Diagnosis Study of urban WH sites in the AA

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1. INTRODUCTION

The objective of the AtlaS-WH project is to generate criteria to develop Sustainable Management Plans for the cities and sites that make up the List of World Heritage Sites, namely: the Historic Centre of Porto, Luiz I Bridge and Serra do Pilar Monastery (Portugal), the Historic Centre of Florence (Italy), the Port de la Lune, Bordeaux (France), the Old and New Towns of Edinburgh (United Kingdom) and the Historic City of Santiago de Compostela (Spain).

The Managing Cultural World Heritage reference manual guidelines, published by UNESCO in 2014, are included as a basis for analysis.

This manual determines what sustainable development is, based on the 1992 Rio Summit definition. According to its guidelines, it must include environmental protection, economic growth and social equity. While emphasizing, at the same time, "the importance of an effective system of governance, including a participatory approach that integrates multiple interest groups into policies and their implementation."

We understand that the close relationship between heritage and sustainability depends on two fundamental aspects:

- the ability of heritage to transmit and explain the past and, therefore, the ability to adapt to the environment of previous generations, which serves as a guide when facing future challenges.
- the fundamental quality of creating solid communities and transmitting understanding,
 comprehension and inspiring mutual admiration between different communities.

On the other hand, the manual understands that "management" is made up of processes, namely, that it involves using all the necessary resources to achieve a specific purpose.

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The processes make up management systems, advocating social, economic and environmental benefits beyond the boundaries of the Site.

The success of management systems depends on their ability to achieve the following:

- use a process based on values¹,
- adopt approaches that foresee and manage change, and
- intervene in the relationship between heritage and society (why it must be preserved, for whom, with whom, etc.).

In the case of World Heritage, the goals or objectives are well defined:

- preserve our common past with conventional approaches² and values.
- cultural assets must continue to play important social and economic functions,
- cultural assets must maintain close links with communities and contribute to society, and
- they must preserve the resulting tangible and intangible added expressions.

The managers will have the following obligations:

- promote cultural diversity;
- protect the natural environment;
- protect the assets that are least tangible (communities, cultures and knowledge);
- inject vitality into the communities, and
- allow the continuity of compatible uses of the site, land or economic activity.

On the basis of these initial premises, we will address the diagnoses of the five cities on the world heritage list included in the AtlaS-WH project, analysing the documentation sent from the perspective of defining sustainable development—social, economic and environmental—through the analysis of the "capital" described by each partner.

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¹ Value-based approach: Gather information -> assess the significance (values and attributes) -> assess the conditions -> plan conservation/management

² Conventional approach: Define (identify)-> document -> assess the conditions -> plan conservation interventions





We understand capital to be the sum of values obtained from environmental, man-made, human, social and image perspectives that conform and define, beyond merely monetary values, the territorial capital of each site.

This system allows us to compare the different realities corresponding to different countries, and their legislations and cultures, and allows us to break down the concept of sustainability into clear units.

The evaluation and use of the concept "territorial capital," when drafting sustainable management plans, involves exploring the impact of the actions undertaken at the World Heritage Site beyond its tangible and intangible boundaries and the relationship both with its natural biophysical matrix—territory—and with the population to which it serves as a reference, broadly speaking. It is, likewise, the counterpoint to the definition of "capital" as a production factor related to cost and benefits, almost exclusively not associated to a specific place, in its most current meaning.

The factors that make up territorial capital, concerning the concept of sustainability, can be defined as follows:

- natural capital (environment): assets that come from the environment, such as soil, flora, fauna, microorganisms, water, etc., and the flow of those assets;
- man-made capital (heritage in a material sense): assets that a company has accumulated in its territory, such as buildings, facilities, infrastructures, public services, tangible cultural heritage, etc. It is usually associated with the "level of development";
- human capital: aptitudes, knowledge, labour capacity or health, which allow the population to establish different strategies and achieve certain proposed goals;
- social capital (intangible heritage): capacity of a society to self-organize and adapt to provide a collective response when addressing challenges; knowledge of a society to manage the territory— it concerns intangible cultural capital, such as associationism, volunteering, awareness, etc., and

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- image capital (brand): as recognition of the value associated with a certain group; sense of belonging or collective identity; territorial brand that adds value to everything related to the territory; it is a social construct; communication.

2. METHODOLOGY

Drawing from the previous premises, the goal is to reach a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) of all the partners that make up the AtlaS-WH project, with the aim of extracting a series of good practices that can support other sites on the World Heritage list, in order to generate, jointly, a common knowledge that is flexible and adaptable to different situations.

To this end, in addition to providing a general analysis of the governance of each partner—and of their follow-up and monitoring systems, as well as their challenges—the specificity of the AtlaS-WH project's theme is based on a SWOT analysis, concerning the sections on the Management Plans and the Action Plans, or their corresponding specific plans, of each of the partners. Thus, the conclusions can be drawn as a whole, and the management of each project member can be improved based on the knowledge, understanding and good practices of the others, increasing both individual and group "capital."

The information provided by each partner is analyzed collectively in order to obtain cross-sectional data, such as, for example, the impact of tourism and the absorption capacity of the partners. This means that the document has been read globally or integrally, connecting all its parts, to generate coherent models.





Management Plan, Action Plan: SWOT analysis

A SWOT analysis is carried out (Strengths, Weaknesses, Opportunities, Threats), taking into consideration the information sent by each partner in the theme templates and the data of general indicators. With regard to cross-sectional interpretation, the consistency of the data related to the concept of "Territorial Capital" (and which was used as a basis for the data collection templates) is considered from the following perspectives:

Heritage:

- overall status;
- social consideration of assets;
- related activities (culture and heritage);
- investments in actual heritage, infrastructure, equipment, etc.;
- uses of heritage for the community;
- ability to modify/generate processes from heritage;
- etc.

Environment:

- runoff water management (some partners are at risk of flooding),
- waste management,
- urban green systems vs. parks and gardens,
- raising awareness,
- impacts,
- territorial network,
- etc.

Social:

- associationism,
- participation,

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- decision making,
- raising awareness,
- etc.

Human/intangible:

- habitability (housing, public space);
- public services;
- mobility;
- trade and economic activity, support for new entrepreneurship;
- innovation;
- incentives;
- quality control;
- etc.

Image/brand:

- tourism,
- landscape,
- lifestyle/quality of life (perception),
- communication,
- existence of a brand,
- challenges,
- etc.

As explained above, these cross-sectional indicators are applied to the survey lines:

- Line 1. Governance.
- Line 2. Management plans/Specific urban plans.
- Line 3. Action plans/actions derived from the specific plans.
- Line 4. Monitoring.





Line 5. Challenges.

Based on the information provided by each partner, and also taking into account the responses to the five strategic vectors adopted by the World Heritage Committee (5 Cs), the following work vectors are indicated:

- overall management quality of the partner sites of the AtlaS-WH project
- quality/capacity of the management/specific planning figures that affect the world heritage site. Heritage conservation;
- capacity of organization and structures generated in each site;
- liveability/resident population/active population;
- involvement of the population; participation; agent training;
- involvement of stakeholders (University, trade associations, public administrations, private sector, etc.);
- impacts of tourism (positive and negative: generation of resources, return of resources to the population, use of resources for general objectives beyond cultural or heritage, costs, devaluation of the brand, coexistence between temporary residents—visitors—and permanent residents, etc.);
- environment: circular economy generation capacity, water cycle, runoff water in the area of influence;
- mobility and transport (passengers, merchandise, waste, tourists, etc., by road, electric, collective, individual, etc.);
- innovation from heritage and new resources, and
- brand image; communities and networks

The aim is not to enter into legal issues, because they are very specific and different in each site.

The environment is a very important aspect of these vectors, and though not explicitly included in the 5 Cs, it is in the goals of the World Heritage Committee, specifically number 3—The protection

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and conservation of heritage considering environmental, social and economic needs of both present and future—and the aim is to reach this by 2022.

The goal of the SWOT analysis is, therefore, to reach a shared approach based on Declarations of Universal Value, within the framework of the management of evolving historic and cultural environments.

In particular, heritage values and their attributes of integrity and authenticity are considered to be delicately balanced and associated with mutations produced by the passing of time, making it difficult to establish effective conservation management strategies in a constantly changing environment.





3. DATA AND DOCUMENTATION ANALISYS

3.1. CHARACTERIZATION OF THE WORLD HERITAGE SITES (WHS)

This section is simply descriptive. It contains information that has open and universal access. It gathers general information and refers to the recognition, by UNESCO, of the values that have enabled the inclusion of the sites on the World Heritage list, also describing their general traits.

In brief, the World Heritage Sites included in AtlaS are:

WHS Designation	WHS (ha)	Buffer	Year of	Resident
		Zone (ha)	Inscription	Population
				WHS
- Porto;	51	186	1996	5.095
- Centro Storico di Firenze	505	10.480	1982	45.000
- Bordeaux, Port de la Lune	1.731	11.974	2007	86.943
- Edinburgh	444.4	N.A	1995	23.546
- Santiago de Compostela	107.59	216.88	1985	10.984



UNESCO criteria that affect AtlaS-WH partners:

- Florence and Santiago de Compostela
 To represent a masterpiece of human creative Genius.
- (II) Bordeaux, Florence, Edinburgh and Santiago de Compostela.
 To exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.

(III) Florence

To bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.

- (IV) Bordeaux, Florence, Edinburgh, Porto and Santiago de Compostela

 To be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.
- (V) Florence and Santiago de Compostela

To be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria).

All cities share the criterion (iv), which relates the quality of what is man-made—buildings, ensembles or landscapes—to its relevance in the history of humanity.

The five cities have the recognition of Outstanding Universal Value by UNESCO.





Criteria Heritage, City and Sustainability.

The only criterion that refers to the city (town-planning) is (ii); the others seem more appropriate for assessing specific elements or ensembles of buildings rather than the complexity of a city.

The concept of Heritage becomes broader depending on the evolution of thought and the awareness that our evolution distances us, in a certain sense, from the relationships we used to have, not so long ago, with our territory.

A series of reference documents are being prepared by UNESCO and/or its organic branches to establish criteria that allow these initial principles to be adapted to the characteristics of a constantly evolving heritage, one that is being constantly created.

The criteria that have been used to assess each of the partner sites do not reflect the values of sustainability. UNESCO itself recognizes this by promoting meetings such as Hangzhou, in 2013, Introducing Cultural Heritage into the Sustainable Development Agenda, which raises the following questions:

The cultural heritage has been absent from the sustainable development debate despite its crucial importance to societies and the wide acknowledgment of its importance at the national level. It has also been absent in spite of the wide ratification of the UNESCO Culture Conventions by the Organization's Member States. Globalization, urbanization and climate change can threaten the cultural heritage and weaken cultural diversity.

What measures are needed to promote the safeguarding of the cultural heritage in the global development agenda?

What are the concrete actions that need to be taken in order to integrate cultural heritage conservation and promotion into the sustainable development debate?

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It is understood, then, that there is a need to develop management plans that can serve complex entities such as cities and at the same time, respond to the sustainability challenges that these cities face: such as risks and, also, opportunities.

The historic cities, which, in the case of the partners of the AtlaS-WH project, are living and embedded in modern cities in the form of special neighbourhoods, are bearers of the testimony of what we once were, and they are developing tools to continue being benchmarks of vitality, sustainability and authenticity. They must be the driving forces of the future.

Buffer zones:

In the surveys answered by each partner, it can be seen that protection reaches the declared area in all cases, but buffer zones are missing in three places, due to different reasons:

Edinburgh, which does not have an actual buffer zone. In 2009, the World Heritage Committee made the following recommendation to the State in charge:

 Also requests the State Party to establish a declared buffer zone for the Edinburgh Old and New Towns World Heritage property in accordance with Paragraph 103 of the Operational Guidelines, in which height restrictions are established on the basis of key views and vistas from within and from outside across the property;

This protective status has not yet been established.

Santiago de Compostela is affected by two declarations that overlap in the urban area: that of the "Old City" and that of the Routes of Santiago de Compostela: Camino Francés and Routes of Northern Spain. In the declaration of the "Old City" there are two distinct areas, that of the historic city itself and that of the Conxo neighbourhood.

The first has its buffer zone and its specific Special Planning.

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Conxo does not have a buffer zone, management planning or its own urban planning. This is recognized in the city's general planning with a generic level of protection, but without considering the environment. This has caused damage to the surrounding urban landscape, which is difficult to repair.

