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CULTURAL AND NATURAL HERITAGE

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MONDIAL, CULTUREL ET NATUREL

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Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril

MISSION REPORT / RAPPORT DE MISSION

Old City of Salamanca (Spain) (C 381rev) / Vieille Ville de Salamanque (Espagne) (C 381rev)

27-28 September 2007 / 27-28 septembre 2007

This mission report should be read in conjunction with Document:
Ce rapport de mission doit être lu conjointement avec le document suivant:

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Joint Report on the Participation in the “Seminar on Control and Management of Urban Planning in Spanish World Heritage Cities”, 27-28 September 2007, Aranjuez, Spain

By Elvira Petroncelli (ICOMOS), Joseph King (ICCROM), Kerstin Manz (UNESCO-WHC)

Note: Given that the mission took place to participate in a seminar, this report does not cover all chapters of the standardized format of reactive monitoring mission reports.

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1. Background to the Mission

Following regular discussions in the Committee since 2002 on the state of conservation of the Old City of Salamanca as well as other Spanish World Heritage cities, the Committee adopted decisions 30 COM 7B.92 and 31 COM 7B.119 requesting the Spanish authorities to hold an information and training seminar on the management of Spanish World Heritage cities.

Responding to the invitation of the World Heritage site of Aranjuez, both events had been scheduled in Aranjuez instead of Salamanca as indicated in the above-mentioned decisions. The training seminar (27-28 Sept 2007) took place as a continuation to a first national meeting of all Spanish site managers (24-26 Sept 2007), which represented a follow-up to the Periodic Reporting exercise and the Committee's decisions 30 COM 11A.1 and 31 COM 11A.1.

Given that the seminar did not take place in Salamanca, however, it did not allow the expert group to monitor and focus its discussions on the urban development interventions in the World Heritage property. The case of Salamanca was presented and discussed at the seminar.

2. Information and Observations of the Seminar on Control and Management of Urban Planning in World Heritage Cities, Aranjuez (27-28 Sept 2007)

On 27 September, the Seminar featured presentations by:

- Luis Lafuente Batanero, Ministerio de Cultura,
- Kerstin Manz, UNESCO-WHC,
- Elvira Petroncelli, ICOMOS International,
- Joseph King, ICCROM,
- Enrique Saiz Martín, Junta de Castilla y León.

On 28 September, the representatives of Salamanca, Avila, Caceres, Granada, Segovia and Cordoba gave an overview of problems affecting their WH cities and then described some interventions / plans under discussion.

At the end two workgroups – one on the HUL and the other on the law implications and conservation strategies – were organized and in there we discussed about problems of Spanish historic WH cities.

2.1 Regarding Management Planning

Elvira Petroncelli highlighted the following points and questions:

- in a changing world what evolution affects the historic cities?
- The degenerative phenomena affecting the historic cities, which require new measures;
- Possible tools and actions for protection and management.

In particular the attention was on:

- the international documents and the Operational Guidelines for the Implementation of the World Heritage Convention;
- methodology of Management Plan;
- basic activities for working out the technical paper;
- contents of Management Plan.

Joseph King spoke about approaches to managing urban conservation in World Heritage cities, highlighting the fact that while cities are nominated for World Heritage at the national level, management is most often dealt with at the local level. King presented a number of principles to keep in mind when dealing with urban conservation such as:

- the need for good documentation, inventory, and analysis systems;
- the need for planning in an integrated manner to take into account heritage concerns and legitimate social and economic development;
- the need for good community involvement;
- the need to engage local and regional government levels;
- the need to realize that conservation problems are unique, with solutions tailored to specific circumstances.

After presenting the planning process in more detail and discussing some of the tools that can be used for urban conservation, King then summarized some key concepts for a well managed historic city, including:

- The need for contemporary planning to reflect traditional urban patterns;
- The need maintain both authenticity and integrity;
- The need to emphasize continuity in development;
- The need to highlight decision-making and cooperation in the planning process.

2.2 Regarding Spanish World Heritage Cities

Salamanca:

The presentation by Mr Manuel Garcia focused on several some 27 smaller-scale interventions in the core and buffer zones of the Historic Centre introduced by the new Master Plan for the protected zone, without however indicating the context on a comprehensive map or any other means of orientation. As regards Las Adoratrices, he referred to the new project by the Portuguese architect Alvaro Siza. The presentation seemed to be particularly poorly prepared, and did not address the main critical projects pointed out by the Committee during the last years.

For an outsider it was not possible to understand the current activities and interventions in Salamanca, even less the overall policy for urban interventions, based on the presentation.

Avila:

The presentation by Ms Rosa Ruiz Entrecañales highlighted the present urban problems, such as the restoration of parts of the wall, and the need for reviewing the boundary of the protected zone and defining the buffer zone.

