



## FRENCH GUIDELINES ON THE REVITALIZATION OF HISTORIC NEIGHBOURHOODS FOR SUSTAINABLE CITIES

CULTURE AND HERITAGE AS THE CORNERSTONE FOR SUSTAINABLE CITIES

## EDITORIAL



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The world is becoming ever more urbanised. Cities are growing, spreading and multiplying at an unprecedented rate. Their rapid evolution is accompanied by deep environmental, economic and socio-cultural changes.

In this context, historical neighbourhoods present particular challenges and ambitions. Remarkable urbanistic legacies, historical landmarks or symbols of identity, they are nonetheless often marked by trajectories of gradual abandonment in favour of new urban developments that meet the aspirations of the new affluent middle classes.

How do we protect those historical neighbourhoods whilst also integrating them into a dynamic of sustainable urban development? How do we preserve them and invent a subtle balance between preserving heritage and openness to modernity; between economic dynamism, social inclusion and environmental protection?

The processes to revitalise historic neighbourhoods must contribute to improving the inhabitants' living conditions, to economic inclusion, social cohesion and a way of living together better. This involves reaffirming the legacy of those neighbourhoods. They are simultaneously places to live, places of culture, places of commerce and thoroughfares, and need to be thought of with all of those functions in mind. In order to do this, urban development must be conceived through a multi-disciplinary prism; the technical aspects are, of course, essential, but our approach must above all be based on strong markers: citizenship, education, cultural diversity, social cohesion are all key to build or regenerate sustainable urban neighbourhoods.

In this process, local authorities and their teams have a major role to play. As they are closest to the local realities on the ground, it is they who must invent strategies for regeneration that put the inhabitants at the heart of the process and that foster dialogue.

We are convinced that it really is the joint production of territorial policy by all of the stakeholders that will transform the urban energy into opportunity. Through its evolving nature, the city can become a laboratory from which emerge the most innovative and creative ideas, precisely because it is a high place for the exchange and sharing of ideas; it is where democratic life takes place.

Because it believes in it, France is committing itself to participative processes for strategic urban planning, under the impulsion and control of local authorities that exercise responsible urban project management. This is how those historical neighbourhoods will be able to continually adjust. Beyond this, France is lending its weight to the emergence of partnerships based on a long-term vision and that draw from the city's cultural values, such as decentralised city-to-city collaborations.

Faced with huge challenges and emerging new issues, the cultural dimension of the city is proving itself to be a strong marker everywhere. This dimension, expressed in terms of democratic and participatory governance, of a sense of place and local identities, was clearly expressed in the recent Medellín declaration (7<sup>th</sup> World urban Forum - April 2014), which recognises the urgent need for cultural, institutional and social diversity to be taken into consideration in the definition of the new urban agenda.

So let us build this new urban agenda together, at the heart of the agenda for sustainable development and, shortly, at the heart of the Habitat III conference.

Thank you all for your commitment towards historical neighbourhoods and the sustainable city.

**Annick Girardin**

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke extending to the right.



**Yves Dauge**  
Former senator from  
the Indre-et-Loire  
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Co-president

In order to create living and inclusive cities, territorial planning policies cannot abandon a cultural approach and offer technical solutions alone, especially when it is a matter of responding to the challenges posed by the preservation and regeneration of heritage and historical neighbourhoods. Taking the cultural dimension into account gives meaning to the setting in which we live as part of society.

The message here bears on the very vision of the city as a place for exchange and creation, on conceiving it in a way that is respectful of the diversity of urban cultures. As historical symbols and vectors of identity, historical neighbourhoods have an influence on the whole city. The challenge is not just to protect them, but to keep them as places of creation and evolution.

At the operational level, the approach rests on building up a genuine knowledge base that includes history, archaeology, geography and social, cultural and economic traditions. By building creative alliances, the actors are committing to the long term. Partnerships between local authorities, universities, voluntary organisations, professionals and businesses are thus founded on the city's cultural values and put local skills to the fore. This is how we can return meaning to places, cities and territories. Projects to protect and promote historical neighbourhoods do so in a perspective of development and life. It is those historical centres, those neighbourhoods, that are spaces for the inhabitants to participate in the projects, they are places for «living together». It is therefore here that we can experiment with a new form of participatory planning.

With 50 years' worth of positive experiments in many cities, notably thanks to the Malraux Law instituting «preservation and promotion plans», French actors in the field have been setting up mechanisms to support local authorities in developing their strategies. UNESCO has recognised this French expertise and has, for example, supported a number of decentralised cooperation initiatives between French and foreign cities throughout the world. This constitutes an undeniable asset for France and represents a significant potential for cooperation founded on a deep understanding of urban heritage, the public spaces linked to it, commercial activities and public and private services.

**Yves Dauge**

## ACKNOWLEDGMENTS

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The authors wish to extend their thanks to all the people they met, for their availability and the quality of their contributions.



Saint-Louis de Senegal © Julie Salagnac-Diop

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## INTRODUCTION

Urbanisation is one of the defining features of the early 21st Century. Since 2007, more than half of the world's population live in towns and cities, while in 1900, the rate of urbanisation was just 10%. According to the United Nations, this rate will rise above 60% in 2030, for a global population of more than 7 billion people. This rapid growth of cities impacts on all aspects of sustainable development, whether social, cultural, related to environment and energy, economic or institutional. In order to mitigate its negative effects and transfer this dynamic into an opportunity, it needs to be accompanied by inclusive policies that can reduce the fracturing effect, slow the growth of the population living in shanty towns and slums<sup>1</sup> and reduce the environmental footprint of those territories, as cities currently emit 70% of greenhouse gases.

More specifically, the phenomena of urban and suburban sprawl and the tendency towards the uniformisation of urban spaces, in both the formal and informal city, that are brought about by this rapid demographic growth, are often accompanied by the loss of historic centres and neighbourhoods. Those processes of standardised construction of cities can be seen as a negation of local history and the dominion of a city that is purely functional. Cities built on those international models then have a tendency of reducing the urban fact to «urbanised spaces» that, all too often, do not feel like cities. This differentiates them from urban self-production of know-how and of an inherited joint legacy that is constantly being renewed.

In this context, new challenges are emerging, in which the priorities are to give a sense to our living environment, the goal being to create attractive, living, inclusive cities, in which social diversity and cultural and citizenship values are better taken into account. This need is particularly strongly felt in our contemporary societies that are characterised by the diversification and interpenetration of cultures, notably as a result of globalisation and migratory flows. Conceiving urban projects through the prism of culture enables solutions to be found to those issues in terms of symbolic renewal and right to the city. Heritage and cultural dimensions must be at the heart of all urban projects, because they are the conditions for a true perception of issues at stake in an integrated and sustainable ap-



Cartagena, Colombia © Camille Le Jean

proach to territorial development. Beyond simply preserving and protecting historic neighbourhoods and urban landscapes, it is the cultural question, which is intertwined with the issues of citizenship and participatory democracy that demands our collective attention. The challenge is to enable the inhabitants, with their traditions and cultures, to have access to the modernity they aspire to. It is also about putting cultural ecosystems at the service of a development that is «sustainable» and meets the challenges posed by the fight against poverty or climate change. Similarly, cultural and artistic initiatives can put the city in the spotlight, open up spaces for dialogue and foster social cohesion. The urban space then becomes a tangible reality that is lived and built on a daily basis.

<sup>1</sup> According to UN Habitat, the inhabitants of shanty towns could grow from 830 to 2,000 million by 2030





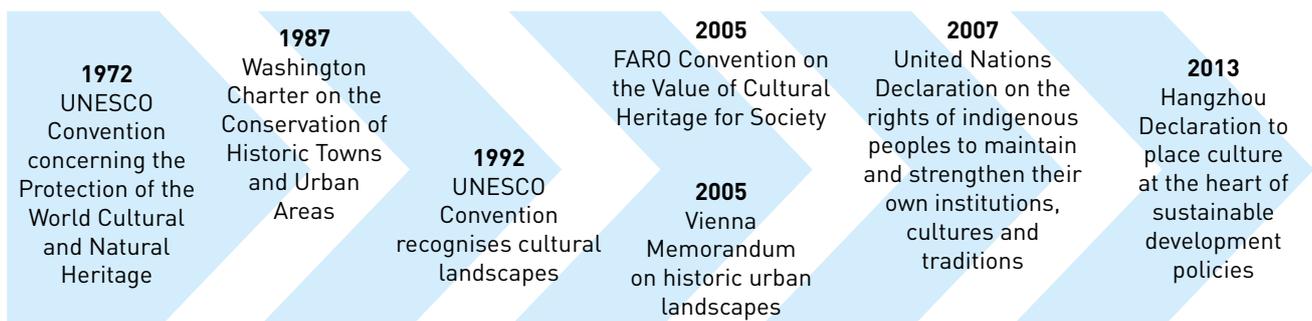
By creating the indispensable link between the inhabitants and their living environment, the cultural

dimension can give a sense to the urban project and renew the links with the layers of a city's history, whilst also looking to the future. By combining a heritage approach and modern-day construction of the city, urban development avoid falling into the trap of caricaturing tradition. The city that respects its heritage and cultural specificities is a space for freedom and exchanges and can become a laboratory for the urban innovations of the future.

Promoting strong democratic local governance should therefore enable concrete action to be taken to address the problems of sometimes poorly-controlled urban development, using a partnership approach. By involving the citizens and non-governmental actors in the projects and decisions that affect them, local authorities are the appropriate level of political responsibility for undertaking those territorial development projects. This territorial governance is based on public project management capacity that will require support.

This strategic reflection on the revitalisation of historic neighbourhoods for sustainable cities is an extension of the work undertaken in Orientations of French cooperation in support of urban governance produced in 2009, Orientations of the French cooperation in support of strategic urban planning adopted in 2012, as well as French Guidelines on local public project contracting published in 2014. All of these strategic reflections have been carried out within the framework of The French Alliance for Cities and Territorial Development (PFVT), the platform for exchange and promotion of French expertise in urban development at the international level.