The authority in charge, the City Council of Santiago, has recently initiated (2018) the first steps to solve this problem.

Porto has management problems in the buffer zone, because a significant part is located in another municipality—in Vila Nova de Gaia.

The Historic Centre of Porto, Luiz I Bridge and Serra do Pilar Monastery, is mostly located in the Municipality of Porto and a small part in the Municipality of Vila Nova de Gaia. Its buffer zone was established on 2010 by law. However, the Municipality of Vila Nova de Gaia did not agree with its delimitation and, through legal action, the buffer zone on the side of Vila Nova de Gaia was suspended. However, the buffer zone on the side of the Municipality of Porto is included in the protected area "Monumento Nacional Zona Histórica do Porto", which ensures its effectiveness. In conclusion, only the part of the buffer zone that is on the side of the Municipality of Vila Nova de Gaia is unprotected, which arises management and protection issues. This legal definition is up to the General Direction of Cultural Heritage.

In this section, it must be noted that the only city that clearly uses the World Heritage logo in its web communication is Florence.

3.2. GOVERNANCE

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In this report on the diagnostic sheets of each city, specifically in section 02, dedicated to the governance model, we will focus on emphasizing those conclusions with some possible rectifications, as well as the data that we find somewhat irregular or that we perceive has not have been given sufficient time for its drafting. We will analyze each point of the governance section individually, focusing on the cases we see as most outstanding and always adding references and examples of the attached data tables pertaining to the other cities. In addition, we will try to make all the sections understandable since in specific cases we think a second review by the corresponding partner is necessary.

In table 02.1, we asked who was the entity or entities responsible for managing the WHS, how they were funded and which degree of autonomy they had when managing the WHS. In the next section 02.2 - Involvement of the Stakeholders - we requested the identification of which stakeholders that were involved in management of the WHS and what their role was. After identifying the stakeholders, we enquired for an evaluation on their degree of involvement in the elaboration of the Management Plans, their capacity to develop actions and their economic participation in the implementation of these actions. We also asked if the stakeholders who were not involved at the time, would be in the future.

Consequently, the partners were invited to describe in section 02.3 - Citizens Involvement - we asked for the identification of which areas the citizens were involved in (raising awareness; citizenship raising; opinion feedback). In regard to Communication, each partner was inquired whether there was or not a Communication Plan and if it was linked to the Management Plan. Then the partners were asked to describe what communication actions were implemented, who were the target groups, what messages were transmitted, if they had achieved their goals, what communication means were used (website, newsletters, public sessions, etc.) and the financing model for each action. Results follow.

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PARTNERS:

BORDEAUX

The first city to be analysed, Bordeaux, stands out essentially for its communication section. Nevertheless, a review of the governance model and involvement of the stakeholder's sections is necessary. Interpreting the above sections is somewhat confusing.

There seem to be some inconsistencies in terms of funds: Bordeaux recognizes that 100% of the capital of its model comes from local entities, when in reality, as indicated below, the amount is approximately 50%, since investments also come from State and European funds.

In the case of section 02.2, except for the representatives of church in the local commission, the rest of the stakeholders participate in the development of the different plans, that is, they are not part of their wording but they do contribute with their point of view to the plan. However, this is contradicted by the table that refers to the degree of participation (point 02.3), so it is expected that such consultation or assignment of functions will be carry out without the appropriate procedures in this type of performance.

In addition, in the following table where other entities participating in the plan are marked, the VIOLET INTERREG Project is mentioned—a European project for the conservation and the best use of energies in order to protect heritage from the effects of pollution.

On the other hand, with regard to the communication section, this is quite well worked out. The actions and objectives are accurate and well structured and with a detail and description that make this section well considered. It is nevertheless necessary to mention the percentages of objectives fulfilled, in our point of view difficult to contrast and with some data certainly unreal. As we will see in the other cities, there are three main ways to put this project in the hands of the citizens so that they can contribute with ideas or propound changes: hanging it on the Internet in a public way,

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through circulars or through other unspecified methods. They tend to be, and Bordeaux is no exception, the first two forms that are most effective, at least interpreting the data given by each city in their reports.

EDINBURGH

In the case of Edinburgh, we have a well-explained, well-defined, fully public governance model, made up of the City Council (at the local level), the Edinburgh World Heritage institution (public, non-governmental) and the historical setting of Scotland. They all work equally and have the same powers.

Section 02.2, which deals with the participation of different stakeholders in the development of the project. In this case, there are several stakeholders who have revoked their participation in the management, and in only one of the cases (Commercial fabric, fields, associations, etc.) its participation is not clear, so it maybe this point should be clarified.

In the involvement section, the values match what has been shown previously, and it is interesting to see how the stakeholders that are most participative and involved are the citizens themselves. This implies strong city management model.

Another element to consider is the reference to other entities interested in the project, since getting involved with local entities that directly affect the territory in one way or another is always useful.

In the third section, 02.3, which covers citizen participation in the plan, we can take the Edinburgh model as a benchmark, not only because there are no inconsistencies in its presentation, but because it provides very clear information by adding the links of where and how this process of participation has taken place.

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Regarding the last section, which refers to communication plans to make local initiatives known, we find the explanation unclear, because, among other things, percentages of achievement of objectives that exceed 100% (percentage maximum that the table specifies) are shown.

FLORENCE

Florence is one of the partners with the **best model of governance** in all aspects, with very small deficits. Their proposals for a governance model are well reflected and specified in a coherent manner. In addition, in the case of the Italian partner, this gives details of all kinds of specific points both of the model and the capital and its provenance. Alluding to all the sources and administrative entities related to the project itself. This organization shows a distinctly strong model of governance.

This is the partner that provides more details in this section.

Referring to the involvement of the stakeholders section, the example of Florence is similar to that of Edinburgh, the only stakeholders that do not intervene in the drafting of the plan are Commercial fabric, fields, associations, etc.

It would be appropriate and very useful to explain in detail the role played by the stakeholders involved, that is, in what way they intervene, in a similar way to the previous case.

With regard to the degree of intervention, these parameters also resemble participation levels, and it is interesting to note how these values are decreasing depending on the ability of different stakeholders to act.

Regarding citizen participation, the information from Florence is quite complete. This is the most precise partner, since in addition to showing the area (in a way that is more detailed and user-friendly) they introduce the links of where and how this process has come about, which is always useful for a better outcome.

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Florence, in our opinion, should be the example to follow during this series of processes in the drafting of action plans.

However, it is the communication section where more emphasis has to be placed. The Italian partner is the best example of the communication function. Its transparency with the figures and use and management of the instructional-informative contents make it an example to be followed by the rest.

Apart from everything positive, we must mention some small disadvantages: it should be explained how these percentages are reached and if the communication plans really have some kind of follow-up that supports this data.

PORTO

The Porto City Council is responsible (100%) for the World Heritage Site and is the entity that responds to UNESCO. For the purpose of operationalizing WHS governance, Porto Vivo, SRU (Society of Urban Rehabilitation) was given competencies in the licensing, inspection, project design, work execution, monitoring and so on. In what concerns areas or buildings with heritage interest/value and special classification, Portuguese law provides that the licensing process has to be analysed by technicians of the Direção Geral do Património Cultual (Governmental Organization) and whose opinion is binding.

In section 02.2. only a multidisciplinary team composed of elements from different areas (culture, tourism, urbanism, mobility, security, etc.) was involved in the elaboration of the Management Plan. The Plan was developed in 6 months, for this reason, during its elaboration there was no active participation of stakeholders. However, after the public presentation of the Management Plan, a Communication Plan was implemented that aimed to convey the objectives of the Management Plan. Consequently, stakeholders were involved during the implementation of the Communication Plan and of Management Plan. In this context, a seminar, an itinerant exhibition, several guided

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visits to the WHS were carried out, and 3000 copies of the Management Plan were published and distributed This information is explained in the indicators in section 2.2.

We also find that to the question asked by the survey about whether there are more entities interested in participating in the project, you answer yes/no (which is the answer that appears in the questionnaire by default) without specifying whether there are interested entities or not.

From section number 02.3, which speaks of citizen participation, we have nothing to mention in the case of Porto; we would just like to remind you of the previous recommendation that all cities should follow the model of Edinburgh or Florence in this point.

As for the communication plans, we can make the same note as we did previously with the case of Edinburgh. The percentages of achievement of the advertising objectives exceed the maximum established (100%), so it would be good to accept these parameters.

SANTIAGO

The city of Santiago de Compostela presents a 4-tier governance model. The City Council (public, local), the central government of the State (public, State), the regional government (public, regional) and the Consortium (public, local). Of these four agencies, the degree of autonomy is divided in 70%, 20% and 10% respectively, the Consortium being a consulting institution without real power in the city decision-making.

From section 02.2, which deals with the participation of interested parties, we can highlight the accuracy of their notes, saying how and how often were the approaches to each of the parties involved and interested.

Regarding the new parties that could join, it should be specified how "Large Companies" and the "Regional Government" will participate.

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Regarding section 02.3, which deals with citizen participation, we find nothing to highlight or any inconsistencies in the data, we simply repeat that recommendation we made previously: to follow the model of Edinburgh or Florence.

Finally, for the communication section of the plan, we have nothing to add because it specifies that there is no communication plan, so this section appears blank.

3.2.1. GOVERNANCE CONCLUSIONS

Overall diagnosis

After this general analysis of the governance model of the member cities of the AtlaS-WH project, we conclude that more time should be devoted to this information from each project team. Although it may appear to be a point of minor importance, greater precision can provide more precise data when implementing the Management Plans.

In general, and especially for the communication section of the Plan, we consider that all member cities should follow the example of Florence, as it is the most complete and specific in its explanations.

3.3. MANAGEMENT PLAN / 04. ACTION PLAN (as they are directly related, they are analysed together)

The effectiveness of the management system depends on the type, characteristics and needs of the proposed asset and its natural and cultural context. Management systems can vary according to different cultural perspectives, available resources and other factors. They can incorporate

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traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.

While recognizing the diversity mentioned above, an effective management plan could include the following common elements:

- a. a deep understanding of the asset shared by all stakeholders;
- b. a cycle of planning, implementing, monitoring, evaluation and reaction;
- the monitoring and evaluation of the impacts of trends, changes and proposed interventions;
- d. the participation of collaborators and stakeholders;
- e. the allocation of the necessary resources;
- f. capacity building or training, and
- g. a responsible and transparent description of the functioning of the management system.

Effective management requires a cycle of actions in the short, medium and long term to protect, conserve and value the assets proposed for their inclusion in the List. An integrated approach to planning and management is essential to direct the evolution of assets over time and ensure the maintenance of all aspects of their Outstanding Universal Value. This approach exceeds the boundaries of the site and covers the possible buffer zones as well as the broader environment³.

The section 03 of the survey was dedicated to the characterization of the **Management Plan** and section 04 to the **Action Plan**. However, in the analysis that was now carried out, we believe that it is better to combine both topics to ensure a better understanding of this theme.

In the first frame 03.1 - **Characterization** - all the partners were asked if they had a Management Plan or other strategic planning documents and what was the deadline; date of approval, etc. Which entity(s) had been responsible for its drafting and if the funding model for the drafting of this

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³ References to management in the World Heritage Practical Guidelines (2012 Edition)





document satisfactory, and also if the team that had drafted it was the one that currently manages the WHS.

In section 03.2. - **Methodology** — we inquired about what type of public procurement had been carried out; in section 03.3 - **Structure / Main Points - Areas of the Management Plan** - each WHS was questioned about which were the main areas on which the Management Plan was based, what were its main objectives and which stakeholders were involved in each of these identified areas.

On the Action Plan, section 04.1 - **Characterization** - each WHS indicated whether or not it had an Action Plan and the date of its elaboration. Then in table 04.2. - **Work Lines** - the partners were asked to identify each of the work lines and in what concrete actions each was organized, relating them to the main areas of the Management Plan. For each action/activity of the Action Plan, the survey asked what strategic or priority UNESCO documents had served as a guide or influence, and which were the local strategic priorities to which each action/activity responded.

Subsequently in section 04.3 - **Concrete Actions Outcome** - we enquired what were the results obtained in each action/activity of the Action Plan, and asked to explain why this action had been outlined, what its priority was for management of the WHS and what lessons learnt had been drawn from that experience.

Results follow.





PARTNERS:

BORDEAUX

In its characterization of the Management Plan actually there is no proper action plan, but different documents that try to solve this lack.

Its development is mainly managed by the local government and by external staff (50%), focusing its strategic priorities on the territory, uses and functionality of the area and public space.

