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Results of the Workshop to test the Historic Urban Landscape approach to Baku's urban heritage conservation & development

By Dr. Ron VAN OERS (coordination and editing)
and with contributions from:

Dr. Bernard BIZET
Dr. Stephen BOND
Assoc. Prof. Dr. Arthur CHEN
Mr. Humphrey HARRISON
Prof. Dr. Jukka JOKILEHTO
Ms. Sue MILLAR
Arch. Pablo VAGGIONE

Results of the Workshop to test the Historic Urban Landscape approach to Baku's urban heritage conservation & development



Report on a workshop held in Baku (16 – 22 October 2010)

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Background to the Baku Seminar

To assist national and local governments in the complex challenges of conservation and management of World Heritage cities, the World Heritage Committee at its 29th session in Durban, South Africa (July 2005) requested the development of new guidelines for urban heritage conservation that would seek to update existing policies and tools in order to bridge the gap between strict preservation and the need for investment and intervention in dynamic urban environments.¹

Following its mandate as standard-setting organization and with the assistance of dozens of partner organisations, institutions and individual experts, over the last 6 years UNESCO has developed a *Recommendation on the Historic Urban Landscape*. The Historic Urban Landscape (HUL) is not a new category of heritage (such as monuments, sites or cultural landscapes), but a **management approach** aiming to support local communities in their quest for development and adaptation to wider socio-economic changes, while retaining the qualities and values of the urban heritage that are linked to their history and collective memory. The text of this new standard-setting instrument, which was adopted at the 36th session of UNESCO's General Conference on 10 November 2011, is included in Annex 1 of this report.

A UNESCO Recommendation is a 'soft-law', a non-binding legal instrument, which may be used by Member States within their wider legal, institutional, technical and financial instrumentarium to provide extra guidance in matters of heritage conservation and management. The new UNESCO *Recommendation on the Historic Urban Landscape* is not only developed for World Heritage-designated cities, but will be applicable to all historic cities.

With the approval and adoption of this new instrument by UNESCO's General Conference, the Member States are invited to take the appropriate steps to:

- adapt this new instrument to their specific national context;
- disseminate it widely across their national territories;
- facilitate implementation through formulation and adoption of supporting policies;
- and to monitor its impact on the conservation and management of historic cities.

Aim and Objectives

The adoption of the new Recommendation by UNESCO's General Conference affirms that the principles therein are recognized as being of global concern. However, for this tool to be of use to local governments in providing guidance to interventions in urban settings, it should be integrated into the legislative and institutional environment that determines the local context. How this could be done in Baku constituted the aim of the workshop to test the Historic Urban Landscape approach to Baku's urban heritage conservation and development.

¹ Decision 29 COM 5D, available at: <http://whc.unesco.org/en/cities>

As a general guideline, the General Conference resolution requested Member States to identify within their specific contexts the critical steps to implement the Historic Urban Landscape approach, which may include the following:

- (a) to undertake comprehensive surveys and mapping of the city's natural, cultural and human resources;
- (b) to reach consensus using participatory planning and stakeholder consultations on what values to protect for transmission to future generations and to determine the attributes that carry these values;
- (c) to assess the vulnerability of these attributes to socio-economic pressures and impacts of climate change;
- (d) to integrate urban heritage values and their vulnerability status into a wider framework of city development, which shall provide indications of areas of heritage sensitivity that require careful attention to planning, design and implementation of development projects;
- (e) to prioritize actions for conservation and development;
- (f) to establish the appropriate partnerships and local management frameworks for each of the identified projects for conservation and development, as well as to develop mechanisms for the coordination of the various activities between different actors, both public and private.

In its assistance to Member States, UNESCO will draw support from local, international and inter-sectoral expertise in the fostering of cooperation in the further development and implementation of the HUL approach, the exchange of ideas and communication of practices to stakeholders and civil society. As a forerunner of the HUL Support Programme, the World Heritage Centre has executed a series of seminars and workshops to inform local authorities of the HUL approach. The World Heritage cities of Naples (Italy), Stone Town (Zanzibar) and Baku (Azerbaijan) have voluntarily proposed to act as pilot cases to see if, and how, the HUL approach would be applicable to these historic cities and their specific, dynamic contexts.

The exchange of ideas and experiences and the outcomes of these seminars aim to inform the authorities of the host cities about the HUL approach and how it can assist them in their prioritization and decision making as regards urban heritage conservation and development, while also furthering the development of the HUL approach, in particular how UNESCO can best assist the Member States with its implementation.

The Baku seminar took place from 17 to 21 October 2010 and consisted of two site visits of half a day each, one of the World Heritage site Icheri Sheher and the other of greater Baku; two full days of presentations; and one workshop day of brainstorming and discussions among the international team and the local authorities (see Annex 4 Programme of Baku Seminar). The last day, Thursday 21 October, was devoted to present and discuss the preliminary outcomes of the workshop with the local authorities, which form the core material of the underlying report.

Report Structure

Since the Historic Urban Landscape approach aims to support local communities in their quest for development and adaptation to wider socio-economic changes, while retaining the qualities and values of their urban heritage, this report outlines the context of Baku's urban heritage. First Baku's cultural-historic significance is explained, which is to be used as a strategic asset in the city's development, followed by the particular context of the historic city in order to gauge the socio-economic dynamics to which Baku is subjected, and to which the local authorities need to respond when managing the city's urban heritage. Both context and significance were presented and discussed during the first days of the seminar and are outlined in brief in the next paragraph. Further aspects of Baku's context will be dealt with under the various Thematic Sections of this report.

Based on these two outlines, linkages should be sought in the historic city's principal domains (environment, economy, society and culture) that could form part of a strategic vision on the historic city's conservation and development. These linkages (with the exception of environment) were the focus of the seminar's brainstorming session (on 21 October) and have been translated into policy recommendations, which could be integrated into existing management planning, or be further developed as supplementary planning guidance.

A team of international professionals was assembled for this seminar, including experts on strategic planning, legislation, urban design, site management, sustainable tourism and local economic development, under supervision of the coordinator of the World Heritage Cities Programme at UNESCO (see Annex 3 for short biographical notes), in addition to several other experts, both international and local, who were invited directly by the local authorities. All costs related to this exercise were born by the local authorities in Baku.

The choice to work in Baku with a team of expert consultants was primarily driven by the notion that the local authorities had already commissioned several high-profile studies, among which an Integrated Area Management Action Plan (2007), a Detailed Conservation Master Plan (2009), as well as a Development Strategy, a feasibility study to make the site management authority financially and economically independent (2009). The team thus focused on matching the baseline information and key recommendations of these three studies with the critical steps in the HUL approach, out of which policy recommendations have been formulated to strengthen the links between conservation and development of the historic city.

Context of Baku's Urban Heritage

Since the 1980s, in the context of the debates of the World Heritage Committee, a steady broadening of meaning and interpretation of heritage has taken place. As a result ICOMOS put forward the following comprehensive statement that captures this process: "Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as biodiversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities and is an integral

part of modern life. It is a dynamic reference point and positive instrument for growth and change. The particular heritage and collective memory of each locality or community is irreplaceable and an important foundation for development, both now and into the future”.²

The Walled City of Baku with the Shirvanshah’s Palace and the Maiden Tower was inscribed on the World Heritage List in 2000 under cultural criterion (iv), representing ‘*an outstanding and rare example of an historic urban ensemble and architecture with influence from Zoroastrian, Sassanian, Arabic, Persian, Shirvani, Ottoman, and Russian cultures*’.

The ICOMOS evaluation of the nomination (No. 958, September 2000) states: “Baku is located in the state of Shirvan, which existed from the 9th century AD until 1538, when it was annexed by Safavid Iran. In 1585 the town was captured by the Ottoman Sultan Murat III, and in 1723 it was occupied by the Russian General Matushkin, when it was destroyed by fire. It became part of the Russian Empire in 1783. The Inner Walled City [which is the property inscribed on the World Heritage List], is one of the few surviving medieval towns in Azerbaijan. It retains the characteristic features of a medieval town, such as the labyrinth of narrow streets, congested buildings, and tiny courtyards. The walls of the old town, which still survive on the western and northern sides, were built by Menutsshochr Shah in the 12th century and were repaired in the 19th century. The narrow streets are lined with houses dating from the late 18th century onwards, but also contain earlier monuments, mostly concentrated in the lower, seaward, site of the town. These include the Mehmet Masjid of 1078–79, two single-cell *medresses* of the 12th century, the 15th century Haji Gaib Hammam, to the south of which lie two 17th century Zoroastrian fire temples, the larger with a courtyard truncated by the modern road. Next to these is the 16th-17th century two-storeyed Kasumbek Caravanserai for merchants coming by sea, and nearby is the 17th-century Kasumbek Mosque. Further to the east lie the 14th-15th century Multani Caravanserai, used by Indian merchants, and facing it the 15th-century Bukhara Caravanserai, built for merchants from central Asia, behind which there is a small derelict 17th century *hammam*. [...] The Tsarist period city in the Buffer Zone lies outside the Inner Walled City, but constitutes a buffer zone protecting the setting of the latter. During the last two decades of the 19th century and the first two decades of the 20th century, Baku was one of the major centres of oil production in the world. This generated substantial wealth, as can be seen by the high quality of the buildings dating from this period.”

With regard to the history of conservation, ICOMOS added: “The town of Baku has been well preserved in its fabric until the present time. Recently, there have been major works to improve its infrastructures, road paving, park layouts, and public squares. In 1968, the list of architectural monuments of Azerbaijan included 44 historic buildings in the Inner Town, Icheri Sheher. In 1988, a further 495 historic buildings, mostly dwelling houses, were added to the list. According to the law, the Walled City of Baku has been declared a national monument with a zone of strict protection and a buffer zone, consisting mainly of the expansion in the Tsarist period. The principal guidelines of the rehabilitation plan

² ICOMOS International Charter on Cultural Tourism, 1999.

for the Inner Town were approved in 1989.” For further information on the more recent developments in urban conservation, including World Heritage listing, please refer to the Thematic Section 1 on Architectural Buildings and History.

During the first decade of this century, Azerbaijan has become one of the world’s fastest-growing economies due to large oil and gas reserves. Revenues of these deposited USD 7 billion into its coffers in 2009 alone, and, in turn, brought an influx of foreign investment and visitors.³ Baku is aspiring to use this oil wealth to become one of the most interesting capitals of Europe and Central Asia. As part of major planning and design schemes for the capital city, the promenade along the Caspian Sea will be enlarged to twice its length and will feature luxury shopping malls, cinemas and arcades, to complement the city’s newly opened Museum of Modern Art, which has a collection of European masters, including Picasso and Dali, as well as more than 1,000 pieces by prominent Azeri artists. Architect Zaha Hadid has designed a new cultural pavilion, which should house a convention hall, library and several national museums as well. More than a dozen luxury hotels, including the Hilton and the first Four Seasons to be built in any of the former Soviet republics, are scheduled to open within the next years throughout the city. In addition, projects of public works have been undertaken, including the modernization of electrical grids, the laying of broadband cables and construction of highways. By 2012, a regional railway is expected to connect Baku to Tbilisi in Georgia to the north, and to Kars in Turkey to the west.

Azerbaijan is a Muslim nation, but secular where church and state are separated. Azeri families stroll on the boulevard during the evening or chat in the bustling outdoor cafes. Street musicians play traditional Azerbaijani folk music – mugham –, which can also be heard from inside the Philharmonic Hall that reopened in 2004 after an extensive renovation. Visitors can hear a variety of languages, due partly to the various foreign influences that have touched the country over the centuries: Turkish, Iranian, French, Russian. Young people in particular are likely to speak several languages, including, increasingly, English. The kitchens and courtyards remain for most families the centre of their social life, while the men also congregate in the city’s bustling teahouses or cayxanas. By custom off-limits to women, these teahouses can be elaborately furnished rooms, or just simply a collection of tables and chairs set up outdoors where men of all ages spend time together, often playing *nard*, the local version of backgammon.

Although Azerbaijan has known a long history, the country became independent from Soviet rule only in 1991. Azeri society has had just 20 years to adjust and adapt itself from a communist-style planned economy to a Western-style market economy with related institutional and social reforms – a process that is indeed still ongoing. The corresponding capacity, both at institutional and societal levels, that has been built up so far is thus of a very recent date. As outlined in the New York Times article, it is challenged by the pressures that come with abundant oil reserves and their associated

³ This section is an excerpt from Kathleen Kingsbury’s article “Old World but Oil Rich in Azerbaijan” in the New York Times of 27 October 2010, at: <http://travel.nytimes.com/2010/10/31/travel/31baku-nextstop.html?ref=travel>

wealth, creating an environment driven by entrepreneurial spirit and market thinking, and resulting in physical transformations on a grand scale – all directly or indirectly impacting on the city's urban heritage, including the World Heritage site of Icheri Sheher. The proposed integration and institutionalization of activities to be implemented by the State Administration in the short to mid-term were developed by the workshop in the face of this reality.

Executive Summary of the Seminar

During 2008-2009 the team of the State Administration of Icheri Sheher had worked with a team of McKinsey on the establishment of key factors for success with regard to the management of the World Heritage site. In the subsequent report an economic sustainability model for Icheri Sheher is proposed based on a classical façade: a pediment supported by six columns or pillars representing six critical success factors. These six factors, as outlined in the McKinsey Report, should be seen very much as a starting point, not as a comprehensive and proper delimitation of relevant site aspects. For example, it is not possible to discuss cultural events programming without straying into the territory of column four – people –, because the contribution of people, especially local people, is an essential ingredient in sustaining a sense of place and cultural distinctiveness. However, for the sake of continuity and as a heuristic model, an investigative tool for analyzing sustainable development opportunities in Icheri Sheher, these six factors were taken as a stepping stone to review and propose measures for improving conservation performance, while pursuing a sustainable development agenda at the same time.

After working through the six key factors for success (each is worked out in a separate chapter below under Thematic Sections), the State Administration officials, consultant team and invited experts jointly arrived at three points for the realization of aspirations:

- 1) Retaining conservation at the heart of the agenda whilst exploring opportunities for economic development;
- 2) Taking a holistic approach to heritage conservation leading to market positioning and a strengthening of the brand value of Icheri Sheher World Heritage site;
- 3) Fostering conservation capabilities within senior management.

Integration was the keyword linking the workshop outcomes to the HUL approach:

- Legally – developing integrated policies with guidelines for implementation;
- Physically – by way of linking up Icheri Sheher to Greater Baku through the soon to be developed new Master Plan for the metropolis;
- Culturally – ensuring equal attention to and care for residents, tourists & businesses; tangible & intangible heritage; local & international visitors;
- Institutionally – by way of improving management coordination & communication, also through integration of the three recently developed planning tools (i.e. 2007 Management Plan, 2009 Conservation Plan, 2009 Development Study)

This was leading to a recommendation on short- and mid-term actions to be undertaken by the State Administration, being: integration of 2007 Area Management Plan with the 2009 Conservation Master Plan by way of development of policies for implementation (residential; educational; visitor management; technical); updating the 2007 Management

Plan to take account of the changes already effected, as well as of the Conservation Master Plan (which was developed after); and to prioritize interventions based on a thorough feasibility study of needs and attainable results.

When reading this report, it has to be kept in mind that it is the outcome of a one-week seminar, in which a proper consideration of the various suggestions was greatly constrained by the limited time available; by the foreign participants' limited exposure to the structure and dynamics of the local and national economy; as well as by the limited exposure to relevant contextual frameworks, such as a comprehensive local economic development strategy, within which to evaluate specific ideas. The one-week seminar constituted a rapid assessment of the current condition and context of the protected area that formed the basis for a brainstorming exercise with the local administration on how to achieve local economic development, whilst maintaining and strengthening conservation of the site.

The discussion of the issues and suggestions for action presented here are to inform the local authorities of possibilities and opportunities, where relevant supplemented by examples implemented elsewhere, which should form the basis of more elaboration, in-depth study and action by the Icheri Sheher Administration, in cooperation with the Baku City Administration, Ministry of Culture and Tourism, State Committee for Urban Planning and Architecture among other Azerbaijani State Institutions.

Conclusions and Recommendations

In general, several key issues should be considered as necessary to ensure the successful management of heritage in general, and of urban heritage in particular. These include:

- a strong institutional and legislative framework,
- policies that provide guidance on and trigger actions for implementation of legislation,
- economic instruments that address market failures and secure conservation actions, and
- education, communication and mechanisms for public engagement to inform people about the values of heritage places, how to care for them and how to provide for the public's active involvement in the process.

Most governments in the world today are engaged in heritage conservation activities, whether natural or cultural or both, and have put in place a system of institutional and legislative measures in support of conservation. The successful management of (urban) heritage, however, lies in the other three issues, the policies, economic instruments and communication tools, and in particular how they interact with each other. The Historic Urban Landscape approach aims to make these issues more concrete and puts them into an order as part of a **process** – as after all a continued engagement and adaptation to changing circumstances is the essence of management.

The Historic Urban Landscape approach stresses the need to take account of the singularity of the context of each historic city, which will result in a different approach to its management (no 'one-size-fits-all' solutions exist). Nevertheless six critical steps can

be identified for national and local authorities to consider when implementing the HUL approach, which would include the following:

- 1) Undertake comprehensive surveys and mapping of the city's natural, cultural and human resources (such as water catchment areas, green spaces, monuments and sites, viewsheds, local communities with their living cultural traditions, among others);
- 2) Reach consensus using participatory planning and stakeholder consultations on what values to protect and to transmit to future generations and to determine the attributes that carry these values;
- 3) Assess vulnerability of these attributes to socio-economic stresses, as well as impacts of climate change;
- 4) With these in hand, and only then, develop a city development strategy to integrate urban heritage values and their vulnerability status into a wider framework of city development, the overlay of which will indicate A) strictly no-go areas; B) sensitive areas that require careful attention to planning, design and implementation; and C) opportunities for development (among which high-rise constructions);
- 5) Prioritize actions for conservation and development;
- 6) Establish the appropriate partnerships and local management frameworks for each of the identified projects for conservation and development in the development strategy, as well as to develop mechanisms for the coordination of the various activities between different actors, both public, private and civic.

The State Administration of Icheri Sheher has already undertaken or commissioned an important part of the necessary surveys and studies to determine strategies for conservation and management of Baku's World Heritage site. In particular the Conservation Master Plan (by Cesari and Jokilehto, 2009) identifies and maps in a comprehensive manner the buildings, structures and spaces of Icheri Sheher and its buffer zone, which should provide valuable guidance on any conservation and development planning and design activity to be undertaken in the wider area.