## HERITAGE, A SHARED VALUE IN MOTION



# I. DEFINING A STRATEGY FOR REVITALISING NEIGHBOURHOODS THAT IS INTEGRATED INTO THE TERRITORIAL DEVELOPMENT PROJECT

The heritage and cultural dimension must be at the heart of the territorial development strategy, which is cross-cutting in its essence. Following an integrated approach, it will thus constitute an integral part of the territorial development project drawn up under the direction of the local authority.

## 1.1. The local authority as guarantor of the collective production of a heritage project

In the field of urban built heritage, as is the case for local development, there are no ready-made solutions that can be applied to all territories. On the contrary, the success of a project depends on its relevance to local specificities. An understanding of the territory, in all its forms and complexity, and taking account of its particularities will enable to define responses adapted to the inhabitants' expectations and the potential of the territory.

### a) Heritage at the heart of a territorial development project that works for and with the inhabitants

Heritage is a constantly evolving notion. It is a constituent part of a political history, of the identity of a city and its inhabitants. It may be built material heritage, monumental heritage, small-scale heritage or industrial heritage, all of those notions being intrinsically linked to landscape and natural heritage as well as intangible heritage. Heritage artifacts are recognised for their historical or artistic value, their irreplaceable nature or the economic value they have but, above all, they can provide a meaning, at the junction between people and the space they inhabit, to weave a collective history or share common values.

On the scale of a neighbourhood, this can be made concrete by remarkable buildings, as much as by ordinary elements, as long as the inhabitants have appropriated them and made them into a significant component of their living environment, in a way that can foster a new collective narrative. By contrast, mono-functional neighbourhoods, which are designed as de-contextualised pieces of city, can be an obstacle to the primary purpose of urban territories, which is to provide the possibility of living together.

**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. 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.

Extract from the UNESCO Recommendation of 10 November 2011

At the same time, new forms of heritage are emerging (urban art, «sound and light» shows or plays performed in public spaces, for example). Removed from their traditional centres of production, these new forms are more ephemeral and lead to thinking of the street, the neighbourhood and the city as common spaces. Heritage building is no longer the preserve of institutions and professionals, but is carried out by and for diverse actors. The corollary to this broadening of the notion of heritage over time and its constant evolution is the democratisation of its usages.



## THE EXAMPLE OF URBAN ART: A GRADUAL ENTRY INTO HERITAGE STATUS

The contemporary artistic movement known as urban art ranges from simple graffiti to the use of different techniques and unusual materials.

Although urban art is not always legal, works of street art are progressively being integrated into heritage status since the beginning of the 2000s. This recognition means that the works are transformed into cultural objects worthy of protection and capable of generating value, notably from a tourist perspective, or even economic perspective.



Investing in the rehabilitation of heritage and in creativity is an essential means to give a boost to sustainability in urban development and foster cohesion among citizens. On this matter, the Mexico Declaration adopted in 1982 recognises the fundamental part played by culture in the development process.

There are multiple benefits to having ambitious policies in favour of heritage and, more broadly, culture:

- Culture and heritage transform inhabitants' perceptions of the places they frequent by putting forward a sense: regaining meaning within a territory;
- Culture and heritage strengthen the sense of belonging and ownership of a territory for its inhabitants;
- Culture and heritage provide a common reference point, a vector of shared identity for the inhabitants, and thus foster social cohesion.

For those reasons, culture and urban heritage are drivers of solidarity. By fostering social cohesion and the construction of a harmonious society built on shared values, they play a unifying role, particularly for younger generations, but also between

generations. This is why it is important that culture and heritage are incorporated as central themes in policies for urban regeneration, social and economic development and the development of tourism. Cultural policies can generate and support the transformation of a territory. Examples worth considering as potential levers are festivals, temporary events, artistic creation in public spaces, cultural facilities or hubs dedicated to cultural and creative industries.

Following this reasoning, many French communes decided to rediscover their historic centres, using an approach that involved the inhabitants as part of an integrated project for territorial development.

As a result, two thirds of communes have been awarded at least one official label or protected designation status relating to heritage (Ministry for Culture and Communication, 2014).

« The joining together of Plaine Commune [to apply for the label] took place based on the recognition of a shared history and destiny and the determination to give new development prospects to a hard-hit region, whilst preserving an identity and a heritage that were forged over the years... Many unique and unusual places are dotted around the towns that make up our conglomeration, some better known than others, and they represent a living memory of the industrial history, but also of the history of immigration in France, the history of social housing, etc. By choosing to become a sustainable territory, the conglomeration is demonstrating not just its ability to face up to the challenges of the future whilst maintaining as a starting point the values of solidarity and the right to the city for all, but also its ability to provide a perspective on its evolution over time through the promotion and sharing of its heritage. »

Patrick Braouzec, President of the Plaine Commune grouping of local authorities, on being awarded the label «Pays d'Art et d'Histoire» in 2014.

This strong tendency is characterised by a new perception of culture and heritage as the determination to «move on from protecting static heritage, concerned with objects, based on the idea of an inventory, to a dynamic, structural protection that is anchored in daily life...» Urban heritage should henceforth be thought of as «a field to incentivise experimentation, a space for learning to invent new local spaces for practitioners as well as for users<sup>2</sup>».



Rehabilitated public space - Porto-Novo, Benin  
© Gérard Bassalé, Centre Culturel Ouadada de Porto-Novo

## **URBAN BLOSSOMS IN PORTO NOVO: AN APPROACH TO HERITAGE THAT RESTS ON THE DAILY EXPERIENCE OF THE INHABITANTS AND THE SYMBOLIC RECLAIMING OF THE ANCIENT URBAN FABRIC.**

« Urban blossoms » is a project dedicated to the traditional squares of the city center of Porto-Novo. This initiative, which seeks to put the daily lived experience of the inhabitants at the heart of the approach to heritage, is part of the decentralised cooperation between the city of Porto-Novo and the community of local authorities of Cergy-Pontoise. The collaboration, which was launched in 1995, has been developed in the field of urbanism. Two pilot experiments for the rehabilitation of traditional squares were undertaken: the first towards the end of 2012 as part of a partnership with the Institut Français, and the second in 2015, in association with the Grand Lyon Metropolitan authority.

The aim of this operation is to preserve African urban features and to give them new life in the historic centre of Porto-Novo by rehabilitating

<sup>2</sup> Françoise Choay, Pour une anthropologie de l'espace, Editions Seuil, October 2006





the traditional voodoo squares that structure the urban environment. The traditional squares are places where social cohesion, collective memory and the conviviality that typify Porto-Novo's urban identity are created. By recognising the role they play in the spatial, social and symbolic organisation of the historic centre, the aim is to promote an authentically Beninese urbanity that will contribute to the sustainable and original development of Porto-Novo.

The local decision-makers wanted to take an inclusive approach by involving the communities and inhabitants concerned. For this reason, the plan for managing the rehabilitated squares includes a charter involving local residents in the upkeep of their heritage. The local anchoring of the project was strengthened by the involvement of artists from Porto-Novo. As well as showcasing local talents and materials, these artists' participation helps to ensure continuity between the built heritage and the emerging socio-urban dynamics, to ensure a permanence of the identity of the spaces beyond the current changes. Urban Blossoms is part of an approach to sustainable urban development that grants the social and cultural components the full importance they are due, as well as the taking into account the experiences of local residents and enabling their participation in interventions on the urban space.

## b) Democratic local governance for partnership-based public action

Taking account of cross-cutting cultural and heritage dimensions in urban development is a prerequisite for sustainable development which requires, above all, that the project meets the concerns and expectations of the population.

In the light of this, the UNESCO recommendation of 10 November 2011 on the historic urban landscape recommends the use of civic engagement tools that *« 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. »*

Using a bottom-up approach, the territorial development project is built with the inhabitants who express their visions and expectations relating to the place where they live and, more broadly, to the business activity area. Community organisations maintain and develop the social and cultural dynamic at play within the territory. A participatory approach enables the population to be involved, promotes local practices and fosters the emergence of new initiatives. This involves thinking of the city as a platform that is open to experimentation and innovation and to make use of the inhabitant's «expertise as users». This approach places the inhabitants at the centre of territorial development projects and strategies, which is a precondition for successful democratic governance.

Ensuring effective ownership by the inhabitants requires setting up a framework that is transparent and favourable for mutual trust. To this end, coordinating the mechanisms for consultation and participation is the remit of the local authority. With its detailed knowledge of the territory and the needs of the inhabitants, the local authority is the legitimate and appropriate actor for creating synergies and stimulating the potential of a territory whilst

ensuring that the common interests and rule of law are respected.

For this reason, France has a global and political vision of the city based on democratic urban governance, and which consists in « *adopting modes of partnership-based public action centred on local authorities. In the context of the decentralisation process now underway, the latter are increasingly, alongside governments, the legitimate level of political responsibility for the setting out of a strategic vision of territorial development that brings together all of the stakeholders* » (PFVT, 2012).

Some of the tools that enable such democratic governance to be put in place:

- Broad consultation, through territorial conference or large debates, that inform citizens and enable a better understanding of their expectations;
- Promotion of citizen expertise by organising spaces for reflection and suggestions in response to identified problems or to concrete projects, using workshops involving residents, for example;
- Support for local initiatives through specific calls for dedicated projects or by facilitating access to the necessary resources (management capacities, skills, funding...);
- Implementation of a participatory budget that encourages citizen initiatives and involves the inhabitants in investment decisions that relate to their territory;
- Transparent and regular assessment of the participation mechanisms and sharing of the findings and data from the assessment.