Among its major influences, participants include the university, museums and public transport services.

As an annex to the Management Plan, the **action plan** establishes several directly operative actions that will be implemented as part of the governance and management of the site.

The lines of work are analysed following the points of view already established in other sections for the analysis of the data reflected in each file (environment, social, human, heritage, image/brand) broken down in the present case in up to 30 specific actions and that, in a nutshell, would be focused on:

- public transport (tram creation, bus operation, etc.);
- environment (creation of a "Green Plan", landscape chart, parks, highlighting the lighting plan);
- social (committees, work groups, etc.);
- cultural: (festivals, events, tourism, etc.);
- functionality area: the same as a territorial development plan (to emphasize the program of revitalization of the historic centre and cleaning of facades, charter of urban heritage in public spaces, to redesign the great urban spaces);

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- Image/brand: creation of heritage signage, etc.

Population is involved in each action but so far the involvement of population has not been focused on what should be the priorities of the management plan.

Among the measures regarding heritage that are similar to other world heritage cities, its wish to improve the image/brand through the development of digital content against the occupation of public space of the current signage stands out.

Public transport is treated as priority use (bus and tram) compared to other means of transport.

Regarding the analysis of the other WHS, it is important to consider the **analysis of the impact of tourism** on the territory, its forecast and impact on citizenship and services in general.

A **SWOT** analysis is shown below as a result of the cross-sectional interpretation of the information reflected in the **theme templates 03 and 04**, by its direct relationship with the different sections, with the data of **general indicators** provided by each partner, thus being able to verify and to classify the Strengths, Weaknesses, Opportunities and Threats of each city with greater precision.

At the end, a section of notes with information extracted from the general indicators (data sheet 01) of each city that we have considered relevant to be highlighted without having more information than that provided in this document is attached, so it is useful to analyse and provide a more detailed description in this regard.





BORDEAUX				
WEAKNESSES	THREATS			
 There is no management plan or an action plan per se. Work lines are focused on possible threats. Low involvement/participation of interested parties: general population, residents, associations, etc. Few lines focused on SOCIAL and ENVIRONMENT. There is no external entity running the MANAGEMENT/ ACTION PLAN (for example, the MUS—museum association—in Florence) SUSTAINABLE TOURISM (this is mentioned, but we do not see any concrete measures, for this reason it is included in this section) SUSTAINABLE PUBLIC TRANSPORT (need for concrete measures on efficiency, reduction of fossil fuels, etc.) 	 - TOURISM. - DEGRADATION OF HERITAGE. - LOSS OF POPULATION SETTLEMENT (extracted from data sheet 01). - NO CONCRETE THREATS DETECTED (also verified in data sheet 01). 			
STRENGTHS	OPPORTUNITIES			
 SOCIAL: Links with university, museums and public transport services. (although there may be some inconsistencies in their participation after analysing the other sections*). HERITAGE: actions related to restoration, maintenance, use in general. ENVIRONMENT: Implementation of improvements in public transport (in this case, buses and trams) to give it priority over private vehicles. Development of digital contents as opposed to signage that occupies public space (IMAGE/BRAND). 	- LIGHTING MASTER PLAN (ENVIRONMENTAL IMPACT). - GENERAL PARTICIPATION OF THE POPULATION. - PROMOTION AND IMPROVEMENT OF PUBLIC TRANSPORT. - ENVIRONMENT (main points to be implemented): - CREATION OF THE "GREEN PLAN" AREA - STUDY OF WATER AND WASTE USE - LANDSCAPE CHARTA			

NOTES ON DATA SHEET 01

- On the Indicators sheet, there is not enough data on MANAGEMENT (subsidized buildings, accessible buildings, use of renewable energies, efficient water management, basic information on waste collection, electricity consumption, street lighting, etc.), but they do manage data from Agenda 21
- PARTICIPATION: 0% in the redaction of the Management Plan, but stronger on the actions.
- BUILT HERITAGE: 7% empty housing (10,467) (the vacancy has been reduced from 20% to 7% in the historic center in 20 years).
- TOURISM SECTOR: no data for number of travellers monthly/per day on average (seasonal). / 2.6 average overnight stay.





EDINBURGH

Its management plan is very recent—it was approved on March 27, 2018, with public funds and publicly managed—and its analysis is compromised as it is still underway.

Without providing data on its general strategic lines, the main points are mainly focused on the sustainable development of the city, contributing to the connection of the WHS with its buffer zone, to the care and maintenance of the architectural heritage (maintaining investments, subsidies, handling of public space, Buildings At Risk Register (BARR), etc.) as well as concern for its conservation as a world heritage city and the promotion of sustainable tourism.

There is very low involvement/participation of the interested parties, at least when compared to that of the other cities subject of the present study, although they are committed to giving a more active role to all the parties.

The work lines are aimed at local priorities, with a list of results of concrete actions that are difficult to understand since they are not broken down into sections.

Conclusions can be drawn and it is worth mentioning that possible threats and/or weaknesses have been detected in the management of tourism in specific places such as the Royal Mile, conveying concern about the difficulty of dealing with the number of visitors in the months of greatest activity, the substitution of traditional commerce by non-local businesses, among others.

As for environmental measures, actions are being considered to address the increase of energy efficiency in historic buildings, the sustainable reuse of buildings detected to be at risk and the high awareness among the population in general in terms of waste processing, with a recycled waste percentage of 44.6%.

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EDINBURGH				
WEAKNESSES	THREATS			
 Very recent management plan 27/03/2018. Low involvement/participation of interested parties. TOURISM on the ROYAL MILE (in particular): difficulty in dealing with the number of visitors, non-local businesses and only for tourists, and BUSY FESTIVAL MONTHS: December and August are the two highest months in recorded footfall traffic along Princes Street 	- TOURISM STREET VENDORS/STALLS NO FURTHER CONCRETE THREATS DETECTED (also verified in data sheet 01).			
STRENGTHS	OPPORTUNITIES			
- CONCERNED about the care and maintenance of the Heritage: maintain investments, subsidies, management of public space SUSTAINABLE DEVELOPMENT OF THE CITY as its main objective CONTRIBUTION/CONNECTION OF DEVELOPMENT TO THE CITY CENTRE PROMOTE SUSTAINABLE TOURISM REGISTRATION OF BUILDINGS AT RISK (BARR) AND MANAGE THEIR NEW USES TACKLE CIGARETTE LITTER IN A UNIQUE WAY ARCHITECTURAL CONNECTION BETWEEN THE OLD AND NEW TOWN.	 UNDERSTAND WHAT SUSTAINABLE TOURISM IS AND APPLY BEST PRACTICES/BALANCED COMBINATION OF USES/DIVERSE SOCIAL MIX IN THE CITY CENTRE/EXTENSION OF TOURISM TO OTHER AREAS. PROMOTION OF RESEARCH AND WORKS ON HERITAGE, SCHOLARSHIPS, SUBSIDIES, ETC. ROMOTE SUSTAINABLE REUSE OF BUILDINGS AT RISK (BARR). INCREASED ENERGY EFFICIENCY IN HISTORIC BUILDINGS. AIR QUALITY. MORE ACTIVE ROLE OF THE INTERESTED PARTIES. Promote a more active role for stakeholders to help deliver the management of the WHS. 			

- ENVIRONMENT: 44.6% recycled waste (high percentage compared to the other WHS).
- BUILT HERITAGE: 44.80% homes in the area intended for 2nd home or for rent (could be considered a threat as produces a possible displacement of the non-seasonal resident population) /4.3% empty housing in the area (561).
- TOURISM SECTOR: 4.01 million visitors/3.6 average overnight stay/54.75% population work in the tourism sector (ETAG). (in the absence of more information or a more detailed description, the average overnight stay can be considered a good result in comparison with other WHS and therefore can be included in the Strengths section).





FLORENCE

As in the case of Bordeaux, it refers in its characterization of the Management Plan to the use of planning figures and not an actual plan.

Its preparation is managed by personnel hired by the MuS.E and its major influences and participants are the university, public transport services and public and state administration.

The strategic priorities of the action plan are aimed at tourism management, the study of the uses and functionality of the areas in the UNESCO zone, study of the public space, cultural management, social development (local people), the environment (energy measures), etc. It is worth mentioning the clarity of the structure/main points, setting specific goals for each of them.

The characterization of the **action plan**, with financing exceeding one million euros if all the defined actions/projects are considered, is in the implementation and monitoring phase.

Among the work lines and concrete measures, the following are most noteworthy:

- TOURISM SYSTEM: study on the tourism carrying capacity in the historic site. Decentralize areas of heavier circulation.
 - o FIRENZE GREENWAY, THE PATH OF THE PRINCE, FIRENZE CAR, etc.
- CONSERVATION AND KNOWLEDGE HERITAGE
 - o GRAFFITI COMANDO.
 - FIRENZE PERBENE (association that gives pamphlets to familiarize people with their heritage, raise awareness, etc.).
 - o FLORENCE I CARE/HERITAGE PUBLIC TRANSPORT.
 - o BIKE SHARING 3,500 bikes in the city.
 - o ELECTRIC: since 1990. In 2016, the first taxis appeared!
 - Good connections.
- THE ARNO RIVER AND CLIMATE CHANGE

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- FLOOD RISK MANAGEMENT PLAN (FRMP).
- o More actions concerning the possibility of flooding the historical centre.
- HABITABILITY, COMMERCE AND RESIDENCE
 - o regulation of businesses, traditional trade protection;
 - public lighting, local signage for "Walking in Florence", cleaning streets, preventing graffiti;
 - social housing in an old monastery;
 - Economic impulse and tourism promotion in Oltrarno (left bank district of River Arno) promotion-commercialization of Florentine artistic crafts, and of companies with stores in the Oltrarno district.

Its action plan is a concise and effective plan (strategic lines define concrete measures), showing its concern for the interaction of tourism in the area, use of sustainable transport with pioneering measures through the use of renewable energies, success in promoting bike use in the centre, protection measures for local trade/crafts and spaces of tourism interest, in addition to detailed studies on the particular threat regarding the flood risk of the area.

Like the rest of the cases analysed, work lines have been detected that have not been defined or are waiting be included from the defined perspectives, such as in the environment through noise pollution (especially at night), the demand for parking for residents as well as a progressive decline in population, economic studies of the benefits and tourism rates generated and their reinvestment in the city, etc.

In any case, conclusions can be drawn that this WHS has concrete measures and actions that should be considered as examples to be replicated by the other heritage cities, highlighting the critical analysis and the recommendation not to develop peripheral means of high-capacity transport (bullet train, airport) to avoid greater negative impacts than those already generated by the unchecked growth of tourism.

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FLORENCE					
WEAKNESSES	THREATS				
- ENVIRONMENT (no concrete measures detected):	- TOURISM IN GROWTH: attached document mis174-may2017 in which the need to carry out a tourism strategy with the following data is indicated: - LOSS OF THE SPIRIT OF THE PLACE POPULATION DECLINE 3.6 MILLION TOURISTS ANNUALLY/AVERAGE STAY 2.6 NIGHTS CONSTRUCTION HIGH-SPEED RAIL/AIRPORT WITH CHEAP FLIGHTS WOULD BRING MORE TOURISTS (they have considered it a threat since it would bring more tourists and only in transit) FLOOD RISK/PROTECTION OF CULTURAL HERITAGE IN CASE OF EMERGENCY.				
STRENGTHS	OPPORTUNITIES				
 High participation of interested parties: university, public transport services and administration. Autonomic, state, etc. MUS (MUNICIPAL ASSOCIATION OF FLORENCE). 	- UNDERSTAND WHAT SUSTAINABLE TOURISM IS AND APPLY BEST PRACTICES/BALANCED COMBINATION OF USES/DIVERSE SOCIAL MIX IN THE CITY CENTRE/EXTENSION OF TOURISM TO				

- PROMOTE SUSTAINABLE TOURISM.
- FOSTERING RESIDENTIAL, PUBLIC AND OFFICE USE IN RELATION TO TOURISM.

- CONTRIBUTION/CONNECTION OF DEVELOPMENT TO THE CITY

- FLORENCE GREENWAY (5.6 km pedestrian route e.g.).
- USE PUBLIC SPACES IN THE HISTORIC CENTRE TO KEEP THE CITY ALIVE (events, etc.)
- THEY PREFER NOT TO EXPAND INFRASTRUCTURES SO AS NOT TO DROWN THEIR CURRENT SUSTAINABILITY (no subway, no building of more car parks in the historic centre, no airport, no bullet train.)
- PUBLIC TRANSPORT
 - BIKE SHARING (more successful than expected).
 - ELECTRIC PUBLIC TRANSPORT SINCE 1990 AND TAXIS SINCE 2016.

