International Council on Monuments and Sites
(ICOMOS)

# Cultural Heritage,
# the UN Sustainable Development Goals,
# and the New Urban Agenda

September 1, 2015

**ICOMOS Concept Note for the United Nations Post-2015 Agenda and the Third United Nations Conference on Housing and Sustainable Urban Development (HABITAT III)**

**Prepared by:[1]**

**Professor Dr. Jyoti Hosagrahar** (ICOMOS International Committee on Historic Towns and Villages (CIVVIH);  ICOMOS International committee on Theory and Philosophy of Conservation and Restoration (Theophilos) Scientific Board; ICOMOS India, Executive Committee; GSAPP, Columbia University, New York; UNESCO Chair in Culture, Habitat and Sustainable Development, Srishti Institute, India)

**Mr. Jeffrey Soule, FAICP** (Director, Outreach and International Programs, American Planning Association, US/ICOMOS Treasurer/Trustee; CIVVIH Executive Committee)

**Professor Dr. Luigi Fusco Girard (**Department of Conservation of Architectural and Environmental Heritage, University of Naples Federico II; President, ICOMOS International Committee on the Economics of Conservation (ISEC))

**Andrew Potts, Esq.** (ICOMOS Focal Point for the UN SDG Process)

---

## Context

With the conclusion in 2015 of the 15-year Millennium Development Goals, the international community is again at work articulating a new global framework for sustainable development. This Post-2015 development agenda-setting effort is simultaneously culminating in several processes, each of which – whether intentionally or not – will be informed by culture and heritage and each of will undoubtedly have profound consequences on cultural heritage. Examples include the United Nations Climate Change Conference ("COP21") being held in early December of 2015 in Paris and the Sendai Framework for Disaster Risk Reduction 2015-2030.

One key element of the Post-2015 process is the setting of new 15-year sustainable development goals (the "SDGs") for the world, expected to be adopted by the UN General Assembly in the fall of 2015.  Unlike the Millennium Development Goals, as a result of a concerted effort from many sectors, the SDGs are likely to contain an explicit heritage target, Target 11.4.  It calls for making cities and human settlements inclusive, safe, resilient and sustainable by strengthening efforts to protect and safeguard the world's cultural and natural heritage.

Target 11.4 is contained within the so-called "Urban SDG," a set of sustainable development targets related to cities and settlements.  There is a close relationship between the articulation of the Urban SDG and the once-every-20-years meeting to establish a New Urban Agenda for world's cities and settlement being held in October, 2016 called "Habitat III." Because the heritage target, 11.4, is located within the Urban SDG, the elaboration of the role of heritage in the Post-2015 development agenda is closely linked to the Habitat III process as well.

Whether and how the cultural heritage aspects of the SDGs, the New Urban Agenda and the other elements of the Post-2015 agenda are conceived and then implemented at all levels, from local to international, will ultimately greatly affect both the success of the Agenda itself as well as the prospects for conserving the globe's precious heritage resources.

## Background

ICOMOS is deeply committed to the conservation and restoration of cultural heritage including monuments and sites. The consideration of cultural heritage conservation with sustainable development has come about due to a number of conditions, challenges, and opportunities in the current socio-economic, environmental, and political context all of which must influence

approaches to heritage conservation. We now live in what has been termed the urban century, and increasingly heritage has an urban face.

A series of ICOMOS initiatives and actions to promote tangible and intangible cultural heritage as a vital aspect of social development and sustainability informs this Concept Note. Of particular important is the ICOMOS Symposium held in Paris in 2011 in anticipation of the UN Conference on Sustainable Development (the Rio+20 Conference) that resulted in the Paris Declaration on "*Heritage as a Driver of Development*." Earlier efforts include the ICOMOS conference held at Moscow and Suzdal in Russia (1978), one of the sub-themes of which was "*Historical Monuments as a Support to Economic and Social Development*." The scientific symposium entitled "*No Past, No Future*" held in Italy and one in Mexico in 1999 on "*The Wise Use of Heritage*" further explored the subject. The work and reports of ICOMOS meetings in Nara, Japan (1997), Xi'an, China (2005) and Quebec, Canada (2008) helped to develop the heritage concepts of 'authenticity', 'context' and 'spirit of place'. The Valletta Position Paper on Historic Cities and Sustainable Urban Development Policies adopted by the ICOMOS International Committee on Historic Towns and Villages (CIVVIH) in 2010 is another key text.