Cordoba:

It was explained that one of the main urban pressures in Cordoba is linked to visitor flows and related traffic. The city of Cordoba has therefore undertaken an in-depth study of the traffic flows in

the city in view of deviating the main traffic of motor-vehicles from the historic centre and converting a large part into pedestrian zones.

Further to the main bridge crossing the Guadalquivir, which is being under restoration, two more bridges have been constructed both upstream and downstream from the old bridge, giving improved access to the left bank of the river opposite to the historic centre. This left bank - outside the buffer zone, yet in direct visual relation to the core zone - has been designated as the major urban development zone, and a large-scale Convention Centre is being planned. The presented project by Rem Koolhaas for the Convention Centre appears as a massive building of 8 stories height in the flat landscape around Cordoba.

No information had been transmitted to / received by WHC!

Caceres:

The presentation focused on the competition and selection process for the controversial hotel project for the Plaza S. Mateo and the need for reviewing the Plano especial (1989). Next to the architectural competition, substantial information was given to the citizens by means of a participatory, interactive exhibition of the proposed architectural solutions. A discussion about a management plan was absent.

It was also informed on a bridge project by the well-known architect Calatrava, which was declined by Caceres due to citizens' disapproval and eventually implemented in Cuenca.

Granada:

Two main issues concerning the city as a World Heritage site could be identified: (1) the duality of the site with the Alhambra on the one hand and the Albayzin on the other hand, and their lack of a coordination entity; and (2) the difficulty of developing quality of living and improving accessibility to the Albayzin while safeguarding its unique structures. It was further reported that the Albayzin has seen a change in social structure (towards Muslim groups; Maghreb immigrants) and also changes in valorization of the area in terms of real estate prices and rents.

Segovia :

Following the municipal elections in May 2007, the head of the urban heritage team has been replaced. The new 'Concejala' has only recently started out her duties. Several projects, including the one supported by the World Monuments Fund, have not been continued until now. The review of the Master Plan is under way and a program of punctual interventions has been defined.

However it has to be noted that, with the fast train connection to Madrid ahead, the city faces increasing urban development pressures and significant damage to its stone structures (aqueduct and façades) due to air pollution and vibrations.

Santiago de Compostela:

The heritage department of the municipality currently studies the possibility of extending the protection and buffer zone of the World Heritage site so as to enhance the protection of open and green spaces. This is planned to be done as part of the revision of the PGOU. The site is interpreted and to be protected in its historical and ecological continuity.

2.3 Discussion and working groups

Regarding Vienna Memorandum

Following the introductory presentations by the international experts on the World Heritage Cities and the Vienna Memorandum, on ICOMOS' approach to urban conservation and on ICCROM's views and tools on urban management planning, and several case studies of Spanish cities were presented (see list above). The existing guiding framework such as the UNESCO Recommendations, ICOMOS Charters and the Vienna Memorandum were reflected in each case study questioning their use and applicability in Spanish cities. In the case of Spain, the two main contrasting groups can be identified as, on the one hand, the urban planning authorities and, on the other hand, the conservationists represented by ICOMOS España and several NGOs. It must be stated that architects seem to be the most influential group responsible for urban planning in the local authorities. It further seems that the Vienna Memorandum has so far been interpreted and

applied to justify (large-scale) contemporary development projects within the historic context; thus the particularly critical viewpoint of the conservationists.

Moreover, the term “historic urban landscape” (or “urban historic landscape” as in the Spanish translation) is regarded as being problematic and causing misunderstandings.

The working group on 28 Sept on the issue of the Vienna Memorandum (chaired by Joseph King, ICCROM) concluded that the Vienna Memorandum, while having the advantage of instigating discussion about certain subjects, allows for too broad and ambiguous interpretations. Also, the relation between the existing guiding documents (Washington Charter etc.) for historic centres and the new concept of Historic Urban Landscapes needs to be specified more clearly in terms of their complementarities. Some participants felt that the intent was to replace the concept of “historic centre” with “historic urban landscape”, and this caused some alarm. It was explained, however, that the two concepts were different and the later was not meant to supplant the former.

In view of the necessary revision and development of the Vienna Memorandum, the group advised that the following points be taken into account:

1. There is a too strong accent on aesthetics, and too little focus on functional, economic and well-being related aspects (quality of life).
2. There is a need for more concrete examples.
3. There should be concrete guidelines addressed to the site managers of historic centres.
4. The notion of urban landscape needs to be developed / specified so as to better explain the link of historic cities and their surroundings.

Regarding Buffer Zones and Planning

A working group was set up to address the issues of buffer zones. It was underlined that each site needs to have a buffer zone, meaning that some sites need to define a buffer zone or clarify its delimitation in due course (as part of the Retrospective inventory).