- SOCIAL MIX IN THE CITY CENTRE/EXTENSION OF TOURISM TO OTHER AREAS.
 - TOURISM CARRYING CAPACITY IN THE CITY;
 - define new instruments for the study and management of tourist flows;
- promote "alternative pathways" to decentralize the cultural offer;
 - reduce May-October seasonality;
- $\mbox{-}\mbox{-}\mbox{improve employment quality through training, economic development, and}$
- strengthen the quality of life of local communities, reinforcing traditions and distinctive character.
- ENVIRONMENT:
- provide incentives for the use of light transport (use of bicycles, walking routes),
 - electric TAXIS and all-electric car sharing service.
- PROMOTE AND CREATE OPPORTUNITIES FOR TRADITIONAL SKILLS AND CRAFT EVENTS MORE ACTIVE ROLE OF THE INTERESTED PARTIES.
- HABITABILITY, COMMERCE AND RESIDENCE. Protection of local and industry crafts, some social housing, sales promotions.

NOTES ON DATA SHEET 01

- WASTE MANAGEMENT: 59.70% separate collection (waste) although it does not indicate that this waste is recycled.
- POPULATION: 45,000 in red (loss??)
- SOCIO-CULTURAL: 50 museums in the whole area (505ha) (in the absence of more data, it could be considered a threat).
- BUILT HERITAGE: greater data input is recommended for analysis.
- TOURISM SECTOR: 3,882,575 visitors in 2017/2.62 average overnight stay/Tourist tax amount resulting from income 33,000,000 euros (only city that provides data in this section, but what is it intended for?)
- COMMERCIAL SECTOR: 310 commercial shops.

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PORTO

They assert that they have a Management Plan approved in 2010, which has been run for 6 months and is managed through external contracting.

Porto Vivo, SRU was contracted by the Porto City Council to participate in the Management Plan. The Plan, despite having been done in 6 months, had a multidisciplinary team, with a great knowledge of the territory and of the different thematic areas that were addressed.

The basic services are its biggest influences/participants, justifying low participation due to the short time the Management Plan has been drafted.

Among its generic strategic priorities are those aimed at the management of the territory, environment, social, cultural, uses and functionalities of the area, public space, and tourism.

Main points/areas of the management plan:

- Heritage (preservation, conservation, public space, etc.)
- Community (participation, protection, awareness).
- Tourism (tourism excellence, etc.)
- Creative industry (cluster).
- Rio Douro.

Regarding the Action Plan included in the Management Plan, it should be noted that although the Management Plan was prepared in only 6 months, and the Action Plan designed at the same time, this latter remains in force until today, although it should have been reviewed in 2016.

The work lines indicated show numerous concrete actions (up to 55 actions), highlighting the interest for its buffer zone on the bordering municipality of Vila Nova de Gaia and the fiscal and municipal incentives for housing developers for the rehabilitation of the residence park.

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Although in the section tab 04.02 work lines data should be specified for further comprehension and analysis (e.g. 18. Environmental interventions, which??).

Monitoring reports can complement this information

As in other WHS, a more critical analysis of the generic and particularly detected threats in the area—such as population loss, waste management, greater involvement/citizen participation, care of the residents, promotion of the economy local, etc., is, therefore, recommended.





PORTO				
WEAKNESSES	THREATS			
 VERY QUICK MANAGEMENT PLAN (6 MONTHS) in 2010. LOW PARTICIPATION INTERESTED PARTIES. DOES NOT DESCRIBE ANY SOCIAL OR ENVIRONMENTAL ACTIONS. TOURISM COMMITTED TO EXCELLENCE but they do not provide concrete measures. HERITAGE: focus on specific rehabilitation actions. WASTE MANAGEMENT: no data. DECLINE LOCAL POPULATION (extracted from data sheet 01). 	-TOURISM DISPARITY OF CRITERIA WITH BORDERING MUNICIPALITY OF GAIA NO FURTHER CONCRETE THREATS DETECTED (also verified in data sheet 01).			
STRENGTHS	OPPORTUNITIES			
 Among its generic strategic priorities are those aimed at the management of the territory, environment, social, cultural, uses and functionalities of the area, public space, tourism. Main points: Heritage. Community (participation, protection, awareness). Tourism (tourism excellence, etc.) Creative industry (cluster). Rio Douro. Alipport. Atlantic axis. 	 BUFFER ZONE WITH GAIA. SOCIAL: growth in citizen participation according to data sheet 01: mobilize/promote/encourage current and future users in defence of the promotion of heritage value, 30. creation of citizen participation forums, and 31. development and social cohesion. ENVIRONMENT: 23. IMPLEMENTATION TRANSPORT PLAN (extracted from section 04.02). 			
- FISCAL AND MUNICIPAL INCENTIVES TO REHABILITATE.				

NOTES ON DATA SHEET 01

- WASTE MANAGEMENT: no data (could be considered a weakness to not recycle or provide such data).
- PARTICIPATION: 50% growth.
- POPULATION: 27.7% in red (from 11,775 inhabitants in 1991 to 3,683 in 2017) (in the sheets 03 and 04 it does not mention the decline in population, to consider as a threat if it were).
- SOCIO-CULTURAL: 21 museums and cultural sites in the entire WHS area with 51Ha (in the absence of more data could be considered a threat, more if possible in such a small area).
- AWARENESS: Project with schools "Meu Porto é Patrimonio Mundial" BUILT HERITAGE: empty homes 348/1756 = 19.82% (it is slightly high).
- TOURISM SECTOR: 1,536,798 visitors in 2017/1.9 average overnight stay (low overnight stay compared to Bordeaux, Edinburgh, Florence).
- COMMERCIAL SECTOR: 50 commercial shops (The Regulation of Historic Shops "Port of Tradition" began only about a year ago).





SANTIAGO

As in the case of Bordeaux, it refers in its characterization of the Management Plan to the use of planning figures and not an actual plan.

Its drafting is managed in its entirety by public administration, indicating very low participation and influence from the interested parties. However, although this has not been considered in the previous methodologies, now greater involvement of all the parties is sought through meetings, talks, debates, etc. promoted by different entities, highlighting those promoted by the Concello de Santiago itself.

In terms of the action plan, its strategic priorities are addressed in order of priority as follows:

- 1. quality of life of the residents,
- 2. balance of uses,
- 3. heritage protection, and
- 4. integration of the historic city with the rest of the city.

The characterization of the action plan, in the preparation phase, is pending approval and therefore action measures are applied concerning those determined by the planning figures such as the PEPCH (Special Plan for the Protection of the Historic Site) or the actions undertaken by the Santiago Consortium (ten-year- and four-year plans).

Its work lines specified in section 04.02 could be summarized in the following:

- cultural: living heritage;
- uses and activities compatible with heritage and inhabitants;
- tourism: quality versus quantity;
- environment: territorial network recovery;
- innovation: university involvement and leading companies, and
- communication: new ways, transparency.

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In order for the quality of life of residents to be recovered, the city needs to be an active, living city, developing the potential of the historic centre as a residential area, recovering its own specific commercial and cultural activities.

Within the specific actions listed in section 04.03, it is worth mentioning the multitude of projects and programmes on built heritage—both for its maintenance and conservation as well as for raising awareness of the aforementioned.

The status of Santiago as the capital of Galicia and a Pilgrimage City par excellence plays very important roles in the tourism sector, and in this aspect, it must be managed in a specific way. However, it is shown in the general indicators data that the city has a rather low average overnight stay, being able to attract stopover tourism, which is considered to be tourism of lower quality than overnight stays as it only involves visiting the most important cultural attractions.





SANTIAGO

WEAKNESSES

THREATS

- It does not have an actual management plan, but it is under development. There are PE (Special Plans), PGOM (Municipal General Town Planning Plans), and later updates.
- PGOM in force is oversized and unsustainable.
- Low involvement/participation of interested parties.
- OCiHR (Office for Historic Sites and Rehabilitation): a certain degree of administrative rigidity.
- ENVIRONMENT:
- lack of energy measures (environment), both in buildings and in public transport, services, etc.;
 - prevalence use private vehicle;
 - high maintenance costs in public green areas, and
 - waste management/WWTP lack of capacity.
- Absence of joint management of the metropolitan heritage.
- SOCIAL:
 - stagnant population. Negative vegetative growth;
 - tourism-resident conflicts;
 - loss prominence of University in the life of the city;
 - no supralocal coordination, and
 - low implementation e-administration.

- Uses and activities compatible with heritage and residents.
- TOURISM
- Quality versus quantity.
- Quick turnover with regard to travellers on the Camino de Santiago.
 - Stopover tourism (1.59 nights of overnight stay).
- ENVIRONMENT:
- excessive weight SC-20 as main road and connecting route for private vehicle,
 - noise and light pollution, and
 - high shipment of urban waste to landfill.
- High energy consumption in infrastructures and facilities and of unsustainable transport means.
- Economy dependent on the services sector (public administration and tourism).
- SOCIAL:
- juvenile unemployment/aging population/average size of the household in decline,
 - decline number university students,
 - loss of local trade, and
 - high price of housing in the city.

STRENGTHS

- Strategic priorities: quality of life of the residents, balance of uses, heritage protection, historic city integration with the rest of the city.

- CONCRETE ACTIONS ON THE HERITAGE, FOR ITS MAINTENANCE AND CONSERVATION. Built heritage and citizen awareness concerning its maintenance.
- INTERADMINISTRATIVE MANAGEMENT: SANTIAGO CONSORTIUM.
- TRANSPORT:
 - important communications node Atlantic Axis, and
- well-articulated urban network to support sustainable transport measures.
- ENVIRONMENT: Good quality water and air for domestic use.
- SOCIAL:
 - High GDP per capita and high income;
 - strong tourism sector;
 - Campus Vida (USC), campus of international excellence;
 - significant presence of associativism;
 - healthy climate of coexistence and security, and
 - high capacity for welcoming diversity.
- CAPITAL OF GALICIA

- OPPORTUNITIES
- INNOVATION: INVOLVEMENT OF UNIVERSITY AND LEADING COMPANIES.
- COMMUNICATION: NEW ROUTES, TRANSPARENCY.
- ENVIRONMENT: RECOVERY OF THE TERRITORIAL NETWORK:
- incorporation of the future intermodal station to the urban framework/improvement of transport in the metropolitan area;
- obtaining resources associated with its official status as capital of Galicia, and $\,$
- possibilities for improving management within the framework of the EU 2020 funds.
- NEW ERA OF "SMART TOURISM".
- Compostela Accessible for Everyone. Search for "excellence": "Marca Santiago" (Santiago Brand) = Culture.
- Municipal Accessibility Plan. Accessibility plan using additional mechanical elements.
- Implementation of e-administration.
- Peripheral car parks that help reduce vehicles in the centre.

NOTES ON DATA SHEET 01

- POPULATION: 11.39% population growth (it could be considered a strength to be the only WHS city analysed with positive growth).
- BUILT HERITAGE: 49.40% of 2nd homes/empty homes 13.75% (data is slightly high for both cases, so it could be considered a threat).
- TOURISM SECTOR: 4,000,000 visitors/1.59 average overnight stay (it is the one with the lowest percentage of overnight stays, which could be considered a threat).
- COMMERCIAL SECTOR: 438 commercial shops (The Regulation of Historic Shops "Port of Tradition" began only about a year ago).

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3.4. MONITORING AND EVALUATION

The purpose of monitoring the management plans and urban plans that are specific to the World Heritage sites is defined based on the data provided by the partners.

- Evaluate the successes and failures of the policies applied.
- Consider future actions based on knowledge.
- Attract resources.
- Evaluate the impact of tourism.
- Define the services available to citizens and visitors.
- Increase the knowledge and support of citizens.
- Increase the sense of belonging (brand).

The data must be objective and reliable and must allow comparison over time. The data must refer to the materiality of the asset, but also to intangible and usage aspects.

It must account for fixed objectives and link them to defined indicators.

The normalization of the monitoring processes is necessary, defining the type of data, how to take it, analysis systems and data management with forecast of trends.

UNESCO lists the minimum monitoring needs exclusively based on the response to the monitoring report that is periodically prepared. However, it encourages the establishment of systems suitable for objectives aimed at strengthening the capacities of the sites.