Also informing this Concept Note are a number of international initiatives and actions on culture and sustainable development undertaken in recent years. High level documents on culture and development in the last half decade including the *Creative Economy Reports* (UNCTAD-UNDP 2010; UNDP-UNESCO 2013), *World Report: Investing in Cultural Diversity and Intercultural Dialogue* (UNESCO 2009), *the Bali Promise (*World Culture Forum 2011)*, the Paris Declaration of ICOMOS* (2011), the Rio+20 post 2015 agenda document, (2012), *the Hangzhou Declaration* (2013), *Declaration of the 3rd UNESCO World Forum on Culture and the Cultural Industries* (UNESCO 2014a), and *Culture 21: Actions: Commitments on the Role of Culture in Sustainable Cities (*UCLG 2014), have contributed to an enormous diversity of practical approaches and solutions designed to leverage heritage in the service of making cities more inclusive and cohesive for all their populations.

The processes and discussions of the World Heritage Committee in recent years also reveal contradictions and inconsistencies in resolving the tensions between heritage conservation goals and socio-economic development needs and aspirations of the local communities. They reflect the very real threats to heritage posed by unsustainable development practices and uncontrolled urbanization.

While heritage is explicitly acknowledged in the Urban SDG, heritage is cross-cutting theme that plays a role in all elements of human development. This Concept Note aims to engage with the whole constellation of prevailing global priorities. Several global and UN reports have identified poverty alleviation, inclusive social and economic development that give people the

opportunities to improve their lives, and the provision of basic infrastructure as important goals of sustainable human development (Rio +20).  Increasing risks due to Climate Change and Adaptation measures and strategies in and around heritage properties require immediate and urgent actions for both mitigation and adaptation. Other global priorities to protect biodiversity, and promote gender equality are also important.  These priorities and others are acknowledged within the 17 sets of goals set out in the new SDGs should each be considered in relation to culture and cultural heritage.

## What is meant by Cultural Heritage?

Over time, the meaning of cultural heritage has expanded from single monuments identified as objects of art to cultural landscapes, historic cities, and serial properties.  Moreover, contemporary practice (ratified by ICOMOS at its Madrid General Assembly more than a decade ago) extends the concept of heritage beyond "tangible heritage," to the intangible dimensions of heritage as well. This means the entirety of the capital of knowledge derived from the development and experience of human practices, and from the spatial, social and cultural constructions linked to it that may be encapsulated in the word, "memory."

The unique power of World Heritage sites and other exceptional, iconic properties cannot be doubted.  Even so, in order to fully understand the relationship between cultural heritage and sustainable development, including the promotion of social cohesion, inclusion and equity, the idea of "heritage" must thus be understood in its broader, modern sense.   Physical conservation of selected artifacts alone will not help preserve a community's cultural heritage but neither can the promotion of development and creative livelihood-related activities be removed from the conservation of these properties.  So conservation and development must be approached in a more complex and multidisciplinary way to embrace planning and management that resolves the competing goals of conserving heritage value while integrating with inclusive social and economic development.

## Contemporary Challenges to Urban Heritage Conservation

*Urbanization:* In the last two decades, we have experienced and observed unprecedented and incessant urbanization. Asia alone is expected to add 800,000,000 urban residents in the next 15 years. Rapid growth and globalized development have transformed cities especially in many countries of Asia, Africa, and Latin America while urban areas in Western Europe, North America, and Australia have in many instances seen a decline in population and economic

activities or significant social changes due to global migration. These have posed persistent threats to the heritage assets and values and the identity of historic places.

Urbanization in many emerging economies has been rapid, incessant, excessive, and often uncontrolled. Rampant growth of cities has resulted in deteriorating urban environments, inadequate water supply and sanitation, a vast increase in poverty and those living in slums without access to many of the social amenities and infrastructure of the city. Such modes of urbanization have also been destructive to local ecologies, natural resources including land and water bodies, and cultural resources including built heritage, building crafts, traditional knowledge and creative industries.

*Globalization and Loss of Identity:* The globalization processes have resulted in increasing homogenization and standardization across the world. This in turn has led to a growing search for identity. Places are the spaces of identity; the memory of the urban system; the stable element in its dynamic change.  Places assume a key role in the urbanization processes as they satisfy the need for identity. Cultural heritage plays a key role in the establishing the identity of places and their regeneration.

*Tourism:* Global tourism to heritage sites and cities, at times excessive and insensitive, has exacerbated the conflicts between global cultures and local beliefs and practices around cultural heritage. The flow of capital, the demands of tourists for familiar modern amenities, and the environmental externalities of tourism have distorted the value of heritage and destroyed the fragile systems that nurtured it. Tourism can introduce or accelerate social change and revive folk arts but also exacerbate commodification. In some historic places, the pressure to preserve heritage of a particular period for the benefit of tourists has stymied inclusive and sustainable development for local communities and marginalized their needs. Large-scale development, real-estate interests and tourism have often led to a superficial and decorative view of culture that threatens to erode the fragile and intangible heritage of local communities.

