

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

Preamble

The 1 150 participants from 106 countries gathered in Paris at the UNESCO headquarters at the invitation of ICOMOS France from 28 November to 1 December 2011 on the occasion of the 17th General Assembly of the International Council on Monuments and Sites (ICOMOS) adopt this Declaration of Principles and Recommendations on the relationship between heritage and development, to be viewed as an asset to heritage conservation, to the dissemination of its inherent values, and to the cultural, social and economic development of communities. This Declaration and the recommendations are addressed to stakeholders involved in heritage conservation, development and tourism, and more especially to States, local authorities, international institutions, the United Nations agencies and UNESCO in particular, as well as to relevant civil society associations.

This Declaration forms part of a series of initiatives and actions that have been undertaken by ICOMOS over many years in order to promote a development process that incorporates tangible and intangible cultural heritage as a vital aspect of sustainability, and gives a human face to development. Of particular note is the ICOMOS conference held at Moscow and Suzdal in Russia (1978), on the theme of 'The Protection of Historical Cities and Historical Quarters in the Framework of Urban Development'. One of its sub-themes was 'Historical Monuments as a Support to Economic and Social Development', which shows that, 33 years ago, our organisation had already begun to reflect on the relationship between heritage and development. The scientific symposium entitled 'No Past, No Future', at the Sixth General Assembly of ICOMOS in Italy and the scientific symposium on 'The Wise Use of Heritage' held in Mexico in 1999 further explored the subject. The work and reports of Nara (1997), Xi'an (2005) and Quebec (2008) helped to develop the heritage concepts of 'authenticity', 'context' and 'spirit of place'. An important step has been the work of ICOMOS in developing Charters that have become international benchmarks, especially for UNESCO and its Member States. Of particular note are the ICOMOS International Cultural Tourism Charter developed in 1977 and updated in 1999, the ICOMOS Charter on Cultural Routes adopted by ICOMOS in 2008 and the ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage Sites, which was also adopted in 2008.

Why this theme?

The effects of globalisation on societies are manifested in the attrition of their values, identities and cultural diversity, and of their tangible and intangible heritage, in the broadest sense. Therefore, the relationship between development and heritage must be examined.

Concerns revolving around heritage and development are also echoed in the theme that UNESCO has chosen to celebrate the 40th anniversary of the World Heritage Convention in Kyoto in 2012, 'World Heritage and Sustainable Development: the Role of Local Communities'.

This aims first to measure the effects of globalisation on communities and heritage. It will then identify the actions needed not only to protect heritage, but also to ensure that its use, its promotion and enhancement, and its economic, social and cultural value are harnessed to the benefit of local communities and visitors. Finally, it will assess the ability of heritage and its inherent values to inspire and to build tomorrow's societies, curbing the negative effects of globalization.

Rising to the Challenge

As various aspects of development threaten to degrade and destroy heritage and its inherent values, it is necessary to take up the challenge of conserving this fragile, crucial and non-renewable resource for the benefit of current and future generations.

It is now widely agreed that heritage - with its value for identity, and as a repository of historical, cultural and social memory, preserved through its authenticity, integrity and 'sense of place' - forms a crucial aspect of the development process.

The challenge of integrating heritage and ensuring that it has a role in the context of sustainable development is to demonstrate that heritage plays a part in social cohesion, well-being, creativity and economic appeal, and is a factor in promoting understanding between communities.

In the light of over 150 papers and the debates that they inspired, the participants witnessed how heritage, in the widest sense of the term, can make valuable contributions and provide far-reaching and constructive guidance in response to the issues raised by development. These inputs are drawn together in the principles and recommendations that the General Assembly wishes to bring to the attention of States, and through them, to the international community, as The Paris Declaration.

Culture, the fourth pillar of sustainable development

The Johannesburg World Summit on Sustainable Development (2002) recognized cultural diversity as the fourth pillar of sustainable development, alongside the economic, social and environment pillars. The definition of development in Article 3 of the UNESCO Universal Declaration on Cultural Diversity (2001) corresponds closely to the role in the development process that we would like to give heritage, interpreted in its broadest sense: 'development, understood not only in terms of economic growth, but also as a means to achieve a more satisfactory intellectual, emotional, moral and spiritual existence'.

Resolution 65/166 on Culture and Development, adopted by the United Nations General Assembly in February 2011, as proposed by the Director General of UNESCO, has further strengthened awareness of the prominent role that culture plays in development, noting '... that culture [of which heritage forms a part] is an essential component of human development ... providing for economic growth and ownership of development processes.'