It would be useful to associate a Monitoring and Evaluation Plan with specific Management Plans or urban plans to ensure the maintenance of the OUV, allowing the site to be adapted to the circumstances of each period. The Monitoring Plan must ensure a continuous process of proven quality.

Of the five partners, four of them claim to have a monitoring system. Among them different types must be differentiated:

a) monitoring of actions or policies,

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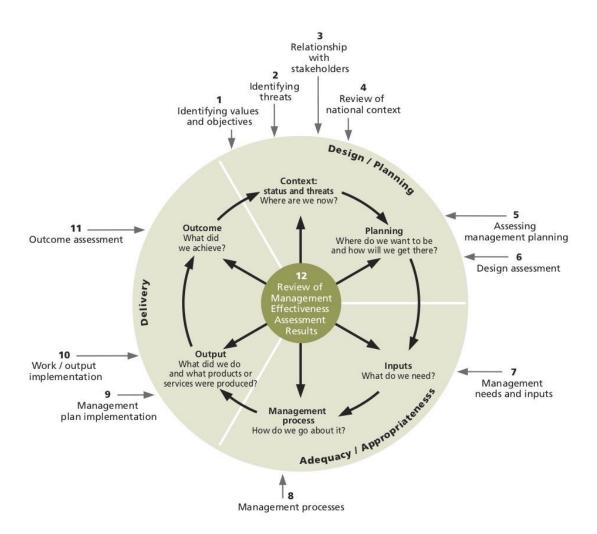
- b) monitoring or follow-up of the strategic indicators that are considered necessary to know the status of the site, and
- c) participatory decision-making.

The World Commission on Protected Areas has developed a framework for assessing the effectiveness of site management.

In this framework, among other tools with different objectives, a toolkit called "Enhancing our Heritage" is proposed. The toolkit can be used in all type of protected areas, also in World Heritage Cities, as a method. Its objective is to provide information to people who can evaluate the management of their sites. It does not intend to duplicate the existing tools in each site, because it is not necessary to apply them all systematically.







- Identifying Site Values and Management Objectives. Identifies and lists the major site
 values and associated management objectives. Together these helps decide what should be
 monitored and analysed during the assessment.
- 2. **Identifying Threats**. Helps managers to organize and report changes in the type and level of threat to a site and to manage responses.
- 3. **Relationships with Stakeholders**. Identifies stakeholders and their relationships with the site.
- 4. **Review of National Context**. Helps understand how national and international polices, legislation and government actions affect the site.

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- Assessment of Management Planning. Assesses the adequacy of the main planning document used to guide management of the site.
- 6. **Design Assessment.** Assesses the design of the site and examines how its size, location and boundaries affect managers' capacity to maintain site values.
- 7. **Assessment of management needs an inputs**. Evaluates current staff compared to staff needs and current budget compared with an ideal budget allocation.
- 8. **Assessment of Management Processes**. Identifies best practices and desired standards for management processes and rates performance against these standards.
- Assessment of Management Plan Implementation. Shows progress in implementing the management plan (or other main planning document), both generally and for individual components.
- 10. **Work/Site Output Indicators**. Assesses the achievement of annual work programme targets and other output indicators.
- 11. Assessing the Outcomes of Management. Answers the most important question: whether the site is accomplishing what it was set up to do in terms of maintaining ecological integrity, wildlife, cultural values and landscapes, etc.
- 12. **Review of Management Effectiveness Assessment Results**. Summarize the results and helps to prioritize management actions in response.

In section 05 – **Monitoring and Assessment** – we created the sub-section 05.1 – **Monitoring Systems** – here we asked about the existence of a monitoring system; corresponding reports for the registered area; their periodicity and authorship of the reports. In field 05.2. – **Impact Assessment at WHS** - it was asked if the impact assessment was made by the person responsible for completing the Diagnosis, with what methodology and if there was any intention to use another method of evaluation.

Results follow.



PARTNERS:

BORDEAUX

It seems to consider as "monitoring" the model c), participatory decision-making through the Local Committee UNESCO Bordelais (CLUB), which is not really a monitoring system, but, rather, a system of monitoring and participatory decision-making in a regulated manner.

There is not enough data in the questionnaire to judge the system from a SWOT analysis perspective. Bordeaux considers the issue irrelevant for the Bordeaux-Port de la Lune site.

CLUB is a great **tracking** tool.

It prepares **monthly reports** that are sent to the competent Ministry, to ICOMOS and UNESCO in France.

It seems to be constituted, in addition to the planners or designers of the proposals, by a series of specific people, with qualifications and knowledge to understand the scope of the proposals, maintaining the heritage value. In this context, the concept of "heritage" appears to be limited to material aspects.

The CLUB does not seem to have a real legal status, being, apparently, above all an advisory tool.

No other indicator tracking tools or statistics are described. Nor can it be deduced from the general indicators provided that this type of data is taken into account in a coordinated manner.

Reference is made to the periodic reports prepared by each state or ICOMOS, in relation to the OUV of each site. (V. indicators)

For **methodology**, they describe the collaboration with ICOMOS and the "Atelier Garonne", also described as a forum or working group involving the participating stakeholders.

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The city seems very focused on the conservation of the material aspects of the heritage (colours, volumes, materials, etc.) in reference to an instrument they call "Charta of the Garonne." (No references to this instrument have been found online).

More than an impact evaluation method, it seems to be, as a whole, a monitoring system based on the participation of different stakeholders involved.

For this reason, more than in the monitoring and evaluation section, it is considered as a (positive) aspect of "Governance".

It is similar to some tools proposed by other members of the group, such as the "Follow-up Commission of the Special Plan" institutionalized by the Special Plan for Rehabilitation and Conservation of the Historic City, in Santiago de Compostela.

EDINBURGH

They claim to have a monitoring system that does not provide any data. They assert that general indicators are taken into account and that they produce state reports with an aperiodicity of one per year. The person who issues the reports is the site coordinator and they are not useful for making decisions, because they provide recommendations without any legal power.

They affirm that there is specific data concerning the Action Plan and that the monitoring reports related to these indicators are produced annually. The reports are also produced by the site coordinator. They are incapable also in this case of influencing the status of the site, because they have no legal power.

They do not specify the methodology followed to evaluate impacts. There is not enough data to assess.

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FLORENCE

It is specified that they have a monitoring system and general indicators that allow the evaluation of the site. The data is taken **every two years** and there are reports related to the monitoring that takes place, also **every two years** and it is not stated who produces them, although it is assumed that it is the site management office itself. They have specific indicators for each action of the Action Plan.

The reports have the ability to influence the management of the site because they show the results and objectives achieved from specific strategic projects.

To measure the impacts, they are studying the **methodology** described in the document "**Heritage Impact Assessment for Cultural World Heritage Properties-HIA**", for its application in infrastructure projects.

A study is being carried out on the tourism carrying capacity of the WHS. Although they do not specify in what sense they are analysing that carrying capacity, it is supposedly on tourism occupation.

The City of Florence is, in general, very transparent, with easy-to-access websites and a large amount of relevant documentation.

The data provided by Florence in the scoreboard is very consistent with the information provided in the rest





PORTO

They claim to have a monitoring system and indicators so they can evaluate the site.

They produce reports annually.

These reports reflect the state of the site compared to previous years. They are drafted by Porto Vivo, SRU.

Thanks to this comparative process, it is possible to understand in which areas intervening is necessary.

These reports have the capacity to influence decision making on issues such as, for example, the functionality of buildings.

They have specific indicators for the Action Plan.

The data is taken annually and monitoring reports are also drafted on an annual basis.

The monitoring reports show results and indicators that are useful for managing the historic centre as a whole and also evaluate, specifically, the execution and impact of each of the projects that make up the Action Plan.

These reports have the capacity to influence decision making with regard to adapting and making any necessary changes in order to implement the projects comprised in the Action Plan.

The indicators are collected annually. However, some indicators are provided by stakeholders who, in turn, can only make them available over time periods longer than one year (e.g. National Statistical Institute) leading sometimes to lack of data or outdated data.

There is no impact evaluation on the site.

They quote, as guidelines, the HIA document. General, for all WH assets.

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SANTIAGO

They state that they do not have a specific monitoring and evaluation system.

They are preparing the Sustainable Management Plan, which will include a proposal for an Action Plan and its corresponding monitoring tool.

They have, however, a **follow-up** commission for the Special Plan for the Conservation and Rehabilitation of the Historic City, made up of representatives from different authorities and stakeholders.

This commission meets monthly and minutes are drawn up including its deliberations and agreements.

It has no legal status, but its decisions are respected by municipal experts.

Regarding impact assessment, the only tourism-related entities in force are an organism that measures some indicators and the University of Santiago de Compostela, which conducts research to this effect.

In order to evaluate impacts, after approving the Management Plan, they intend to follow the "Territorial Capital" method, considering that it understands, and goes beyond, the philosophy of heritage conservation from a perspective very close to the matter, opening a window to innovation from heritage.





3.5. MONITORING AND EVALUATION: Overall diagnosis

At large, despite the fact that four partners claim to have monitoring and evaluation systems, they are, to a large extent, just monitoring systems.

On the whole, systems are proposed that can be effective in certain aspects, but are not able to give a measure of what happens in the sites regarding the basic issues of the Sustainable Management Plans. There does not seem to be any forward-looking analysis of the cities that make up the group.

A brief analysis of the group has been developed, consistent with the guidelines initially established concerning the sustainable nature of the management tools of the cities.

Environment:

There is no reliable information available in terms of the following:

- The management of runoff/rain water (an important issue, as some partners have flood risk), the impermeabilization of our soils makes rainwater transport, furthermore, vast amounts of pollutants to river basins and empty aquifers.
- Waste management essentially has not been quantified in any of the cases, not even in connection with transport and mobility;
- Urban green systems vs. parks and gardens. The latter cause pollution and are dependent on the energy and resources of the city itself.
- Raising awareness, impacts, territorial network, etc. With reference to the other evaluation vectors.

Social:

There is no reliable data available, in general. Almost all the partners seem to consider social participation and associationism as how they relate to their management or planning figures, but not as resources per se, or as means of transmitting ideas and work lines. Topics to be developed:

- associationism, participation, decision making, raising awareness, etc.

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Human:

There is no reliable data available, in general. In most cases, the city is not analyzed as a place of residence for permanent and temporary citizens (visitors of all types).

The city is considered to have a certain degree of immobility, that is, our world heritage cities seem to us—or we deal with them in such a way—as established and somewhat fossilized models that react slowly to the stimuli of change.

The pressure of new industries and trends, such as tourism, gets delayed answers that fail to solve problems that are constantly and rapidly evolving. Topics to be developed:

- habitability (housing, public space), public services, mobility, trade and economic activity, support for new entrepreneurship, innovation, incentives, QA, etc.

Heritage:

There is data available in all cases. It is an issue that has apparently been over-bloated. This is probably because it is the first value to be recognized and one that has made our cities what they are today—sites included in the list of World Heritage.

In the cases under study, the heritage values that are considered are almost exclusively linked to stonework heritage.

There are some signs of change—concerning the inclusion of environmental and intangible values when considering heritage as such, linked to its population/society and its authenticity.

In general, we all know the condition and quality of our buildings.

In all cases, activities linked to culture and heritage are well developed and coordinated.

The case of Florence is unique, since it specifies very clearly where the taxes collected from tourism are reinvested.

We consider it necessary to developing these issues further:

- social/living consideration of the assets; related activities (culture and heritage); investments in own heritage, infrastructure, equipment, etc.; uses of heritage for the community; reuse of large structures (palaces, monasteries, convents, etc.); ability to

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modify/generate processes based on heritage (heritage as a driving force behind innovation), etc.

Image/brand:

There is no reliable data available, in general.

Landscape values are not associated with the sense of belonging to a place or a community differentiated from others. There is a certain degree of stagnation in the interpretation that is offered of the heritage and of each city that makes them, in a sense, interchangeable as experiences (despite vast differences in location, geography, conformation, population, etc.).

It is necessary to develop a way of differentiating each city, through its image or brand, considering the following subjects:

- tourism; landscape; lifestyle/quality of life (perception by the inhabitants, both stable and temporary); communication/disclosure; existence of an already created brand; two-way transmission of challenges between the public and the community, etc.

Needs:

- Establish a common framework to achieve a monitoring and evaluation system that allows, besides getting to know each site, the comparison between disparate sites with regard to some of the baseline approaches on sustainability.
- Reinforce monitoring tools overall. The partners form a sufficiently organized, powerful structure capable of generating these tools.
- Put forward models of tourism and sustainable tourism development, adapted to each particular case, with detailed knowledge through the acquisition of specific data and its analysis.
- Establish watchdogs in each site that work following a cross-sectional work methodology, with specific objectives.