Recommendation 1: That this document be linked to the wider context of Greater Baku through the soon to be developed new Master Plan for the metropolis. The particular values and urban forms present in Icheri Sheher have originated from natural and man-made elements that can sometimes only be fully understood when seen in a broader geographical setting (such as the seafront of the Caspian Sea, for instance), while, equally important, they are vulnerable to socio-economic pressures that are generated in this broader context but outside the protected area, and thus should be made visible (such as the construction of the Flame Towers, for instance). For further explanation, see Thematic Section 3d. Linking up with the Greater Baku Master Plan.

The 2009 Conservation Master Plan contains elaborate explanations, in writing and maps, of the values present in Icheri Sheher and its buffer zone, including its Outstanding Universal Value, and what are the particular attributes that carry these values.

Recommendation 2: The Conservation Master Plan should be implemented through Detailed Rehabilitation Plans of public and/or private initiatives in indicated areas, Plans of Archaeological Valorisation of public initiative in areas of archaeological and preventive explorations, direct public intervention for public works and services, as well as direct building intervention by private or public institutions with authorisation. For further explanation, see Thematic Section 1b. Prioritization of Conservation and Restoration Projects.

Recommendation 3: A communication strategy should be developed to systematically and comprehensively inform institutional partners, businesses, residents, visitors and tourists of the cultural-historic values of Icheri Sheher and its buffer zone, and in particular its Outstanding Universal Value for which it was registered on the World Heritage List. This should be done in an educative manner that would explain why certain conservation measures have been taken (or are to be taken), include areas of further research, and also explain the various DO's and DON'Ts that relate to using the site and its heritage structures and places.

This last aspect can be translated into a separate recommendation, also when considering the need to assess vulnerability of these values and attributes to socio-economic stresses, among which development pressures.

Recommendation 4: To develop a set of Development and Design Guidelines, differentiating at various degrees of building detail, to effectively guide the conservation, restoration and development initiatives in Icheri Sheher and its buffer zone in order to ensure the compatibility of restorations and new constructions with the existing urban fabric of cultural-historic significance. While it is reasonable to expect that qualified restoration architects should be able to undertake this task themselves when executing projects, there's overwhelming evidence that time and again construction projects fail in this regard, leading to conflicts and controversies, also with the intergovernmental World Heritage Committee. A set of approved Development and Design Guidelines is an efficient and effective way to avoid such situations, and is not costly to undertake.

As part of such Guidelines, a study should be included to highlight the requirements for any construction project located in the field of vision of the principal monuments and sites within Icheri Sheher. This should comprise an impact assessment of any new construction project in the topography of the terrain and in relation to the silhouette of Icheri Sheher. For further explanation, see Thematic Section 1a. Preparation of Development and Design Guidelines, *Principles of Co-visibility*.

The State Administration of Icheri Sheher has commissioned a Socio-Economic Development Strategy for Icheri Sheher (McKinsey & Company, 2009), under which the State Administration has opted for the scenario of 'Living History', a compromise

between a gated community and total gentrification on the one hand and an open air museum with no local community involvement on the other. In the view of the international expert team at the seminar this document comprises more a business plan for the State Administration, than a socio-economic development strategy for the protected area, as it contains only a partial identification and recognition of the rich cultural layering of tangible and intangible heritage components that make up the World Heritage site. Nevertheless, as explained in the previous section, the document was taken as a starting point, not as a comprehensive and proper delimitation of relevant site aspects, but as an heuristic model and for the sake of continuity.

Recommendation 5: In the context of the vision for Icheri Sheher as ‘living history’ an overarching Cultural Tourism Development Framework needs to be set-up, which includes policies and plans on Education, Interpretation, Communications and Visitor Management, and based on which cultural events programming could be organized. For further explanation, see Thematic Section 2b. Preparation of a Strategy of Cultural Activities, including Programme and Calendar.

In terms of public works, the State Administration of Icheri Sheher has repaired almost half of the roads (replacement of asphalt by stone paving), reduced car access to and parking on the World Heritage site by electronic control, undertaken a refurbishment of the housing stock, repaired 21% of the water supply, 28% of the sewerage, as well as electric cables, gas pipes and an arrangement of green spaces in and around the World Heritage site. Indeed, the role of urban planning and the delivery of infrastructure and urban services is paramount in shaping Icheri Sheher as a unique location that merges living history and a sustainable future. Icheri Sheher’s compact urban fabric, occupying 22 hectares with a population of approximately 3,000 inhabitants, could help make the district a laboratory of advanced ideas in such combined approach. Their implementation would result in a demonstration project that could be a reference to other locations facing similar issues, regionally and around the globe.

Recommendation 6: As a vital part of Greater Baku, Icheri Sheher’s mobility requirements should be addressed through policies that are both specific to the district and part of an integrated city-wide mobility plan. An integrated sustainable mobility plan considers different systems of public transport; private vehicle mobility; “green” vehicles; non-motorised and pedestrian mobility; traffic calming initiatives; parking and park-and ride facilities; and the provision of facilities for intermodal exchange, amongst others. For further explanation, see Thematic Section 3b. Integrated Mobility Plan.

Recommendation 7: When considering the need to assess vulnerability of the site’s heritage, as step 3 in the HUL approach and also related to climate change, a Risk Preparedness Plan for the World Heritage site and its buffer zone should be developed. For further explanation, see Thematic Section 3c. Disaster Preparedness.

The Integrated Area Management Plan that was prepared and adopted in 2007 recommended the establishment of a Council of Elders to provide a line of communication between the State Administration of Icheri Sheher and its population.

This Council was set up in October 2009. The creation of the Council of Elders has been an important step, but the Council has only been operating for one year, thus only limited returns can be expected in the short- to medium-term.

Recommendation 8: Detailed statistical data on the four principal stakeholder groups (local residents, business community, local visitors and international visitors), their origins, profile and interests needs to be gathered and analysed, in order to inform the authorities of directions to take with regard to the planning and design of general services, as well as cultural events, to assess their viability, and to develop capacity building programmes for the full buy-in and engagement of these groups, in particular the local communities. For further explanation, see Thematic Section 4. People.

Recommendation 9: Improving management coordination and communication, by way of joint planning activities with the Greater Baku administration and with various sector ministries, as well as through an updating and integration of the three recently developed planning tools, being the 2007 Integrated Area Management Plan, the 2009 Conservation Plan, and the 2009 Development Study. The development of policies for implementation in specific areas (residential; educational; visitor management; technical) would constitute an important element of this. For further explanation, see Thematic Section 5b. Strengthen Legal and Management Frameworks.

Recommendation 10: Devise a coherent economic development strategy, based on a thorough and objective evaluation of Icheri Sheher's specific strengths, weaknesses, opportunities and threats, so as to identify the business sectors best suited to attract suitable and sustainable economic activities to the historic district. As explained earlier in this section, the study by McKinsey & Company is only partially suited for this. For further explanation, see Thematic Section 5. Economics and Private Sector Support.

THEMATIC SECTIONS

1. ARCHITECTURAL BUILDINGS and HISTORY

- a) Preparation of Development- and Design Guidelines
- b) Prioritization of Conservation and Restoration Projects
- c) Raising the Importance of Heritage

1a. Preparation of Development and Design Guidelines

The Walled City of Baku with the Shirvanshah's Palace and the Maiden Tower was inscribed on the World Heritage List in 2000 under cultural criterion (iv), representing *'an outstanding and rare example of an historic urban ensemble and architecture with influence from Zoroastrian, Sassanian, Arabic, Persian, Shirvani, Ottoman, and Russian cultures'*. At the time of inscription, the site was taken as 'threatened species' considering that most similar sites had already lost much of their historic stratigraphy. Due to continuing threats, caused by an earthquake and inappropriate changes in the urban fabric, the World Heritage Committee at its 27th session in Paris (2003) decided to inscribe the property on the List of World Heritage in Danger. The threats related to inappropriate construction and rebuilding with the Walled City area, the lack of coordination between the different authorities, and the absence of comprehensive conservation and management plans.

On 10 February 2005, a presidential decree ordered the establishment of the Administration of State Historical-Architectural Reserve "Icherisheher", directly under the Cabinet of Ministers. At the end of December 2006, Mr Kamran Imanov was appointed head of the Administration. In agreement with the World Bank, an international team undertook the preparation of an Integrated Area Management Action Plan for the World Heritage area and its buffer zone, finalised in 2007. In the same year, the head of the Administration also commissioned a detailed Conservation Master Plan for the World Heritage site, undertaken under the coordination of architect Carlo Cesari. This plan was finalised in 2009. In the same year, Mr Imanov was succeeded by Mr Jabbarov, who has given great importance to the development of a management structure, as requested by World Heritage Committee and which is now in place. In 2009, the World Heritage Committee considered that the proposed requirements for removing the site from the Danger List had been achieved.

During 2009-2010 the number of staff members has increased (numbering 56), as foreseen in the World Bank-sponsored Integrated Area Management Action Plan of 2007, which is mostly implemented now together with several initiatives proposed in the Conservation Master Plan. According to the State Administration's statistics, they have repaired 41% of the roads (replacement of asphalt by stone paving), reduced car access to and parking on the World Heritage site by electronic control (from 3500 cars/day previously to 800 now), undertaken a refurbishment of the housing stock (annual budget of 400,000 Euros/year to upgrade around 136 flats/year), repaired 21% of the water

supply, 28% of the sewerage, as well as electric cables, gas pipes and an arrangement of green spaces in and around the World Heritage site.

Icheri Sheher's reason for inscription, its Outstanding Universal Value, constitutes also its *genius loci*, its spirit of place that should be the point of departure for a set of Development- and Design Guidelines aiming to arrive at contemporary interventions which are not in contrast to the site's architectural and urban characteristics, but which would revive and strengthen local building traditions and skillfully re-interpret them. Any Design Guidelines would need to promote traditional artisanship, especially wood and mill work in making vernacular elements. On the contrary, when not kept in check current developments will increasingly result in uncontrolled building heights, prevailed pseudo-historical facades and a deterioration of the inner city's vernacular buildings.

Uncontrolled building heights. New and remodeled buildings have contributed to an increase in building heights in Icheri Sheher, due to the additions of extra floors and roof top structures. These additions are altering the original skyline and topographical references in Icheri Sheher. Prior to the 1990s, before new constructions and the remodeling of buildings took place, the highest topographical point in Icheri Sheher was the Palace of Shirvanshah, which commanded majestic and historical views of the Caspian Sea. Buildings then measured only two stories high. The historical skyline of minarets, Maiden Tower and Shirvanshah Palace in Icheri Sheher has almost been replaced by a new skyline of buildings. It is important to keep in mind that the origin of the Outstanding Universal Value of Icheri Sheher is rooted in its historical and visual connections between the seafront and the World Heritage site, and that with the ongoing developments care will be taken to maintain this quality.

Prevailed pseudo historical facades. The vernacular architecture of Icheri Sheher consists of two-story buildings, influenced by a combination of European building forms and Islamic ornamentation. The construction of the Four Seasons Hotel, in the core zone of the property, may raise the question of integrity, as it seems to be guided primarily by a desire to construct a new fashionable front of the World Heritage property facing the boulevard and Caspian Sea, but not respecting the historic fabric and building height. The representative of the project developer explained that the chosen design solution responded to buildings of similar height and architectural expression (i.e. the neo-classicist buildings of the Heydar Aliyev Foundation and State Oil Company) opposite the Four Seasons Hotel, but outside of the World Heritage property. Instead of seeking a dialogue with the World Heritage site, it can be argued that it now creates a barrier between the designated property and the boulevard along the Caspian Sea. Aside from a missed opportunity to make a socio-cultural connection with the highly popular public space of the boulevard along the seafront, it is also denying the historical connection that existed between Icheri Sheher and the Caspian sea.

Deteriorated vernacular buildings. Due to building owners' preferences in furthering the historical ideal image of Icheri Sheher, new buildings of the last decade share similar facades based more on conjecture than on historical research and documentary evidence. Presently, few new buildings attempt to refer to the vernacular architectural styles of

Icheri Sheher, which is after all one of its unique selling points. According to the documentation provided by the State Party of Azerbaijan at the time of the nomination, the perimeter of the World Heritage core zone comprises the entire Walled City, including the city walls and the row of buildings facing the seaside boulevard. The maps indicate two buffer zones: 1) 'buffer zone': one-block deep area, including the public park to the west of the walls, and the public buildings to the north. 2) 'buffer zone of the metropolitan municipality for the Walled City of Baku', extending two blocks deep to the west and north, and three to five blocks to the north-east; this also includes the corresponding section of the seaside boulevard.

A set of well-studied Design Guidelines, differentiating at various degrees of building detail, have proved to be efficient and effective in guiding the conservation, restoration and development initiatives in urban landscapes such as in Zanzibar's Stone Town. *Conservation and Design Guidelines for Zanzibar Stone Town* demonstrates "good-practice" guidelines, traditional materials and construction, and how to repair old houses. See: http://archnet.org/library/documents/one-document.jsp?document_id=9483.

Potentially contentious in relation to several key views in the World Heritage site is the construction of the massive Flame Towers, poised to become the national symbol of the new Azerbaijan (also referring to the ancient name of the country as "The Land of Fire"). Although situated on the site of a former high-rise building, this large-scale commercial development is composed of three glass towers of approximately 40 stories high situated on the ridge of the natural amphitheatre that is the backdrop of Icheri Sheher, thereby magnifying its visibility and impact. The project is nearing completion. The local authorities had no say in the project's planning or design and it has to be remembered that when Icheri Sheher was inscribed on the World Heritage List, it was under the City Administration. The current administration was actually only ordered by Presidential Decree in 2005 and established in 2007. Consequently, the planning and management of Icheri Sheher is detached from the City Administration. In practice, it has been made autonomous also from the Ministry of Culture. This has as direct consequences that the Icheri Sheher Administration can decide everything within the limits of the Walled City, but it has little to say on the decisions taken outside its administrative boundaries. When viewed from afar the World Heritage site is literally situated in a sea of high-rises (see photo). The scale and visual impact of the Flame Towers might call for a review of the relationship between Icheri Sheher and the wider metropolis, as well as the current lines of communication between the various responsible authorities.

Co-visibility, or Landscape Protection Management of the Surroundings of Icheri Sheher

The procedure of authorization to build in a heritage site such as Icheri Sheher should be subjected to the generic principle of co-visibility. This applies when a building, or a plot of land, is visible from a monument or is visible within the vicinity of a monument. The visual constraint of co-visibility considers a construction as being part of the monument. It defines a field of vision in which a procedure of control is applied for the construction of buildings, as well as the definition of their shapes and architectural features. In the case of Icheri Sheher, the rapid evolution of the shape of the modern metropolis of Baku makes the sole protection attached to the core and buffer zones insufficient, following the

rationale of the Historic Urban Landscape initiative. The implementation of the co-visibility principle leads to the following two points.

Establishment of the field of vision. A study is to be conducted which highlights the requirements for any construction project located in the field of vision. For example this should comprise an impact assessment of the new construction project in the topography of the terrain and in relation to the silhouette of Icheri Sheher (shores and amphitheatre of peripheral hills); the choice of colour schemes and materials; the position of the project as seen from the principal points of view from within Icheri Sheher, particularly the perspective from Shirvanshah Palace and the Maiden Tower (see images). Conversely, such a study will also identify the sensitive areas which can be seen from Icheri Sheher and which will require special attention for the construction of new projects and the size of proposed structures. Given the importance of Icheri Sheher in Metropolitan Baku and Azerbaijan, as well as for World Heritage protection, the decision to define a field of vision in the early twenty-first century should bring together a broad constituency of national, local and international decision makers and experts. A special Co-visibility Committee could be organized with the aim of establishing such a field of vision for Icheri Sheher. Examples of different analyses of views in historic cities can be found in the paper of Hal Moggridge on “Visual Analysis: Tools for Conservation of Urban Views during Development” in: http://whc.unesco.org/documents/publi_wh_papers_27_en.pdf.

Property easements applicable in this particular field of vision. The general requirements attached to the field of vision should be detailed in order to guide the assessment of proposals for projects located within this field. After approval of these requirements by the Co-visibility Committee, precise indications will be registered in urban planning documents, at the scale of the city as well as at the metropolitan level of Baku. It would be preferable that the experts who will have participated in the debates to define the field of vision with its major attributes will also be consulted to establish these requirements. The easements will need to be integrated directly into (revised) planning documents so as to ensure that any party concerned won't be able to ignore them.

1b. Prioritization of Conservation and Restoration Projects

The 2009 Conservation Master Plan was based on a detailed survey of the entire Walled City, including the identification of the historical stratigraphy, transformations, current uses and state of conservation of each building and structure, the verification of the uses and state of conservation of the open areas and streets, the identification of the archaeological resources of the area, the recording of all exterior elevations of the historic town, as well as technical norms for the implementation of the Master Plan. The aims of the norms of implementation was to identify safeguarding and valorisation measures appropriate for all types situations within the perimeter of the Walled City, as expressed in article 2 of the norms:

- 1) *The conservation and valorisation of the architectural and urban heritage of the Historic Centre, even when resulting from private initiative, constitute transformations to the territory which due to their permanence and their relationship with the community are of public interest. The responsibility of direction and control*

by the Managing Authority is put into effect through the instruments of the implementation of the present Master Plan, in harmony with the principles of the participation of the citizens, and aiming at guaranteeing the functional and social validity of the interventions for the use of the heritage.

- 2) Every activity that implies initiatives related to the buildings or functions of the Historic Centre is subordinated to authorisation by the Managing Authority and, when requested, by the authorities as indicated in the relevant national legislation.*
- 3) Any interventions which at the date of the adoption of the present Master Plan are in contrast with the present regulations may be subject to modifications in order to adjust them accordingly.*

The Conservation Master Plan should be implemented through Detailed Rehabilitation Plans of public and/or private initiatives in indicated areas, Plans of Archaeological Valorisation of public initiative in areas of archaeological and preventive explorations, direct public intervention for public works and services, as well as direct building intervention by private or public institutions with authorisation. As argued earlier, restoration projects should be encouraged to include classified buildings, as well as vernacular (or contextual) buildings. Vernacular elements, such as balconies, doorways, millworks and other significant details, need to be surveyed and included when developing a general restoration project. Restoring Icheri Sheher's vernacular buildings is an urgent task to maintain the site's significance and character.

1c. Raising the Importance of Heritage

Raising public awareness of heritage preservation is a constant effort that requires long term planning and commitment. The Icheri Sheher Administration may adopt the following strategies of continuing efforts.

Public education: Icheri Sheher serves as an exemplary model for public education about World Heritage. The Icheri Sheher Administration could invite teachers and students of all ages to have guided tours, workshops and other designed events for further learning opportunities. Education efforts would be effective ways of engaging proceeding generations in learning about the importance of heritage and the significance of Icheri Sheher in particular.