Declaration of the Symposium

The participants of the 17th General Assembly address this Declaration to intergovernmental organisations, national and local authorities and all institutions and specialists, and recommend the following actions:

1 - Heritage and Regional Development

Controlling and Redistributing Urban Development

- To preserve historic districts and encourage their restoration and regeneration;
- To establish and direct work on regeneration and increased urban densification, promoting a harmonious, balanced and coherent approach to street and plot layout, streetscapes, massing and height of urban developments, and reclaiming urban wastelands and peripheral urban zones, in order to recreate multifunctional, landscaped urban neighbourhoods; restoring the concept of urban boundaries.
- To promote balanced planning and development in order to ensure the most appropriate allocation of activity zones, including educational, cultural, tourism and leisure facilities.

Revitalising Towns and Local Economies

- To encourage the selective retention and reuse of built heritage in towns and rural villages in order to foster socio-economic regeneration; increase the density of urban cores to contain the anarchic spread of new buildings;
- To support the maintenance of traditional agricultural and craft activities to preserve skills and expertise and provide employment for local communities;
- To maintain and bring back into use local, sustainable, traditional energy production techniques, and develop new sources of energy production, with a view to economic and energy security.

Preserving Space

- To preserve open spaces, which are non-renewable; to maintain rural landscapes and the organisation and scale of their agriculture and forests; to conserve indigenous plant and aquatic heritage; to protect geological and archaeological heritage, groundwater and ecosystems;
- To maintain regional and local communication networks (railway heritage, roads, navigable waterways) to transport people and goods, and to ensure the provision of local services; to promote alternative modes of transport;
- Preserve rural heritage, ensuring its appropriate reuse while maintaining integrity of spatial distribution and functional elements; strictly limit urban sprawl and place conditions on the right to build, stipulating that development should respect the historic landscape and traditional settlement patterns.

2 - A Return to the Art of Building

Conservation

- To conserve built heritage, whether urban or rural, prestigious or vernacular, which is of high quality, including original materials, design and construction, architecture, the maintenance of original functions, and integration into the physical and socio-cultural environment;
- To adapt new uses and functions to existing heritage, rather than the reverse, and to help users of historic buildings to adjust their expectations of modern living standards;

- Recall that 'architectural and landscape heritage is unique, and as such may require flexibility in the application of standards and regulations which do not meet its needs. A moratorium should be instituted immediately in order to bring on board the advice of experts and specialists, and should continue until they have developed specific and appropriate approaches, and the transitional measures have been adopted.' (ICOMOS - Paris, November 2000);
- To bring back traditional building skills and best practice as evidence of competence to undertake restoration work;
- To adapt methods of performance assessment and analysis of structures, thermal properties and safety to heritage requirements, and not vice versa;
- To take the necessary measures to ensure that, under normal safe working conditions, traditional construction materials continue to be produced, and that traditional tools are used appropriately in the restoration of historic structures.

Inspiring Innovative Architecture

- Traditional historic buildings are a treasury of architectural experience. They are an inexhaustible universal source of inspiration for modern and innovative architecture, in terms of materials, construction methods, layout and design, contributing to a high quality of life.

3 - Tourism and Development

Heritage and the Challenge of Tourism: What Strategies, What Tools?

- To raise awareness and build the capacity of conservation professionals and site managers appropriately to address issues associated with tourism and development; to raise awareness of the fragility and value of heritage amongst tourism professionals, tour-operators, hotel and cruise companies.
- To involve all stakeholders in the creation of management plans for heritage sites, tourist destinations, urban centres and regions, addressing the following questions: what kind of tourism, for whom, and for what reason? To develop management plans that build on the specific cultural, historical, environmental, aesthetic and memory values to be preserved, on the 'spirit of place', as well as building on a long-term vision for the sustainable development of tourism as agreed by all the stakeholders.
- To develop management tools for collecting data on tourism, for the evaluating of the role of heritage and its enhancement in the context of tourism development; to assess the cost of the degradation of heritage values and heritage assets; to ensure the long term preservation of the cultural and economic resource; to encourage heritage, tourism and development impact assessments; to develop training in responsible tourism management. In addition, to establish methods to achieve the fair distribution of heritage tourism-related revenues, between the costs of conservation and of heritage management, local communities, and local, national and international tourism companies.

Can Tourism Development be Sustainable?