## GUAICAIPURO, A SOCIALISING URBAN DYNAMIC

In order to resolve the shortage of housing, the Venezuelan government launched the great Venezuela mission for housing (GMVV) in 2011, with the aim of producing 2 million housing units by 2017 for inhabitants of precarious neighbourhoods (55% of the national population), or those that have suffered climate-related disasters (e.g. the floods in 2010 and 2011). The municipality of Guaicaipuro is a rapidly growing urban development area with 252,242 inhabitants. It is named after the eponymous Native American chief, who was famous for having formed a coalition of several tribes to fight the Spanish invasion of 1565. The city's earliest buildings date from the end of the 18th century, when Los Teques was founded in 1777. Since the second half of the 20th century, the northern part of Guaicaipuro has become an «extension» of Caracas.

To support the Guaicaipuro community in its strategy for urban development, the Laboratoire international pour l'habitat populaire [International

Laboratory for Popular Habitat] (LIHP) implemented an architectural and urban construction project. The fact that there is a real demand for a new mode of urban development, coupled with a strong political determination and a favourable institutional framework enabled the development of a creative approach based on collective work. A research and certification body – the CENVIH – is closely linked to the project. More specifically, the experiment involved three territories. In Los Teques, the exchanges related to the identity of the territory. In Paracotos, the work related to the localization of employment area. In San Pedro, the reflexions led to the development of a strategy for interlinking urban functions and densification. By taking account of the role of social actors in the production of the city and of the specificities of the territory (environment, topography, traditional architecture, etc.), the study helped reflect on the integration of new uses (housing, work, culture and leisure, training), and aims at developing vernacular and popular know-how. The experiment enables residents to deepen and take ownership of the policy choices by involving local stakeholders.



## EXPERIMENTAL STUDIES ON THE HISTORIC NEIGHBOURHOODS OF SOFIA: A NEGOTIATED AND PARTICIPATORY HERITAGE PLANNING

Bulgarian-French cooperation was initiated in 2009, and is mainly concerned with the sharing of know-how and tools for the preservation and promotion of heritage, with a view to conducting an experiment in Sofia. As part of this, between 2009 and 2014, an interdisciplinary team from a Sofia university (University of Library Studies and Information Technologies) carried out a study with the support of Sofia municipality. This study set out a diagnosis identifying the issues in heritage conservation and proposed protection measures that take into account the current conditions of the city's development.

Using a participatory planning approach, the study involved the inhabitants in the process of identification and implementation of the measures to protect and promote heritage. The approach taken enabled experimenting with new planning methods, as well as a broader governance involving experts, residents and the local authorities. Mediation is thus provided by citizens' associations, elected representatives and students.

Using surveys carried out on some 800 people, the project initiators formulated recommendations and suggested activities for the preservation or rehabilitation of the historical district, monuments and public spaces in Sofia.

This work should, in the future, lead to the updating of some pieces of legislation. A special mayoral ordinance relating to historic neighbourhoods and centres has also been prepared.

As a continuation of this approach, and with the support of architects and experts from the Ministry for Culture and Communication, the cooperation between the cities of Sofia and Paris goes on. A project in the historic quarter of the Women's Market that draws inspiration from the plan to preserve and promote the Marais neighbourhood in Paris is under consideration. A partnership agreement was signed in June 2015 between the mayor of Sofia, the mayor of the district in question, the mayor of Paris' 3rd arrondissement and Yves Dauge, former senator for the Indre-et-Loire department.



City of Sofia, Women's market neighbourhood  
©Alain Marinos

Joint production of local public policy opens governance bodies up to the population, consolidates spaces for citizen dialogue, and creates space for the setting up of new appropriate joint bodies. The participation processes to succeed therefore requires setting up mediation with all of the inhabitants and planning actors at every stage of the development of the urban project. In the long run, the aim is to give a cultural dimension to the territories,

which is to say to integrate a cultural element into the social, economic and environmental dimensions. Viewed as cross-cutting elements in local public policies, culture and heritage enable a territory to express its identity in a deep way. Beyond just protecting historical neighbourhoods, the aim is to make them into spaces for creation and innovation that are lively and inhabited.

### c) Public project contracting and political will

Political stimulus and responsibility are essential to give form to genuinely local public contracting (French Guidelines on local public contracting, PFVT 2014). Local authorities implement actions guided by the general interest and can, for this reason, enact arbitration and regulation. Through their deep knowledge of the territory, its culture, its potential, its weak points and the risks to which the vulnerable population is exposed, local authorities carry a vision that is forward-looking and transversal. They are best placed to ensure coordination between the different levels of the territorial administration (Central, regional, local, etc.). This vertical coordination is all the more necessary when local authorities have limited powers in terms of urban development, or where there is no national legislation for the protection of historic heritage yet.

However, certain prerequisites have to be put in place for the local authority to be able to effectively take on its public project contracting role:

- a shared knowledge of the territory;
- a genuine transfer of powers from the State to the local authority in terms of strategic planning, regulation (notably regarding property rights) and economic development;
- a transfer of human and financial resources;
- Consolidated local capacities in the field of public service management;
- Democratic governance that promotes the role of the inhabitants. The population is then considered as the «master of use» alongside the public project contracting.

Over and above the powers and capacities of the actors involved, political will is fundamental in defining and implementing a long-term vision that is respectful of the general interest and democratic governance. The regeneration strategies developed by the local authorities must include measures that foster local economic development that is inclusive and which takes into account the rights and needs of all stakeholders. Through the use of specific support measures, the local authority can act as a counterweight to the vested interests of certain groups.

In terms of land and property rights, for example, the public authority's role is central. To combat property speculation, the use of fiscal tools enabling funding of the renovation and development of historical neighbourhoods can provide solutions to local authorities. The local authorities also have legislative tools at their disposal (acquisitive prescription, granting of usufruct, long-term leases, etc.) that can provide a certain amount of security of tenure to inhabitants of historic neighbourhoods who do not have property deeds, whilst at the same time promoting the management of urban services. Such provisions have to take account of the diversity and juxtaposition of land ownership regimes (modern law and customary law).

In terms of housing also, the local authority can play a determining role. In order to reduce the negative impacts of real estate transactions, it may adopt a policy that favours a social mix and provides a share of social housing and/or controls on rents. The fact is that without strong specific measures, regeneration and enhancement of historic centres lead to price inflation in the property stock that can be accompanied by a form of desertification of neighbourhoods to the benefit of structures geared towards the tourist industry and/or gentrification. The flight from those areas of the inhabitants that shaped them causes a weakening of the social fabric and intergenerational solidarity.

Finally, urban growth, when it is not controlled or managed, represents a real threat, particularly for the built heritage of old centres: risk of abandonment, deterioration, or even destruction as part of urban development projects. In such instances, the absence of measures to protect and revitalise the built heritage leads to a real risk for the inhabitants, in terms of their security and sanitary conditions. This finding has proven particularly true in the case of places of creation, small businesses, and public spaces that can face abandonment and dispossession. Yet, preserving this material and immaterial heritage is essential for social cohesion.

By regenerating historical neighbourhoods and, more broadly, providing a place for culture in the city, local authorities demonstrate their political determination to acknowledge heritage as a collective asset at the service of the urban project.





## WORLD HERITAGE IN THE COAL MINING AREA OF NORTHERN FRANCE, A CULTURAL APPROACH TO LOCATION

The Perimeter Mining Basin World Heritage, that includes 4,000 hectares of landscape that shelter 353 remarkable features, is a major testament to the economic, social and urban transformations brought about by industrialisation in the 19th and 20th centuries. Beyond the slag heaps that dot the countryside, other elements were listed as part of UNESCO World Heritage in 2012: mining pits, railroads, company headquarters, mining villages, community facilities.

Launched In 2002, the candidature of the Nord-Pas-de-Calais mining basin as a cultural landscape was the result of an initiative by local elected representatives working within the Mining Basin Uni association (BMU), funded by local authorities from the area, two department-level councils, the regional council and Lille metropolitan authority. The listing highlights the area's strong political determination to look to the future by promoting its past. Since then, the

Nord-Pas-de-Calais Mining Basin Mission, which was set up in 2000, has been tasked with implementing the action programme for protection and planning and ensuring overall coordination and governance.

The challenge today is provide the inhabitants with a quality living environment whilst preserving the spirit of the location. Rehabilitating those industrial spaces means they have to be brought up to the new environmental standards (insulation, heating), and giving them a new usage that is consistent with the requirements of the inhabitants in order to improve their living environment (transport, leisure). For example, the work currently being carried out on the «Cité des électriciens» in Bruay-la-Bussière demonstrates that ordinary old working class housing (part of the French Monument historique classification) can be opened up to mixed use, by giving one half of the buildings to a centre for the understanding of mining habitats and landscapes, to artists in residence and to urban holiday rentals, and the other half as social housing. The residents, the owners of the properties and the management all take part in programming the actions.

## 1.2. Territorial development projects and cultural ecosystems

When it is linked into local social and urban policies and into the concerns of the inhabitants, heritage is an asset when it comes to meeting the challenges of sustainable development.

### a) Fostering the emergence of spaces for life and activities: multifunctional historic neighbourhoods

Policies for the regeneration of historic neighbourhoods often follow a functionalist logic leading to the hyper-specialisation of those urban areas that results in:

- a lack of social and economic diversity and increased spatial segregation

Policies for renovating and rehabilitating historic neighbourhoods often result in them becoming more attractive again and an increase in housing prices. If no mitigating measures are taken, gentrification becomes inevitable, along with the marginalisation of the initial inhabitants and the installation of more wealthy social groups: (i) those living in rented accommodation are forced to leave as they can no longer afford rising rents (ii) homeowners prefer to sell their homes to cash in on the value.

- a tendency of turning historic neighbourhoods into museums

The phenomenon of «museumification» of historic neighbourhoods affects spaces that contain several objects with a high heritage value, where everything is organised around accommodating visitors. The living space becomes a museum, a frozen location dedicated to temporary visits. The inhabitants are symbolically dispossessed and suffer a progressive loss of identity, with aesthetic concerns having supplanted functionality and economic activities other than those concerned with tourism.