Centre for Azerbaijan heritage: Icheri Sheher should establish itself as the centre of the tangible and intangible heritage of Azerbaijan. The particular artisanship and trade practices could exhibit or demonstrate their trade skills in designated workshops for promoting in-depth study in traditional construction methods. Annual festivals and seasonal events would help the public become aware of the importance of heritage conservation. Intangible heritage such as music, dance, theater and food could be brought back into Icheri Sheher to enhance the visibility and popularity of heritage. Public access to Icheri Sheher from the seafront Boulevard could make heritage a part of everyday civil life.

Training and research opportunities: The Icheri Sheher Administration could schedule its staff to participate, on a regular basis and on rotation, in training sessions in heritage conservation, site interpretation and site management. Periodic expert meetings and workshops on site would benefit staff and the public at large in updating and informing current issues in heritage conservation. An important element in raising the importance of heritage conservation is to provide a variety of educational opportunities that are accessible to all. Inviting different sources of expertise to the site and to provide training in conservation and management techniques make the site more interesting, attractive and useful for inhabitants, school parties and other educational or professional users, as well as foster research into Icheri Sheher.

2. CULTURAL EVENTS and INTANGIBLE HERITAGE

- a) Develop the site as a Repository of Azeri Culture in all its Diversity
- b) Preparation of a Strategy of Cultural Activities, including Programme and Calendar

2a. Develop the site as a Repository of Azeri Culture in all its Diversity

The UNESCO *Convention for the Safeguarding of Intangible Cultural Heritage* (2003) considers the importance of the intangible cultural heritage as a mainspring of cultural diversity and a guarantee of sustainable development. It also recognizes the ‘deep-seated interdependence’ between the intangible and tangible cultural heritage. In particular the contribution of local people is an essential ingredient in sustaining a sense of place and cultural distinctiveness. Local people are variously guides, event hosts, stall holders or restaurateurs (selling local products and preparing local cuisine); instigators and performers centre stage in designing and delivering the cultural events programme. They are often the people who are the actors producing music, performing songs and dances or telling stories; they are the artists and crafts people continuing and re-creating long established traditions; they converse in their own language; celebrate the poetry and literature; and they are, or should be, amongst the innovators building on the past and establishing the heritage of the future especially in the cultural and creative industries. They are also participants at cultural events.

A consideration of cultural events is illustrated in Icheri Sheher by the eight storey Maiden Tower “Giz Galasi” dating from the 7th or 6th century BC. According to legend – there are several versions - a young girl, ordered the tower to be built and then either locked herself in, or threw herself into the sea below.

In Paris, it's the Eiffel Tower; in Moscow, St. Basil's Cathedral; Athens has the Parthenon; and in Baku, the distinguishable architectural landmark is none other than the Maiden Tower. Azerbaijanis are incredibly proud of this monument that is shrouded in mystery and legend even though scholars and historians are unable to speak with absolute authority about its origins. (Source: Azerbaijan24.com)

Today Maiden Tower is a focus for events organised by state institutions and individuals. It is the ‘must have’ place for wedding photos; the setting a place to sit and talk; and thoroughfare to the Seaside Boulevard. Maiden Tower’s mysterious origins and much loved presence in Baku today were the inspiration for the 2010 International Art Festival which attracted local people as well as tourists. The criterion for success - all the cafés were full.

The Heydar Aliyev Foundation in close partnership with the Museum of Modern Arts and Icherisheher State Historical and Architectural Reserve under the Azeri Cabinet supports an International Art Festival “Giz Galasi” (‘Maiden Tower’). The main objective of the festival is to raise awareness about the Maiden Tower. The project involves more than 20 renowned artists from 18 countries. They will decorate the

small models of the Maiden Tower in accordance with their own national traditions and will create works that show the synthesis of different cultures and traditions.

(Source: Az.news 25.05.10)

Open space in front of Maiden Tower also provides a platform for the colourful Novruz festivities which symbolizes abundance, fortune and goodness. Celebrated across the region and marked with public holidays in neighbouring Iran, Uzbekistan, Kazakhstan the first day of Novruz falls on the spring equinox. Linked with the oldest of the monotheist religions Zoroastrianism Novruz has been an official holiday in Azerbaijan since 1990: the celebrations had been banned for 70 years under Soviet rule. In 2010 Azerbaijani President Ilham Aliyev and his wife lit a symbolic fire and took part in the festivities in the square in front of Maiden Tower. *Semeni* or wheat shoots, an essential table decoration, symbolise new life: wheat shoots three metres high were seen close to the Tower. A Youtube video records the event.

Many of the elements are in place that one could expect to find within a heritage site that is at an early stage of development as half town and half tourist attraction. What it awaits are people living, working and visiting on a regular basis. They are the 'glue' that moves aspiration and interventions in favour of cultural heritage conservation into a new living reality. Cultural events important in themselves are only part of the equation. Recent cultural events and tourism related activities in Baku designed to appeal to local, national and international visitors include:

- *Baku-Islamic Culture Capital-2009* – participation by Icheri Sheher in the cultural programme
 - Ateshgah temple: photographic exhibition about “Inextinguishable fires” & “Flaming nights” literary-musical event
 - *Shirvanshah’s Palace*: dramatized performance and concert “Azerbaijani khatuns”
- *Art Festivals & Craft Activities*
 - *4th International Baku Art festival 2009* – participation by Icheri Sheher – *Shirvanshah’s Palace* – main venue – multiple venues around the city of Baku – over 60 contemporary artists’ work from Central Asia, Russia, Europe and the United States
 - “*Giz Galasi*” – Maiden Tower International Art Festival 2010
 - ‘*Art Garden*’ – Kichik Caravanserai - a private venture new in 2010 - organises exhibitions, carpet weaving, silk weaving and carving demonstrations; supports folk art, displays the work of young painters. Encourages interactive visitor participation.
- *Museums*
 - *Open Air Museum* – displays by Austrian company, Artex
 - *Museum of Miniature Books* – individual philanthropist – an internationally renowned collection of more than 4,000 volumes – attracts over 100,000 visitors a year offering free entrance and with appeal to a younger generation
 - *Carpet Museum* – carpet weaving workshop
 - *Museum of Icheri Sheher* at implementation stage

- *Visitor Services*
 - *Information centres*
 - *Audio-tour & map*
- *Retail Outlets*
 - *Souvenir stalls*
 - *Antique shops*
 - *Outdoor Sunday Market*
- *Food & Beverage*
 - *Restaurants and cafes – Azeri cuisine*
 - *Outdoor bread oven – traditional flatbread*
- *Filming by a Russian television company*

A museum pass scheme, signposts, several electro mobiles for transport to and from hotels, a bus route, litter collection, children's play areas (mainly for local people) and improved street lighting are in place with plans to introduce interactive monitors and screens so that tourists can see a route from the place where they are, to the point of interest.

Despite aspirations, at present Azerbaijan is not a recognised international tourist destination. International tourists are mainly business travellers: there is a large community of ex-pats living in Azerbaijan as well as a wide Azeri Diaspora. A government programme for developing the tourism sector in Azerbaijan for 2010–2014 has been approved by the President in April 2010. Fees for tourist visas are to be reduced. Information and reliable statistics on tourism in Azerbaijan is scarce or unavailable. The 2002 UNWTO Report had access to information at the highest levels. Earlier this year AMCHAM –the American Chamber of Commerce in Azerbaijan– devoted the 8th issue of its magazine *Impact* to Travel & Tourism and found the subject difficult to unpack. The editor concluded: “the development of a service culture, (not to be confused with the inherent hospitality of the Azerbaijani people), the streamlining of travel procedures, and the regulation of prices in relation to services in the tourism sector”... would be necessary in putting Azerbaijan “firmly in the ranks of countries confidently competing in the very lucrative international tourist trade”. Our experience, including dining in a variety of restaurants serving Azeri cuisine in Icheri Sheher supports this analysis. According to our hosts –visitor numbers and visitor profiles were unavailable for Icheri Sheher– the city is thronging with people during the Novruz festivities, many coming from Iran.

These are early days in the development of the cultural tourism economy in Icheri Sheher. To the Azeri people Icheri Sheher may be the ‘trembling heart of Baku – the soul of the city’. But as we were told: ‘Stones alone are not warm. We need to learn to live in such cities. We want to bring back the shape of medieval city – the spirit of medieval times’. (Quote from seminar participant 19.10.2010) Director of Icheri Sheher's Administration, Mikayil Jabbarov, commented in an interview for *Impact* under the title ‘*Baku's Open Air Museum – a unique and enriching experience*’: “For the future, we have a much broader concept, which aims to enhance and bring alive the experience of tourists in our Old Town”. In response to the Social-Economic Development Strategy for Icherisheher, prepared by McKinsey &Company, the Icheri Sheher Administration has

opted for ‘Living History’, a compromise between a gated community and total gentrification on the one hand and an open air museum with no local community involvement on the other. In the context of the vision for Icheri Sheher as ‘living history’ cultural events programming would need to be positioned within an overarching Cultural Tourism Development Framework document that includes policies and plans on Education, Interpretation, Communications and Visitor Management.

2b. Preparation of a Strategy of Cultural Activities, including Programme and Calendar

A Cultural Tourism Development Framework document that includes policies and plans on Education, Interpretation, Communications and Visitor Management offers opportunities to integrate benefits for communities and visitors through

- a strong learning agenda (including an emphasis on training)
- linking into interpretation & presentation (providing employment, a worthwhile and entertaining experience)
- linking into communications (public relations and market communications)
- linking into visitor management (including event & operations management)

Cultural events programming would usually be categorised under interpretation.

Events are recognised as an important part of cultural heritage conservation, especially relating to the intangible heritage. However, events both large and small scale are costly on people’s energy, organisational and financial skills. Icheri Sheher’s 22 hectares is part of wider Baku and as regards international festivals partnerships, sponsorship deals, entertainment and educational activities are in place that takes account of this wider relationship. Integrated into a strategic vision for cultural tourism in Icheri Sheher –more comprehensive and inclusive than is possible within an economic development plan–, a strong rationale for the development of cultural events would be expected. Where commercial success and an apparent failure to protect the intangible cultural heritage values are evident, the cultural event –or scope and range of activities– have little to do with the heritage values of the place where the event is taking place. These issues amongst others are addressed in the comparative case studies (see Annex 3).

Distinction needs to be drawn between those events (and activities) directly associated with the tangible and intangible heritage of Icheri Sheher, those events that reflect and enhance the intangible heritage of Azerbaijan, and more broadly the Azeri people, and those that are introducing cultural heritage values from outside – usually international events. Essential pre-requisites are inclusive, relevant and cost effective policies with clearly defined parameters for incentives, sponsorship and commercial activities to ensure financial pressures do not compromise the protection of the cultural heritage resources and integrity of the World Heritage site.

The careful crafting of the content and targeting audiences for different events in a programme ensures the cycle of protection and renewal is in empathy with the long standing traditions of cultural diversity and cultural exchange that leaves its legacy in the ‘Old City’ today. The business of leisure and tourism provides a platform for this on-

going process as identified in Diagram 1. Such an approach does not exclude having fun and using heritage places such as Shirvanshah's Palace as a venue for concerts or exhibitions. It is a question of core integrity across a continuum of interpretation, events, social and learning activities that will have more or less relevance to the cultural heritage resources.

A Cultural Tourism Development Framework underpinned by market research – identifying target markets – understanding visitor perceptions and meeting their requirements, either as domestic or international visitors, offers a set of tools that, well construed and well implemented, enable the enhancement and protection of the heritage values of the site through the quality of the sets of cultural experiences encountered by the visitor both on and off site.

Five comparative case studies have been chosen to highlight approaches and practices related to cultural tourism in Europe and Brazil, which have been included in Annex 3.

3. INFRASTRUCTURE and URBAN PLANNING

- a) Laboratory for a Low Carbon, Wired and Smart District
- b) Integrated Mobility Plan
- c) Disaster Preparedness
- d) Linking up with the Greater Baku Master Plan

3a. Laboratory for a Low-Carbon, Wired & Smart District

The Icheri Sheher Administration could consider pioneering a development principle that combines the preservation of a rich urban legacy with a forward thinking approach that addresses pressing urban issues of today and tomorrow. The role of urban planning, and the delivery of infrastructure and urban services, is paramount in shaping Icheri Sheher as a unique location that merges live history and a sustainable future. Icheri Sheher's compact urban fabric, occupying 22 hectares with a population of approximately 3,000 inhabitants, could help make the district a laboratory of advanced ideas in such combined approach. Their implementation would result in a demonstration project that could be a reference to other locations facing similar issues, regionally and around the globe.

Transforming Icheri Sheher to a low carbon, wired and smart district requires a complex and interlinked set of initiatives that address holistically the myriad of issues that cities face. This section aims to list a number of critical topics and briefly relate them, whenever possible, to specific pilot initiatives undertaken by a number of districts and cities.

Buildings' environmental performances. One key issue is the refurbishment of the existing building stock so that it is able to meet current and future standards of environmental performance. Older buildings can be more expensive to maintain and manage due to inadequate insulation that leads to greater energy loss compared to contemporary buildings. However, haphazard replacement of such buildings is not a solution. Conserving heritage buildings contributes to reduce energy usage associated with demolition, waste disposal and new construction. It promotes sustainable development by conserving the embodied energy in the existing buildings. Considering the life-cycle of buildings, including their structure, skin, interior elements and systems as well as their ongoing management and use as part of the conservation process would contribute to achieve optimum energy efficiency outcomes.

The comprehensive maintenance of heritage buildings in Icheri Sheher would assist in ensuring the ongoing significance of the place and enhance its longevity, and, importantly, will also contribute to improved energy efficiency and sustainability outcomes. This environmentally-conscious approach to conservation goes beyond interventions limited to the exterior appearance of the building. Historic masonry buildings, for example, have very different functional characteristics than more modern buildings with their contemporary moisture barriers, damp-proof courses, membranes, cavity walls and insulation. In addition to the maintenance of building fabric,

consideration should be given to repairing leaking taps, toilets and pipes and other faulty building services from a water conservation perspective.

Thermal break is a key point to address at the building scale. It reduces or prevents the flow of thermal energy between conductive materials. In heritage buildings where most structural elements cannot be manipulated, actions may include, for example, installing double paned windows, as the air between the panes stops the conductive thermal energy from passing through the glass; and for wood framed buildings, an insulation material installed on the roof, walls and floor results in energy savings. Passive heating and cooling contribute to maintain thermal comfort reducing or eliminating the need for mechanical heating or cooling. Many historic buildings have been designed in a way that the combination of building materials, orientation, sunlight and shade, and ventilation significantly contributes to a comfortable interior climate. Documenting buildings' passive heating and cooling condition would help identify the need to introduce measures that may improve passive thermal performance such as repairing damaged windows, doors and seals to avoid excessive air infiltration, unblocking boarded-over window openings, removing introduced glazing over openable windows, unblocking ceiling vents and flues and opening doors to reinstate air movement for cooling.

The adoption of new measures such as energy efficient heating and hot water systems, water tanks or other systems, may offset some of the less energy compliant fabric and features of Icheri Sheher. Measures towards optimization may also include installing energy efficient outdoor lighting and launching campaigns for replacing light sources within homes.

A remarkable example of building refurbishment is the redevelopment of the Caste Trades Hostel in the centre of Edinburgh's World Heritage site. The intervention specifically tackles the difficult task of refurbishing an existing building to minimise CO2 emissions and dependency on non-renewable energy. In addition to extensive stone conservation and façade protection works, enhanced insulation was wrapped inside the existing stone fabric and secondary glazing added to the existing case windows to reduce heat loss. Other measures in this refurbishment project included a geothermal heat pump with 70 metres vertical bores drilled into the bedrock to provide onsite renewable energy for hot water and space heating. UNESCO deems that Edinburgh "retains most of its significant buildings and spaces in better condition than most other historic cities of comparable value."

Temple Bar is an 11 hectares area on the south bank of the River Liffey in central Dublin, Ireland. The area has preserved its medieval street pattern, with many narrow cobbled streets. The late 20th century however, saw its urban decay with a significant number of derelict buildings. Its low desirability for property development probably saved it from replacement, which happened with much of Dublin's historic architecture during the 1960s. In the 1980s there were plans for its near complete demolition, replacing most of its fabric with a bus terminus. While this project was in planning stages, the purchased buildings were let out at low rents, which attracted small shops, artists and galleries to the area. Protests by residents and traders led to the cancellation of the bus station project. In 1991, the government set up Temple Bar Properties, a not-for-profit company to oversee

the regeneration of the area as Dublin's cultural quarter. Whilst the regeneration of Temple Bar has raised questions in terms of its process of gentrification, today the area has an estimated population of 2,000 and a lively nightlife that is popular with tourists. The Temple Bar quarter has 10 major cultural venues (including the Ark, Project Arts Centre, Art House, Temple Bar Gallery and Studios, the Irish Film Institute and the National Photographic Archive) and Ireland's first green building. Energy efficient materials, solar panels and photovoltaic, and modern conservation methods were used in the renovation of the area, turning this historic quarter into a 21st century "green district", with significantly reduced energy costs.

Renewable energies. Reducing the dependency on non-renewable sources of energy would contribute to transform Icheri Sheher into a low carbon district. Solar energy obtained through photovoltaic panels placed in building's roofs is a source that has been introduced by a number of cities. Barcelona was the first European city to pass a Solar Thermal Ordinance in 2000. The STO makes it compulsory to use solar energy to supply 60% of running hot water in new, restored and fully refurbished buildings and those seeking to implement a change of use. This regulation applies to buildings intended for residential, health-care, sports, commercial and industrial use, regardless of whether they are public or privately owned. With the introduction of the STO, about 25,000 MWh/year are saved; the energy produced is equal to the domestic hot water demand of a population of 45,000. Licenses requested for the installation of solar panels increased from 1,650 square metres in 2000 to 31,000 square metres in 2005.

Water. Measures towards an optimized water consumption pattern in Icheri Sheher could include installing "self-contained" composting toilets or dual/low flush toilet cisterns; installing rainwater tanks (the location and type of tanks may need careful consideration); subsidizing the installation of efficient water-using appliances; and the preparation of watering guidelines for the selective watering of gardens, plants and green areas. Establishing a water management plan for monitoring future consumption in existing buildings, may contribute to beneficial water efficiency outcomes. The plan could include retaining, monitoring and comparing water accounts and providing real-time public information on water consumption (for public and semi-public heritage buildings) to increase water consumption awareness as part of the ongoing management of the building.