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Strengths and opportunities:

The city of Florence can act as a guide or initial driving force to be emulated with regard to the collection, acquisition and management of data in order to develop precise indicators and monitor them. Its Management Plan has a degree of flexibility that makes it suitable to tackle the challenges of its World Heritage site.

The proven management and coordination capacity of each of the partners is very high. Taking into account the different characteristics of each partner, the different sites could serve as a guide for others, once they procure the proper monitoring, evaluation and follow-up tools. The group's diversity will enable it to adapt these tools to any other situation or World Heritage site.

It is proposed to specifically use the aforementioned toolbox that the World Commission on Protected Areas calls "Improving our Heritage.".

DATA BASE QUESTIONNAIRE

Bordeaux is the partner responsible for WP7 - Management and Sustainability Plans and Management Tools, whose first action is to develop a common database available to all partners. To this end, on the 8th of June, Bordeaux sent a questionnaire to all partners to know what kind of databases they had, what their characteristics and limitations were. After all the partners sent their answers, Bordeaux developed the following conclusion that is presented below.

Summary

Urban matters:

Due to the fact that all sites are owners of GIS (geographical information systems) urban matters data bases (built and intangible heritage, urban regulations, mobility, ...) and agree that they should be wide open to the public, there is an opportunity to exploit this data and create maps to communicate the importance of urban heritage (3 of 5 sites agree that urban databases are

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important for communication). Via these maps the sites can be compared in a very accessible form open to the public as well as to experts (possibility to create a restricted area with further information for internal and external experts).

Furthermore, the sites all agree that the use of urban data could improve (a lot or at least a little) to fulfil the needs of knowledge, management, monitoring, communication, and capitalization.

Cultural and economic/financial matters:

Concerning data bases related to cultural and financial matters (tourism, resources, revenues, ...), only some of the sites are using GIS. It thus has to be inquired if it is possible for the sites to provide the data from their local partners or otherwise. If it is possible, this data can be included in the comparing maps mentioned above, if not, cultural and financial matters have to be shared in a different way.

Economic and financial topics:

All sites agree that the use of data on economic and financial topics could be improved, also partly because not all sites have economic data of their own and rely on partners concerning this data. There is thus a strong need to improve the comparison, utility and access to economic data related to the site management. Developing tools to improve this situation could be a task for the AtlaS WH project.

Cultural matters:

Most of the sites (4 of 5) are owners, users and providers of data on cultural matters. Most of the sites (3 of 5, 1 partially) think that the databases on culture are fulfilling their needs as far as management is concerned but that there is still room for improvement.

Conclusion:

4 out of 5 sites agree that databases are a good tool to compare and gain knowledge about monitoring and management of heritage sites in general. All sites agree that the ATLAS WH project

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could be a chance to improve their databases! The discrepancy between the human resources and financial means allocated to the maintenance of these data bases on the one hand and their utility on the other hand show how important it is to improve the data bases in the future.

The Atlas WH project will probably be a key contribution to the awareness rising of the importance of the improved use of databases and the allocation of human and financial resources required for this task.

3.6. PROBLEMS AND CHALLENGES

Kishore Rao introduces perhaps the most important challenge for the World Heritage, defining it in the following way:

Maintaining World Heritage values for society while seeking to accommodate the changes imposed by major global phenomena, such as growing inequalities, globalization, climate change and mass urbanization.

The World Heritage Convention cites the following as new challenges:

- Establish common bases to define, evaluate and improve management systems and encourage the exchange of good practices and progress towards better management approaches.
- Provide practical guidance and tools for daily management practice, considering the largest number of parties involved and objectives to be achieved.
- Raise awareness among the general public on the diversity of the management problems faced by the states taking part, but also convergence points, thus promoting cooperation to resolve them.

The World Heritage Convention recognizes that the links between heritage and sustainable development are interpreted in different ways, depending on the specific perspectives of the various stakeholders, and with a certain degree of ambiguity, which raises issues such as the following:

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Should heritage management contribute to sustainable development, or should it be limited to guaranteeing the sustainability of practices?

In the future, will heritage management systems also be evaluated with regard to their contribution⁴ towards achieving objectives such as, for example, the Millennium Development Goals?⁵

The five partners of the AtlaS-WH project have very different realities, suffer different pressures and have different problems. In each case, each city has presented its challenges, depending on how each perceives them currently, through its available tools.

The following aspects have been taken into account:

Environment:

- run-off water management (some partners are at risk of flooding)
- waste management
- urban green systems vs. parks and gardens
- raising awareness
- impacts
- territorial network
- etc.

Social:

- associationism
- participation
- decision-making
- raising awareness
- etc.

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⁴ Boccardi, G. 2012. *Introduction to Heritage and Sustainable Development*. Document presented in the special module on sustainable development in the ICCROM course on conservation of built heritage.





Human:

- habitability (housing, public space)
- public services
- mobility
- trade and economic activity, support for new entrepreneurship
- innovation
- incentives
- QA
- etc.

Heritage:

- overall status
- consideration
- activities
- investments in own heritage, infrastructure, equipment, etc.
- uses of heritage for the community
- ability to modify/generate processes from heritage
- etc.

Image/brand:

- tourism
- landscape
- lifestyle/quality of life (perception)
- communication
- existence of a brand
- challenges
- etc.

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⁵ ICOMOS. 2011. 17th General Assembly and Scientific Symposium, "Heritage, Driver of Development" 27 November – 2





In section 06 of the survey - Problems and Challenges - each WHS was asked to identify the main challenges it faces, with reference to the characterization of this challenges and their level of priority, the experience acquired in its management, etc. Referring to each challenge, it was also requested to indicate the global strategic principles applied, the characterization of its strategic principle and the intention to implement future corrective measures.

Results follow.

As each partner has their own aspirations and trajectory, the overall diagnosis of this section is based on general conclusions.

The description of each member of the group is now put forth.

BORDEAUX

They define their current problems and challenges in a precise way, with regard to the following:

- the **Metropolization** of the World Heritage site, and reciprocal influences. They propose the need for collaboration between centre and periphery, beyond the limits of a buffer zone.

They propose organizing two days of study annually to build this metropolitan collaboration.

They claim that there is a need to establish equality between the centre and the periphery, defining this equality as equal access to services.

They propose a pact between stakeholders from the building sector to improve the quality of the architecture and the introduction of the "Metropolitan Project Commission" in the town councils of bordering towns, by means of pilot projects and schemes, etc.

December 2011 in: ICOMOS News, Vol. 18, No.1, p.9. París, France, ICOMOS

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- The updating of management tools based on their own performance. They suggest international cooperation to adapt these tools.

As **strategic** lines, they clearly explain that it is necessary to update management tools based on what has already been done and the effects they have had.

Acquired experience, through warnings arising from their own problems:

- It is necessary to adapt the management tools to the new context of inclusive governance.
- Communication is important for each action and there is a need for a Communication Plan for the whole planning enforcement process.

EDINBURGH

Among its **problems and challenges**, the following are defined:

- poor coordination between stakeholders,
- lack of information exchange systems among stakeholders,
- the growing pressure of tourism, and
- a notable disproportion between the expectations generated by the city and its actual resources and capacity.

They do not specify their acquired experiences with regard to the problems defined. These are deduced based on the previous section:

- achieve greater coordination between stakeholders,
- develop tools that enable the exchange of information between stakeholders,
- managing the growing impact of tourism, and
- balance expectations and resources/capacity of the city

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FLORENCE

They define their **problems and challenges** with precision:

- **Impact of mass tourism**, especially in a small area of the city.
- Air and noise pollution produced by the excessive use of private vehicles and urban transport based on fossil fuels.
- Hydraulic regime of the Arno river, which produces periodic floods.
- Decrease in the number of residents, especially in certain areas of the city.
- Conservation of monuments and artistic heritage: need to draw up maintenance programmes financed with tourist taxes.

To deal with the problems detected, they have developed the following strategic lines:

- **Tourism management** system: new instruments to manage tourism flows, directing it to less crowded areas, decentralizing the cultural offer.
- Conservation and knowledge of Monumental Heritage: it is in good state, it would be a good idea to seek different funding lines, through sponsorships, crowdfunding and other creative alternatives.
- Transport system: **promotion of public transport** (difficult problem).
- River Arno and climate change: they focus, above all, on the need for citizens and tourists to be aware of the risks. There are no concrete proposals to minimize it, beyond coordination on another level.
- Habitability, trade and residence: **encouraging** artisans, **promoting innovative trade** (not souvenir sellers).

They present clear acquired experience, through the following topics:

- A study to determine the tourism carrying capacity of the historic city.
- Redistribution of tourism through the creation of smart cards that guide tourists towards less visited places.

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- Mobility and pollution: programmes to share bicycles and electric vehicles; complete the tram lines serving the historic centre.
- Flood risks: prevention programme and diversion of water flow in case of flooding.
- Trade and economic activities: efforts to limit commercial and economic activities that are not connected to the site, protecting traditional activities and local crafts, as intangible heritage of the city.
- Residential: **reform certain buildings to use as social housing**. They intend these large structures to be used both for housing and to host cultural activities for residents, counterbalancing the city. This programme is still underway.

PORTO

They establish the following problems and challenges:

- Floating population. There are serious housing problems.
 The loss of population between the 70s until the year 2000 was a consequence of the deep degradation of the buildings and extremely poor quality of life. However, in the last 10 years, these buildings have begun to be rehabilitated, which has transformed the WHS in a very positive way. Still, in the last five years, this rehabilitation process has been carried out
- Mobility: it is difficult in the historic city itself, due to its geographical characteristics. They have taken the initiative of reducing parking fees for residents.

almost exclusively by private owners, who in turn have mainly directed it towards tourism.

- Accordingly, the use of exclusive circulation routes of public transport is regulated so that they are not encroached on by tourist vehicles. (It is likely that the greatest tourism pressure comes from those who visit the city in their own vehicles).
- Poor citizen participation. There are no platforms for participation in the management of the city.
- Lack of regulatory framework on rehabilitation and intervention in buildings.

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- Tourism management, which does not represent, at present, a problem. Even so, the
 pressure of tourism has raised prices in the city. The mobility of tourism is regulated and a
 rate of €2 per person per night has been approved to alleviate the impact of tourism.
- Develop the relationship between the city and the river Douro, and between both banks of the river.

To deal with them, they propose the following **strategic** lines:

- Fixing the population. Strategy 2017-21. Thanks **to regulations**, the number of rehabilitated buildings for use as hotel accommodation has been reduced, with the intention of encouraging families to establish their residence in the city centre.
- Regulation of the rehabilitation of buildings. In addition to the specific regulations, they
 establish a monitoring and follow-up system to assess the evolution of actual state of
 affairs.
- Tourism. Dynamics to balance tourism and population.
- River Douro. Construction of a new bridge to further unite both banks, for pedestrian use.

The acquired experience is as follows:

- General Plan of Porto
- Social rehabilitation plan of the historic centre. Creation of Porto Vivo SRU.
- Municipal regulation of the Multi-criteria Information System (MCIS), focused on the relaxation of the regulations established in the General Plan of the city, whose objective is to lead the rehabilitation process of the city centre.
- Law of Cultural Heritage. It establishes policies, a protection regime and the appreciation of heritage.

The experience of Porto is not specific, since all cities have adequate and complex planning figures, as well as heritage protection legislation. Each country has its own characteristics. For all of them they are acquired and useful experiences, which are considered, in each case, implicitly.

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Both the specific regulations and the monitoring system deserve further examination. It would be positive if they contributed to the development of Sustainable Management Plans.

SANTIAGO:

The following problems and challenges are posed, with an extensive series of initiatives and measures to be implemented, which are being developed in the revised Special Plan, and in its corresponding Management Plan.