The search for a balance between social development, protecting heritage and the rise of new activities should help avoid turning historical neighbourhoods into a kind of sanctuary. Multi-functionality - that is to say a mix of residential, economic, leisure, etc. activities - therefore emerges as the key to this process for achieving historical neighbour-

hoods that are alive, used and lived in. This aim requires all of the users' needs to be taken into account, in terms of housing, urban services, and public facilities, mobility, employment, businesses or leisure. For this reason, operations to regenerate historic centres benefit from being part of an overall vision, in relation with the other parts of the city. This involves, among other things, an integrated management of mobility that is beneficial to the environment, measures to encourage multimodal transport, and designing public spaces that are welcoming. Pedestrian zones, for example, foster a closer relationship with the city, and contribute to structuring public space as a place for meeting and culture.

The social mix in historical neighbourhoods is also a major issue in terms of social cohesion. Measures aimed at promoting social housing and improved access to property for the middle classes must be accompanied by measures that prevent and discourage land and property speculation.

Multi-functionality in historic neighbourhoods cannot be achieved without a holistic and systemic view of the city that takes into account the interdependencies and stratifications between all its components. Rather than dealing with historic quarters in isolation, independently from the urban context and the geographical location, it appears essential to understand them as part of their broader cultural ecosystem, on the scale of the conurbation. Infrastructure, cultural practices, the built environment, diversity and identity, public spaces, urban structure, economic processes and social values are all intrinsically linked in a spatial and temporal continuum. The diversity of those interactions helps create new dynamics and enables the emergence of new initiatives and uses.





Balat and Fener neighbourhood – Istanbul, Turkey  
© Eric Huybrechts

## WHEN HERITAGE IS AT THE SERVICE OF THE POPULATION, THE REHABILITATION OF THE BALAT AND FENER NEIGHBOURHOODS

Under the auspices of the municipal authority, with support from UNESCO, the EU, Turkish architects and the Institute for Development and Urbanism of the Île-de-France region (IAU-ÎdF), The French Institute for Anatolian studies launched a project for the regeneration of the Balat and Fener neighbourhoods. Those neighbourhoods, which were previously Greek and Jewish, are on Istanbul's historic peninsula. They hold some 500 listed and classified buildings, out of a total of some 1,200. At the time the project was launched, the neighbourhoods were in a run-down condition: degraded buildings, precariousness and poverty of the inhabitants. 90% of the population lived under the poverty threshold. This precariousness manifested

itself in freezing of rents, squatting and the subdivision of properties.

The Fatih-Istanbul municipality took the decision to renovate the Balat and Fener neighbourhoods, with the support of international donors and experts, including from France. The setting-up of the project highlighted the various options available. The project management support on offer was then able to play its full part in providing advice and helping with decision-making. The municipality's approach, which was part of its strategy for the promotion of tourism, carried with it a potential risk of gentrification of the neighbourhood. Faced with this pitfall, the project leaders therefore put forward a strong social and participatory dimension to the project, and set a goal of mixed functionality inspired by the model of regeneration for historic centres in France. The Project steering tools were adapted to the contingencies of the local context (democratic deficit in governance, local actors that were poorly representative of the interests of the inhabitants, very short timescales). A consensus was thus found to meet the goals of the municipality whilst maintaining a strong social component to the project.

Among the project's achievements were: the restoration and rehabilitation of dwellings and businesses, the creation of community facilities (social centre, centre for drugs addicts, leisure equipment in converted squares, cultural centre, public spaces...) and improvements in access to basic services. Overall, the operations enabled the restoration of the traditional built environment whilst improving inhabitants' living conditions. Furthermore, the approach used enabled the inhabitants to be involved in the renovation process through the creation of a neighbourhood association having a right to scrutinise decisions; to set up a local workshop on urbanism and architecture; and finally to involve TOKI, the state social housing body, which for the first time in Turkey, used its funds to rehabilitate housing. These achievements helped ensure a functional mix, whilst contributing to make both neighbourhoods more attractive and meeting the objectives of the municipality in terms of cost-effectiveness and competitiveness.

## **b) For tourism strategies that are at the service of sustainable local development**

The World Tourism Organisation (UNWTO) estimates that there are some 1.2 billion tourists worldwide, and forecasts that flows will double by 2030, to some 21% of world population. Cultural and heritage tourism accounts for 40% of international tourism overall, according to UNWTO. The growth in this sector, with the local revenues it generates, presents a real opportunity for local economic development. For local authorities, the challenge is to build a tourist strategy that works towards the sustainable development of its territory: equitable for the local populations, environmentally sustainable over the long term and economically viable.

Under certain conditions, tourism can represent a long-term economic activity that provides social and economic benefits for all stakeholders: stable employment, notably for women, direct (200 million jobs worldwide) and indirect employment, and urban services and public facilities, etc. Those jobs, which are mainly local, contribute to maintaining the social and economic fabric in many territories. Tourism generates revenues that have a multiplier effect on related sectors (housing, catering, hospitality, etc.)

When it is integrated into a transversal policy for territorial development, tourism can thus contribute to sustainable territorial development. For this reason, account must be taken of the capacity of a given territory to provide the goods and services that are directly or indirectly required by tourists, but also, urban and tourism investment projects need to be aligned, particularly as they are investments that the inhabitants may not consider as a priority. The possible long-term impacts and consequences need to be made explicit, in order to have a basis on which to make sustainable choices. The fact is that, in some cases, the social, technical and environmental costs induced by the tourism industry can be high. They may include:

- risks of acculturation or «folklorization», shock of cultures;
- Eviction of non-tourism related activities, leading to a single-use space;

- Exclusion of the inhabitants of historical neighbourhoods (notably gentrification);
- Network saturation (water, electricity, waste management) and problems in management of urban services;
- Pressure on natural resources and environmental degradation (water, damage to natural sites, energy, multiple pollutions, etc.).

Furthermore, the inevitable degradation brought about by intensive attendance at heritage sites involves further spending on protection and on ground or structural strengthening. It is therefore important to take account of the threshold effects. Past a certain number of visitors (load capacity), the congestion and degradation costs increase, affecting the sustainability of the site. Tourism is a multidimensional activity in which the weights of the economic, social, cultural and environmental aspects vary according to the context.

Finally, sustainable tourism will have to make optimal use of environmental resources by preserving the natural resources and biodiversity that are a key element in the promotion of the territory. Policies to diversify local attractions can, for example, help reduce pressure on heritage sites and help develop so-called minor heritage sites.

Sustainable tourism should, above all, respect the sociocultural authenticity of a territory. The involvement of the local population leads to a sharing of local traditions and lifestyles with the tourists and thus promotes the intangible heritage. What's more, tourists bring an outside perspective on the identity of a place or neighbourhood. Tourism can also contribute to give new life to buildings whose primary function has ceased to be: barracks, factories, hospitals or industrial sites, for example. Respect for what is there and the recycling of the city on itself lead to a convergence of tourism interests and the use made by inhabitants.



## **PRESERVING THE SUBTERRANEAN HERITAGE OF TETOUAN BY IMPROVING WATER RESOURCES MANAGEMENT.**

As a private operator, Veolia is approached by public authorities to operate urban services as part of the outsourcing of public services and, as part of this, to contribute to heritage protection. In 2006, Veolia joined forces with the Ministry for Culture Delegation in Tetouan, Morocco, to protect the water distribution networks dating back to the 15th century, that serve Tetouan's Medina, part of UNESCO's World Heritage since 1997. The network of ducts, called Shkundu, serves the city's traditional watering points. Made up of ceramic pipes, this historic legacy is a poorly-known underground heritage.

Since 2002, Amendis Tétouan (a subsidiary of Veolia Environnement Maroc) has been undertaking the rehabilitation of the water and electricity distribution networks on behalf of the delegating authorities. Mapping of the traditional network, which

was carried out by the par the Water and Electricity Authority (RDE) in 1982 and revised by Amendis Tétouan in 2003, enabled a better rehabilitation of the network. The challenge was to reconcile heritage restoration and promotion with keeping the network in use to ensure continuity and quality of service.

Today, 650,000 inhabitants in 14 districts have access to drinking water. Subsidised connections were established in order to widen access to services and improve the living conditions of low-income groups. The procedures for protection and the action plan for the use and promotion of the underground heritage were defined collectively.

In Tetouan, managing an essential service such as water, has contributed not just to addressing social and economic issues, but also to the promotion and attractiveness of the territory. As well as private dwellings, the rehabilitation of the network has enabled supply to fountains, hammams, and mosques, and thus bolstered tourism by enhancing remarkable buildings.

### **Networking historic cities**

ANVPAH, is the association of French cities and territories that have obtained a label recognising them for their art or history heritage, have a protected area, or an area for the promotion of architecture and heritage. It is a collaborative platform that takes part in the sharing and mutualisation of experiences and best practice in the protection and promotion of local heritage.

ANVPAH is involved in international cooperation projects concerned with the protection and promotion of the built and natural heritage of cities, intervening in support of decentralised cooperation actions on heritage themes. More specifically, in Mali and in India, it has been lending support to the setting-up of exchange and expertise networks and thus contributes to strengthening training for local actors who can then

share innovative tools and practices for heritage management. Since 2006, in partnership with UNESCO, ANVPAH has contributed to setting up a network of historical Indian cities, which now includes 24 members mobilised to preserve their heritage. In partnership with municipalities in Mali, the association is involved in drafting a national strategy that brings together the issues of heritage, habitat and housing in order to establish a cross-cutting policy on heritage. The association is also taking part in a pilot project that links vernacular architecture with sustainable development. ANVPAH has also developed a «quality-tourism» toolkit that shows how to obtain that label. It includes information and communication tools, advice on welcoming and signage, staff training, derived products as well as satisfaction surveys....