- To link and integrate conservation and preservation of heritage into the core of the development of cultural tourism. To preserve the cultural resource as a fundamental asset of long term tourism development, especially, in developing countries and the least developed countries (LDC).
- To put authenticity at the heart of the development of cultural tourism and the growth of interpretation and communication strategies; to promote interpretation based on sound research and inventories, avoiding manufactured 'travels in hyperreality' that are crudely derived from heritage values.
- To help local communities take ownership of their heritage and related tourism projects. To encourage their empowerment and their participation in heritage conservation, in the planning process and in decision making. Local participation, drawing on local perspectives, priorities and knowledge, is a pre-condition of sustainable tourism development.

Encouraging Local Communities to take Ownership of Heritage and Tourism Development

- To educate young people, especially at school, and the wider population about their heritages, and the inherent historical, cultural and social values that give meaning and a sense of the past.
- To make use of modern media in order to disseminate knowledge about heritage, which will create a sense of pride and a desire to become involved in its protection and enhancement.
- To encourage communities' engagement, as stakeholders, in the cultural heritage and tourism sectors and to foster creativity, personal development and an entrepreneurial spirit.
- To encourage a dialogue between local and indigenous communities and visitors so as to contribute to cultural exchange, to spread the social, cultural and human values of heritage and to interpret them in a way that is scientifically, historically and socially accurate.

4 - Heritage and Economics

Fostering a Better Understanding of the Economic Impact of Heritage Conservation

- To better understand the economic and social impact of maximising the value of heritage, which is an asset to development;
- To collate existing research and to undertake further detailed studies, in collaboration with relevant institutions, and to disseminate the results widely;
- To develop research on the contribution of heritage to sustainable development and on the relationship between investment and development; to study the relationships between heritage, creativity and development, and to identify performance indicators;
- To consider how multi-faceted heritage might best be managed, in order to pass it on to future generations, and to ensure that it contributes to development in mobile and dynamic societies.

Promoting the Long Term Impacts of Heritage on Economic Development and Social Cohesion

Studies show that heritage can be a tool in regional development, but it is not used consistently: it must become a goal of development policies;

- Place people at the heart of policies and projects; emphasise that ownership of heritage strengthens the social fabric and enhances social well-being; involve local communities at a very early stage in development and enhancement proposals; raise awareness, particularly among young people; develop training for professionals;
- Take into account the direct effects, tourism benefits, and the financial leverage of heritage to enhance the appeal and creativity of regions; take care that economic imperatives respect those of the conservation of tangible and intangible heritage; ensure particularly that the economic returns of heritage benefit primarily its maintenance and enhancement, and also local communities;
- Pay particular attention to the restoration of urban and industrial heritage, especially in historic and major city centres, as a way to combat poverty in developing countries.

Developing the Economic Impact of Heritage

- Remind public authorities that they are the guardians of the public interest and responsible for the legal protection of heritage in the face of pressure on land; give priority to restoring rather than demolishing heritage;
- Place heritage at the heart of overall development strategies, setting goals for economic and social benefits to ensure that the development of heritage rewards local communities in terms of employment, the flow of finance, and well-being; the cultural, creative and craft industries associated with the enhancement of heritage assets contribute to the improvement of living conditions;
- Implement policies for protection, planning, financing and management, adapted over time so that change respects the authenticity of heritage and contributes to sustainable development; sharing experience on best practice.

5 - Stakeholders and Capacity Building

The role of local communities and raising stakeholder awareness

Local people, civil society, and elected local and national officials will play a key role in the design and implementation of heritage as a driver of development, and, through raised awareness of heritage, they will have ownership of the development process. Information campaigns to raise awareness will enable civil society to recognise and take ownership of heritage and harness these values in sustainable development.

Professional training

The key stakeholders in heritage conservation in development - architects, conservators, heritage managers, development planners, investors and tour operators - require training and capacity building.

The legal framework

Heritage protection in the context of development also involves the creation and continual revision of institutional and legal frameworks at a local, national and international level (World Heritage Convention). Above all, these frameworks need to be implemented on the ground. The frameworks will involve consultation following the procedures of democratic governance and participatory planning, resulting in a good level of understanding and acceptance which will assist in their effective implementation.

Research

Research institutes, universities, expert advisory organisations such as ICOMOS and intergovernmental organisations such as UNESCO need to strengthen their research programs and studies. These initiatives will involve the field monitoring of analytical tools used to assess the physical performance of built heritage, measuring the economic value of heritage, evaluating the impact of cultural tourism on employment and regional wealth, and investigating the conditions, risks and opportunities of investing in heritage protection, bringing together economic and financial development partners.

Cooperation

ICOMOS could strengthen its cooperation and partnerships with national and international institutions carrying out work on heritage and development, including UNESCO. ICOMOS is actively involved in UNESCO's World Heritage Tourism Programme and UNESCO's Recommendation on the relationship between heritage conservation and sustainable tourism.