- Tourism. Influx of mass tourism concentrated in certain areas and in a specific period of the year. It is necessary to solve the problems that it produces in terms of occupation of public space.
- Habitability. The city has extensive experience in this subject and has managed to stabilize the resident population in recent years. There is always a percentage of floating population due to the number of university students. Tourism, in recent years, has specialized the housing capacity of the city, producing a sharp increase in housing costs that ends up driving residents away.
- Mobility/accessibility. Sustainable mobility plan. Awareness programmes.
- Waste. Reduction of waste. The majority comes from the hotel/catering and the commercial sector focused on tourism. Classification and characterization necessary.
- Telecommunications. It is necessary to incorporate a data network, fiber optics and broadband in the historic city. A pilot scheme is being carried out.
- Infrastructure. Remodelling the current system is necessary to adapt it to a sustainable one. It should not allow itself to be invaded by obsolete twentieth-century technology, but use its special features to evolve in the direction of that sustainable model. Water. Runoff.
- Territory/environment. **Relationship with rural environment. Territorial network**. Recovery of urban gardens and green areas. Water as a vector.
- Heritage: Long experience in tangible heritage.
- Innovation. From heritage.

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- Governance. Participation of citizens and stakeholders.

Strategic lines:

- Building and housing maintenance. Recovery of local and nearby businesses.
- Training of stakeholders.
- Acquisition/usufruct programmes for empty buildings to use for social housing.
- Heritage conservation. Tangible and intangible

Acquired experience, in which the city is strong:

- Habitability, housing rehabilitation. Business-recovery programmes.

3.6.1. PROBLEMS AND CHALLENGES CONCLUSIONS

The data on problems and challenges shows a **high degree of dispersion**. However, tourism management appears as one of the biggest challenges.

The **relationship with the territory or the environment** is poorly defined in each case, showing a certain degree of confusion regarding the role that cities can/should have in this aspect. There is talk only of pollution/s and natural threats or nature as a resource.

Consulting the indications of URBAN GATEWAY (http://www.urbangateway.org) is recommended, "For The International Urban Development Community", of the UN-HABITAT Agenda, with regard to the role that cities are expected to have in future sustainable development and in fulfilling the UNESCO's sustainability goals.

It is important and necessary to develop this section with regard to sustainability as previously defined.

Fixing the population is another common challenge, to which each city responds in a specific way. It would be useful to establish a subgroup to exchange Good Practices related to this.

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Mobility/transport is linked to both social aspects and pollution, although it appears as a problem in itself.

The **relationship between city and periphery** (metropolitan or rural area, etc., depending on the case) appears as a strategic proposal and challenge in several cases. Indeed, the problems of the historic centres, generally, must be resolved from outside, as an important part of the current urban fabric.

Participation (citizens and stakeholders) appears as a challenge, but only secondarily. We consider that it is a very important factor in the sustainability of the models that we may decide to establish together in order to manage the future of our cities and serve as an example to others.

Nobody talks about young people and children. Only Santiago mentions training stakeholders.

The quality of the commercial fabric and its activity is considered a problem and challenge by several of the partners. Along with the problem of habitability and fixing the population, it has a direct relationship with authenticity—the basis of the declarations of Universal Value of all our cities.

When analysing the main problems and challenges each WHS identified, and trying to have a more pragmatic approach, we come across a possibility of seven distinctive conceptual areas that were grouped as follows:

- 1. GOVERNANCE
- 2. TOURISM
- 3. ENVIRONMENT
- 4. POPULATION
- 5. CONSERVATION

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6. MOBILITY

7. INFRASTURCTURES

- the Metropolization of the World Heritage site, and reciprocal influences. They propose the need for
collaboration between centre and periphery, beyond the limits of a buffer zone.
They propose organizing two days of study annually to build this metropolitan collaboration.
They claim that there is a need to establish equality between the centre and the periphery, defining this
equality as equal access to services.
They propose a pact between stakeholders from the building sector to improve the quality of the architecture
and the introduction of the "Metropolitan Project Commission" in the town councils of bordering towns, by
means of pilot projects and schemes, etc. 1 – GOV.
- The updating of management tools based on their own performance. They suggest international cooperation to
adapt these tools. 1 – GOV.
- poor coordination between stakeholders; 1 – GOV.
- lack of information exchange systems among stakeholders; 1 – GOV.
- the growing pressure of tourism; 2 – TOUR.
- a notable disproportion between the expectations generated by the city and its actual resources and capacity. 1
– GOV.
- Impact of mass tourism, especially in a small area of the city. 2 – TOUR.
- Air and noise pollution produced by the excessive use of private vehicles and urban transport based on fossil
fuels. 3 – ENV.
- Hydraulic regime of the Arno river, which produces periodic floods. 3 – ENV.
- Decrease in the number of residents, especially in certain areas of the city. 4 – POP.
- Conservation of monuments and artistic heritage: need to draw up maintenance programmes financed with
tourist taxes. 5 – CONS.





	- Floating population. There are serious housing problems. Reduction in the number of inhabitants, partly due to		
	the condition of the buildings 4 – POP.		
	- Mobility: it is difficult in the historic city itself, due to its geographical characteristics. They have taken the		
	initiative of reducing parking fees for residents. Accordingly, the use of exclusive circulation routes of public		
	transport is regulated so that they are not encroached on by tourist vehicles. (It is likely that the greatest		
	tourism pressure comes from those who visit the city in their own vehicles). 6 – MOB.		
PORTO	- Poor citizen participation. There are no platforms for participation in the management of the city. 1 – GOV.		
	- Lack of regulatory framework on rehabilitation and intervention in buildings. 1 – GOV.		
	- Tourism management, which does not represent, at present, a problem. Even so, the pressure of tourism has		
	raised prices in the city. The mobility of tourism is regulated and a rate of €2 per person per night has been		
	approved to alleviate the impact of tourism. 2 – TOUR.		
	- Develop the relationship between the city and the river Douro, and between both banks of the river. 6 – MOB.		
	Tourism. Influx of mass tourism concentrated in certain areas and in a specific period of the year. It is necessary to		
	solve the problems that it produces in terms of occupation of public space. 2 – TOUR.		
	- Habitability. The city has extensive experience in this subject and has managed to stabilize the resident		
	population in recent years. There is always a percentage of floating population due to the number of university		
	students. Tourism, in recent years, has specialized the housing capacity of the city, producing a sharp increase		
	in housing costs that ends up driving residents away. 4 – POP.		
	- Mobility/accessibility. Sustainable mobility plan. Awareness programmes. 6 – MOB.		
	- Waste. Reduction of waste. The majority comes from the hotel/catering and the commercial sector focused on		
	tourism. Classification and characterization necessary. 3 – ENV.		
SANTIAGO DE COMPOSTELA	- Telecommunications. It is necessary to incorporate a data network, fiber optics and broadband in the historic		
	city. A pilot scheme is being carried out. 7 – INFR.		
	- Infrastructure. Remodelling the current system is necessary to adapt it to a sustainable one. It should not allow		
	itself to be invaded by obsolete twentieth-century technology, but use its special features to evolve in the		
	direction of that sustainable model. Water. Runoff. 7 – INFR.		
	- Territory/environment. Relationship with rural environment. Territorial network. Recovery of urban gardens and		
	green areas. Water as a vector. 3 – ENV.		
	- Heritage: Long experience in tangible heritage. 5 – CONS.		
	- Innovation. From heritage. 5 – CONS.		
	- Governance. Participation of citizens and stakeholders. 1 – GOV.		

Bearing in mind there is a need to identify those problems and challenges that are common among WHS so that they can be further deepened and completed in the "Thematic Study on critical

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challenges" which will be the next step, and analysing the gathered information, the results can be set as shown:

TEMATIC AREA identified by WHS	RANKING	ISSUES TO BE ADRESSED
1 - GOVERNANCE 4 WHS	1 - GOVERNANCE (4)	- The Metropolization of the World Heritage site, and reciprocal influences; the need for collaboration between centre and periphery, beyond the limits of a buffer zone; the updating of management tools based on their own performance.
		 Poor coordination between stakeholders; lack of information exchange systems among stakeholders; Poor citizen participation. There are no platforms for participation in the management of the city;
		- A notable disproportion between the expectations generated by the city and its actual resources and capacity.
		- Lack of regulatory framework on rehabilitation and intervention in buildings.
2 - TOURISM 4 WHS	2 - TOURISM (4)	- The growing pressure of tourism (tourism management, raising of prices; concentration in certain areas and in a specific period of the year, occupation of public space) - Impact
3 - ENVIRONMENT 2 WHS	4 - POPULATION (3)	- Decrease in the number of residents, especially in certain areas of the city; floating population; housing problems; reduction in the number of inhabitants, partly due to the condition of the buildings.
4 - POPULATION 3 WHS	3 - ENVIRONMENT (2)	
5 - CONSERVATION 2 WHS	5 - CONSERVATION (2)	
6 - MOBILITY 2 WHS	6 - MOBILITY (2)	
7 - INFRASTURCTURES 1 WHS	7 - INFRASTURCTURES (1)	

The preservation and promotion of the cultural heritage of Outstanding Universal Value generates additional costs and challenges to the management entities but also generates benefits to the WH sites. In this context, in order to better understand the main difficulties and challenges, a study on these common challenges will be carried out by Florence, to define the best practices that will be included in the Management and Sustainability Plans.

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4. GENERAL CONCLUSIONS

A cross-sectional analysis is carried out on the documentation provided to try to reach an understanding of the characteristics of the group, which is made up of quite diverse members.

Precisely for this reason, due to its individual characteristics, the group of partners seems to be sufficiently strong to carry out the work that has been indicated.

However, to advance in the indications so as to develop sustainable Management Plans, it is important to be more specific in certain aspects, which are not very clear from the data provided. An Excel form is minimalistic. It is understood that, in order to meet specific objectives, it would be easier if data were provided and the actions that each partner has undertaken and the conclusions arising from their experiences were described in greater detail.

As specified at the beginning of the document, these conclusions have been established based on the following strategic vectors adopted by the World Heritage Committee (5 Cs):

- a) Overall management quality of the partner sites of the AtlaS-WH project.
- Quality/capacity of the management/specific planning figures that affect the world heritage site. Heritage conservation.
- c) Capacity of organization and structures generated in each site.
- d) Habitability/resident population/active population.
- e) Involvement of the population; participation; training of stakeholders.
- f) Involvement of stakeholders (university, trade associations, public administrations, private sector, etc.).
- g) Impacts of tourism (positive and negative: generation of resources, giving resources back to the community, use of resources for general objectives beyond cultural or patrimonial, costs, devaluation of the brand, coexistence between temporary residents—visitors—and permanent residents, etc.).

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- h) Environment: circular economy generation capacity, water cycle, runoff water in the area and environment of influence.
- Mobility and transport (passengers, merchandise, waste, tourists, etc., by road, electric, collective, individual, etc.).
- j) Innovation from heritage and new resources.
- k) Brand image; communities and networks.

a) Overall management quality of the partner sites of the AtlaS-WH project

The decision-making entities of the five partners show great organizational capacity. All of them have managed to develop the relevant, sufficient management figures needed to maintain the Universal Value of the sites.

Each partner has its own particularities, to which it has adapted its management tools.

Cities face changes in their management models, which force them to draw up new planning figures. These new figures, the partners detect, must take into account the relationship with the environment, both natural and metropolitan, for different reasons—from floods to territorial relationships.

Likewise, it establishes the need to cultivate **more flexible tools** that permit the conservation of the Universal Value of each city, but in such a way that the strategies can be varied according to the results of the actions foreseen in the Plans.

Obtaining/managing data—sheet 01bis—seems to be a general problem, which can be deduced from the quality of the data provided and, in some cases, from its interpretation, which contradicts the contents of sheets 02 to 06.

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At this point, it should be noted that the **examples of Edinburgh and Florence** ought to be considered as models for drawing a sustainable strategy of the cities that make up the list of World Heritage Sites.

Quality/capacity of the management/specific planning figures that affect the world heritage site. Heritage conservation.

It should be noted that, for the most part, the plans referred by the partners, both management and urban, are tools focusing mainly on the maintenance of heritage as a material asset. It follows that this principle derives from the priorities established by UNESCO.

In this aspect, good practices could be extracted from the five cities regarding the maintenance and conservation of the material Heritage.

Some initiatives—few—can be discerned regarding the inclusion of measures for the recovery and restoration of **intangible heritage**, through the promotion of local commercial and craft activities, or the network relationship with the territory itself, which is not yet fully developed.

Heritage—tangible, intangible, territorial, etc.—is currently facing new challenges, which have to do with its authenticity. Globalization is a tough, boisterous competitor with a tendency to iron out differences and trivialize contents and meanings.

c) Organizational capacity and structures generated in each site

There are some **very interesting** and very diverse initiatives among the five partners. Each partner has been generating structures according to their needs, while keeping a certain distance, but **not using prospective methods**. Time, in some aspects, seems to speed up. What today is not posed as a problem, tourism, for example, in the city of Porto, is already drowning Florence and Santiago, distorting them in ways that affects their authenticity, namely, the recognition of Universal Value.