## **PRESERVING THE HERITAGE OF FÈS MEDINA INVOLVES A SUSTAINABLE AND INCLUSIVE STRATEGY FOR TOURISM**

The medina in the city of Fès has been listed as a UNESCO heritage site since 1971. This medieval entity remains a labyrinth of narrow streets: it includes 187 neighbourhoods, each having a mosque, a Koranic school, a bakery, a fountain and a hammam. The medina is home to over 200,000 inhabitants and hosts 60% of the city's craft and commercial activities.

Strasbourg, the historic centre of which has been listed as UNESCO world heritage since 1998 and has held the «city of art and history» label since 2013, has since 1999, developed a partnership with the city of Fès, based on a clearly identified issue: «how to modernise the medina, whilst preserving the richness of its built heritage?» The project for preserving the medina was launched in 2008 and renewed in 2012, and is built around three themes: knowledge of the heritage (inventory), dissemination and sharing, regulatory regimes and the urban planning documents that govern heritage preservation and management. The exchanges between the cities of Fès and Strasbourg led to the development of tourism promotion activities: direct flight connections, cultural exchange weeks, etc. Following on from this, other partnerships emerging from decentralised cooperation were formalised: projects in support of water and sanitation by the French Development Agency (AFD), university exchanges establishing competence poles, industrial partnerships, investment, etc.

Heritage is no longer a mere feature in sectorial projects, but is now part of an integrated and sustainable approach to territorial development that makes Fès a pioneering city in terms of having an integrated tourism policy. This dynamic has led to other initiatives to emerge, such as the «Ziyarates Fès» pilot project or the «Local Host» project that brings together tourism

and socio-economic development. The «Ziyarates Fès» project was launched in 2008 and it enabled some thirty families to improve their daily lives and contribute to the promotion of their culture. The concept behind this «solidarity-based tourism» product is to offer tourists the opportunity to share in the everyday life of a local family, and thus discover another aspect of Fès medina through its inhabitants, their culture and their daily lives. The families involved are highly motivated by this new possibility for earning a livelihood, and are therefore more likely to stay in the medina. They also benefit from the intensive cultural exchange.

Another remarkable action has led to the creation of six tourism circuits that now integrate handicrafts, thus fostering the job creation and income-generating activities. Passing by 2,200 sales points, these circuits also aim to strengthen the commercial capacities and increase the incomes of more than 10,000 self-employed craftsmen or craftswomen. Going further, these circuits will also benefit the hotel, catering and tourist guides sectors. Centred on quality crafts and culture in the broader sense, these circuits will increase the flow of tourists to the major heritage sites. The project has endowed the medina with appropriate signage for tourism: 308 signposts for directions, information and interpretation. Some of the posts are equipped with a digital code that can be read by smartphones, enabling the visitor to locate themselves and obtain more information on the location, the history of the occupations they will encounter on their trip and on the city.



Fès medina, Morocco © Julie Salagnac-Diop



### **c) The historical district as a laboratory for innovation**

As a vector of principles for intergenerational transmission and solidarity, heritage plays a part in ensuring sustainability by structuring the past, the present and the future of societies. The renovation of historical neighbourhoods, along with the reconversion of derelict industrial sites, can serve as fields for experimentation on sustainable cities (renewable energies, soft modes of transport, for example). In this sense, this type of operation enables the city to renew itself, and thus prevent urban sprawl and the erosion of agricultural lands and natural spaces. Heritage can therefore be a resource for urban development as well as a source of innovation.

Reclaiming the city centre first requires a policy for rehabilitating buildings that is supported by a reflexion on public spaces and transport. The first task is to adapt the oldest dwellings to current standards of safety, heat and sound insulation, and hygiene, for example. These rehabilitation works should also respond to the needs of the population in terms of access to urban services (water and sanitation, energy, waste management). The rehabilitation of industrial buildings and sites reduces demolition and new construction by redeveloping what is already in existence. Those places that bear a significant history often include spaces that are suited for new uses. Indeed, industrial sites are unique in their adaptability to new uses (cultural or scientific centres, restaurants, leisure centres, commercial centres, etc.) and new practices (markets, new technologies). These physical and functional features make industrial heritage a particularly favourable site for experimenting with new reconversion strategies for a broader functional mix.

In parallel to the refurbishment of historical neighbourhoods and industrial sites, it is also worth taking into account the potential for development and creativity that can come from the promotion of traditional knowledge and practices. Many modern solutions are incompatible with architectural and technical specificities of older buildings and vernacular architecture. In such cases, traditional knowledge developed over the centuries are often precious and can open new ways to respond to current challenges such as urbanisation and climate change. Such

knowledge can relate to architectural solutions, building techniques and materials used, as well as to ways of using and maintaining buildings.

The challenges involved in taking account of the heritage and cultural dimensions in urban planning and development projects are considerable. In this sense, heritage can no longer be seen simply through the prism of aesthetics or tourism. It is foremost an element of the living environment and territorial development that provides a space for reflexion on the territory and the ecology. Investing in the rehabilitation of heritage and creativity is an essential means for giving impetus to a form of urban development that is sustainable and strengthens the link between citizens.

#### **In France, there are two organisations tasked with urban renovation and rehabilitation**

The National Agency for the Habitat (ANAH) has set up Programmed Operations for Improving the Habitat (OPAH) that consist in granting financial aid to private landlords. For their part, the landlords commit themselves to renting out their apartments for set periods at below market rent. The arrangements are intended to generate social and intermediate housing to foster a social mix.

The National Agency for Urban Renovation (ANRU), for its part, funds large-scale restructuring operations in degraded older neighbourhoods, and puts in place measures aimed at the social integration of higher classes by building intermediate housing.

## TRAINING AND EDUCATIONAL EXCHANGES: THE EXAMPLE OF THE EL ALTO WORKSHOP IN BOLIVIA

The international workshop on urbanism in El Alto in Bolivia is part of an educational development programme between Bolivia, Peru and France. The city of El Alto is on the Altiplano, an immense plateau formed by lake Titicaca and the Aymara archaeological site of Tiwanaku, at an altitude of 4,200 metres. El Alto very quickly became a conduit for rural and urban exodus. The informal settlement has undergone considerable growth, along with the markets and commercial thoroughfares. The urban thread is strongly marked by Aymara and Inca cultures. In 1987, El Alto became an administratively independent city, and the new municipality decided to give it a plan, by setting up planning documents and establishing a land registry. Since then, the population has risen fourfold in 25 years, and its urban fabric has been transformed. Today, El Alto is a city that is undergoing a major change. It has become the new centre of the La Paz-El Alto territory, and its population, which is mainly poor, has seen a new well-to-do class of Aymara emerge. As a result, the city has been gripped by a frenzy of property speculation. This specific urban dynamic has turned El Alto into a complex social and cultural mix. In this context, the challenge for the urban development of El Alto is for it to keep up with the social dynamics at play, whilst respecting and protecting the traditional heritage and customs.

This is the framework in which the El Alto workshops were set up. Since 2006, they have brought together students from the National higher school for architecture of Paris-La Villette, two Bolivian architecture faculties (La Paz and El Alto) and, since 2012, the Juliaca University of Peru. This initiative has received support from UNESCO, the French Ministry for Culture, the French embassies in Bolivia and Peru, and the Peruvian Andean regional cooperation agency. One of the programmes is centred on the construction of 50 dwellings and local services. Thus, in a spirit of intercultural exchange and reciprocity, French, Peruvian and Bolivian students have been co-producing solutions that are appropriate to the context and situation. This work requires from the French students that they have a deep knowledge of the territory, of local cultural and social practices, of the timescales and diversities of the local lifestyles. The originality of the approach resides in the way that it draws on the intangible heritage in order to conceive new urban forms that bring together traditional and modern architectural techniques. The organisation of domestic space, for example, has been re-thought in this perspective, integrating modern practices alongside practices and know-how derived from intangible heritage. French expertise, which is characterised by its multi-disciplinary nature, has enabled a blending of several techniques and disciplines (architecture, history, anthropology, landscape...), whilst maintaining a focus on the specific social and economic aspects of the project.



## II. IMPLEMENTING A REGENERATION POLICY: WHICH APPROACH AND TOOLS TO USE?

**The potential for culture and heritage to contribute to the city is the result of an enabling environment created by local authority. As the pivot for local public action, local authority can shape policy and lead structural activities for the territory: this is the goal of strategic and participatory planning. The central role of local authority cannot succeed without the mobilisation of actors, skills and resources of the territory. Strengthening the capacities for action of all the stakeholders involved is therefore a privileged field for cooperation.**

### 2.1. Giving concrete expression to a cultural strategy: strategic urban and territorial planning

Preservation and protection of heritage are hard to conceive if the overall territorial development project is not taken into account and if it is not integrated into territorial planning. The notion of territory used here encompasses the city centre as well as suburban and rural peripheral spaces. The articulation of scales is indispensable to the construction and implementation of coherent territorial development strategies.

In response to current urban changes, strategic planning enables urban development to play a role as part of an integrated and forward-looking vision for the city. It will, from the start, include mechanisms for consultation with all stakeholders. When it has a long-term vision, planning can develop scenarios that take into account the socio-cultural, spatial, economic, and environmental dimensions. Such a transversal approach is based on consistency between sectorial and development policies formulated at all levels of government. This requires a permanent back and forth between the formulation of the strategy and its implementation. Strategic planning requires an evolutionary and flexible approach.

#### a) Assistance to the project contracting

Strategic planning is above all a political process, both in its content and its implementation and management. Strong public contracting management can provide political, organisational, technical and financial leadership for urban projects. However, local authorities are too rarely equipped to take on the arbitration and steering functions. They do not have sufficient autonomy, whether financial or managerial, and their prerogatives in terms of urban planning are limited. For this reason, France provides support to strengthen local authorities' capacities, so that they may truly be able to develop and implement long-term development strategies guided by the general interest<sup>3</sup>.