Waste. From February 2010 onwards the Administration of Icherisheher started a project called "Waste Sorting Project" in cooperation with Tamiz Shahr ("Clean City") JSC. With the aim of a more efficient management of solid municipal waste of the territory of Icherisheher, a series of measures have been realized by Tamiz Shahr JSC's support. These could be compared to a number of innovative waste collection and management systems that have been introduced to historic districts. An example of this is the solid waste pneumatic collection system in the historic centre of León, Spain. León has a population of 150,000 inhabitants and an important historic core centre, with a very rich cultural and built heritage. The Gothic cathedral is the main monument in the city and the walled quarter or Old City features a compact fabric of medieval legacy in a fully functional urban area. Waste collection was an issue in the presentation of the Old City.

Garbage was dumped in containers placed along public right-of-ways that, if collected daily by the municipal services, heavily deteriorated the city. Garbage was collected by big lorries which could hardly negotiate the old, narrow medieval streets. With the introduction of pneumatic garbage collection, bulky street containers have given way to much smaller collecting boxes, and lorries no longer have to enter the city centre, largely improving health, sanitation and overall environmental conditions. The system pneumatically conveys garbage through pipes from the collecting boxes to final disposal facilities. Waste is transported by a current of compressed air to a central waste collection plant through the use of an underground network and waste drop off points. At the central collection plant the waste is sorted and automatically placed in large containers to be subsequently transported to a waste treatment or disposal centre. The system improves the appearance of the Old City as it reduces the visual impact of containers and the presence of waste in public thoroughfares; reduces environmental impact of rubbish collection lorries; and eliminates waste and smells. In addition, it allows for selective waste collection at source. The area covered by the pneumatic collection system has 4,000 inhabitants as well as 150 bars and restaurants that produce around 10,000 kg/day of organic waste in addition to 1,000 kg/day of glass. The cost of installation of the system was € 5.2 million and annual maintenance costs are estimated at € 100,000.

Information and Communication Technologies. Historic urban districts can combine traditional economic activities such as craftsmanship and trade with emerging sectors that capitalize on information and communication technologies (ICT). Such a multifunctional approach to development currently characterizes a number of recent urban regeneration strategies. Transforming Icheri Sheher into a pioneer “wired” district would set it apart from many historic districts in the world and convey a positive message that marries history with the availability of high-end technology. The roll-out of a high-speed broadband network using fibre optic infrastructure could help expand information and communications technology usage by small and medium-sized enterprises, increasing the attractiveness of Icheri Sheher as a location for businesses in the ICT, technology, media and other related industries, either in start-up or mature stages. Azercell, a leading mobile phone operator, has already a location in Icheri Sheher. The widespread availability of fibre optic would spread the utilisation of information technologies in schools and among citizens living and working in Icheri Sheher, making it a desirable location for urban professionals.

The installation of Wi-Fi hotspots for public use in selected public areas has proven a valuable instrument to draw repeated visits in a number of locations, notably Union Square and Bryant Park in New York, where the service is sponsored by internet service providers at no cost to the user or the city. The increasingly widespread use of smart phones can be capitalized on to create a living and participatory conservation database. Using free Wi-Fi hotspots and their own devices, Icheri Sheher residents can access information on the significance of the building and district they live in, and send information and images of design features, building conditions, and other issues that matters to them, thus creating a bidirectional database which can be an effective tool in raising awareness of the importance of heritage preservation and a sense of belonging to the Icheri Sheher community.

The Museum of London has merged Google Maps, the GPS in the iPhone and the Museum's library to allow visitors to use their device to learn what is notable around them in key areas of London. Downloading an "app", the device recognises the visitor's location and provides information on the area's architecture and overlays an historic image over the user's current view, hence augmenting the reality that the built in smart phone camera perceives. The Icheri Sheher historic database could be very useful to tourists who can take advantage of the information available by using their own smart phones. The database can include information on Icheri Sheher's history and the significance of its buildings, and also on its restaurants, arts and crafts shops, cultural events and other places and activities of interest. Using GPS technology, visitors can be guided through thematic paths, which would cover the four corners of Icheri Sheher as much as possible. This would facilitate a distribution of flows and business opportunities to an extended number of locations within the district.

Mobile telecommunications devices can be used also for convenient payment of parking fees so that on-street car park users no longer need to pay via parking meters or coupons. This solution can provide efficient electronic enforcement capabilities, enabling both parking attendants and city authorities to efficiently manage parking spaces and fines. A wired Icheri Sheher can also take advantage of information and communication technologies to monitor the district's performance based on a defined set of key performance indicators. A number of urban services companies are developing ICT-based integrated information management and decisions systems for city authorities; Siemens' City Cockpit is an example of such systems. Drawing from data from operational centres across multiple sectors such as traffic, energy, environment and financial, the purpose of City Cockpit is to provide accurate and timely information of the city's performance for decision makers.

3b. Integrated Mobility Plan

For Icheri Sheher, achieving optimal accessibility –linking it efficiently with the rest of Baku– is central to its balanced development. Being able to attract the target number of visitors to the district, a factor for local economic development, depends on a set of elements including good accessibility to Icheri Sheher and easy mobility within the district. The desirability of Icheri Sheher as a place to live, work and visit will depend on the availability of transportation links with Baku-wide networks, including intermodal hubs that facilitate commuting. For residents, being able to lead a normal life means being able to arrive and leave home with, for example, suitcases and heavy bags with groceries. Elder citizens with limited motion capacity would need transportation to as close as possible to their dwellings. Supply vehicles would need to deliver merchandise to Icheri Sheher businesses on a daily basis. Emergency vehicles would need to enter and exit and negotiate Icheri Sheher's streets as rapidly as possible. A mobility plan would have to address these closely intertwined requirements.

As a vital part of greater Baku, Icheri Sheher's mobility requirements should be addressed through policies that are both specific to the district and part of an integrated

city-wide mobility plan. An integrated sustainable mobility plan considers different systems of public transport; private vehicle mobility; “green” vehicles; non-motorised and pedestrian mobility; traffic calming initiatives; parking and park-and ride facilities; and the provision of facilities for intermodal exchange, amongst others.

The Old Town of Segovia in Spain, a World Heritage site, introduced in late 2007 electric mini-buses to provide public transport service to residents and visitors of the historic quarter. These mini-buses, which are very compact in size and can carry up to 28 passengers, are able to negotiate Segovia’s mediaeval narrow streets, and can circulate in streets otherwise restricted to vehicular traffic. Their route is designed to link Segovia’s historic core with other areas of the city served with bigger, conventional buses, and parking areas for touristic coaches. The mini-buses have a low impact on the environment as they do not contaminate the air or make any noise. Manufactured in Italy, each unit cost about €250,000 (maintenance costs excluded); they travel at a maximum speed of 35 kilometres per hour and have a 12-hour or 100 kilometre battery life. Similar vehicles are in operation in a number of European cities such as Rome, Nantes, Bordeaux, Leeds, Perpignan, Coimbra, Amiens, Madrid, León, and Seville, amongst others.

A comprehensive strategy for private vehicles is another key factor for a sustainable mobility plan. Icheri Sheher has pioneered the implementation of a traffic control mechanism that charges the entrance and permanence in the district to non-resident vehicles. The system has proven to reduce significantly the number of cars in circulation within the district’s perimeter. Although conceived for different traffic volumes, the initiative is aligned with other road pricing mechanisms such as London’s congestion charge or Singapore’s dynamic road pricing system. The promoters of such initiatives learnt that for optimum results, traffic control policies they should be complemented with initiatives that improve and facilitate the use of public transport.

The promotion of green vehicles is emerging as an important component of cities’ sustainable mobility strategies. Electric vehicles offer a clean and green alternative to petrol and diesel powered transport. Leading by example, a number of administrations are converting their fleets to electric or hybrid vehicles, including heavy car-dependant administrations such as Denver, Los Angeles and Seattle. Private ownership of low-emissions vehicles can be promoted by national policies such as tax incentives and price subsidies, and at the local level by installing public charging systems for electric vehicles. London has prepared the Electric Vehicle Delivery Plan for London, a strategy to decarbonise transport and improve air quality in London. The plan aims to increase the number of electric vehicles being used in London to 100,000 (or 5% of the total) as soon as possible. To support this aim, Source London, a dedicated agency, will work with the boroughs and other partners to deliver 25,000 charge points across London 2015. The plan also intends to increase to 1,000 the number of electric vehicles in use by the Greater London Authority by 2015. There is a 100% congestion charge exemption and discounted parking available in some boroughs and a £5,000 government subsidy for the purchase of plug-in hybrid cars will be available from January 2011.

Dealing with car parking in historic areas is an important challenge that requires innovative measures. The city of Madrid implemented in its historic core a pilot project consisting of a robotized parking system in a 4-storey building that replaces a previously existing building of a similar size which was structurally challenged. The system provides increased space utilization efficiency, allowing for pedestrian uses and visually improving the appearance of the area by taking cars out of the street. Built below grade and reaching a depth of 12 metres, the system handles 55 cars and its cost was around €1.1 million in 2006.

Providing “soft” or non-motorised mobility systems is also high on the priority list of a number of successful cities around the world. The extensive use of bicycles as a public transport system of private use is promoted in cities such as Copenhagen, Paris, Lyon, and Barcelona, amongst many others. Bicycle sharing is supposed to complement other transport systems to allow easy mobility in the key “last mile”. Barcelona’s “Bicing” System has 6,000 bicycles, 400 stations and 30,732 daily trips. Bicing has 190,944 registered users and it has received very positive feedback from the public. The system is delivered through a public-private partnership whereby the operator supplies the city with bicycles free of charge and in return it is allowed to advertise both on the bikes themselves and in other select locations in the city. The system prevents theft by requiring users to purchase subscriptions with a credit card or debit card.

3c. Disaster Preparedness

The Risk Preparedness Management Manual for World Cultural Heritage sites, published by ICCROM in 1998, provides a rationale for advanced (anticipatory) planning as the key to minimise risks to heritage and hence extend the life of cultural heritage properties. Amongst other principles, the manual recommends that advanced planning should be conceived in terms of the whole property and the direct involvement of property occupants and users in the development of emergency and response plans.

The manual identifies three phases in the planning framework for risk-preparedness: 1) preparedness phase, including reducing the risk at source, reinforcing the ability of a property to contain the consequences of disaster, providing adequate warning of impending disaster, and developing emergency-response plans; 2) response phase, including ensuring availability of the response plan and mobilising the conservation team; and 3) recovery phase, including efforts to mitigate the negative consequences of the disaster, efforts to rebuild the physical components of the property and the social structure of those using the property and its community and efforts to reinstate and enhance preparedness measures.

Effective disaster planning should anticipate and be aware of the appropriate line-of-command protocol, amongst, for example, the Icheri Sheher management entity, ministries with competences in defence, culture, planning, transport and others, between local, regional and national levels. It should establish a single point of authority and links to sources of emergency services and aid.

Fire can cause severe damages to Icheri Sheher's cultural properties including objects, individual buildings and the urban fabric. The number of historic properties that feature structures made of wood; the closely-knit fabric, with a high concentration of adjacent buildings; the scarcity of open spaces that could act as firebreaks; and the narrow streets that would make difficult the circulation of emergency vehicles are factors that contribute to make fire a foremost risk for Icheri Sheher. The fire prevention strategy includes efforts to reduce hazards and vulnerability, such as ensuring that uses are limited to those offering acceptable risk to the building, reducing potential sources of ignition within buildings, and conducting regular maintenance inspections; strengthening the resistance to fire through fire-retardant materials, fire separators, and structural measures such as sprinklers; and fire detectors and monitoring, including smoke and temperature detectors.

Baku has historically been exposed to earthquakes of significant magnitude. In addition to damages to buildings, earthquakes affect infrastructure systems such as electrical grids and communication networks, water, sewerage and gas systems, and roads. Reducing Icheri Sheher's vulnerability to earthquakes can include strengthening the resistance of buildings and their components to damages, analysing structural behaviour to previous earthquakes (such as the one in 2000), reinforcing structural systems especially to lateral forces.

3d. Linking up with the Greater Baku Master Plan

Baku cannot complete a transition to a sustainable development pattern without Icheri Sheher, and vice versa. A holistic and thus effective approach to sustainable urban development requires ample coordination between the entities that administrate and plan them. Such coordination is aligned with the spirit of the Historic Urban Landscape approach, and starts with promoting an analytical and practical integration of planning instruments, both within those available specifically to Icheri Sheher, and those pertinent to city-wide planning.

Icheri Sheher has three planning instruments available to this date, namely: 1) the Integrated Area Management Plan (2007), which analyses actions requested by the World Heritage Committee and proposes a progress and institutional roadmap; 2) the Conservation Master Plan (2009) which contains a detailed analysis and record of buildings and the urban fabric, identifying heritage values and areas and issues related to sensitive development; and 3) the 'Live History' Development Strategy (2009) which focuses on scenarios for economic sustainability including a preferred option for 210,000 square metres of new construction within Icheri Sheher. A complete copy of first two documents and an abridged version of the third were made available to the experts at the workshop in October 2010.

Although the time available for reviewing these documents was very limited, it is possible to advance that generally speaking they seem to address complementary angles for the future of Icheri Sheher. It is suggested to make additions and amendments to the development strategy for Icheri Sheher, and to prepare new programmes with a roadmap on the topics not covered by the Administration's fundamental documents, and as

suggested in this report. The agenda of conservation for development should be particularly important in the preparation of Greater Baku's Regional Development Plan (GBRDP, foreseen in 2011), a key instrument that will shape the future of Baku. A vibrant and well-preserved Icheri Sheher would have a positive impact on Baku's competitiveness and international visibility as a desired location.

4. PEOPLE

- a) Needs Survey among Four Stakeholder Groups and Viability of Activities
- b) Ensure Buy-in from All Stakeholders
- c) Local Community Involvement in Design and Interpretation of Events
- d) Capacity Building Programmes

Discussions throughout the course of the workshop revealed that 3,500 people are officially registered as living in the 22 hectare historic city of Icherisheher, although opinions differed on how accurate or up to date this assessment might be. Other figures quoted in presentations and one-to-one conversations ranged from 3,200 inhabitants to '2,000 families' (which might usually suggest a total population well in excess of 4,000). The need for an accurate and comprehensive understanding of the local community and its profile is clearly appreciated by the Icheri Sheher Administration, who in September 2010 initiated an official evaluation of the community. These statistics will be integrated with the Administration's GIS record. It is anticipated that this data will be available within 18 months.

Until this survey has been completed, detailed demographic data on the local community will not be known, but it is certain that the community has absorbed many people in recent years whose origins lie well away from Icheri Sheher and in some cases from outside Azerbaijan. In all, it is believed that less than 25% of the community was born in the city. Economically, income per capita for the population lies well below the national average and unemployment is high. It is unclear what percentage of the area's 800 buildings contains residential accommodation, but the point was repeatedly made at the workshop that population density in Icheri Sheher is a problem. Some residential properties are overcrowded, with a number of houses being occupied by as many as 7 families. Nonetheless, the Administration regards the current 'official' population level of 3,500 people as being 'about right' for the city's long term economic and social health and its sustainability.

Some residential properties are in poor condition and a number that are still occupied have been identified as being dangerous structures. A small proportion of dwellings in the historic city lack satisfactory sewage disposal arrangements. The administration is targeting 136 properties (apartments housing approximately 700 people) for commencement of a programme of external repair and refurbishment in the coming months, but it is constrained from funding internal repairs to privately owned properties by national law. Generally around the old city, facilities for the local community, including its children, are recognised as being very limited. Once infrastructural improvements and conservation works to facilitate the growth of tourism have been completed, it is envisaged that attention and budgetary prioritisation will turn (in 10 to 15 years, it was said) to the provision of sports, health and relaxation facilities for the local population. In the interim, additional facilities for children, such as playgrounds in available 'corners', are being provided whenever and wherever possible.

Available data on local businesses within Icheri Sheher is also limited. The development of the historic city as a cultural and tourist centre offers considerable business potential, but growth in this sector seems patchy at best, with, for instance, only a scattered provision of restaurants for visitors mainly around the eastern and northern edges of the area. Businesses catering for the needs of local residents outwardly seem sparse and of a small scale, leaving the impression that everyday demand has until now been low. Together, the overall impact of business on the area's sense of place as 'living heritage' is restricted (image 1).

The Integrated Area Management Plan that was prepared and adopted in 2007 recommended the establishment of a Council of Elders to provide a line of communication between the Administration of Icheri Sheher and its population. This Council was set up in October 2009. It comprises 9 well-known and highly respected individuals, some of whom were born in Icheri Sheher and all of whom by statute (decree no. 17 dated 21 October 2009) are required to be either former or current residents of Icheri Sheher. Council members are required to be at least 50 years old and those with state awards, honorary titles, scientific achievements and degrees, or who are war or labour veterans are given precedence in appointment. The Elders are tasked with, among others:

- Raising the local population's awareness on state policy being implemented in Icheri Sheher;
- Providing a line of communication and co-ordination between the administration and the local residential and business communities;
- Involving residents in discussions about current and prospective issues of importance;
- Providing feedback on such issues to the administration;
- Helping the administration to formulate solutions to social issues;
- Bringing forward proposals to improve serious problems in the neighbourhood;
- Through engagement and events, winning over the 'hearts and minds' of the local community to development of Icherisheher and, especially, nurturing within local children and young people respect for the area's history, their cultural heritage, and national and spiritual values;
- Participating in new projects targeted at the development or facilitation of tourism in the area;
- Making recommendations to the administration on the need for upgrading, repair and restoration works in Icheri Sheher.

Since October 2009, the Council of Elders has contributed significantly to the extensive project work that has been undertaken by the Administration.

The people of Icherisheher in essence comprise four stakeholder groups:

- Local residents
- Its business community
- Local visitors

- International visitors

Of these, the local residents and business community form the settled core of people living and working within the walls of the historic city. Their situation has been outlined above. Visitors to the World Heritage site are by their very nature *as individuals* more peripatetic and ephemeral in their influence, but as a stakeholder group will nonetheless be of critical importance to Icheri Sheher's chosen future as a sustainable cultural and tourist centre.

One of the overwhelming impressions gained by the UNESCO team during its time in Icheri Sheher was the relative lack of life on its streets – morning, afternoon and night – away from the 'honey pot' tourist attractions of the Maiden Tower and Shirvanshah's Palace (images 2 & 3). This contrasted starkly with the hustle and bustle generated by daily life and activity immediately outside its walls and with the abundance of afternoon and evening promenaders (lone individuals, couples and families) in and around Fountain Square and on the seaside Boulevard. Being an oasis of tranquility is one thing, but a lack of life does reflect badly on the concept of Icheri Sheher as being living heritage and the "trembling heart" of Azerbaijan's culture, as was described in one workshop session. Admittedly, the workshop was held in late October, but there seems to be little evidence of penetration of visitors into the World Heritage site away from the principal streets near the Maiden Tower, the Palace, and around the inner perimeter of the city walls. It is undoubtedly the case that, during successful cultural events, the streets are thronged with visitors, but living heritage is all about the everyday, not about set-piece special occasions.