Site managers and regional heritage officials pointed out that buffer zones do not have a specific legal basis that could be applied for their delimitation and enforcement. A major conflict of interest exists if the rights of citizens are limited by stricter regulations in a buffer zone.

The working group concluded that:

1. In Spain special offices/foundations are created in order to manage the WH Cities in the best way.
2. The main outcome is satisfying because the PGOU and PEPRI have been defined/ updated, but there is a need for an adequate legislation.
3. It is necessary to foster connections among the actors of different levels.
4. It is necessary to promote the dialogue between administrations and citizens.
5. It is necessary to offer the update of documents and plans to the WH Centre.

2.4 Main elements and points of discussion

- Sites are faced with recurring investors' and urban development pressure that need to be met.
- Need for tools on public participation and education
- The only legal means in Spanish legislation to link the local level to its responsibilities under the WH Convention is through multi-administrative level agreements (ex. Plan PAHIS in Castilla y Leon).
- There is a need for new legal instruments to link neighbouring municipalities to the conservation goals of historic cities; especially in terms of possible visual impacts.
- Once established, the management plans should be constantly tested and reviewed as to their functionality.
- There remains a need to better explain the concept of cultural landscape in the urban context and how it can be translated into management mechanisms and monitoring tools.

2.5 Observations

- The difference between ICOMOS International and ICOMOS Spain is not clearly explained and understood, which causes significant tension between the side of the site managers / responsible authorities and ICOMOS España.
- IUCN was invited to the national meeting but did not send a representative.

- The 3 natural World Heritage sites were only represented by the site manager of Doñana National Park (presentation on 26 Sept), and the 2 mixed sites by the site manager of the Spanish part of the transboundary site of Pirineos - Monte Perdido.
- There is a confusion of multiple cities networks in Spain, as next to the cities inscribed as such on the World Heritage List, there are 2 existing networks: the Organization of World Heritage Cities with its regional office in Cordoba and its voluntary members; and the Network of Spanish World Heritage Cities, which regroups less municipalities and is very active in terms of visibility (mainly publications).

3. Results and Suggested Follow-up

While the results of the two seminars are difficult to measure in terms of concrete output, these World Heritage-focused seminars clearly served to create much needed dialogue between the main stakeholders for World Heritage in Spain on local, regional and national levels. It also helped to clarify the roles of each stakeholder both in the Spanish national context and on the international level.

For WHC and the international experts, these seminars helped to assess and identify the existing knowledge and needs related to World Heritage in Spain, most prominently the constant necessity to recall the obligations and processes related to World Heritage according to the Operational Guidelines.

The seminar on Spanish cities and urban management offered an important insight into nationally specific situation and served as a testing ground for the Vienna Memorandum. In the process of revising the existing recommendations and charters for urban conservation, the observations and proposals made by Spanish experts should be taken into account to fine-tune a future additional paragraph to the Operational Guidelines (see chapter on Vienna Memorandum).

Suggestions and recommendations by the international experts to the State Party:

- Encourage dialogue of administrations and civil society (NGOs and local communities)
- Create and sustain agreements among all competent administrative levels (Convenios; ex. Castilla y Leon)
- Ensure comprehensive public information on WH values of each site (site interpretation addressed to citizens, visitors; + education)
- Identify existing legal framework (at regional and local level) for World Heritage management plans
- Define clear conservation goals and limits of acceptable change based on Outstanding Universal Value (OUV) as framework and basis for integrating the existing planning documents/instruments
- Ensure regular update of documentation of WH nomination file with revised Conservation Plans, Urban Development Plans etc
- Undertake and compile case studies both on good practices and problem cases in Spanish World Heritage Cities

Suggested follow-up by UNESCO-WHC / ICOMOS / ICCROM:

- Ensure short-term support for clarifications and minor modifications documents until 1 Dec!
- Provide basic information on WH
- Provide information on tools for participatory planning + educative measures on WH
- Guide definition process of statements of OUV and their translation into planning documents (management plans)
- Follow-up to Retrospective inventory: workshops on drafting of statements of OUV; mapping
- To ensure continuous information and guidance on management planning of WH sites
- Helping relax the atmosphere between the national ICOMOS and local administrations in view of a more profitable collaboration.
- During the missions, making people understand the importance of an agreement between the principles of the Operational Guidelines for the Implementation of the World Heritage Convention and what has been defined in the plans.

ANNEX I

ARANJUEZ - World Heritage Cities Management Seminar, 27-28 Sept 2007

Programme

ANNEX II

ARANJUEZ - World Heritage Cities Management Seminar, 27-28 Sept 2007

Participants

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