Assistance with public contracting and project mana-

gement is an alternative and a complement to strengthen the development of competencies within local public services. In France, tools have been developed to assist with contracting and project management, with urban planning agencies in the lead.

The role of the urban planning agency, which pools engineering resources, is not «to do», but to advise and «help to do». Urban planning agencies have multidisciplinary teams at their disposal, which bring together the skills required to provide support for local authorities in producing a diagnosis (training in cartography and geographical information systems, for example), the setting-up of observatories, the establishment of a land registry... Furthermore, urban planning agencies foster dialogue between stakeholders in the territory and ensure the technical and operational continuity in the implementation of the territorial development project. In fact, their intervention, which is usually over the longer term, helps ensure a sustainability over time, as well as an institutionalisation of techniques and skills.

There are other levers in France for providing support for contracting and project management.

The Councils for architecture, urbanism and the environment (CAUEs), for example, have as some of their missions the training of project managers and professionals, raising public awareness about architecture and the environment, and advising local authorities on their town planning projects.

The public establishments for planning (EPAs) are mainly tasked with land or planning operations on behalf of the State, a local authority or a public body. Nevertheless, the activities of the EPAs are most often on the national scale, as part of operations for urban regeneration and reconversion of derelict sites. They are administratively and financially autonomous, and undertake public interest missions.

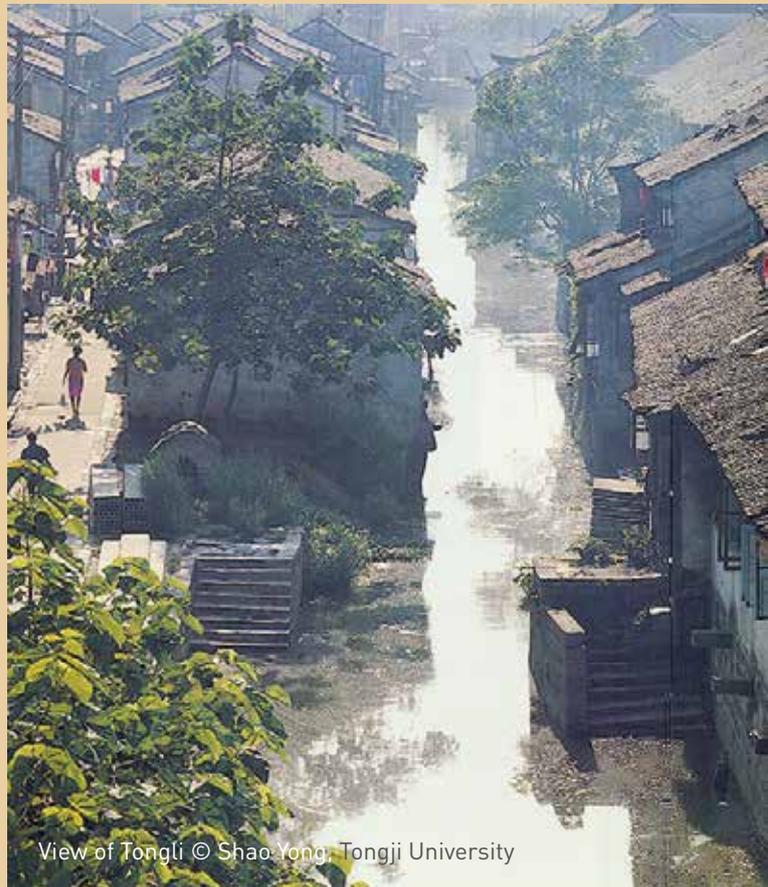
<sup>3</sup> PFVT, French guidelines on local public project contracting, 2014

## THE COLLECTIVE IMPLEMENTATION OF A POLICY FOR HERITAGE PRESERVATION AS PART OF THE FRANCO-CHINESE COOPERATION IN TONGLI, SHANGHAI

Since 1998, the Observatory of architecture in contemporary China of the Cité de l'Architecture et du Patrimoine (a French institution for the promotion and learning of French architecture), in partnership with the Ministry for Culture and Communication (MCC), has been involved in a strong partnership with Chinese universities and town planners.

This partnership began with Shanghai's Tongji University, using the town of Tongli, the historic centre of which had some 10,000 inhabitants, as a field for experimentation. How to set up a protection plan, bring comfort to the inhabitants, imagine a form of development that was respectful of the inhabitants' lifestyles, given the rise of tourism? How to articulate this planning with the territory, with the neighbouring towns built around an age-old network of waterways? The local knowledge brought to the table by the Observatory on China, combined with the expertise of the Ministry for Culture, gave rise to a new methodology, as well as to the production of original planning documents, created by the Chinese partners. Winning the 2nd national prize for Chinese urbanism endowed the venture with an unprecedented legitimacy, which opened the way to the definition of a protection plan for Shanghai in 2003. This step marked a genuine turning point in heritage protection practices in China.

Shanghai metropolis is undergoing accelerated growth, with a high population density. Its complex heritage and the profound changes it is going through have, since the 1990s, made it a city of experimentations in urbanism. The methodology used integrates three scales for intervention: the territory, the city and the structures,



View of Tongli © Shao Yong, Tongji University

associated to new approaches with the inhabitants. Establishing heritage management plans is based on a close analysis of the field and an integrated approach. Initially, the observation and data collection work (historical, topographical, architectural, social and economic) acts as a support for the analysis and diagnosis process, which leads to the drawing up of management plans for each of the «protected» sectors. These plans are made up of four sections: conservation, restoration, promotion and use. In the early 2000s, the city of Shanghai, together with Tongji University, developed pilot projects: the rehabilitation of a working-class neighbourhood with the participation of the inhabitants, which was coordinated by our partners from Tongji university: the transformation of an abandoned steelworks into a cultural and services centre (Shanghai Redtown Culture and Art Community).





The Franco-Chinese cooperation is founded on the sharing of knowledge, work on the ground and the plurality of disciplines, and has made a broad contribution, in China as in France, to the evolution in modes of thought and action. An agreement was finally signed in 2007, then in 2013 in Shanghai with Tongji University and the World Heritage Institute of Training and Research for the Asia-Pacific Region (WHITRAP). The aim is to exchange and bring together the knowhow and practices of experts from both countries in terms of heritage planning. These exchanges led to the training of two Chinese practitioner-teachers, of representatives from local authorities and in the longer term, of young researchers, some of whom have since taken up high-level posts, including the current head of

WHITRA; they are, in the main, noted planning professionals in China.

French expertise has enabled Chinese actors to appropriate new planning tools and familiarise themselves with on-the-ground work. The Chinese partners have also experimented with collaborative governance and transverse approaches to heritage. The vision of the French actors involved in these exchanges has been considerably enriched by the new perspectives on ways of thinking and testing their tools and practices on other urban realities. The collaboration undertaken has benefited from the support of the French Embassy in China for these high-level exchanges.

## b) The instruments for heritage planning

France is a pioneering country in the field of protection and promotion of its architectural urban and landscape heritage. The conservation of historic monuments was given support by the laws of 1887 and 1913 on historic monuments. They are the founding principles of French heritage protection and conservation policies. The Malraux Law of 1962 on preserved sectors has led to a broadening of the notion of heritage to urban centres and the acknowledgement of use value, rather than the functionalism that had previously been prevalent. From this period, heritage issues have started to enter into the field of urbanism and become of interest to urban planners.

Since then, the accepted approach consists in integrating criteria in favour of culture and heritage into existing strategic planning documents in a transversal way, such as into the Local urbanism plans (PLU) or Territorial coherence schemes (SCOT). In parallel, documents such as state-region contracts, city contracts and metropolitan strategic documents can include accounting clauses or financial incentives that demonstrate the local authority's ambitions for urban heritage.

France also has at its disposal specific tools for taking into account the preservation of historic neighbourhoods whilst also addressing the issues of usage, habitability, and economic viability. What they have in common is to offer:

- An overall vision of the territory linking suburban, rural, and agricultural spaces in the interests of territorial coherence;
- An integrated approach that articulates heritage protection (preservation and promotion) with urban development (housing, traffic, amenities);
- Stronger partnership between the state and local authorities.

The table below presents some of the tools for heritage planning, their characteristics and their scopes of intervention.

### SOME TOOLS FOR HERITAGE PLANNING

Preservation and promotion plan (PSMV)	Area for the promotion of architecture and heritage (AVAP)	Local urbanism plan with a heritage character (PLU patrimonial)
<p>A PSMV is an urbanism document that substitutes itself for the local urbanism plan within the area in question. It can endow a neighbourhood with its own particular study of the architectural, urban and landscape heritage, and specific regulations. It also provides guidelines for development and programming.</p> <p>Around 100 local governments in France have considered or approved their PSMV.</p>	<p>An AVAP is a public easement clause that completes and replaces the local urbanism plan (PLU). It can concern a broad variety of heritage, but unlike a PSMV, it does not provide for regulations relating to the inside of buildings.</p> <p>As for a PSMV, but in a more flexible and less specific way, It can endow a neighbourhood with its own particular study of the architectural, urban and landscape heritage with regulations or specific guidelines.</p> <p>In France, more than 650 cities are concerned by AVAPs.</p>	<p>A PLU concerns the territory of the city or intercommunality. It can identify and localise the elements of the landscape to promote for cultural, historical or environmental reasons. It can also, for the same reasons, define neighbourhoods, city blocks, buildings, public spaces, monuments, protected sites and sectors, and, where appropriate, define the prescriptions that would ensure their protection.</p> <p>PLU can also include goals for the protection and preservation of heritage (rules and recommendations).</p>
<p>Although a PSMV is initiated by the local authority, its development and management are mainly the remit of the national level.</p> <p>A PSMV is subject to a very close assessment and prescriptions can relate to the inside of buildings, for example.</p> <p>It is developed by a multidisciplinary team coordinated by an architect specialising in he-</p>	<p>The study for an AVAP is decided on by the local or intercommunal authority, with the help of the State. It is subject to a process of local consultation that involves municipal bodies and national authorities and the inhabitants through their organisations.</p> <p>The AVAP is created by the local or intercommunal authorities, after the national services have given their opinion.</p>	<p>Within a PLU, taking account of heritage is done through a decentralised mechanism. The local or intercommunal authority are therefore completely autonomous and independent in the process. (conditioned on an assessment of legality by the State).</p>