*Disasters:* In the face of increasing risks of disasters, including climate change related disasters, planning for sustainable development has become all the more urgent. The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third UN World Conference in Sendai, Japan, on March 18, 2015. It is the outcome of stakeholder consultations initiated in March 2012 and inter-governmental negotiations from July 2014 to March 2015, supported by the United Nations Office for Disaster Risk Reduction at the request of the UN General Assembly.  The Sendai Framework is the first major agreement of the Post-2015 development agenda, with seven targets and four priorities for action.  The ICOMOS Committee on Risk Preparedness (ICORP), along with ICCROM and the World Heritage Center, worked closely to see that cultural heritage considerations – both  ways to reduce the risk to heritage from

natural disasters but also how heritage, including the embedded environmental knowledge in cultural heritage, is a source of disaster risk reduction and increasing the resilience of local communities. As a result, the Sendai Framework represents a successful model within the Post-2015 agenda for addressing culture and heritage that must be closely linked to Habitat III, the SDGs and COP21.

*Heritage and Local Communities:* In some, histories of conflict and disasters have resulted in significant demographic changes with migrant and refugee populations in and around iconic heritage properties with no particular connection to them. In others disappearing and devalued traditional livelihoods and intangible heritage have resulted in heritage properties as empty shells filled with shops for tourists or as slums. These instances have pointed repeatedly to the need to connect and integrate tangible and intangible heritage in and around valuable cultural heritage including the traditional materials and techniques for building as well as the intangible practices that make the place meaningful.

*Inadequate Urban Planning:* Urban planning can be a tool for making the city more inclusive, resilient, safe and sustainable.  Planning can also serve as a tool to valorize places to transforming them into catalysts for regeneration of the urban area and the city as laboratories of creativity. Regeneration of cultural landscapes is the starting point for the regeneration of cities in many historic urban areas. Haphazard urban development and inadequate planning is a major challenge to such cultural landscape regeneration.


## Cultural heritage as a key element of urban sustainability

Urban development that integrates cultural heritage is more sustainable, more diverse, and more inclusive. It helps create green economies that enhance sustainability; provide opportunities for employment that help in poverty alleviation; and has the potential to unite people in participatory processes and to further goals of social cohesion and peace.

Heritage, in the complex and expanded way it is understood in the modern era, has an instrumental value serving a function as a touristic marvel, a culture industry, or commercial enterprise (of small and large scale)). But more importantly, the inherent or intrinsic value of cultural heritage is not linked to use or function that is serves but as identity, embodiment of accumulated knowledge, and source of pride that of that is of interest for future generations as a non-renewable cultural resource we have been handed down by previous generations.

The 2011 ICOMOS Symposium entitled "Heritage, a driver of development" represented a major, comprehensive effort to address the role of cultural heritage in development.  It was attended by nearly 1,200 heritage experts from over 100 countries with the aim of measuring

the effects of globalization (and, where applicable, de-industrialization) on communities and heritage; to identify the actions needed not only to protect heritage, but also to ensure that its use, its promotion and enhancement, and its economic, social and cultural value are harnessed to the benefit of local communities and visitors; and to assess the ability of heritage and its inherent values to inspire and to build tomorrow's societies, curbing the negative effects of globalization. The meeting resulted in the "Declaration of Paris on Heritage as a Driver of Development" (the "Paris Declaration") that begins with the premise that heritage is a fragile, crucial and non-renewable resource that must be conserved for the benefit of current and future generations.  It follows that heritage with its value for identity, and as a repository of historical, cultural and social memory, preserved through its authenticity, integrity and 'sense of place' forms a crucial aspect of the development process.  The symposium concluded that the key roles heritage has to play in the context of sustainable development relate to social cohesion, well-being, creativity, economic appeal, and promoting understanding between communities.