It is recognised that detailed statistical data on visitors, their origins, profile and interests still needs to be gathered and analysed, just as for the local community. For the moment, it must be right to assume that the majority of visitors are local visitors from wider Baku. It was interesting to hear the organiser of the Maiden Tower International Festival comment that many of his friends who '*hadn't been in the Old City for years*' had come to the Festival this year and were amazed how it had changed. This and the comparative absence of life in its non-arterial streets imply that Icheri Sheher is not yet an obvious leisure destination in the minds of most potential local visitors.

Recognising that Icherisheher's people must become one of six success factors in order that the area succeeds as an economically sustainable large cultural and tourist centre, the foregoing indicates that there remains much to be done with these four stakeholder groupings of 'people'. Creation of the Council of Elders has been an important step, but the Council has only been operating for one year. It is too early to expect great dividends from its contribution, especially where a population living in depressed and deprived circumstances is involved. However, experience of community engagement in similar situations around the world demonstrates that establishment of mechanisms such as the Council of Elders will not be enough on its own to win round disinterested, sceptical or hostile community members. A raft of different initiatives will be required to ensure that the local community becomes engaged with the work of the administration and it will only be through its engagement that attitudes towards proposals will become more

positive. The following additional steps need to be taken in the immediate future to assist in building the necessary platform for engagement.

4a. Surveys of Needs for All Four Stakeholder Groups

There is an urgent need for unequivocal data about the four stakeholders (local residents, the business community, local visitors and international visitors). Collecting such data demands careful planning, survey programme design, survey management, and data analysis, and this all takes time and resources. During the course of the workshop (including in one-to-one discussions), mention was made of the need for the following:

Local residential community

- Full demographic data including number of individuals, family size, place of birth/ethnic origin, balance of genders, age, employment, income level etc
- Location of properties containing residential accommodation
- Population density
- Identification of residential properties lacking basic facilities and otherwise ‘illegal’ properties
- Specific needs of the community in terms of facilities and amenities
- Identification of the tangible and intangible values that local residents gain from Icheri Sheher.

Business community

- Types of business activity being carried out (legally and illegally) within Icheri Sheher
- Number of employees and percentage of employees from local residential community
- Customer base
- Location of properties housing business activities
- Annual turnover
- Specific needs of business community in terms of facilities and amenities

Local visitors

- Number of local visitors (by day, time of day, month etc)
- Origin and profile (age, income level etc)
- Reason for visit
- Typical number of repeat visits per annum
- Time spent in Icheri Sheher
- Visitor satisfaction (including identification of specific needs)
- Spend per visit
- Facilities/amenities used
- Means of transport

International visitors

- Number of international visitors (by day, time of day, month etc)
- Origin and profile (age, income level etc)
- Reason for visit
- Time to be spent in Azerbaijan
- Time spent in Icheri Sheher
- Visitor satisfaction (including identification of specific needs)
- Spend per visit
- Facilities/amenities used
- Accommodation whilst in Baku
- Means of transport

This list of data that needs to be gathered is far from complete, but it indicates the effort and resources that will be required even in the short-term to provide basic management information for use in future planning. Many heritage sites around the world, including World Heritage sites, have successfully involved their local university in data collection and, if properly managed, in some data analysis and synthesis as well. This could have enormous benefits in engaging local students and educational establishments in the business of managing Icheri Sheher. Engaging young people is now recognised to be doubly beneficial as it tends to lead to engagement of their families as a whole. It should be remembered that data of this kind must be kept continually under review. Heritage management organisations such as the Icheri Sheher Administration need to plan for this within their structure, their resourcing and work programme – otherwise, management planning will be based upon an out of date and potentially misleading understanding of the prevailing circumstances and likely trends.

4b. Ensure ‘Buy-in’ from All Stakeholders

It has been observed above that a whole raft of different initiatives will be required to ensure that the local community becomes engaged with the work of the Administration and it will only be through its engagement that attitudes towards proposals will become more positive. Indeed, to achieve success in the development strategy that has been adopted, all stakeholders must ‘buy-in’ to the concept and practical realisation of Icheri Sheher’s future.

One strong message from the workshop was that currently there is very little buy-in from local residents. The situation with the business community seems much less clear. On the one hand, Azeri developers and investors are showing interest in development opportunities related to tourism in the historic city, but evidence of local entrepreneurship in other business sectors appears very limited. This is discussed elsewhere in this report. In the short term, buy-in from international visitors is less important than from local visitors. At present, the lack of movement from the commercial district immediately outside the walls, as well as from the Boulevard, suggests that there is a general absence of appreciation of Icheri Sheher as a place of leisure and interest amongst residents of wider Baku. This perception needs to be countered by targeted promotional activity,

which frequently (but not always) can be linked to special cultural events (again, discussed elsewhere in this report).

Clearly, considerable focus and effort need to be put into the engagement of local residents in the development of the area. Whilst there may be many reasons for the community to be wary of the Administration's plans, three factors above all others may be at play. Firstly, the rate of change that has occurred over the past 18 months alone – whilst impressive to the outsider – will undoubtedly be proving unsettling and threatening to many local residents. People are inherently conservative and nervous of change in case it threatens their own livelihood (however impoverished that might be) and their standing in the community. When change occurs, it is easier to absorb in small coherent 'chunks'. The pace of change within Icheri Sheher (combining the Administration's programme with private development activity) in this period has been very significant and will be making local residents nervous about the future of their neighbourhood.

The second factor causing heightened tension is likely to be the perceived threat posed to the residents' way of life by the rapid growth of tourism in the area. Although the extensive upgrading of infrastructure that is being implemented responds to the residents' expressed needs and has been essential, it is probable that at present the community equates all change with the promotion and growth of tourism – a classic 'them and us' perception. Put another way, the local community does not feel ownership of what is being done on its behalf and it regards tourism as a potent threat.

The third and final factor can be illustrated by a story told by the respected American heritage author, David Lowenthal, at a recent conference held in Istanbul, who said *'Not very long ago the government of France decided to regenerate the historic fabric of the city of Dijon. The inhabitants of that city mounted a campaign and sent a petition to Paris. The petition said "PRESERVE US...NOT THE STONES ! They were angry that the French government felt the fabric of the city mattered more than they did.'*" The point to his story is that, to be responsive in such situations, communities need to perceive their own circumstances to be improving in tandem with and at the same pace as other developments that are occurring, such as conservation works.

Turning this state of affairs around demands patience, understanding and inventiveness in creating programmes and opportunities for education and involvement. The Council of Elders has an important role to play, but it should be recognised that some sections of the community may regard the Council as being part of the administrative apparatus rather than being a 'friend' of their own, who can assist by representing their views in the development planning process. This is a vital difference. Experience elsewhere suggests that what is required is a multi-faceted approach to engagement that includes the Council of Elders, but is not limited to it. At the Tower of London, a World Heritage site in the United Kingdom, the heritage management organisation and local administration were confronted by a similar 'them and us' situation in the mid-1990s. The Tower was and is the most popular heritage site in the country, with 2 million paying visitors per annum and another 3 to 4 million each year who visit its outside, but do not pay to go in. It was recognised that together these represented an enormous potential economic resource to

help drive social and economic regeneration in its wider environs, which economically and socially is one of the three most deprived districts in England. One of the most pervasive problems preventing use of the World Heritage site in this way was recognised as being the disinterest of local residents (a majority of whom were of Asian origin) in the 'tourist trap' that was the Tower, in their lack of identification with its heritage value, and frequently their open hostility towards association with what they regarded as being a symbol of British political power and past imperialism. To combat this, the Tower's management initiated an internationally-lauded long term programme of community engagement and outreach. A staff member was employed with a specific brief to find and use different ways of involving the local community in the work and future of the Tower. Particular emphasis was placed on visiting local infant, junior and senior schools on a regular basis, for instance:

- encouraging them to use the site as an educational resource;
- telling the younger children stories about its past and present;
- involving students of all ages in archaeological digs when trenches were being made in the ground for infrastructure works;
- running artwork and poster campaigns with winning entries being used as temporary community art exhibits around the site or to promote the Tower on Underground (Metro) stations around London; and,
- using real project proposals as an educational resource to develop planning, design and management skills in older children.

Inventiveness was essential. To grasp the children's imagination, projects often centred around the quirkier and darker moments in the Tower's history – such as the use of its roof spaces to grow vegetables for the war effort during the Second World War, the graffiti carved by 16th century political prisoners in one turret, or the menagerie of wild animals once housed within the main entrance to the fortress. What was found to be vital was to grasp the interest of these children in the Tower's heritage. As has been noted already, engaging with the adults of the future proved generally to be the most beneficial tactic of all, as their enthusiasm tended to be contagious, leading parents to think about the site in a different way too. These are just some of the approaches that were employed to develop a sense of ownership within the local community for the Tower as a World Heritage site. The programme continues today, with a highly developed strategy for outreach and community involvement.

At the Galle Fort World Heritage site in Sri Lanka, a similar approach has been used in the past two years to engage the local community (comprising roughly 2,000 individuals who live inside the walled former fort) in a programme of essential change and tourism development in the aftermath of the damage caused to the nation's infrastructure and economy by the long running Civil War and the 2004 tsunami. Once again, the WHS management organisation – the Galle Heritage Foundation – has utilised a key member of staff to plan and run community engagement activities, based largely around an educational programme centred on the area's living heritage and its cultural values (image 4, 5 and 6). One measure has been to implement a small grant scheme to encourage entrepreneurial ideas from teenagers and young adults. A number of heritage

sites have successfully adopted this approach, sometimes directly linking the provision of funds for the grant scheme to a successful major tourist event – for instance something similar to the Maiden Tower International Festival or an International Food Festival, so that the local community can see that the development of tourism can be of benefit to their own families.

4c. Involve Local Community in Design & Interpretation of Events

A successful community engagement programme keeps building on previous experience and successes. At the outset, the Administration needs to facilitate engagement with a dedicated member of its team and, if possible, a linking mechanism such as the Council of Elders, as is the case in Icheri Sheher. As the dynamics of the relationships begin to change, engagement can turn to positive involvement by the local community in development activity and events. The importance of cultural events has been covered earlier in this report and need not be repeated here. However, whilst looking at the critical role of people in successful implementation of the development strategy, it is right to stress that such events do offer an easy ‘win’ for community and local business engagement through direct involvement in planning, design and interpretation. At the World Heritage city of Ahmedabad in Gujarat, India, an annual Heritage Festival is built around considerable input from local volunteers, helping to build awareness and interest among residents and local businesses towards their heritage as well as strengthening public participation in the conservation of the city’s historic buildings and artistic heritage. The volunteers are closely involved in the planning and running of the event which, held over a week, brings together as many as 100 different activities (image 7). Typically, these might include day and night time guided heritage walks, a special heritage walk for hearing and speech impaired local people and visitors, house museum visits, a film festival on heritage sites, Baitha Garba (Gujarat’s traditional song/dance form); a Sufi festival of poems, dance & songs, a kite making workshop, and a traditional food festival. Each year, the Festival is supported by the Ahmedabad Heritage Foundation, a Corporate Social Responsibility initiative of a group of real estate developers from Ahmedabad, which helps to integrate business and entrepreneurship with the conservation and interpretation of the World Heritage site whilst showcasing Ahmedabad as a heritage destination to the world.

4d. Develop Capacity Building Programmes

Capacity building and training, alongside the kind of community educational programmes that have already been described, will be fundamental components in developing Icheri Sheher’s future. The workshop revealed that already employment prospects for the local community have started to improve slightly, with a number (said to be ‘dozens’) of local people being employed in new construction projects. However, since national law prohibits positive discrimination in favour of employment of local residents, the benefit accruing to the community at present from development projects and other investment in the area is disproportionately low. The answer lies in providing capacity building and targeted training to local residents in the skills that will be required as Icheri Sheher develops into its future as an economically sustainable cultural and

tourist centre. Once again, a useful ploy is to connect funding for some capacity building activities and skills training to income generated from the growth of tourism – for instance, by linking the funding of a programme of bursaries for the training of young people in the catering industry to the success of specific high profile tourism-focused events or opportunities.

Capacity building is equally important for qualified managers as for the local community. The UNESCO team was highly impressed throughout the workshop by the management calibre of the Icheri Sheher Administration – a strength which is unfortunately relatively unusual within heritage management organisations around the world. However, it is considered vital for the long term that the organisation should build international conservation awareness into its heart. It was said a number of times during the workshop that one problem for managers is that they are having to learn rapidly about heritage conservation themselves, making it difficult to spread such learning at this stage to the local community. There are many forms of capacity building and a number of organisations, including ICCROM as well as private corporations, offering both off-the-shelf and customised capacity building in the field. One valuable approach might be to gradually develop contacts with other World Heritage sites in the region, allowing management exchange programmes to be established to facilitate the spread of ideas and best practice. As already noted, the Icheri Sheher Administration has considerable management expertise to input into such an exchange arrangement. In India, the Indian Heritage Cities Network establishes specific and common capacity building programmes between member cities to build competencies and management awareness. These programmes include, as one example, ‘train-the-trainer’ programmes facilitated by a university, to which participating management organisations send a single staff member (the future ‘trainer’) to attend one week courses two or three times a year. In between these courses, the trainers are tasked with passing on their acquired knowledge and skills to colleagues, helping to spread improved heritage management and practice throughout the participating organisations.

5. LEGAL and MANAGEMENT ISSUES

- a) Focus on Governance, Accountability and Transparency
- b) Strengthen Legal and Management Frameworks
- c) Map Options for Financial Viability and Management

5a. Focus on Governance, Accountability and Transparency

Most of the institutions in charge of managing urban areas of heritage and cultural interest are framed by several kinds of decision makers. First of all there is the political environment with its representations at the national, regional, and municipal levels. Then the administrative-bureaucratic structure, with more or less a similar hierarchical stratus. These institutions keep complex ties with the private sector, as this may act as a client, as a provider of services, as a lender, or as a tax payer. In addition to this, the population is at the same time a consumer, an appraiser, a censor and an essential actor. The design of the management of these institutions varies according to their level of responsibility. They can behave as a direct extension of State power and act as an exterior department under close supervision. At the other extreme they can act as a private corporation, which makes use of extensive freedom in decision making. The options for a structure of management which could fit the Icheri Sheher situation could be summarized in the following table, where the nature of management (Public, Mixed Enterprise, Private) and the level of decision making proposed for each structure (State, Regional, Local) can provide an indication of the best fit vis-à-vis governance statutes and legal framework of action.

Level of decision and management structure

Initial hierarchy	State ->	Regional ->	Local
Public	Essential (national) equipment	Infrastructure with economic and social multiplier effects	Equipment of proximity Out of the private sector
Intermediate bodies (public private)	Concession PPP	Mixed economy Management contract Concession, PPP	Service contract Management contract Concession, PPP
Private	Concession PPP Privatization	Concession PPP Privatization	Concession PPP Privatization

Design of institution. The task in the further design and development of Icheri Sheher's Administration relates to two main categories of missions:

- Management of a relatively large and complex urban site, which represents one of the highest expressions of Azeri culture and its history, is registered on the World Heritage List of UNESCO, thus becoming a focus for tourism activity, and which is an essential part of the greater Baku metropolis;
- Management of an urban area which includes housing for a resident population, civil works with most of the usual urban services (roads, sewers, public lighting, etc.), construction and maintenance of public facilities necessary for social and cultural life, and the implementation of policies for employment generation, among others.

Some of these tasks can be delegated to intermediate institutions or private parties, some not. A cross table between the categories of administrative or private structures and of their principal features can help in drawing up a comparative analysis of tools for governance, again extending from the most integrated public institution to the most independent structure.

Governance and features of delegation								
Structures / Features	Direct state / local government control	Management contract	Leasehold	Concession	LRO Lease Rehabilitate Operate	BOT Build Operate Transfer	BOOT Build Own Operate Transfer	BOOP Build Own-Operate Privatization
Accounting	no	no	yes	Yes	yes	yes	yes	yes
Legal framework constraint	strong	strong	strong	Strong	limited	limited	limited	limited
Direct financing	no	no	yes	Yes	yes	yes	yes	yes
Recipient	public	public	Public and private	Private	private	private	private	private
Bank involvement with low rate	No use	no use	possible	Yes	yes	yes	yes	yes

Public governance. Because of the large public responsibility related to the management of Icheri Sheher as a World Heritage site, it may seem preferable to keep most of the powers attached to a public institution. For instance, the capacity to be represented as a public institution within the political and administrative representations at the national, regional and local levels; the capacity to raise or being a beneficiary of taxation; the capacity to make use of the pre-emption right and of the expropriation right; the capacity to participate in the examination of building permits and to control the proper implementation of constructions all favour a public institution. The special moral responsibility associated with the protection of Icheri Sheher and its heritage, with the presentation and dissemination of its cultural-historic values, significantly add to the public side of management with a strong degree of public responsibility.

Private governance. On the other hand, because of its internationally recognized value as a heritage site, because of the need to recapture some of the investments done at the national and local levels, and of the limited access to public employment for civil servants, Icheri Sheher can also be considered as an urban compound within Baku, which could be managed under private rules of management. This would lead to a search for integration which uses the financial aspects of accounting, the need for a balanced budget, the openness of the decision process, with the controlled capacity of private investment, for instance.

Two frameworks for governance. The resulting option for the governance of Icheri Sheher could add and combine all of these requirements. It may be represented by the

following proposals largely inspired from a French apparatus of mixed enterprise structures put under the management of a public institution. Two systems coexist in this option. The first one is based upon a mixed enterprise framework, which works under private laws; the second uses the “public establishment” framework, which is closer to the full public administration system, but benefits from a variable degree of freedom in management.

A Local Mixed Enterprise for Icheri Sheher

Local Mixed Enterprises under the French system are corporations created by municipalities or groups of municipalities. They have at least seven Local Mixed Enterprise shareholders, one of which is necessarily a private person. Local Mixed Enterprises are ruled under the Civil Code and the private law system. Local (public) communities must represent the majority and hold between 50% and 85% of the capital. Private shareholders bring their expertise and contribute to good corporate governance. Even if they cannot own the majority of the shares, they can invest much more than their permanent asset capital under safe conditions. In other words, private money is used under the control of public shareholders and elected public bodies. The municipality or other public elected bodies are used to bring their financial guarantee to the mixed enterprise they are participating in. Banks are in most of the cases associated in guaranty. Local Mixed Enterprises are competent to carry out development operations and constructions, or to provide public services in industrial or commercial categories and all other activities of general interest (such as tourism). Their territorial scope is not limited. They may act for clients other than their shareholders and for their own account. Local authorities cannot assign direct tasks to Local Mixed Enterprises, except only after an open competition procedure (under EU rules). Local Mixed Enterprises are successful in France as there are 1049 to date, most of them being involved in economic and urban development.