<p>ritage and it is monitored by a local commission made up of representatives of the contracting authority (national and local authorities) and of the users (civil society). Its approval is submitted to a national commission.</p>	<p>The AVAP organise a number of architectural and urbanism prescriptions that are annexed to the local urbanism plan. AVAPs can delineate a territory of cultural interest from the architectural, historical, urban or landscape point of view. They are therefore relevant in very diverse situations.</p>	
<p>The level of detail of a PSMV is higher and the duration of its implementation is longer and more expensive compared to other tools. The study is usually co-funded by national and local authority in question.</p> <p>Work on buildings and groups of buildings identified in the PSMV may be eligible for financial aid from the national or local authorities, or through tax breaks.</p>	<p>The study is usually co-funded by the national and the local authorities.</p> <p>Work on buildings and groups of buildings identified in the AVAP may benefit from financial help from the local authority, or more rarely the State.</p>	<p>The modality of the study and the management practices can vary widely depending on local authority.</p>

The aim of these three documents is to preserve, protect and promote cultural sites. However, local authorities will opt for one or the other depending on the specificities of their territory and the urban planning documents already in existence. The AVAPs make up a set of prescriptions, but do not replace a PLU; the advice is actually to develop an AVAP jointly with a PLU. Unlike AVAPs, PSMVs are urban planning documents, which take the place of PLUs in their defined territory. Without being a part of the PLU, both documents complete each other but are not added to each other. A PSMV is more constraining than an AVAP. It will preferably be deployed by local authorities that are facing challenges for the preservation and adaptation of urban heritage, such as accessibility, habitability, energy performance, as well as promotion.

These tools have provided inspiration to some partner countries, in other contexts, for example in response to UNESCO requirements in terms of the

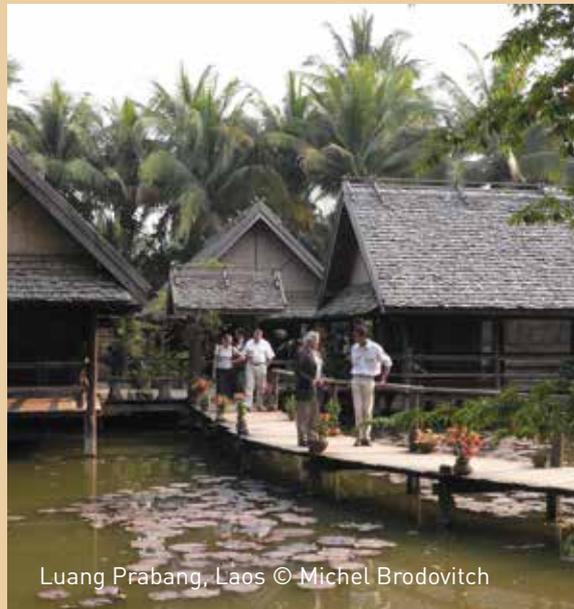
management of sites classified as World Heritage. This is not about replicating methods and tools but, on the contrary, it is about defining a contextualised strategy that rests on local values and is based on a participatory assessment that can ensure that specific problems are taken into account and the inhabitants have a stake in the future project.

## PLANNING THE URBAN DEVELOPMENT OF A HISTORIC SITE, THE EXAMPLE OF LUANG PRABANG

Luang Prabang, the former capital of Laos, is a site listed as part of World heritage by UNESCO since 1995. Set in the mountainous North of Laos, at the confluence of the Mekong and Khan rivers, the exceptional value of the asset rests on the close link between the built and natural environments, as well as the juxtaposition of the a Laotian urban component - vernacular wooden architecture - and an orthogonal component that is characteristic of colonial era urbanism. Given its growing attractiveness for tourism, and the consequences of economic and demographic growth, since the end of the 1990s, Luang Prabang has been subjected to strong demographic and land pressures. To respond to the challenges raised by this situation, a programme for the preservation and development of the site was put in place in 1996, with the support of the town of Chinon and the Centre region and the backing of a number of partners (French ministry for Foreign Affairs as part of the France-UNESCO agreement, the Ministry for Culture, The French Development Agency- AFD- and the European Union). This programme led to the creation of a House of heritage, an institution for ensuring the preservation of the city, which has the following goals:

- To closely link policies for protection, promotion and development,
- In the medium-term, to train a Laotian intervention team,
- To create a symbolic space for reception, information and demonstration aimed at raising awareness of heritage among the population.

Simultaneously, an essential work tool, the Plan for preservation and promotion (PSMV), was developed. It is made up of a regulatory part and an advisory part. It defines the modalities for managing the site: village-contracts that enable urban development, the setting up of an intervention



Luang Prabang, Laos © Michel Brodovitch

fund, public amenities, urban development, sanitation avoiding pollution of wetlands and the management of tourism activities. This plan also provides a framework for developing structural projects and enables large amounts of funding to be mobilised.

Between 1995 and 2010, tourist flows rose tenfold. In 2010, Luang Prabang hosted close to 450,000 tourists, while the forecasts were only for 300,000 by 2020. The local authorities then undertook an urban planning process on a scale wider than just the listed site. The aim was to relieve the pressure on the historic heart and encourage a balanced development of the region by articulating the heritage strategy with the other public policies for local development. With the support of the AFD, the local authorities developed a scheme for territorial coherence (SCOT) in 2004, using a participatory process, including a forward-looking on the usages and functions of the city that was consistent with the PSMV. It also defines the projects for amenities or services, as well as urban extensions. This reflexion continued with a revision of the urban plan in order to make it conform to the orientations of the SCOT, and a buffer zone around the listed site at the request of UNESCO. Both documents were approved in 2012.



### France-UNESCO Cooperation Agreement for heritage

The Cooperation Agreement between UNESCO and France for the protection and enhancement of the monumental, urban and natural heritage, which was signed in 1997, enables high-level expertise to be drawn on and partnerships to be set up between France and UNESCO to support the implementation of the World Heritage Convention (Protection of the material, cultural, natural, landscape and urban heritage). It is the first bilateral agreement on heritage issues. More than 100 activities in 50 countries were carried out in fewer than 10 years: support in preparations for listing as part of World Heritage; training and strengthening of skills; technical assistance in identification, protection, conservation and management of heritage; fostering of site to site and city to city partnerships; project engineering. With a budget of over €3.9 million over 15 years, the agreement has enabled some €19 million in activities to be generated.

## 2.2. Supporting policies for urban regeneration through the strengthening of local skills

### a) A competitive activity requiring an increased level of professionalism

As a vector of community resilience, rehabilitation or renovation operations require the involvement of the private sector (craftsmen/women and businesses) right from the definition of the project. Firstly, it is a matter of ensuring they understand the expectations and have the capacity to meet them. Secondly, it is a matter of fostering creative alliances between the stakeholders. Promoting and exploiting the potential of heritage requires a reflexion based on innovative and creative project.

A prerequisite for action consists in building knowledge resources, based on diverse disciplines and skills, involving history, archaeology, geography,

sociology, urbanism, public works, engineering, etc. Thus, in order to develop and implement a heritage project, a broad range of expertise is required:

- Territories and population
  - Involving the local population through mediation and communication about the projects
  - Reflexion turned towards the *project*, enabling the project to come before the *rule*, at the service of innovation and creativity
  - Knowledge of the territory based on establishing an overview (identifying and making an inventory of heritage) and on making a territorial assessment that is participatory and strategic
- Management and funding
  - Diversifying the funding mechanisms: incentives, subsidies, taxation, mobilising private resources
  - Strengthening local management and intervention capacities
  - Support for heritage trades, craft activities and local knowhow
- Regulation and monitoring
  - Monitoring and impact assessment methods
  - Regulatory and legal levers for a «dynamic protection»
  - Search for a balance between the laws of economic development, the rights and needs of the inhabitants, and the promotion of the city as a public asset

Due to the complexity of the issues, rehabilitation or renovation operations involve many sectors (transport, construction, energy, water, etc.) and are therefore highly competitive. In this field, French firms have a recognised knowhow: architecture, engineering, industry and services are central for French expertise. Innovative and creative, their offer can be adapted to the specific requirements of local partners.



Pont Faidherbe, Saint Louis, Senegal © Eiffage

## RENOVATING THE BUILT HERITAGE: FAIDHERBE BRIDGE IN SAINT-LOUIS IN SENEGAL

With some 160,000 inhabitants, the city of Saint-Louis, a regional capital, is the fifth largest in Senegal. It lives mainly from government activities, fishing, which provides employment to 40,000 people and, increasingly, tourism. The exceptional quality of the built heritage and the site led Saint-Louis to be listed as a World Heritage site by UNESCO in 2000. The Faidherbe Bridge, which was built out of metal at the end of the 19th Century, is one of the major components of the urban landscape.

In 2005, faced with the preoccupying state of degradation of the bridge, notably due to corrosion, France responded favourably to the request of the Senegalese Presidents request for participation in its restoration. The rupture of this only link with the mainland would have had severe consequences. Economic consequences, as it is the only direct point of passage between the mainland and the island of Saint-Louis, the historic district of the city that houses all of the administrative activities and the main businesses and services. Furthermore, the bridge links the mainland to the Langue de Barbarie peninsula, a coastal zone with intensive fishing activity. Finally, the rehabilitation of the bridge is also part of a strategic effort, since tourism was one of the themes of the



Senegalese initiative known as «Strategy for accelerated growth», which is supported by the French Development Agency. There are geopolitical consequences as well, as putting the turning span of the bridge, which had been jammed for decades, back into operation would have an impact for Senegal and the countries upstream of the estuary (Guinea, Mali and Mauritania). Heritage consequences also, given the bridge's evident architectural qualities.