The UNESCO Historic Urban Landscape Recommendation was a landmark in recognizing cultural heritage and sustainable urban development as being intertwined.  The HUL is a comprehensive approach to urbanization and offers a practical means for communities to both protect and carry forward existing culturally rich places while also guiding the growth in new development.  The HUL is currently being implemented in many diverse places around the world and tracking its use is one of the secondary indicators we have suggested. The International Congress "Culture: Key to Sustainable Development" convened by UNESCO in Hangzhou (China) in 2013 was a foundational event on Culture and Development that resulted in the Hangzhou Declaration. It specifically calls for an integration of culture into the development agenda and lays out the rationale for culture and heritage to play a more central role in economic development, poverty reduction and community interaction. In addition, the Hangzhou Declaration advocates the role of heritage in passing the value and sense of place from generation to generation and as the crucible for creativity.  Most recently, a UNESCO expert group document on World Heritage and Sustainable Development is taking a commendable step in integrating cultural heritage conservation agendas with those of sustainable development of local communities and places

The proceedings of these major conferences and their outcome documents reflect the prominent place that cultural heritage and historic conservation stakeholders have assigned to the intersection of heritage and social cohesion, equity, and livability of cities. The Habitat III Issue Paper on "Urban Culture and Heritage" prepared by UNESCO provides another valuable contribution to these questions and to other issues around culture, heritage, and urban sustainability.  In a response to this issue paper, ICOMOS identified a number of issues that may need to be highlighted as the Habitat III agenda elaboration process continues.

In view of the foregoing, the value of cultural heritage for promoting sustainability of cities includes:

**Cultural Heritage and Creativity as a Driver for Inclusive Economic Development:**

- Historic towns, districts, and the historic parts of cities are valuable for their uniqueness, identity, and sense of place:
    - Commands higher real estate values for their uniqueness and 'sense of place'
    - Attracts tourism, employment, and local investment
    - Results in further improvement to urban areas
- Creativity in historic areas has increasingly become part of culture-led redevelopment of urban areas
- Museums, art galleries, performance theaters, and a variety of cultural festivals make creative cities.
- Cities have revitalized their economies by promoting intangible heritage for generating livelihoods
- Sustainable tourism managed and regulated by local communities can provide jobs and employment to local communities and imposes minimally on local culture.

**Cultural Heritage as an Enabler for Social Cohesion, Inclusion and Equity**

From these, attention to cultural heritage promotes social cohesion, inclusion and equity in the following ways:

- Heritage has the power to strengthen communities where citizens associate the historic environment with a shared identity, attachment to place and everyday life, including people who are minorities, disadvantaged or socially excluded.
- Traditional settlements, with their lasting cultural identity and socio-economic traditions, raise the awareness and pride of citizens in local history and culture no matter where they originate or how they may be adapted.
- The mix of public and private spaces found in traditional settlements engenders social cohesiveness and interaction by providing common spaces for diverse groups to interact.
- Historic cities are by nature functionally and socially mixed, supporting a wide range of complementary activities, and embody multiple cultural values. Historic cities were vibrant, convivial, inspiring and have proved to be supremely adaptable to incremental and harmonious change.
- People are at the heart of heritage conservation policies and projects. Emphasis that ownership of heritage strengthens the social fabric and enhances social well-being.

- Public spaces that may be historic parks or plazas be in historic parts of towns, or adjacent to historic monuments provide opportunities for continuity of use and significance while supporting new ones. These public spaces offer something meaningful and attractive to the citizens to get involved in the city culture and to participate in public activities among diverse members of the community.
- Historic towns, districts, and the historic parts of the cities are valuable for their uniqueness and sense of place. They help to attract tourism, employment and local investment, fostering the sustainable development of the city. They also engender curiosity and in so doing, build an understanding and acceptance of others' values, history and traditions.

**Cultural Heritage and Historic quarters of cities can improve livability and sustainability of urban areas:**

- Walkability and compactness of urban areas are enhanced in dense historic cities.
- Adaptive re-use of existing built fabric, including buildings, historic urban districts, and towns, can be resource efficient and ecological.
- Traditional building technologies and materials may still be available and relevant and offer low-energy, regional appropriate examples of human adaptability.
- Mixed use and multi-use structures and spaces are an integral aspect of historic towns and districts.
- Public spaces that may be historic parks or plazas, be in historic parts of towns, or adjacent to historic monuments provide opportunities for continuity of use and significance while also supporting new ones.
- Indigenous science and local traditional knowledge and practices for ecosystem management including those for disaster risk reduction and response have contributed to environmental sustainability and are important well springs of modern resilience.
- Local and traditional practices of providing basic infrastructural services can be a valuable resource for promoting urban sustainability including traditional movement and transport routes on land and water.
- Occupations related to cultural heritage, cultural practices, and creativity provide a valuable source of income, dignity, and livelihood.
- Culture based livelihoods have the potential for small and micro-entrepreneurship that empowers local communities and can contribute substantially to poverty alleviation.
- Cultural knowledge related cultural heritage offers a diversity of solutions to a wide range of problems.