In the case of Icheri Sheher, such a Mixed Enterprise could be allowed to take decisions and to engage in and execute actions in order to:

- Implement a local policy for the development of cultural assets, monuments, arts and crafts, and other activities related to the exploitation of heritage assets of Icheri Sheher;
- Implement a local policy for managing cultural and heritage activities together with activities related to the development of tourism, at the request of the national administration, of the local elected and administrative bodies, and of any other competent elected, nominated and administrative bodies (hereinafter Local Authorities and Administration);
- Create, organize, maintain and extend economic activities related any combination of heritage, culture, tourism and business inside Icheri Sheher;
- Enhance the Local Authorities and Administration’s capacity for the implementation of housing policies, conservation works and so on, notably those attached to the realization of the 2009 Detailed Conservation Master Plan of Icheri Sheher;
- To buy, pre-empt, expropriate, sell and lease real-estate properties located within its perimeter;
- Design and set up collective facilities devoted to the fulfillment of these objectives.

A Public Institution for Icheri Sheher - PAI or PIIC

The Public Administrative Institution (PAI) and the Public Institution in Industrial and Commerce (PIIC) are two possible options of legal regimes of a public institution.

They can be distinguished by their dominant activity: public administrative service for the PAI, or public industrial and commercial services for the PIIC. Made simple: to differentiate between these activities and determining whether they are merchant or not, three criteria are usually examined:

- The purpose of the institution: the traditional mission of sovereignty or social action for the PAI versus the production and marketing of goods and services for PIIC;
- Its resources: mainly fees paid by users for PIIC;
- Its operating procedures, identical to those of a private company or not. However, PAI and PIIC are not subject to the same public law. Thus, a PAI obeys to public administrative law principles: its staff is mostly composed of public officials, its decisions are administrative acts, and conflicts fall within the administrative justice. In contrast, a PIIC is largely governed by private law: its staff is in principle subject to the Civil Code and are in large part private sector employees, their contracts with their clients are made under private law, but under public scrutiny;
- Finally, a distinction might be drawn between 'greater service activities' for PAI and 'activities of greater benefit' for PIIC.

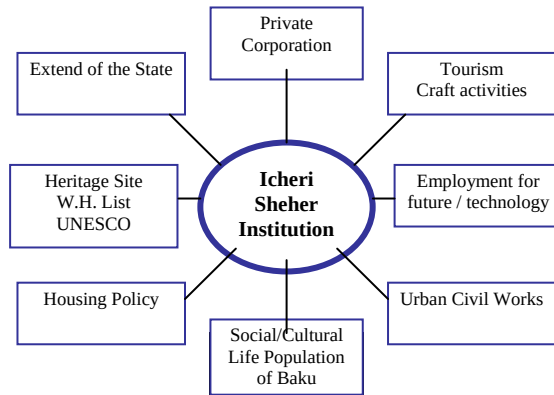
In the case of Icheri Sheher it seems that the PIIC could be a good option. Indeed, the same kind of competencies can be found in the proposal for a Mixed Enterprise of Icheri Sheher, as expressed above. But a PIIC institution can provide more strength in representation within the administrative structures, as it pertains to the public sector. The PIIC may also levy taxes in the form of additional taxes to those transferred by the municipalities, or in some cases, even instead of the municipality. In practice this means that the PIIC decides on tax rates it wants to see applied, while on the other hand the PIIC works on an everyday basis with the municipality and other elected bodies, being the State, the Region or eventually abroad. Accounting is by rule done by the Department of Finance under its ordinary practices. But as the PIIC can make transactions, borrow money, etc., it should work with an annual budget and is subject to the usual accounting rules of the private sector.

Transparency - Information provision by Mixed Enterprise, PAI or PIIC

Each of the governance systems proposed above should use a common framework of communication with its living and operational environment. The aim is to develop and extend contacts with various stakeholder groups by way of detailed communication initiatives specifically designed for:

- Personalized communication for owners
- Informing elected officials and partners
- Working with the other administration departments
- Financial partners and managers (banks, real-estate agencies, notaries)
- Free advice to residents, tenants and owners.

In Overview



	Mixed Enterprise	Public Administrative Institution	Public Institution in Industrial and Commerce
Strength	Flexibility Appeal for capital investment	Proximity of central administration	Public control + business approach
Weakness	Need of a strong financial guaranty	Eventually bureaucratic	Double accounting control eventually burdening
Transparency	Good – Very open if needed	Weak	Good, with restriction in practice

5b. Strengthen Legal and Management Frameworks

Pre-emption rights for the Icheri Sheher Administration. The site of Icheri Sheher has been concerned in recent years by:

- A strong upward movement of real estate values, especially for buildings with architectural interest and with potential speculative financial development;
- A trend in the sale of residential buildings, often in a poor state of repair, some of them sheltering low-income populations;
- A de-cohabitation trend with a reduction in number of co-ownerships;
- A challenge to managing the activities of small and medium businesses, notably in shopping and tourism related activities.

The Icheri Sheher Administration could be interested in fully utilising the procedure of a pre-emption right for real-estate, which allows the public institution that is its recipient, or its delegate, to acquire a property under special conditions when the owner makes known his intention to sell. It should be recalled that the exercise of the right of pre-emption comprises several essential elements:

1. Right for its recipient or delegate to replace the purchaser who wants to sell its property;
2. Right to determine the price of the transaction if the initial price seems not appropriate for its recipient;
3. Right to have this price determined by a judge specialized in real estate in case of disagreement.

Usually the pre-emption right, when it is used for urban intervention purposes, is applied within a perimeter which is defined by public and local authorities and after a public inquiry. In practical terms, the owner who wants to sell his property should ask the pre-emptor to buy it according to his price. If the pre-emptor doesn't want to acquire it, then the owner can sell his property at the proposed price. In any case the notary has the duty to inform the local authorities of the owner's intention to sell. The local institution should react within two months. If it doesn't react during this period of time, it loses its right of pre-emption. If there is no agreement on the price, the seller can retract his wish to sell or

the price can be determined by a judge. The judge identifies the price without consideration of speculative trends and in regard of the permitted land uses. The payment has to be effected within 6 months after the acquisition. If not, the property is retro-ceded to the owner.

The fight against the speculation. In the case of Icheri Sheher the use of the pre-emption right would make it possible to control the selling price of real estate in order to limit speculation. Indeed, the person who would buy a property and would wish to resell it at a much higher price would risk keeping this property without being able to sell, or having to yield to the pre-emptor at a price determined by the administration or the judge. It is often noted that this threat alone is strong enough to reduce dramatically the number of speculative transactions.

Acquisition of a stock of buildings, rental spaces and residences. The Icheri Sheher Administration, or the operator in charge of concluding real estate transactions on its behalf, must be able to acquire the property proposed for sale, in particular to rehabilitate it, to relocate its inhabitants, or to give it a new function. The Icheri Sheher Administration should thus be able to progressively acquire for itself a stock of buildings, commercial spaces and residences for a fair price, or at least a non-speculative price. This stock of properties could be used, for instance, for relocating inhabitants, for opening a market for low or medium-income dwellers in accordance with a special housing programme, or for attracting activities through the application of a low rental base.

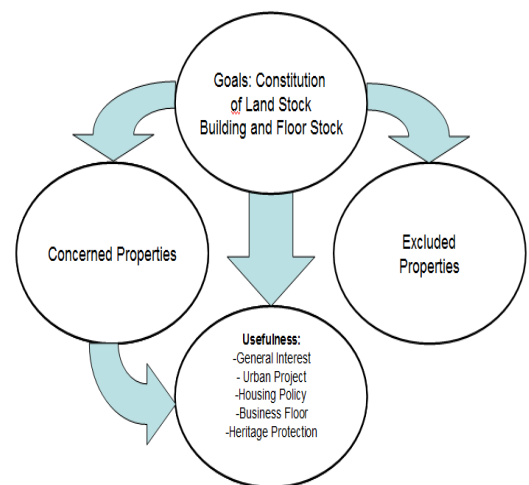
Pre-emption on commercial lease

Icheri Sheher Administration may wish to develop a policy about the nature of activities welcomed or not welcomed inside its perimeter of institution. Similarly with the pre-emption right on property sale, a pre-emption right on commercial lease may be implemented.

This is a way to induce the investment from expected activities that would not come in Icheri Sheher without an existing attractive framework, for instance: short term lease, low lease, incentives for location, commercial support from Icheri Sheher Administration.

Usually the pre-emption right is used at the departure of the activity or at the end of the lease when the pre-emptor buys the commercial right property. Here the perimeter of pre-emption is defined by the local institution or by the State in accordance with the Chamber of Commerce and Industry which may be consulted as well as the relevant Ministries.

Similarly with the pre-emption on sale, this procedure supposes that the information on the wish to sale, to renew the lease or to leave the floor has been sent to the local institution on the one hand by the notary and on the other hand by the owner or the leaseholder.



5c. Map Options for Financial Viability and Management

Financial viability of the Icheri Sheher Administration is evidently related to its expense and income figures. Income may originate from the State, regional and local

participation, as well as from the sale of products and services. It can also originate from some taxation products paid directly to the Icheri Sheher Administration, or transmitted via the State or local bodies. One principle of justification for this direct allocation or transfer postulates that many expenses for the maintenance, improvement and development of the site are supported by the Icheri Sheher Administration, thereby allowing the Administration also to benefit from this source of income. A set of 6 different taxes is presented here drawn from French experience as examples of some local taxation, which could be devoted to the Icheri Sheher Administration.

Taxation on construction. The buildings inside the perimeter of protection are of cultural-historic or heritage value. Some of them have been restored and rehabilitated, while a large portion is still in need of major improvements in structure as well as internal equipment. More generally, most of the built environment of Icheri Sheher should be preserved and maintained according to the State policy on heritage; destruction of existing building stock for purposes of reconstruction should not be considered as a strong prospect for Icheri Sheher. This means that a taxation procedure on new construction in Icheri Sheher would not provide a large amount of regular income. Only improvement works, external and internal, could eventually be subjected to taxation. Unfortunately, the basis of this kind of taxation is very difficult to identify and consequently to impose on owners. In such case taxation on construction works inside the perimeter needs to be conceived under some additional rules in order to increase substantially the budget of the Icheri Sheher Administration. The following may be seen as suggestions for improved fiscal resources for Icheri Sheher.

Local tax for equipment. This tax is used in France and it is based upon the creation of new floor space or the change in use of floor space. It is paid to the municipal budget for realizing public equipment works, i.e. infrastructure (sewerage system, road works, street lighting, open spaces, etc.) and public facilities (library, museum, etc.) without constraint to location in the city. The base of taxation is determined by floor surface area multiplied by a variable of the fictive costs of construction (usually between 40% to 70% of the contractors' costs), which can vary according to the use of the building (residence, office, warehouse, etc.) and its location (in metropolis, province, or rural setting). This basis then is multiplied by a coefficient determined by each municipality, which varies from 1% to 5%. The sum of the taxation is paid in half at the issuing of the building permit, at most 18 months after the building permit has been issued, and the other half at the end of the construction works, or at maximum 36 months after the building permit has been issued. In the case of Icheri Sheher, this taxation could be useful because of its frequent application to works for building extensions, for interior rehabilitation, and for modifications in the use of floor space inside the buildings (with or without construction works), inside the protected area of Icheri Sheher.

Taxation on transfer. The sale and buying of real estate may not be as significant anymore as it used to be in Icheri Sheher, since numerous buildings of historical value are now privately owned and have undergone external and internal rehabilitation works. The number of co-owners willing to reunite their properties in a single ownership is now also vanishing. On the whole this means that the base for a tax income resulting from transfer

of property may be on a declining trend and, consequently, with the aim of raising a substantial income on transfer this situation would have to be compensated for by a strong turnover in housing and commercial floors. Such a situation will depend on external economic factors related to the real estate market in Baku, as well as a successful development policy for Icheri Sheher, notably for the lower middle class of house buyers and for commercial floors. With all these motives, this tax should be allocated to the Icheri Sheher Administration with a good potential for returns.

Taxation on property. The Icheri Sheher Administration could benefit of the taxation on property as a permanent source of income, although it will be meeting a well-known challenge as regards determining the fiscal value of the property and the applicable rate of taxation. The recent introduction of private property in Azerbaijan has not been followed by a set of fully detailed fiscal rules on real estate ownership and on real estate revenue, in comparison to Western countries or some Asian countries. Considering the rates applied in these countries, it can be recommended that the property tax should not overpass 1% of the market value, or 1/8 to 1/4 of the net income of a property. It should be noted that it would be difficult to establish a specific rate for Icheri Sheher, which should be different than the ones for Baku or the State. Again, the difficulty resides in defining the market value of the Icheri Sheher properties. It stresses a need for the fiscal administration to being truly informed of transaction prices, directly by the seller or buyer and by the notary.

Taxation of increases in value on property. The private real estate properties of Icheri Sheher have been, and are still subject to a strong increase in market value. This increase in value could be taxed, as happens in numerous countries, because it results from speculative trends which cannot be justified only by improvements done by the owner. In the case of Icheri Sheher, the increase originated from capital gain, which is not solely related to economic behaviour of the owner, but is largely due to:

1. The specific cultural and heritage environment of Icheri Sheher when considered within Baku;
2. The non-substitutable cultural values of Icheri Sheher; and
3. The international economy of real estate.

It is conceivable that a part of this value increase could be taxed as personal enrichment. The fiscal duty on increase in value on real estate is usually paid to the State. But, because of the unique situation of Icheri Sheher, it could be requested that the revenue of such a tax should be transferred to the Icheri Sheher Administration. Taking for example the framework existing in France, the determination of the tax base which represents the difference between the acquisition value and the selling value, considers the following basic elements:

- A property which is permanently used for housing is not subject to increase in value taxation at the time of transfer. Transactions for less than €15,000 are not concerned. Public properties are exempted.
- The gross capital gain is discounted by a rate related to the number of years of ownership beyond the fifth year (10%).

- The taxation on increase in value is not applied after a certain period of ownership (15 years in France). This obeys to the reduction of 10% each year after the 5th year and the increase in value is fully exonerated at the end of 15 years.
- The income occurring from the increase in value can be considered as a personal income of the owner if the property was acquired less than two years before (short term capital).
- The loss incurred when transferring property is not imputable on the tax duty.

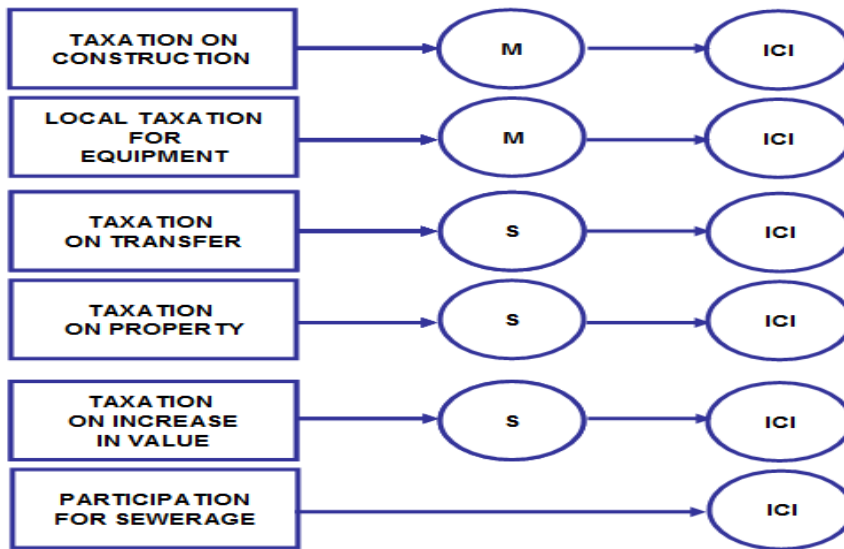
The question of appraisal of the property at the time of acquisition and transfer is particularly pivotal in the case of Icheri Sheher. The fiscal administration, and ultimately the judge, should develop a specific way for the execution of this task. For instance, in absence of a registered transaction or reliable data, the administration could use an indirect method, such as the ‘multiplier rent-value’. Usually, the rent value is more likely to be known and it could be easier for the Icheri Sheher Administration and for the fiscal administration to reconstitute it. Actually, in western countries, most of the multipliers lay between 12 to 20 for housing, and between 6 to 10 for offices.

Participation for sewerage. The Icheri Sheher Administration allocates an important budget for the improvement of public spaces, amenities and technical infrastructure and it doesn’t benefit from a specific tool for taxation to finance these improvements. There is a permanent need to cover and anticipate these immediate and large expenses at the scale of Icheri Sheher. This challenge is partially solved in France with the creation of a special tax on existing constructions, which is devoted to the financing of infrastructure and facilities. The basic features of this “participation” are as follows:

- The owners of buildings constructed after the set-up of sewer installations realize a saving when they link up to this facility. Thus, the municipalities that so desire can demand from these owners, at the time of the permit issuing, a participation which reaches at maximum 80% of the costs of installation and connection.
- This participation can also be required for property development. For land development projects, the sewerage tax cannot be assimilated to lump sum participation and it is added to the participation for connection to the sewer network.

The French system has juxtaposed a number of *ad hoc* “participation” payments like this, which can be fully applied according to local circumstances (need of development, fiscal capacity of the municipality or local authorities, etc.). For example, a tax for sewerage hook-up; a water treatment tax that comes into action after the sewer installation; a tax on waste water, also known as “authorization tax”, which makes it possible to direct waste water other than household waste water into the sewer system with official authorization; a waste water tax “for reimbursement of works”; a waste water tax for “upkeep of the network”, etc.

Hypothesis on Taxation or Allocation for the Icheri Sheher Administration



6. ECONOMICS and PRIVATE SECTOR SUPPORT

- a) Economic Development Strategy and Role of the Private Sector
- b) Vehicles to Mobilize Private Sector Financial Support

6a. Economic Development Strategy and Role of the Private Sector

As government funding alone cannot maintain Icheri Sheher indefinitely, the long-term viability of the conservation effort will ultimately rest on the Administration's ability to attract suitable and sustainable economic activities to the historic district. Accordingly, the Administration needs to devise a coherent economic development strategy, based on a thorough and objective evaluation of Icheri Sheher's specific strengths, weaknesses, opportunities and threats, so as to identify the business sectors best suited to those conditions. Unfortunately, realistic options for Icheri Sheher are distinctly limited: what is fashionable is often not practicable; what is practicable may not be economically viable; and what is viable is not always desirable, be it for strategic, environmental, social or other reasons. Spatial, infrastructural and traffic constraints preclude most industrial and commercial possibilities, and many seemingly appropriate possibilities are extremely volatile (e.g. foreign leisure tourism) and/or commercially insignificant (e.g. artisanal crafts) and/or of an inherently speculative nature (e.g. SMEs, particularly IT start-up businesses).

