveness suggest that such concepts are not yet transferred into urban practices. Current methodologies for the assessment of urban sustainable development using indicators are poorly integrating cultural heritage. The monitoring of cultural heritage from the urban development perspective does not encompass its management. Therefore, leaving aside the possibility to benefit or prevent the impacts of wider urban dynamics. Further research could explore urban and cultural heritage monitoring tools and their possible co-relations. It could provide linkages between monitored urban phenomena and the desired or undesired impacts on the field of sustainable urban development and the management of cultural heritage.

5. REFERENCES

- Alcaldia de Medellin (UILAC) (2009). "Indicadores urbanos para America Latina y Caribe: Una propuesta para la evaluación de Políticas Publicas" [Online]. Available at: <http://www.areadigital.gov.co/institucional/Documents1/Informacion%20estad%C3%ADstica/Indicadores%20Urbanos%20para%20America%20latina%20y%20el%20Caribe.pdf>. 20/05/2013.
- Ambiente Italia Research Institute (2003). "European common indicators (ECI): Towards a Local Sustainability Profile". Final Project Report Office for Official Publications of the European Communities, Luxemburg [Online]. Available at: http://ec.europa.eu/environment/urban/pdf/eci_final_report.pdf.
- Asian Development Bank (ADB) (2001). "Urban Indicators for Managing Cities (UIMC)" [Online]. Available at: <http://www.adb.org/publications/urban-indicators-managing-cities>. 20/05/2013.
- A.T. Kearney (2012). "2012 Global Cities Index (GCI)" [Online]. Available at: <http://www.atkearney.com/documents/10192/dfedfc4c-8a62-4162-90e5-2a3f14f0da3a>. Consulted on 12/05/2013.
- Avrami, E., de la Torre, M., and Mason, R. (Eds.), (2000) *The Values and Heritage Conservation: Research report*, Getty Conservation Institute, Los Angeles, CA, (Online) http://www.getty.edu/conservation/publications_resources/pdf_publications/values_heritage_research_report.html
- Bandarin, F. Hosagrahar, J. Albernaz, F. (2011). Why Development needs culture . In Pereira Roders, A. and van Oers, R. (eds), *Journal of Cultural Heritage Management and Sustainable Development*. Vol1. N. 1. Emerald pp. 15-25.
- Bandarin, F. and Van Oers, R. (2012). *The Historic Urban Landscape managing heritage in an urban century*. John Wiley and Sons
- Bond A. and Teller, J. (2004). The Consideration of Cultural Heritage in Present European Environmental Policies. In *SUIT 2.4 Sustainable Development of Urban Historical Areas through an Active Integration Within Towns*, in A. Dupagne, et al. (Belgium: LEMA; Luxembourg: Office for Official Publications of the European Communities, 2004), pp. 100–02.,
- BOP Consulting (2013). *The World Cities Culture Report (WCCR)*. World Cities Culture Forum, 2013. [Online] Available at: <http://www.worldcitiescultureforum.com/publications>. Consulted on 12/05/2013.
- Colantonio, Andrea (2009). Social sustainability: a review and critique of traditional versus emerging themes and assessment methods. In: *Second International Conference on Whole Life Urban Sustainability and its Assessment*. April, Loughborough, UK, pp.22 – 24.
- Duxbury, N. and Jeannotte, M. (2010). Culture, Sustainability and Communities: Exploring the Myths. Oficina do CES, September no. 353.
- Economy Intelligence Unit (EIU). (2012). *Benchmarking global city competitiveness (GCI)*. The Economist, [Online]. Available at: <http://www.economistinsights.com/sites/default/files/downloads/Hot%20Spots.pdf>. Consulted on 20/05/2013.
- Evans, G. (2005). Measure for measure: Evaluating the evidence of culture's contribution to regeneration. *Urban Studies*, 42:5, 959 – 983
- Gucic, G. (2009). *Managing Sustainability in Conditions of Change and Unpredictability. The Living Landscape and Floodplain Ecosystem of the Central Sava River Basin*. Lonjsko Polje Nature Park Public Service, Krapje, Croatia. [Online] Available at: http://life.pp-lonjsko-polje.hr/Media/AT.3.4_MONOGRAFIJA_LONJA.pdf. Consulted on: 20/05/2013.
- Hampton, M. (2005). Heritage, Local Communities and Economic Development. *Annals of Tourism Research*, vol.32 (3), pp. 735-759.