## Misconceptions regarding Culture and Cultural Heritage in the Development Context

Several misconceptions exist regarding the engagement of culture and cultural heritage with sustainable development.

1) *Economic development is an urgent necessity in emerging and developing economies but heritage conservation is a luxury.*
2) *Heritage Conservation should narrowly focus on conservation and restoration as any mention of development would open doors for rampant commercial development.*
3) The physical nature of a place shapes the behavior of the people in that place, regardless if their understanding, linkage or longevity in a particular place.
4) *Social cohesion creates a common identity of shared cultural norms.* This is not true and certainly not why we need to conserve our tangible and intangible cultural heritage. Societies made of diverse ages, ethnicities, beliefs and ideologies can and are cohesive because of other elements of their identity including culture, sense of place and intangible practices.
5) *Heritage is something from the past, even stale or obsolete that has nothing to do with contemporary life.* Heritage is completely contemporary by nature it exists in the present. It touches us daily and is the common antecedent for everything we are. Our buildings, streets, public and private spaces, provide the stage upon which we all live our lives. But when the layers of human endeavor and love of place are passed from scene to scene and eon to eon, places become the greatest creation and works of humanity. This is the basis for ICOMOS and its members to strongly advocate in this topic of social cohesion, where our goal rests, that heritage conservation and sense of place are essential to a peaceful and just society.

Cultural heritage of cities builds sense of belonging and of identity of local communities, and it promotes social cohesion, inclusion and equity. The conservation of cultural heritage and traditional settlement patterns is a key element for inclusive economic and social development and poverty alleviation, for improving the livability and sustainability of urban areas, as well as for the new development of surrounding areas. We can and must conserve our common heritage as human beings and pass them on the future generations not as museum relics but as living changing models of adaptability. We must recognize and celebrate places whose identity is the unique result of its characteristics—the geography, the climate, their materials and their habits. This is the bedrock of sustainability.

## Planning, Economic Development and Governance

The globalization processes, with its standardization and homogenization, raises a growing demand for character and identity. The search of identity is becoming a very serious issue in our change time. Places are the spaces of identity. They are the memory itself of the urban system: the permanent element in its dynamic evolution, in the changing/evolving processes. Place making assumes a key role in the urbanization processes to satisfy the need for identity.

Urban planning all over the world the key tool for making cities more inclusive, resilient, safe and sustainable. In particular, planning is the tool to add value to places, transforming them into catalysts for regeneration, and laboratories of creativity. In many cities the regeneration process is started from local cultural heritage and from cultural landscape regeneration. Thus, cultural heritage and cultural landscape are assuming a central role in the city planning, all over the world.

The general goal of planning is to increase the city comprehensive sustainability: economic, the social, and environmental. There is a relationship between the quality of planning choices and the increase of the city economic, social and environmental sustainability and cultural heritage contributes to the increase of urban comprehensive sustainability.

The search for maximizing the city productivity through integrated conservation depends on:

- creative uses attributed to heritage,
- creative tools for managing heritage--public, private partnership,
- philanthropic approaches, and
- the role of the social/cooperative economy, creativity of financial tools such as crowd-funding.

They all are related to planning activities/choices. Well planned places and well managed places will increase the city comprehensive productivity--economic, social and environmental. This productivity depends on the uses and functional choices for heritage, identified through the planning process. As much as creative uses are assigned to heritage, so much more is economic productivity increased.

The benefits of conservation of the heritage are related to the building and maintenance sector, not only tourism activities. In addition the place itself cannot be separated from creative industries, social and cooperative economic systems, ecological aspects because of the cost associated with recycling buildings, re-use of materials, reduction of energy consumption,

waste avoidance, prolonging the cycle life of physical assets, the reduction of the health and other costs of sprawl.

The social impacts of heritage conservation are linked also to the human scale of cities and historic places. This concern is sometimes confused with a rejection of density. Traditional settlement patterns and historic cities, however, often yield among the densest settlement patterns.  The notion of human scale relates more to the existence of multiple relationships and bonds between people and between people and natural; human capital that stimulates cooperative/synergistic capacity and thus new value creation. De-industrialization in some places, rapid urbanization in others, combined with globalization, can lead to a culture that is indifferent to long-term sustainability and to the common interest. This occurs when urbanization is allowed to be destructive to local ecologies, natural resources including land and water bodies, and cultural resources including built heritage, building crafts, traditional knowledge and creative industries. In the urban context, this crisis can be referred to as the "de-humanizing" city.  It is fueled by local decisions that are alternatingly autocratic and anarchic, and development patterns that promote social and spatial segregation and fragmentation. This social fragmentation fundamentally contradicts the fundamental value of the city that is diverse people living together for mutual benefits.