In other contexts, particularly in the developing world where the pressures on government to generate economic prosperity are so great, there is a widespread tendency to rush to embrace a solution before properly understanding what the problem is, as well as to adopt systems, rules and technologies regardless of whether they are appropriate to the particular context in which they are to be applied. The absence of a clear vision and comprehensive economic strategy has regularly resulted in serious structural imbalances in local economies, such as the adoption of water-borne sanitation and water-intensive agriculture in extremely water-stressed regions.

Almost any economic activity of any significance is going to entail far-reaching changes to the character of an historic district, and such changes are invariably going to be driven by the private sector. However, it is sometimes extremely difficult to reconcile the restrictions sought by preservationists with the dynamics of rapidly growing and modernising cities. The debate is by no means new, but it is usually applied to the social and cultural domain, not the economic. The nexus between all three is seldom adequately explored, to the enduring and particular detriment of locations such as Icheri Sheher which find themselves exposed to the full and often brutal forces of rapid economic change.

The central role of oil in the history of Icheri Sheher is widely overlooked. The settlement dates back to long before the era of commercial exploitation of oil, and many of the buildings within the World Heritage site, such as hammans and mosques, pre-date that era. Arguably, a lot of these structures owe their survival very largely to the restoration funding afforded by oil. Azerbaijan is likely to produce more oil over the next 30 years

than in all of the past 130 years put together. Accordingly, few Azerbaijanis are likely to understand why the primary showcase of their heritage should not reflect, even at a distance, any architectural celebration of the country's newly-reclaimed wealth and standing in the world. Even less are they likely to understand why their own cultural heritage should deny them the right to develop Baku in the image of a modern and self-confident city, complete with its share of iconic buildings. The different viewpoints in this matter are not, as is sometimes suggested, a matter of taste. Instead, they reflect the point that perceptions of heritage are rooted in one's vantage point and ideology, percolated through highly selective economic and political filters. It may thus seem to some that the legitimate quest to raise standards may sometimes be a guise for the selective application of different standards.

The challenge for many historic urban districts in emerging economies is that upwardly mobile elements of society (and businesses targeting this highly aspirational market) see themselves as part of the future, not the past, and want to live, work and relax in the most modern surroundings possible. The result is that spending power quickly migrates from the historic districts to the more dynamic areas. Buffer zones, intended to dissipate the impact of new developments in the surrounding areas, can easily have the unintended effect of isolating historic districts from the vigour and bustle of the metropolis, in effect banishing them to serve as solemn and ghostly mausoleums of a by-gone era. The longer-term implications could be especially pronounced in the case of Baku, which is absolutely constrained on one side by the Caspian and substantially constrained on the opposite side by the escarpment. If the buffer zone were to have the effect of a blanket ban on new developments in and around the southern reaches of Baku, the commercial centre of the city may shift further and further in the opposite direction, away from Icheri Sheher. The long-term effect could be permanently to detach the historic district from the fabric of the more vibrant and prosperous city beyond, thereby greatly diminishing any prospect of involving the private sector in the regeneration and conservation of the World Heritage site. The debate over the role of the private sector in Icheri Sheher's development urgently needs to be expanded to include the tensions between heritage conservation and market forces, as well as a much wider range of viewpoints.

6b. Vehicles to Mobilize Private Sector Financial Support

It was suggested that the Administration should establish a separate body specifically to "mobilize financial support" for Icheri Sheher. Such a body would identify and proactively solicit specific types of investment and commercial activities, much like an investment promotion agency (IPA). The World Bank strongly advocates the establishment of IPAs at almost every level of government, as one would expect: such "one-stop shops" can be a very convenient resource for foreign investors. However, many IPAs have been a singular disappointment and have not even fully covered their cost to the host state/region. The primary reason for this is that they have frequently been expected to promote insufficiently credible and coherent economic strategies. Other reasons have included the potential for conflict with parallel national investment promotion agencies with overlapping responsibilities (eg Azpromo); poor communication and coordination between the IPA and other government units; and the inherent difficulty

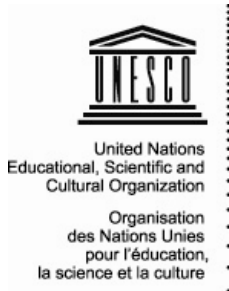
of competing successfully against the IPAs of countries with much greater resources at their disposal. Experience suggests that it may be premature even to contemplate such a body at this stage, and that the very considerable investment of time, energy and money involved in establishing and then managing a dedicated IPA may be better spent on developing a clear and considered vision and economic strategy for Icheri Sheher.

It was suggested that the Administration should develop a range of incentives to encourage investment and entrepreneurial endeavours in the historic district. However, companies and investors are primarily attracted to a business location by a sound and stable business environment, not by incentives, and local authorities are all but powerless to influence the general business environment, the more important aspects of which include macro-economic policy; the tax system; impartial courts and law enforcement; a predictable and non-discriminatory regulatory environment; and adequate and relevant infrastructure. Fortunately, Azerbaijan is widely regarded as having a very favourable business environment, such as may warrant the use of tax incentives, financial subsidies and regulatory exemptions to attract particular investors and/or to encourage or discourage particular activities. However, it is wholly inadvisable, never mind difficult, to devise effective micro-economic mechanisms in the absence of an overall economic strategy.

In view of the Administration's very limited authority to levy taxes and to offer incentives, consideration should be given to applying for Icheri Sheher to be declared an SEZ under the Special Economic Zones Law of 2009, the stated aim of which is the "acceleration of the development of business and economy in the Republic of Azerbaijan by introducing new service areas on the basis of special legal regimes and modern technology". One of the principal merits of SEZs is the "safe haven" which they afford investors. By this is meant the convenience, cost savings and risk avoidance of operating in an efficient, modern, safe, well serviced, administratively transparent and sector-specific environment. A further attraction is that they afford those charged with administering defined areas which have specific abnormal needs (such as Icheri Sheher) much greater control of the local business environment and also much greater scope to introduce specialized local taxes and incentives (as introduced in the previous chapter).

ANNEX 1.

Text of the new UNESCO *Recommendation on the Historic Urban Landscape*



RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE

PREAMBLE

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

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

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

Recognising the dynamic nature of living cities,

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

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

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

Recalling that a corpus of standard-setting documents, including conventions, recommendations and charters, exists on the subject of the conservation of historic areas⁴, all of which remain valid,

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

Further noting the evolution of the concepts of culture and heritage and of the approaches to their management, through the combined action of local initiatives and

⁴ In particular the 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, the 1962 UNESCO Recommendation concerning the Safeguarding of the Beauty and Character of Landscapes and Sites, the 1968 UNESCO Recommendation concerning the Preservation of Cultural Property Endangered by Public or Private Works, the 1972 UNESCO Recommendation concerning the Protection, at National Level, of the Cultural and Natural Heritage, the 1976 UNESCO Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas; the 1964 ICOMOS International Charter for the Conservation and Restoration of Monuments and Sites (Venice Charter), the 1982 ICOMOS International Charter for Historic Gardens (Florence Charter), and the 1987 ICOMOS Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter), the 2005 ICOMOS Xi'an Declaration, as well as the 2005 Vienna Memorandum.

international meetings⁵, which have been useful in guiding policies and practices worldwide,

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

Having before it proposals concerning the historic urban landscape as an approach to urban heritage conservation, which appear on the session's agenda as item 8.1,

Having decided at its thirty-fifth session that this issue should be addressed through a Recommendation to Member States,

Adopts the present Recommendation. The General Conference recommends that Member States adopt the appropriate legislative institutional framework and measures, with a view to apply the principles and norms set out in this Recommendation in the territories under their jurisdiction.

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

INTRODUCTION

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

⁵ In particular the 1982 *World Conference on Cultural Policies* in Mexico City, the 1994 *Nara Meeting on Authenticity*, the 1995 summit of the *World Commission on Culture and Development*, the 1996 *HABITAT II Conference* in Istanbul with ratification of Agenda 21, the 1998 *UNESCO Intergovernmental Conference on Cultural Policies for Development* in Stockholm, the 1998 joint World Bank-UNESCO *Conference on Culture in Sustainable Development—Investing in Cultural and Natural Endowments*, the 2005 *International Conference on World Heritage and Contemporary Architecture in Vienna*, the 2005 *ICOMOS General Assembly on the Setting of Monuments and Sites* in Xi'an, and the 2008 *ICOMOS General Assembly on the Spirit of Place* in Québec.

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

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

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

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

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

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

I. DEFINITION

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

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

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

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

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

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

II. CHALLENGES AND OPPORTUNITIES FOR THE HISTORIC URBAN LANDSCAPE

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

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

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

Urbanization and Globalization

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

Development

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

Environment

19. Human settlements have constantly adapted to climatic and environmental changes including those resulting from disasters. However, the intensity and speed of present changes are challenging our complex urban environments. Concern for the environment, in particular for water and energy consumption, calls for approaches and new models for urban living, based on ecologically sensitive policies and practices aiming at strengthening sustainability and the quality of urban life. Many of these initiatives, however, should integrate natural and cultural heritage as resources for sustainable development.

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

III. POLICIES

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

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

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

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

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

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

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

IV. TOOLS

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

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

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

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

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

V. CAPACITY-BUILDING, RESEARCH, INFORMATION AND COMMUNICATION

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

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

27. Encourage the use of information and communication technology to document, understand and present the complex layering of urban areas and their constituent

components. The collection and analysis of this data is an essential part of the knowledge of urban areas. To communicate with all sectors of society, it is particularly important to reach out to youth and all underrepresented groups in order to encourage their participation.

VI. INTERNATIONAL COOPERATION

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

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

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

ANNEX 2.

Comparative Case Studies on Cultural Tourism

Five case studies have been chosen, all World Heritage sites with one exception, which is a medieval walled town in Brazil:

1. A Learning Agenda	Tower of London WHS, UK
2. Interpretation & Presentation	City of York, UK
3. Communications & Cultural Events	Maritime Greenwich WHS, UK
4. Visitor Management	Florence WHS, Italy
5. Sustaining & Enhancing the Spirit of Place	Salvador WHS, Brazil

1. A Learning Agenda – Tower of London, UK

The Tower of London, administered by Historic Royal Palaces, is located adjacent to the River Thames in the heart of the UK's capital city with the financial centre the separately administered City of London in the background. Issues of visual integrity and community outreach whilst recognised as important are not the focus of this case study.

Learning – formal and informal - is integrated into the visitor experience in a variety of ways responding to the needs of different target audiences – families, schools and the general visitor – the tourist.

A Trip Advisor contributor commented:

‘If you do one thing in London do the Tower and the Beefeater tour. Really enjoyed the visit. The Beefeater tours were fantastic, lots of little known facts and quite a bit of comedy thrown in, really informative. Also they all seem to have their own routines and stories so you could quite cheerfully do a couple with different Beefeaters and not get bored’. (23.02.2010)

ViewLondon.co.uk advertises tickets for the experience of skating on the frozen moat. Arguably more appropriately placed under the Events Calendar; visitors – including families with teenage children - are able to experience the space outside the fortress walls.

Family membership, wrist bands for children's safety, dedicated facilities such as a 'buggy park' and 'meal deals' enable ease of access for families to the learning opportunities inside. This preparatory organisation is the bedrock to successful visits. Families are encouraged to follow The Medieval Palace & Crown Jewels Trail and attend Fun Days on topics directly related to the cultural heritage of the tower – Coronation, Memorial, Treason and Symbolism.

Sessions and workshops for schools led by an expert presenter are curriculum based. Significantly a new programme has been introduced in 2010 - *Chance of a lifetime: experience conservation*. Stone masons have been working on The White Tower and school groups (if they make a booking) can experience historic building conservation

first-hand by getting a close-up view of the ancient stones, as well as exploring traditional crafts. Inspired by the White Tower conservation work one group created a short film to report their experience and what they learnt. Sessions are mainly targeted towards children aged between 7-11 years.

Object Handling and Investigation – Tudor Music, Dressed for Court, Walter Raleigh: Queen Elizabeth I's Explorer, and Imprisonment, Escape and Execution (led by a costumed actor) is complemented by Route-based and Practical Sessions. The Tower Dig gives students the opportunity to become archaeologists by working with each other on a reconstructed dig in a classroom. They identify record and classify a wide variety of finds.

In addition, teachers have available a wide range of on-line resources – fact sheets, guides, videos & games. Provision is made for Teachers Courses including finding out about historic sites as learning resources across the curriculum, and heritage management relating to leisure, travel and tourism.

A focus on families was encouraged by the Board of Trustees. Activities 'should be entirely integrated with the product and it should be possible to provide fun and interesting things for families around our core associations'. (Historic Royal Palaces, Meeting of the Board of Trustees, 21.05.2008)

The Head of Conservation is also the Head of Education. In total The Tower of London received 2,389,548 visits in 2009 – up 11% on the previous year.

2. Interpretation & Presentation - the City of York, UK

The medieval walled City of York has prided itself in developing high standards of interpretation and presentation for the benefit of visitors over a number of years. Within the city walls is York Minster and Jorvik Museum, as well as the famous tea shop Bettys - cakes now available on-line; and the Shambles – voted the most picturesque Street in Britain in 2010.

Twenty years ago, Jorvik Museum caused a sensation by opening the archaeological dig under the city streets in a shopping precinct to visitors. Not only was this an underground heritage attraction but also one where you travelled in a train to experience the recreated atmosphere and life in Viking York, especially the smells, and rode through the reconstructed archaeological dig, before getting out to look at the finds displayed in orthodox glass museum show cases. It was a financial success and the redisplayed museum remains open to the public. Somewhat unnervingly for many visitors the sensation of standing over the archaeology on a floor of glass is a new addition.

This Museum started a debate that is still current. How far is it acceptable to go in order to popularise a place? Is the continuing trend towards costumed interpretation – Jorvik is no exception here – supportive of enhancing heritage values or does it have a negative effect? Does the use of costumes in World Heritage Cities such as Tallinn, Estonia;

Cesky Krumlov, Czech Republic and Edinburgh, Scotland reinforce the idea that the historic fabric is a setting for people's lives: and they are the actors in a film set; hence the criticism of Disneyfication?

The National Trust in England is just going down this route arguing more visitors will mean more money for conservation activities. An interactive experience of how people lived is a proper part of conserving heritage values.

York City is more restrained. The careful and considered approach to interpretation and presentation is well regarded and cited by the Irish Tourist Board, Fáilte Ireland, in a recent publication *Historic Towns in Ireland Maximising Your Tourism Potential*. There is still a risk of information overload and just 'clutter' however discrete and well designed individual panels might be with specially formulated panels for those with visual impairment. York attracts over 7.1 million visitors a year who spend over £443 million. This has created nearly 23,000 jobs in the local economy.

3. Communications & Cultural Events - Maritime Greenwich, UK

One of the major initiatives of the Maritime Greenwich stakeholder partnership, led by the local government tourism department, at the start of the 21st century was to strengthen brand values and establish a brand identity for the whole World Heritage Site. This was a foundation for improved marketing to potential visitors. Previous efforts had been individual and fragmented. An emphasis on the 'most stately procession of buildings we possess' contrasted with a home-spun leaflet about the market.

The new logo Greenwich *Great Times Infinite Possibilities* with a diagrammatic River Thames has been used on a regular basis surrounded by different photographs according to the purpose of the promotion. The Christmas 2010 brochure represents a yet more sophisticated use of the world heritage brand image. There is one picture – the Old Royal Observatory Greenwich in the snow. On the reverse the market is included amongst concerts, plays, a pantomime and planetarium shows.

An analysis of the ephemera associated with an improved marketing communications policy reflects in turn the trajectory of development for this World Heritage Site and a building of business confidence.

Improved public transport is equally important. Tourists from around the world as well as people from the UK want to visit Greenwich and stand on the prime meridian. The main monuments are free of charge and busy most of the year.

Only during the winter months are events targeted towards the local community: in October a Trafalgar Day dinner in the Old Royal Naval College; in November the opening of the 28 inch dome refractory telescope. Although throughout the year music students give concerts in St Alfrege, the local church.

The scale of events has grown over time. Greenwich & Docklands International Festival attracts performers from across the world. The World Heritage Site is the backdrop for these creative artists.

In late spring the London Marathon starts in Greenwich Park, a major event on the international running calendar. The smooth running of this event gave confidence to the successful proposal for the 2012 Olympic Games Equestrian Events to be held in the Park in the centre of the World Heritage Site.

Supported by conservation organisations on site – the National Maritime Museum, Royal Parks Agency and Foundation for the Old Royal Naval College - and those close to government, including English Heritage, this planned event has evoked huge opposition from local amenity societies concerned about level of risk, degradation of the heritage assets, and possible negative social impacts of three day eventing, horse jumping and dressage - both Olympic and Paralympic Games. Archaeological excavations are in progress.

The associational value for the Olympic equestrian events is remarkably slim: the park was formerly a royal hunting ground. Proximity to the athletes' village and photogenic qualities of the location – much used by film crews - were the primary considerations.

The main heritage associational value is the association of the WHS with the British monarchy. The positive images created on television around the world will – it is hoped - promote UK's interests including tourism.

4. Visitor Management - Florence, Italy

Florence, known colloquially as the “Cradle of the Renaissance”, is in an exceptional location on the River Arno. The beauty of the artistic treasures housed in its churches and museums makes Florence a magnet for tourists

Visitor management in the public realm is closely associated with traffic management and providing personal security alongside access to information. In a thriving city where trade is as active today as during the renaissance period designer shops, boutique hotels and street traders create a frenetic level of activity. The Uffizi Gallery sells over 1.6 million tickets a year.

In an effort to avoid the queues tickets to museums and guided tours can be bought in advance on-line. This system does not prevent long queues outside.

Many areas are pedestrianised and visitors are encouraged to use sustainable transport - walk, cycle, hire Segways, take group taxis, buses and trains.

The question arises are the cultural heritage values as well as social values enhanced or diminished in this scenario? Is intercultural dialogue through social interaction and practical visual messages a benefit to the community and the historic urban landscape over the longer term? Or does a quiet severing take place in the continuity of tradition? Do local people live in the shadows or move away? What measures can be taken to manage the public realm for the benefit of locals and visitors so that their experiences of living in the city are both satisfying and culturally sustainable?