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The city of **Florence seems to take the lead** in terms of communication, transparency and flexibility regarding management tools, as well as in the creation of think tanks on issues such as statistics and the use of "big data".

Bordeaux's CLUB, can also be found, in less successful forms and names, in the other cities.

In addition to Florence, both Porto and Santiago have been able to generate stable structures, other than competent administrations, capable of intervening in the materiality of the city, for example, through housing programs.

Once again, the city of Florence can serve as an example with its office "Firenze Patrimonio Mondiale," which is competent and coordinates the city in a holistic way. Their website is very dynamic: http://www.firenzepatrimoniomondiale.it

d) Habitability/resident population/active population

One of the concerns that appear in several cases is the **habitability or vitality** of the World Heritage site, **at risk** for various reasons, but, in several cases, because of mass tourism. There are no references to the legislation of each country, which is worth bearing in mind when considering the ability to influence competitiveness and market issues at the local level.

All partners maintain work lines regarding this topic.

Likewise, several partners are concerned about the vitality of **local trade**, which is falling apart in the wake of tourism money, **impoverishing** supply and forcing residents to travel long distances.

There are no great contributions in this regard. Santiago could serve as an example with its first housing rehabilitation and trade recovery programmes.

Vitality is closely related to the Universal Value of the sites. It is one of UNESCO's concerns.

Public space, with its capacity to host multiple uses, is key when assessing the **vitality of cities and their neighbourhoods**. In the cases of Florence, Santiago and, on occasion, Edinburgh, public space is capitalized, to a great extent, by tourism monoculture. In the case of Porto, a certain degree of ingenuity reigns concerning the capacity to digest mass tourism. Bordeaux does not mention the

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subject in depth, as it does not suffer from tourism to the same extent as the first three cities, nor does it need it as an economic driving force, as seems to be the case of Porto.

- e) Involvement of the population, participation, training of stakeholders
- f) Involvement of stakeholders (University, trade associations, public administrations, private sector, etc.)

It is important to note that the need to boost the ability to communicate the projects themselves, as well as the ability to involve citizens and agents, is a recurring theme in almost all cases. In fact, in the cross-sectional interpretation of the data provided, more specificity is missing in the actions, on the whole, among all the partners.

The drafting of the Management Plans needs to be given a minimum period so they can be digested by the population and stakeholders and, therefore, they can receive substantial and substantive contributions from them. When dealing with the task of drafting a Sustainable Management Plan, the need to establish a structure that encourages and facilitates participation and is able to communicate the guiding principles in a clear manner should be taken into account as a recommendation.

There are few mentions of contributions or activities from associationism—either basic or specialized in clusters or sectors.

It is important to investigate—in an applied way—the different participation techniques that are already used in many places, not only in Europe.

Only Santiago mentions the need to **train stakeholders**, because it is essential to maintain what we have, but also knowledge (how it was done and why), from a tangible standpoint, of techniques and organizational structures.

It is important to establish the **possible involvement of universities and centres for research and excellence** in sustainable management plans.

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Regarding, also, the image and brand section, it is necessary to **cultivate the sense of belonging** to a certain community, on the part of the inhabitants of each city.

Heritage must serve as a base to enrich social capital forming that individual and collective sense of belonging that fosters the social and territorial cohesion of the site.

g) Impacts of tourism (positive and negative: generation of resources, giving resources back to the community, use of resources for general objectives beyond cultural or heritage, costs, devaluation of the brand, coexistence between temporary residents—visitors—and permanent residents, etc.)

In all cases, from the cross-sectional interpretation of the data, it can be seen that **there is no clear idea of the impact of tourism** in each case. It is possible to measure, with great uncertainty, the number of visitors (Florence with greater precision due to the methodology used), but not exactly what impact their activity has on the economy and on the local society.

In general, quality data is not provided. For example, no data is provided on the amount and types of waste produced by tourism, nor the use of resources—public spaces, energy, water, etc. —nor the impact of the tourism perspective on the appreciation/assessment of the local resident population and metropolitan area. Neither is there, on the whole, any reliable data on the quantity and quality of visitors, or their actual effect on the economy of the city.

Namely, qualitative valuation systems on tourism are not provided (devaluation/assessment of the image of the city).

Although there are initiatives to recover part of the investment made by cities in the form of taxes, there are no resources to evaluate what their amount should be, or where they should be reinvested. In general, they are reinvested in cultural activities, which feed, in part, tourism itself. There are few initiatives offered by the population and little about the activity of cultural associations in the cities and metropolitan areas themselves.

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Edinburgh seems to maintain an unequal fight with festival and cultural events organizers that go beyond the capacity of the city and the economic resources available.

The networks of cities can help in the reconversion of the tourism sector. In our economic and development model, much force is needed to modify this sector (see, for example, opinion of the National Competition Commission of the Kingdom of Spain: E/CNMC/003/18 STUDY ON HOUSING FOR TOURISM USE

https://www.cnmc.es/sites/default/files/2116718 2.pdf)

h) Environment: circular economy generation capacity, water cycle, runoff water in the area and environment of influence, territorial network.

Accordingly, in all cases there seem to be good intentions.

The environment, obviously, goes beyond the capacity or skills of each city, so it is **necessary to establish strategies at different levels**.

On the other hand, local authorities do not seem to offer any measures that lead to the reduction of waste of any kind, or programmes aimed at the reduction of energy demand, utilization of local renewable resources—solar, geothermal, etc. (other than electric vehicles) —the recovery of the territory and/or the natural territorial network in which the city is located (which must be able to cross it without interruption) or the study/recovery/maintenance of local flora and fauna as a resource, etc.

There are some timid initiatives regarding the recovery of urban gardens, for example, or communications with the metropolitan network, but not from an environmental perspective.

The five partners practically **do not talk about circular economy** within their areas. Nor do they build on their own characteristics, which have led to the recognition of their Universal Value, and have enabled each city to reach the twenty-first century. This is an issue that is addressed in the innovation section.

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Air **pollution** is taken into account because it is, for example, a priority issue in a city with the characteristics of Florence, but there is no reference to light pollution, that of water—especially runoff water, which reaches the river basins carrying heavy metals from traffic, for example, that the purification systems are not capable of eliminating.

There are also no references to contamination by non-native species and the loss of diversity—and, therefore, resilience—of the cities themselves and their environments.

In none of the cases is the waste transport model put into question by a sewerage system that uses water as a vector of dispersion, a concept systematically integrated in the nineteenth century and associated with the advance of civilization.

Possible recycling actions, at the local level, do not appear as priority items in the documents either.

There are no effective valuations of the costs deriving from the current model of relationship with the territory and exploitation of the environment at the local level. Nor of the costs/benefits that a possible model change would imply.

Social sustainability, which must also be taken into account, is linked, here, to vitality/habitability and uses of public space/tourism sections.

 Mobility and transport (passengers, merchandise, waste, tourists, etc., by road, electric, collective, individual, etc.)

In this case, there are initiatives offered by several partners, who have Mobility Plans or similar figures regarding urban transport. Likewise, there are initiatives to promote the use of electric vehicles and proposals for new public transport strategies for people. We have not found many references to the integration of these plans with Smart technologies, which are indicated in several cases, to understand habits and for effective monitoring.

There are few references on the transport of goods and service goods, or solid waste.

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There are also no references to organizing peak traffic, for example, outside schools, events, etc. Nor to the costs caused by the existing mobility model of each city. Nor to the costs/benefits for citizens of a model based, for example, on pedestrian or bicycle mobility.

No substantial references have been found to potential investors or sponsors interested in the change of mobility model that may be found, perhaps, at a higher level than the location of each of the cities, and which could be accessed as a group.

j) Innovation from heritage and new resources

Culture, research and innovation—words that were repeated in the group meeting held in Porto in January 2018—do not appear to a large extent among the concerns of the partners, or in the Management Plans or specific plans of each city.

The opportunity of World Heritage cities, from this point, is great, because they have the intrinsic knowledge of how to cross through centuries and changes, adapting to circumstances in a sustainable way.

Looking at heritage from other points of view will provide the group with a range of possibilities in this sense, based on culture in a broad sense.

Culture is associated with civilization and progress. For UNESCO, culture provides a society with the ability to reflect on itself: through it, is able to discern values and seek new meanings.

Culture, in this sense, encompasses history (as a social legacy, including heritage); a complex of shared ideas and habits—the forms that a social structure acquires—and, also, a system of accredited and interrelated symbols that help us understand. That is the culture that each one of the cities in the group has, in their own unique ways, and from which we must start to build our respective narratives for the future.

Culture must be seen as the driving force behind economy and social transformation. Generally, this interpretation is not discerned in the documentation and data provided by the members of the group.

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Cultural diversity is one of the factors that UNESCO actively protects. We run a great risk of standardization or banalization if we do not innovate, if we do not make a strong effort to build our own image, our sense of belonging.

k) Brand image, communities and networks

The five cities of the group have a clear, consolidated image. But, in many cases, this image is associated with certain urban symbols, rather than cultural qualities—in the sense in which we have defined them above. Clearly, these are attractive poles because of their urban essence.

However, in the documentation provided we have found few references on what each city wants to represent or the description of what the sense of belonging consists of in each case. There are no significant references to possible brand images that relate each city to its essence and to the description of each site.

Regarding the use of the UNESCO logo, only Florence seems to use it in its specific site in the historic centre. Apparently, the other cities do not use it on their local websites.

Again, we note the quality of the website of the historic centre of Florence, which is outstanding. Perhaps the information it contains for the general public is somewhat heavy-going. The logo of the city is easy to recognize if you know the shape, in layout, of the dome of Santa Maria del Fiore. A priori and, without this preliminary recognition, it is a bit cryptic for non-specialized public. The information contained, of high quality, responds to that same criterion.

From the documentation provided it is difficult to know the degree of access of the group's cities to the networks.

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As part of the constitution of that image/brand of each city, regarding the collective sense of humanity that belonging to that club means, using the logo of "World Heritage" in a systematic way is recommended.

Recommendations and guidelines for its use:

https://en.unesco.org/about-us/name_logo

https://whc.unesco.org/document/143333

https://whc.unesco.org/document/143335

https://whc.unesco.org/document/157504

https://whc.unesco.org/document/100750

"World Heritage" national websites for reference:

Bordeaux (France):

https://france-world-heritage.com

Edinburgh (Great Britain):

https://www.unesco.org.uk

Florence (Italy):

http://www.beniculturali.it/mibac/export/MiBAC/index.html#&panel1-2

Porto (Portugal):

http://www.patrimoniocultural.gov.pt/en/patrimonio/patrimonio-

mundial/portugal/

Santiago (Spain):

http://www.ciudadespatrimonio.org/presentaciondelgrupo/index.php

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5. CONCLUSIONS. FINAL SUMMARY

Key ideas drawn from the general conclusions:

- The five partners, working as a team, represent well the problems and general characteristics of the WH Cities of the Atlantic Area (even if Florence is a Mediterranean city), especially in relation to their sustainability and maintenance of their OUV.
- **Management**: good models. Necessary adjustment to current reality. More flexible tools (Example: Florence Management Plan-2016) are needed.
- **Participation**: citizens and stakeholders' participation. Exchange and further development are needed.
- Vitality of the city: housing, commerce. Public space. Concrete measures Exchange. Uses of public space.
- **Environment**: waste, water. Missing data. It is necessary a knowledge and modelling of the current system. The layout of territorial network is necessary. Activate the urban green movement must be a goal.
- **Innovation**: extracted from heritage. The group have few ideas. Involvement of universities, research centres of excellence, experimental, etc., is needed.
- **Economy**: missing data. Resource management, modelling of the existing model/future model layout: what, who, what for.
- **Tourism**: further data, modelling and, in addition, greater knowledge of the legislation of each Member State (comparative) are needed.

The aim of this initial diagnosis is, on one hand, to characterize the state of the art in each WHS in what concerns tangible and intangible issues which affect them as described in section 2 – Methodology. On the other hand, it is also a main goal to identify common problems and challenges that WHS face and share so that they can be deeply addresses in a specific study.

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Both this initial diagnosis and study on these common challenges that will follow will set the basis for the creation and development of the Methodology for the Sustainability and Governance Plans of World Heritage Sites in the Atlantic Area.

6. PARTNERS' DATA SPREADSHEETS

- BORDEAUX
- EDINBURGH
- FIRENZE
- PORTO
- SANTIAGO