Cultural heritage has a formative role in overcoming this culture of narrow self-interest, indifferent to relationships and inter-dependencies, to the sense of the whole.  Instead, cultural heritage is a particular example of a common good. It evokes the community that takes care, manages and valorizes its common good, stimulating a sense of co-belonging, cooperation, collaboration, and synergies and thus self-organization, self-governance and self-government. In the community, coordination of actions and cooperation is implemented concretely.  Many best practices show the creation of a specific community in/for managing a cultural asset (implementing the perspective of the "heritage community" in the parlance of the Council of Europe Framework Convention on the Value of Cultural Heritage for Society). The community is characterized by relationships and bonds, because values, meanings and sense are recognized and shared.  European cities have gathered empirical evidence about the role of the cultural heritage for contributing to living together that is a fundamental aspect of human development. When there shared heritage with multiple meanings and layers of history, cultural heritage provides opportunities for intercultural dialogue and social cohesion through mutual learning and recognition of the plural meanings.

ICOMOS is the only organization of diverse professionals who are fundamentally concerned with the concept and care of historic places. Some may be focused on economic opportunity, others on clean water, yet still more on preferment of youth.  All vital and important but everything that happens in a place.  Place is not abstract it is real and holds meaning and

ICOMOS is committed to stewardship of place. This is one of the profound contribution to social cohesion is this sense of meaning associated with place.

## Cultural Heritage and the UN Sustainable Development Goals

Despite a concerted, broad-ranging international campaign led by UNESCO and leading cultural organizations including ICOMOS, culture was not comprehensively incorporated into the draft SDGs.  Within the final draft of the SDGs, the key entry point for reinforcing the role of culture is Target 11.4 which calls for "*making cities and human settlements inclusive, safe, resilient and sustainable by strengthening efforts to protect and safeguard the world's cultural and natural heritage.*
    In order to realize the potential of Target 11.4, ICOMOS advocates:

- Integrating cultural heritage into sustainable urban development.
- Adopting policies that recognize that local institutions and traditional knowledge systems play a key role as important resources essential for sustainable development.
- Integrating protection of heritage properties and their attendant values into efforts for inclusive social and economic development and poverty alleviation for the local communities so as to mutually benefit both communities and heritage properties.
- Legal frameworks for planning and development management that are transparent, participatory and incorporate the use of heritage and traditional settlement patterns and materials as a key component of livability and sustainability.
- Developing tools, instruments, and detailed guidelines for actions would help cities implement the goals and achieve their targets.

In addition, ICOMOS also sees the integration of culture and cultural heritage into the Post-2015 agenda via the following other SDG targets:

- Target 8.9 on sustainable tourism "…by 2030 devise and implement policies to promote sustainable tourism which creates jobs, promotes local culture and products."
- The Open Working Group report (2014) includes cultural elements in several targets, including; the protection and safeguarding of the world's cultural and natural heritage; innovation and creativity, the promotion of sustainable tourism, local cultures and produces; education on cultural diversity and the contribution of culture to sustainable development; and traditional knowledge (including goals 4.7, 8.9, 11.4, 12b).
- Target 11.7, provide, maintain and encourage access to safe, inclusive and multipurpose public space

**Indicators and Metrics Needed to Support the Urban SDG**

Differing significantly from prior goal setting efforts, the SDGs will each have specific metrics—indicators—to better ground the process of improving cities and towns across the globe. The current draft and metrics can be found here: https://sustainabledevelopment.un.org/content/documents/7891Transforming%20Our%20World.pdf

Determining the impact of SDG 11, the urban sustainability goal, relies on the choice of these indicators to monitor its implementation. In establishing any performance metrics, experts use a conceptual framework to guide and anchor their indicator selection. In the case of the urban SDG, the agreed-on framework holds that cities are interconnected systems (e.g. housing, transportation, and environment). Critical to sustainable development is clustering people and activities. Its underlying assumption is that the transformational potential of cities lies in the equitable and efficient planning and managing of urban land to foster the provision of urban systems that would maximize the benefits and minimize the costs of agglomeration.

Current planning practice holds that certain techniques are critical components of this approach. They include mixed land use, adaptive reuse of buildings, crafting walkable neighborhoods linked by public transportation, and reinforcing the use of natural systems through green infrastructure. The successful execution of these techniques requires land use efficiency: the alignment of land consumption with population growth to achieve compact, dense settlement patterns. Land use efficiency is expressed as a ratio, for example, a baseline of 1:1 would indicate that the growth rates for population and land use are in equilibrium. This indicator, employed with others on housing, transportation, public space, the environment, resilience, and heritage offers holistic guidance to decision-makers in monitoring SDG 11. Traditional settlements exhibit models for high interaction, high quality, and high density places.