5. Sustaining & Enhancing the Spirit of Place – Salvador, Brazil

Salvador, Brazil's first capital, was once the glory of colonial Brazil and the second city in the Portuguese empire. Today it is a vibrant city with fine colonial buildings. Salvador is the mainstay of Afro-Brazilian culture brought by the slaves. Pelourinho – the city within a city - ('pelourinho' means whipping post in Portuguese) was the place where slaves were sold.

Before the restoration work began in the 1990s it was a 'no go' area for tourists. Then, in 1992, Bahia's state government launched a programme known as Recovery of Salvador's Historic Centre. This was followed in 1994 by support for a tourism development programme in the form of a loan from the Inter-American Development Bank (IDB)

The goal was to restore key sections of Pelourinho and a few other historic areas in Salvador, to encourage tourism and investment by private businesses and home owners. A novel approach was taken: the city would offer to completely renovate residential buildings for free, so long as the owners would let the city rent the ground floor of the property for 12 years following the renovation. Rental revenues would help the city recover some of the costs of the renovation.

An entire block of crumbling 17th and 18th century residences that once served as the city's red light district were taken over by the local government. Based on an integrated design, the city began to restore and adapt each building to specific uses creating Praça das Artes, da Cultura e da Memória. With the aim of sustaining the grassroots cultural activities that were already taking place in Pelourinho a rehearsal space above the art cinema was designed especially for theatre and dance troupes.

One Bahia state tourism official is positive about the outcome: "Today this area is generating jobs and has been transformed into a social focal point for the city. In addition to all the restaurants, shops, galleries and other businesses that have come in, we have a programme known as Pelourinho Dia e Noite (Pelourinho Day and Night), that sponsors more than 1,000 concerts, plays, poetry readings and other artistic events each year." (Source: IDBAmérica magazine)

So far, the project has been a partial success in economic terms. A survey showed that for 32 percent of tourists Salvador's historic heritage was the main motive for their visit, a change from 7 to 8 percent before the restoration programme. However, the project has fallen short in its aim to attract home buyers. An official spokesperson articulated the problem. "We have plenty of businesses, but since there aren't too many residences, parts of the district can become a ghost town at night. We're worried about this, because ultimately residents are the ones who sustain economic activity on a daily basis." It will take time and more money to turn Pelourinho into a fully integrated mix of residences, businesses and tourism facilities. Salvador and Pelourinho are getting better known as international tourist destinations.

In a social sense the project has worked well. Both Baianos and tourists frequent the streets with their many bars, squares with all types of music. The street is concert hall and Carnival the main festival. The testimony of one local boy is telling.

“My ancestors contributed lots of wonderful things to Brazil's culture - especially music, foods and dance. They are a big part of our lives today.”

Samba and ‘bossa nova’, classical and jazz repertoires and the thundering rhythms of percussion bands echo up the narrow streets and on special occasions, Pelourinho is also host to colourful “filarmônica” marching bands.

Conclusions

The above case studies indicate *inter alia* by placing cultural heritage resources at the heart of the agenda within Historic Urban Landscapes:

- Integrated planning for tourism, business and community development is a medium to long term proposition
- Developing communication strategies in parallel with public sector investment in cultural heritage conservation shapes perceptions within and outside the community
- Financial returns on investment are possible but the involvement of the private sector is often dependent on external factors
- Risks need to be understood, in particular, the impact on cultural heritage resources of
 - unregulated tourist numbers
 - major events tangentially associated with the place
- Investment in social capital and cultural traditions have immediate community benefits
- Success can create new problems in terms of an imbalance in a living community
 - too many outsiders – tourists – change the socio-cultural dynamic of association in public spaces
 - too few inhabitants – the community – creates a museum or ghost town
- Learning & interpretation are ways knowledge and understanding about cultural heritage is transmitted and recreated for the benefit of members of the community and visitors
 - Cultural events are a major contributor to sustaining the intangible cultural heritage

The spirit of the place cannot be captured or sustained by a ‘tick box’ approach alone.

ANNEX 3.

Short Biographical Notes on Expert Team contributing to this Report

Dr. Bernard BIZET (France) has an extensive experience of thirty years with urban development and site management in historic areas.

His current activities as lawyer and economist focus on legal and administrative aspects in the management of complex urban sites. His expertise is requested by local authorities and ministries for setting up heritage protection policies and for fostering local economic development for housing and tourism in relation with these policies.

He advises national heritage organizations (Chaumont, Louvre, Auvers) as well as investors who want to intervene in historical urban sectors. Accordingly, he works in public and private spheres of housing for old urban centers with more than 50 references in French and European cities.

In addition to his missions in Tunisia (2009), Lithuania (2008), Azerbaijan (2007 and 2001-2002), Georgia (1997 to 2004), he intervened as international expert for site and monuments with legal and planning responsibilities, for instance in Luang Prabang – Laos (2004); Georgetown – Guyana (2004); Saint-Louis – Senegal (2003), Porto Novo – Benin (2003), Angkor/Siem Reap, Cambodia (2000); Salamanca – Spain (1998), Conakry-Guinea (1992-1998).

He addresses these themes when teaching at the School of Architecture of Paris-la-Seine and Essec Paris Business School. Diplomas: Doctorate in Law, MA urban planning, Civil engineer, GenEx. PhD of MIT, RICS (Fellow).

Dr. Stephen BOND (United Kingdom) runs UK consultancy, *Heritage Places*, providing advice for the historic environment to national and local government, public sector funding bodies, and property management, development and institutional clients. From 1991-98, he undertook a seven year secondment to the Board of Historic Royal Palaces, at that time a UK Government agency, initially as its Surveyor of the Fabric, and subsequently as Director of the Tower Environs Scheme - a major regeneration scheme focused on the urban setting of the Tower of London, a World Heritage Site.

Stephen is external course director of the College of Estate Management's Masters Programme in Conservation of the Historic Environment at Reading University. He is also involved in international projects as a site management specialist. Recent work of this kind for UNESCO has included providing management advice and capacity building programmes for government officials and World Heritage Site managers in Georgia, Bali, Sri Lanka, and India.

De Montfort University in the UK awarded him an honorary doctorate in 1998 in recognition of his contribution to building surveying and conservation. He lectures widely on a range of heritage matters including policy, management and heritage value issues. He has recently joint-authored 'Managing Built Heritage' with Derek Worthing (University of the West of England), published by Wileys.

Dr. Arthur CHEN (Taiwan) obtained his PhD degree from the Georgia Institute of Technology, M.Arch. from North Carolina State University, and B.Arch. from Tamkang University in Taiwan.

He currently directs the *Center for World Heritage Studies* at University of Minnesota and conducts a study program on Port Cities and an annual Design Workshop in Venice to explore design strategies for Urban Heritage Conservation and Sustainable Development. He also works as an advisor to the World Heritage Centre of UNESCO to undertake the university partnership projects of heritage conservation in Zanzibar, Baku and the feasibility studies of potential nominations, such as Valparaiso and Iquique in Chile, Macau in China, and Cranbrook Academy.

His ongoing aspirations include exploring design interventions in the industrial heritage of waterfronts, developing strategies for conserving historic urban landscape, and investigating building typology and urban morphology of port cities.

Mr. Humphrey HARRISON (South Africa) is the Managing Director of Harrison & Cartier Ltd. In London. He is a qualified lawyer, a Certified International Property Specialist, a former City investment analyst and a strategic adviser and investment marketing consultant to governments and companies around the world.

He has worked extensively in Africa, the Caribbean/Latin America, Eastern Europe and the Middle East, and has served as an adviser to governments in all four regions. He has also advised and represented a variety of corporate entities, as diverse as the Chamber of Mines of South Africa, Japan National Oil Corporation, the Central Bank of Russia and the Blue Train.

His early career was as an investment analyst for several leading international financial institutions, including County Natwest, Banque Paribas and Dominion Securities. He specialized in the energy sector and was rated one of the City's top analysts in his field. During the oil crises of the 1980s he served as an adviser to several OPEC oil ministers and was recognized as one of the foremost commentators on the international oil market.

In 1990 he co-founded (together with the then Secretary General of OPEC) an investment marketing consultancy, of which he remains a director. Humphrey has been a member of both the London and Johannesburg Stock Exchanges and remains a Fellow of the UK Securities & Investment Institute. He is also a member of the National Association of Estate Agents (UK), the National Association of Realtors (USA), and the International Bar Association. Humphrey studied law and economics at the University of Cape Town as well as in the UK, at the London School of Economics and the School of Oriental and African Studies.

Dr. Jukka JOKILEHTO (Finland) graduated in architecture and town planning at the Polytechnic of Helsinki (1966) and received a degree as Doctor of Philosophy (PhD) at the University of York, UK (1987).

He worked as a practising architect and city planner in Finland from 1965 to 1970, then he has been employed by ICCROM between 1972 and 1998. In ICCROM, he was responsible for the built heritage as Chief of Architectural Conservation Sector, Director of International Training Programmes, Member of Steering Group for administration and policy (1972-88), Assistant to the Director of ICCROM (1979-95), Assistant Director General (1995-98). He represented ICCROM in ICOMOS and at UNESCO World Heritage Committee (1981-98). His work in ICCROM included also technical advisory missions; initiation and development of major programme activities, e.g., Integrated Territorial and Urban Conservation, Regional Programmes for North Africa & the Near East, Western & Central Asian countries, Archaeological Site Management in the Near & Middle East, Angkor. From 1981 to 1998, he represented ICCROM at World Heritage Committee sessions.

His ICOMOS involvement includes: Member and then President (1993-2002) of ICOMOS International Scientific Committee on Training, Member of ICOMOS International Scientific Committee on Theory and Philosophy of Conservation and Restoration (Theory Committee); and ICOMOS World Heritage Advisor for the evaluation and presentation of new nominations to the UNESCO WH List (2000-2006).

Jukka Jokilehto is currently serving as Special Advisor to the Director General of ICCROM, and Extraordinary Professor at the University of Nova Gorica (Slovenia). He is conjointly working as private consultant in conservation practice, more specifically for the conservation and management for World Heritage sites.

Ms. Sue MILLAR (United Kingdom) is an established cultural tourism, heritage management and heritage communications specialist with extensive experience as a practitioner, academic and consultant. Sue's consultancy (Sue Millar Associates) is based in Greenwich, London. The company provides advice on strategic planning and sustainable tourism development & implementation in complex urban, regional and national planning contexts.

Wide international experience ranges from advising the Uruguayan government on its industrial heritage and the establishment of the Fray Bentos open air museum to working in Brasil alongside Ceara's officials to develop the state's cultural tourism policy. A feasibility study for the proposed Chatham World Heritage Site – *Wider Impacts, Synergies and Partnerships* (2006) - set the foundation for a bid for inclusion on the UK Tentative List.

Elected Vice-President, ICOMOS International Scientific Committee for Cultural Tourism Sue has been involved in developing the UNWTO *Handbook on Tourism and Congestion Management at Natural and Cultural Sites* (2005) and *Communicating Heritage* (forthcoming 2011). As Chair of ICOMOS-UK Cultural Tourism Committee, Sue has led research on cultural tourism, communities and historic cities. A declaration - the *Norwich Accord* – ratified by ICOMOS-UK – formally recognises cultural tourism as a key contributor in capturing, sustaining, enhancing and presenting the spirit of a place.

Mr. Pablo VAGGIONE (Spain), a practising urbanist with 20 years of experience, brings to projects a crosscutting perspective, integrating views on strategic urban planning and design, and the property development process. In 2007, he was elected Secretary General of the International Society of City and Regional Planners (ISOCARP), a professional organisation present in 70 countries, recognised by the United Nations and with consultative status with UNESCO.

In 2004, he founded Design Convergence Urbanism (DCU), a consultancy concerned with the sustainable growth of cities and regions. DCU works with local governments and the private sector to produce master plans that unlock urban value, such as the city development strategy for Cuenca, Spain, a World Heritage town, or the conservation for development plan for the historic China Town in Ho Chi Minh City, which was recently awarded through an international competition.

He provides advice on urban issues to a number of organisations across sectors, including the Lincoln Institute of Land Policy, ICLEI (Local Governments for Sustainability), the Economist Intelligence Unit and Siemens, as well as local governments and investor groups. He is a member of the Steering Committee of UN-Habitat's World Urban Campaign 2009-2013.

Pablo is the editor of the Asian Development Bank publication on "Shanghai 1990-2010: Key Success Factors from Planning to Implementation" and on the board of the Spanish publication Ciudad Sostenible. An architect by training, after receiving a Masters Degree from Harvard University's Graduate School of Design he obtained a Certificate in Environment and Sustainable Development from the United Nations University in Tokyo.

Dr. Ron VAN OERS (The Netherlands) received his PhD from Delft University of Technology (The Netherlands) with a thesis on Dutch Colonial Town Planning (1600–1800), published in book form by Walburg Pers, Zutphen in 2000. He holds Masters Degrees in Technological Design (MTD), as well as in Urban Planning (MSc).

Ron has been working at the World Heritage Centre of UNESCO since 2000 and has supervised and coordinated a variety of projects and activities throughout this period. Between 2003 and 2005 he was the Chief of Unit for Latin America & the Caribbean. Currently he is coordinating the *World Heritage Cities Programme*, spearheading UNESCO's Historic Urban Landscape Initiative (HUL), the *World Heritage Programme for SIDS* (Small Island Developing States), as well as the *Programme on Modern Heritage*. From 2001 until today he's been coordinating a USD 2 million Netherlands Funds-in-Trust at UNESCO.

He is the Founding Co-Editor of the Journal of Cultural Heritage Management and Sustainable Development (JCHMSD), published by Emerald Group in the UK. Currently he is writing a book with Francesco Bandarin about urban conservation and historic cities management, for which he was granted a Getty Scholarship (2009–2010) and which is scheduled for publishing by Wiley-Blackwell in Oxford, UK, in early 2012.

ANNEX 4.
Programme of Baku Seminar



SEMINAR
***Testing the Historic Urban Landscape approach
to Baku's urban heritage conservation & development***

*17-21 October, 2010
Hotel "Atropat", Baku, Azerbaijan*

17 October Sunday

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| 10.00 – 11.00 | Introduction Session
Project idea & background. Experts' presentation.
<i>Mr. Ron Van Oers, WHC</i>
Administration structure & activities overview
<i>Mr Anar Guliyev,</i>
<i>deputy head of department of the Administration</i> |
| 11.00 – 11.50 | Presentation on infrastructural and conservation projects implemented
<i>Mr Samir Nuriyev, Deputy Head of the Administration</i> |
| 11.50 – 12.00 | Coffee Break |
| 12.00 – 13.00 | Legislative framework (national & internal legislation)
<i>Mr Elnur Aliyev, deputy head of division, Administration</i> |
| 13.00 – 14.30 | Lunch break |
| 14.30 – 18.30 | Baku city tour & Icherisheher tour |

18 October Monday

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| 09.00 – 09.30 | Participants Registration |
| 09.30 – 09.40 | Greeting & opening speech
<i>Mr. Mikayil Jabbarov, Head of the Administration</i> |
| 09.40 – 09.50 | Opening Speech
<i>Mr Ron Van Oers, WHC</i> |
| 09.50 – 10.10 | Presentation on Integrated Area Management Plan |

	<i>Mr Anar Guliyev,</i> <i>deputy head of department of the Administration</i>
10.20 – 10.40	Presentation on Conservation Master Plan <i>Mr. Carlo Cesari & Jukka Jokilehto</i> <i>Mr. Samir Nuriyev, deputy head of the Administration</i>
10.40 – 11.00	“McKinsey” presentation <i>Mr Samir Nuriyev, deputy head of the Administration</i>
11.00 – 11.10	Coffee-Break
11.10 – 11.40	“Greater Baku Regional Development Plan” project presentation <i>Mr. Novruz Eldarov, director of project implementation</i> <i>Unit, State Committee for Architecture and Urban Planning</i>
11.40 – 11.45	Transportation system of Baku city, “Smart City” project presentation <i>Ministry of Transport representative</i>
11.45 – 12.00	Baku Boulevard development presentation <i>Representative of Boulevard Administration</i>
12.00 – 12.15	Presentation on “Park Bulvar” Shopping Mall and “Flame Tower” Business & Residential Complex <i>Project representative</i>
12.15 – 12.30	Presentation on Restoration of Mohammed Mosque <i>Mr Erich Pummer, Atelier Erich Pummer, Austria</i>
12.30 – 12.40	“Barama” project (telecom business incubator) presentation <i>Project representative</i>
12.20 – 12.30	New building of Carpet Museum presentation <i>Project representative</i>
12.30 – 12.45	“ArtGarden” project presentation <i>Mr Elmar Hashimov, Head of Art Group</i> <i>Mr. Samir Nuriyev, deputy head of the Administration</i>
12.45 – 13.00	“Four Seasons” Hotel presentation <i>Project representative</i>
13.10 – 14.30	Lunch break
14.30 – 18.30	Visits to ongoing project sites

19 October Tuesday

09.30 – 09.35	Opening remarks and participants introduction <i>Mr Samir Nuriyev, deputy head of the Administration</i>
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09.35 – 10.05	Value vulnerability assessment methodology/ies <i>Expert representative</i>
10.00 – 11.00	Short introduction speeches by session participants (representatives of local cultural community of Icherisheher: painters, gallery owners, craftsmen, museum founder and etc.)
11.00 – 11.20	Q & A
11.20 – 11.30	Coffee break
11.30 – 12.30	Discussions
12.30 – 13.00	Concert of Icherisheher National Music Group
13.00 – 14.30	Lunch Break
14.30 – 14.45	Social Life in Icherisheher (population and daily visitors, housing and communal services, security issues) <i>Mr Javid Verdiyev, head of department of the Administration</i>
14.45 – 15.05	Q & A
15.05 – 16.20	Environmental management for conservation and sustainable development <i>Dr Urkhan Alakbarov, Chairman of Azerbaijan National MaB (Man and Biosphere) Committee, UNESCO, academician, professor, member of Icherisheher “Aghsaggallar” (Elders) Council</i>
16.20 – 16.40	Q & A
16.40 – 16.50	Coffee Break
16.50 – 18.30	Discussions

20 October Wednesday

09.00 – 13.00	Workshop with Government representatives to develop an outline of a city development strategy to integrate urban heritage values and their vulnerability status into a wider framework of urban development.
13.00 – 14.30	Lunch Break
14.30 – 18.30	Workshop with Government representatives to prioritize actions for conservation and development and to outline the appropriate partnerships and local management frameworks for the identified projects for

conservation and development in the development strategy.

21 October Thursday

09.00 – 10.00	Preparation of presentation of workshop outcome by Expert Team
13.00 – 14.30	Lunch Break
14.30 – 18.00	Presentation & discussion of workshop outcome with Administration Representatives.
19.00 – 21.00	Closing notes & dinner