A so-called «like-for-like» renovation was the only possible solution, given the site's listing as part of World Heritage, and the potential this label brings with it. The emerged and submerged works were renovated and replaced between 2008 and 2011 by a consortium of companies. Among them Eiffage, which is recognised for its expertise and know-how, was the lead partner. The consortium was in charge of the majority of the work, from fabricating the new metal structure to the design of new technical mechanisms that would ensure the smooth functioning and longevity of the new bridge. The new bridge, which was fabricated in France, was transported in detached parts and then assembled and put in place on-site. Eiffage, which is also tasked with the maintenance of the bridge for a period of seven years, reinforced the existing piles and abutments and installed the public and architectural lighting on the new structure and also laid an underwater electric cable to feed the island. This long-term follow-up is particularly important to ensure support and training for local technical services, and demonstrates the value of French technical assistance and expertise for complex operations.

More broadly, the success of the project was also helped by the setting up of consultation and communication policy, and exemplary social actions, such as the recruitment and training of a local workforce, the making of the film «La déesse du fleuve» (the Goddess of the River) demonstrating respect for local traditions and issues, the educational exhibition on the bridge and its rebirth, and the exhibition park, displaying panels presenting the various phases of the project.

## **b) Some of the support French actors can provide in favour of urban heritage preservation**

For a territory, the search for specific solutions requires involving the inhabitants and mobilising local resources, which resolutely excludes the replication of tools designed for other realities. On the other hand, the process of finding solutions in complex and changing urban systems is worth sharing. The tools offered by French actors engaged in the field of urban culture and heritage consist in sharing experiences, reflecting together on the great challenges, implementing concrete and innovative solutions... In the light of this, two schemes set up by actors for urban heritage provide particularly interesting possibilities:

- training and support for technical services

The professions involved in city and heritage activities call on specific technical know-how at every level of the urban action. Whether it is on the individual or institutional level, different types of technical support can be mobilised: technical expertise over the medium or long term, training, sharing of experiences, etc. It supports processes of change and adapting actions to contexts and on-going evolutions in the territories to avoid sudden upheavals in the local governance. Long-term support ensures an effective transfer of skills and an appropriation of the modes of intervention by the people trained, two necessary conditions for the new practices to be genuinely internalised and put to use. In this way, training and support for technical services increases the optimisation of the process and provides the local technical services with operational skills to identify and achieve their missions in order to sustain their performances and the service provided in a sustainable way. Furthermore, increasing individual skills makes the beneficiaries of the training more autonomous in carrying out their functions and a rise in skill levels opens new employment perspectives.

## TRAINING ARCHITECTS IN ARCHITECTURAL, URBAN AND LANDSCAPE HERITAGE IN FRANCE AND INTERNATIONALLY

Training and professionalization programmes are a specific component of the development of the culture and heritage sector that enables a progressive generation of new employment. Set up in 1887, the Chaillot School has become the training department of the Cité de l'architecture et du patrimoine. The school delivers training courses of excellence that include a professional-level course that imparts know-how in the fields of conservation, restoration and promotion of architectural, urban and landscape heritage; or training of State architects and urban planners, alongside the École des Ponts-ParisTech, which prepares the trainees for the responsibilities and support roles within national government and the State decentralised services.

Each year, around one hundred overseas professionals follow those courses, or are trained as part of university exchanges, workshops or longer-term courses organised by the Chaillot School. The school has notably contributed to the creation of the Regional school for training in the heritage professions in Cambodia, with the

support of the Ministry of Foreign Affairs and International Development and the Ministry of Culture and Communication, UNESCO, as well as the French Embassies in Cambodia, Laos and Vietnam. The purpose of this centre is to train Cambodian, Laotian and Vietnamese professionals in project contracting and management and the administrative management of heritage. Teachers from the Chaillot School were involved, alongside other experts, over the course of three training sessions between 2007 and 2010, during which 63 students were trained and 50 certified. Since 2012, in order to go further in the transmission of French know-how in terms of heritage, the aim is now to train local trainers and therefore, in time, to create a body of Cambodian, Vietnamese and Laotian heritage technicians and experts.



- The international action of French local authorities

Cooperation between French and overseas local authorities provides an institutional, political and technical base that is able to coordinate a broad variety of local stakeholders and partners. Through their international actions, the local authorities exchange their experiences and practices, and implement projects for territorial development, whilst adapting the content of the cooperation over the years to jointly meet the major social, cultural, environmental and economic challenges. It is the largest network for decentralised international cooperation in the world, with some 13,000 cooperation projects led by close to 5,000 French local authorities. Whatever the form

it takes, political cooperation, exchanges of experiences, institutional support, capacity strengthening for public contracting or project management, technical support - decentralised cooperation enables long-term relationships to be built between peers, whether they are elected representatives, technicians or representatives of civil society. These mutual exchanges of knowledge are not just vectors for the transmission of capacities (particularly at the institutional level), but also foster technological innovations. Partnerships have thus been entered into with some 10,000 overseas local authorities in 145 countries, some €230 million have been mobilised by the French authorities for their international actions, according to the report on overseas actions of French local authorities by the Ministry of Foreign Affairs.



Over one hundred projects are on-going in the field of culture and heritage. Long-term local presence provides French local authorities with a knowledge of actors and specific issues facing partner cities.

Decentralised cooperation has a lever effect on the development of partnerships and mobilising further funding.

## HO CHI MINH CITY, URBAN IDENTITY AS AN ASSET FOR ECONOMIC DEVELOPMENT

The heritage of Ho Chi Minh City (HCMV) is made up of historical monuments, remarkable buildings, colonial villas, but also of elements of contemporary architecture. Urban and spatial growth presents numerous challenges for the local authority: degradation of the built environment, pauperisation, overpopulation, pressure on land and property and land speculation. The goal is to promote the urban heritage and affirm the city's urban identity, without slowing down the dynamic of development and modernisation of the city. In light of this, the local authorities have equipped themselves with appropriate regulatory and financial tools. The Centre for prospective thinking and urban studies (PADDI) was set up in 2006, as the product of decentralised cooperation activities initiated fifteen years earlier by the Rhône-Alpes region and the Province of Ho Chi Minh City (HCMV). In response to the expectations of the Vietnamese partners in terms of capacity building (training of middle and higher managers, contracting management, institutional support), PADDI provides support to the municipal services by adapting French know-how to the specificities of the local context.

*Heritage as the initiator of an urban project* - the renovation policy for ancient buildings, which is framed by the 1984 Decree on the preservation of historical and cultural sites, enabled the identification of sites of national interest. In 2001, the law on cultural heritage set out the framework for the inventory of monuments and initiated the tools for protecting the surroundings of protected sites. Finally, the 2010 law on town planning established the listing of historic sites in planning documents: the notion of «urban heritage» now



includes the spaces that are part of the informal living environment. The existence of a regulatory framework has bolstered the development of heritage planning tools. An inventory of heritage, carried out in 1996 by the HMVC Construction Department with the support of the municipalities of Lyon identifies a list of edifices to be preserved and determines the responsibilities of each actors. In 2010, during a training workshop, the local authorities formalised management regulations determining heritage to be a public asset. If there are as yet no precise and overarching regulations in terms of the management of heritage, restoration projects on the canals are under consideration and the rehabilitation of old buildings in the Cholon neighbourhood is being studied.

*From French expertise to Vietnamese expertise* - Now part of the local fabric, PADDI provides long-term technical support to local urban services. Through technical assistance missions or training workshops, local decision-makers are being made aware of new concepts (urban and landscape heritage), techniques and methods in terms of urban management (diagnostic and inventory, planning, regulation or operational tools) within the institutional, economic and social context of Ho Chi Minh City. The economic models for the preservation of heritage, which can make its promotion economically viable, are now at the heart of the considerations of the local authorities of Ho Chi Minh City.

### UNESCO Creative Cities Network

The Creative Cities Network, which was created in 2004 at the initiative of UNESCO, aims to promote cooperation between cities that have put creativity at the heart of their strategy for urban development. The network now includes 69 cities and is aimed at seven specific areas: crafts and folk art, design, film, gastronomy, literature, music and media arts. The main aims of the network of creative cities are:

- To boost the creation and transmission of cultural activities and services;
- To develop hubs for creativity and innovation;
- To improve access to cultural life;
- To integrate culture into plans for sustainable development.

French expertise in the field of culture and urban heritage is enriched by a strong experience of collaboration with a variety of partners. Having

integrated the value of heritage for urban development for decades, practitioners and researchers, elected representatives and representatives of civil society, businesses and public operators have, over time, built a demanding and evolutionary approach to facing the numerous challenges posed by urban heritage.

The challenges relating to culture and heritage relate to the very way of conceiving city, as a place for exchange and creation, and respect for the diversity of countries' urban cultures. A city that is sustainable affirms the principle of territorial unity, refuses borders and segmentation. Everything that is culture is, by definition, by necessity, the complete and deep irrigation of territories. It is necessary that these affirmations be translated into legislation and regulation, but also into commitments towards a development that is balanced and mitigates the excessive concentrations and the abandonment of the traditional fabric of rural life and small and medium-sized towns where social and cultural bonds have long existed and are precious goods to be preserved. The same applies to the numerous historic centres and neighbourhoods of our cities that are places of heritage, of creation, of memory that are in danger and all too often ignored.



City Events, Moravia Gender Exploratory Walkabout, April 2014 © CamaraLucida, UN-Habitat



**Also published by the PFVT:**

- Orientations of French international cooperation authorities in favour of local public project management (2014)
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