Some of the indicators currently proposed for Target 11.4 fail to measure progress towards realizing such a holistic approach. An example of such a faulty indicator would be the proposal to measure Target 11.4 with reference to percent of budgets provided for maintaining cultural and natural heritage. ICOMOS proposes that any indicator adopted for Target 11.4 measure improvements in the rate of incorporating cultural and natural heritage considerations into sustainable, metropolitan development plans and policies, and attendant funding programs.

## Cultural Heritage and the New Urban Agenda

ICOMOS maintains that cultural heritage and particularly historic cities and settlements are a reference model for sustainable development. Historic cities demonstrate mixed uses, human scale, density and vibrancy.  By their adaptation economically, environmentally and socially they also demonstrate resilience. In the evolution of historic cities, we see the lessons of adaptive reuse, which saves energy and maintains a sense of place.  We also see the use of existing infrastructure which reduces the demand that sprawling urbanization places on budgets for new infrastructure.

Historic cities carry identity from generation to generation and encourage participation and communication across diverse peoples due to the mixing of uses, density and the intimate relationship among public spaces and private. In this way, they support the goals of social cohesion as well as sense of place and identity.  Therefore, the sustainable development goal proposed for urban culture and heritage should be seen as critically important, not only for preserving and adapting our historic places but even more important as models for new urban settlements and the redevelopment of the unsuccessful sprawl that has characterized much of the last 40 years.

While the previous Habitat goals for human settlements have focused on national level targets, we strongly recommend that the next goals and targets reflect the importance of urban and regional goals at the sub national level. Urban areas are where the challenges are and also where the innovation is happening. This is especially true in heritage management.   UNESCO's adoption and promotion of the Historic Urban Landscape (HUL) recommendation in 2011 proposed the integration of cultural values, tangible and intangible, into an integrated urban strategy. This is a significant acknowledgement of the fundamental role cultural heritage and historic urban patterns play in creating sustainable places. These recommendations can be supported at the national level but they are to be implemented at the city and regional levels.

Several prerequisites are fundamental to the integration of cultural heritage into urbanization. These are not just for heritage considerations but fundamental to a functioning planning and development system.   First, establish a formal legal mechanism for recognizing and documenting individual sites, districts and cities of cultural and historic value. e.g. register of places, official surveys and documentation; second, link this designations to programs and incentives for conservation and redevelopment of all urban areas. (note "urban" means human settlement including small towns and villages). Another prerequisite is land use regulations and financial incentives/disincentives that contain urban sprawl and focus funding on existing infrastructure and regeneration of existing urban areas, historic districts and neighborhoods.

Such regulations may include for instance, growth boundaries, urban service boundaries, tax incentives for density and infill, tax credits for adaptive reuse, and design guidelines.

Based upon our professional discussions, documents and expertise in metrics, we propose that in addition to the primary indicator for the SDG Goal 11.4, the New Urban Agenda incorporate the following secondary indicators that include:

- Percentage of private and public direct expenditure cultural heritage and cultural activities as a percentage of the national Gross Domestic Product.
- Number of persons employed in activities and services in cultural and natural heritage sector as a share of total employment.
- Recognition of the UNESCO Historic Urban Landscape approach at the national level and the number of urban places that are using HUL at the sub-national level.
- Increase in the number of historic districts.
- Recognition and protection of traditional street and open space patterns.
- Legal restrictions on demolition of historic properties.
- Availability of interpretive material for local communities on cultural heritage e.g. walking tours led by locals, classes in school about heritage of the area, signage and materials available to locals and visitors, promotion by the local government.
- Local examples of mixed use adaptive reuse of historic structures and streets—by-in from the development community.
- Explicit elements of the city plan that describes and promotes conservation and appropriate reuse of cultural resources.
- The proportion of natural and cultural heritage with protected status as percentage of national territory surface.

## Guidelines for Integrating Culture in Urban Development

While one level of action is in identifying indicators that recognize the value of integrating cultural heritage conservation with inclusive and sustainable urban development, a second is to develop guiding actions that can help with such integration across the different goals and targets. ICOMOS would like to propose guidelines for integrating culture with socially and economically inclusive sustainable urban development. Such an approach would integrate culture with urban planning, tourism development, infrastructure development, poverty alleviation, affordable housing, disaster risk reduction, and conservation of tangible and intangible heritage. Such guidance would also propose tools for assessing the way that conservation in implemented in a city at the local level. And also aim to improve evaluation

methods for comparing the multidimensional impacts coming from integrated conservation towards an "integrated cultural heritage impact assessment."