- Hoelscher, M. (2010). Measuring creativity and innovation. In H Anheier, & YR Isar (eds), *Cultural expression, creativity and innovation*, The cultures and globalization series 3, SAGE Publications Ltd, London, pp. 317-29
- ICOMOS (2005). *Threats to World Heritage Sites 1994-2004: An analysis*. Paris: ICOMOS. Available at: http://www.international.icomos.org/world_heritage/Analysis%20of%20Threats%201994-2004%20final.pdf (accessed on 26-09-2011)
- Jokilehto, J. (2007). 'International Charters on Urban Conservation: Some Thoughts on the Principles Expressed in Current International Doctrine', *City & Time*, 3.3, 23–42;
- Nijkamp, P. and Riganti, P. (2008). Assessing cultural heritage benefits for urban sustainable development. *International Journal of Services Technology and Management*, Vol. 10, No. 1, pp. 29–38.
- Palmer, R. (2008). "Preface", *Heritage and Beyond*, Strasbourg: Council of Europe, pp. 7.
- Pendlebury, J; Short, M; While, A. (2009). Urban World Heritage Sites and the problem of authenticity. *Cities* 26 pp. 349-358
- Pereira Roders, A. and Van Oers, R (Eds.) (2012). Historic cities as model of sustainability. In *Journal of Cultural Heritage Management and Sustainable Development*. Vol 2. No. 1. Emerald UK.
- PricewaterhouseCoopers (PWC), (2012). "Cities of Opportunities Report". [Online] Available at: <http://www.pwc.com/us/en/cities-of-opportunity/2012/pdf-download.ihtml>. Consulted on 12/05/2013.
- Runnalls, C. (2007). *Choreographing community sustainability: The importance of cultural planning to community viability*. Centre of Expertise on Culture and Communities, Simon Fraser University, British Columbia, Canada.
- Scheffler, N; Kulikauskas, P; Barreiro, F. (2009). Managing Urban Identities: Aim or Tool of Urban Regeneration?. *The Urbact Tribune*, November 2009. p. 9-13. [Online] Available at: http://urbact.eu/fileadmin/general_library/Managing_Urban_Identities_01.pdf. Consulted on: 17/04/2013
- Shmelev, S. and Shmeleva, I. (2009). Sustainable cities: problems of integrated interdisciplinary research. *International Journal of Sustainable Development, Inderscience Enterprises Ltd*, vol. 12(1), pages 4-23.
- Singh, R. K., Murty, H. R., Gupta, S. K., & Dikshit, A. K. (2009). An overview of sustainability assessment methodologies. *Ecological indicators*, 9(2), 189-212.
- The World Bank (WB) & Environmental Resource Management, (2008). *Global Cities Indicators Facility (GCIF)*. Available at: <http://www.cityindicators.org/Deliverables/Core%20and%20Supporting%20Indicators%20Table%20SEPTEMBER%202011.pdf>. Consulted on 12/05/2013.
- Turner, M., Pereira Roders, A.R. and Patry, M. (2011). Revealing the level of tension between cultural heritage and development in World Heritage cities - part 2. In Scientific Committee (Ed.), *Proceedings of the 6th International Seminar on Urban Conservation: Measuring Heritage Conservation Performance*. Recife: Federal University of Pernambuco, submitted/in press.
- Tweed, C. and Sutherland, M. (2007). "Built cultural heritage and sustainable urban development", *Landscape and Urban Planning*, vol. 83 (1), pp. 62-69.
- UNESCO, (2011). *36 C/23 Proposals Concerning the Desirability of a Standard-setting Instrument on Historic Urban Landscapes* (Paris: UNESCO, 18 August),
- UN-HABITAT, (2001). *The State of the World's Cities Report 2001*. Kenya
- UN-HABITAT, (2005). *Globalization and Urban Culture. State of the World's Cities 2004/2005*. Kenya
- UN-HABITAT, (2007). *The State Of The World's Cities Report 2006/2007*. Kenya
- UN-HABITAT, (2009). *Harmonious Cities. State of the World's Cities 2008/2009*. Kenya
- UN-HABITAT, (2011). *Cities for All: Bridging the Urban Divide. State of the World's Cities 2010/2011*. Kenya
- UN-HABITAT, (2011b). *The State of Asian Cities 2010 /11*. Kenya
- UN-HABITAT, (2012). *State of Latin American and Caribbean cities*. Kenya
- UN-HABITAT, (2012b). *The State of Arab Cities*. Kenya
- UN Habitat, (2013). *State of the World's Cities 2012/2013*. Kenya
- UN Habitat, (2013b). *The State of African Cities*. Kenya.
- Van Oers, R. and Haraguchi, S. (eds.) (2010) *Managing historic cities = Gérer les villes historiques*, Paris, France: UNESCO World Heritage Centre, p.13.
- World Culture Forum (WCF), (2013). *Contextual Framework*. The Power of Culture in Sustainable Development 24-27 November 2013, Bali, Indonesia. [Online] Available at: <http://wcfina.org/contextual-framework/>. Consulted on: 09/10/2013