## References:

Duxbury, Nancy, Jordi Pascual, and Jyoti Hosagrahar. Policy Paper on "Operationalising Culture in the Sustainable Development of Cities" for GOLD IV of UCLG, United Cities and Local Governments. Forthcoming, 2015.

Duxbury, Nancy, Jordi Pascual, and Jyoti Hosagrahar Operationalizing Culture in the Sustainable Development of Cities: Think Piece for GOLD IV of UCLG, United Cities and Local Governments. With Nancy Druxbury and Jordi Pascual, 2014.

Hosagrahar, Jyoti. "Urban Heritage and Sustainable Development: Challenges and Opportunities in South Asia." In *Sustainability in Heritage-related Disciplines, Heritage Studies Series Volume 3* edited by Marie-Theres Albert, Germany: Brandenburg Technical University, de Gruyter, 2015

Hosagrahar, Jyoti. *Culture's Contribution to Achieving Sustainable Cities,* Background Note 3A-C for Culture: Key to Sustainable Development, Hangzhou International Congress, Hangzhou, China, 2013.

Hosagrahar, Jyoti. *Integrating Culture and Development: Framing UNESCO's Engagement with Culture and Development*. Strategy paper for UNESCO Culture Sector, Paris, March 2012. Substantial part of this document was later included in "Culture: A Driver and an Enabler of Sustainable Development," Thematic Think Piece, UNESCO, Post-2015 UN Development Agenda, for UNESCO, 2012.

Potts, Andrew. *UN SDGs and ICOMOS.* Confidential Memo to Sofia Avgerinou, et. Al. 14 October, 2014

Jeff Soule, Gregory Scruggs. Understanding Caribbean Walkable Urban Heritage, Paramaribo, Suriname, May 2014

The Paris Declaration on heritage as a driver of development, Paris, UNESCO headquarters, December 1st, 2011

Jeff Soule American Planning Association. Heritage and Sustainability in Community Planning, July, 2010

UNESCO (Jyoti Hosagrahar for UNESCO). 2010. *Power of Culture for Development*. UNESCO Brochure for UN MDG Review Summit.

UNESCO. 2009. *UNESCO World Report: Investing in Cultural Diversity and Intercultural Dialogue.* Paris: UNESCO.

UNESCO. 2013a. The Hangzhou Declaration "Placing Culture at the Heart of Sustainable Development Policies" adopted at the Hangzhou Congress on Culture and Development. http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CLT/images/FinalHangzhouDeclaration20130517.pdf (Accessed, 1/31/2015).

UNESCO. 2014a. *Declaration of the 3rd UNESCO World Forum on Culture and the Cultural Industries*, Florence, Italy. http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CLT/pdf/Florence_Declaration_EN.pdf, http://media.wix.com/ugd/bfe783_b68c2f719e0a4472923cdcdcb92f3cc7.pdf (Accessed, 11/22/ 2014).

UNESCO. *Habitat III Issue Papers 4: Urban Culture and Heritage.* Paris, UNESCO, 2015

UCLG. 2014. *Culture 21: Actions: Commitments on the Role of Culture in Sustainable Cities.* Draft. http://www.agenda21culture.net/index.php/component/search/?searchword=Culture%2021%20%20Actions&searchphrase=all&Itemid=138 (Accessed, 1/31/2015)

United Nations. 2012b. *The Future We Want for All.* Rio+20 Post 2015 Agenda document. http://www.un.org/millenniumgoals/pdf/Post_2015_UNTTreport.pdf. http://media.wix.com/ugd/bfe783_b68c2f719e0a4472923cdcdcb92f3cc7.pdf (Accessed, 11/22/ 2014).

United Nations. 2014a. *Open Working Group Proposal for Sustainable Development Goals,* http://sustainabledevelopment.un.org/focussdgs.html, (Accessed, 12/31/2014)

Valletta Position Paper on historic cities and sustainable urban development policies, International Committee on Historic Towns and Villages (CIVVIH), 2010

Vasanta Sobha Turaga, Conservation of Historic Human Settlements and Cultural Industries from Urban and Regional Perspective, ICOMOS Paris 2011

World Culture Forum. 2011. *The Bali Promise.* Bali, Indonesia. http://www.cicop.net/joomla/images/cicop/docs/the.pdf http://media.wix.com/ugd/bfe783_b68c2f719e0a4472923cdcdcb92f3cc7.pdf (Accessed, 11/22/ 2014).