

Integrating HIA process in World Heritage Sites Management&Planning

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ADRIATIC INSTITUTES MEETING

World Heritage Sites - Italian Legal framework

1972: Convention on the Protection of the Cultural and Natural World Heritage

1977: Italian Ratification of the Convention

2005: World Heritage Committee requires to sites to adopt a management plan/system.

2006: MiBAC approves Law n. 77- financial support measures to Italian WH Sites.

2007: Agreement between the authorities responsible of the Site: set up of the Steering Committee, local authority- municipality- is recognised as “site manager”.

Some preliminary considerations

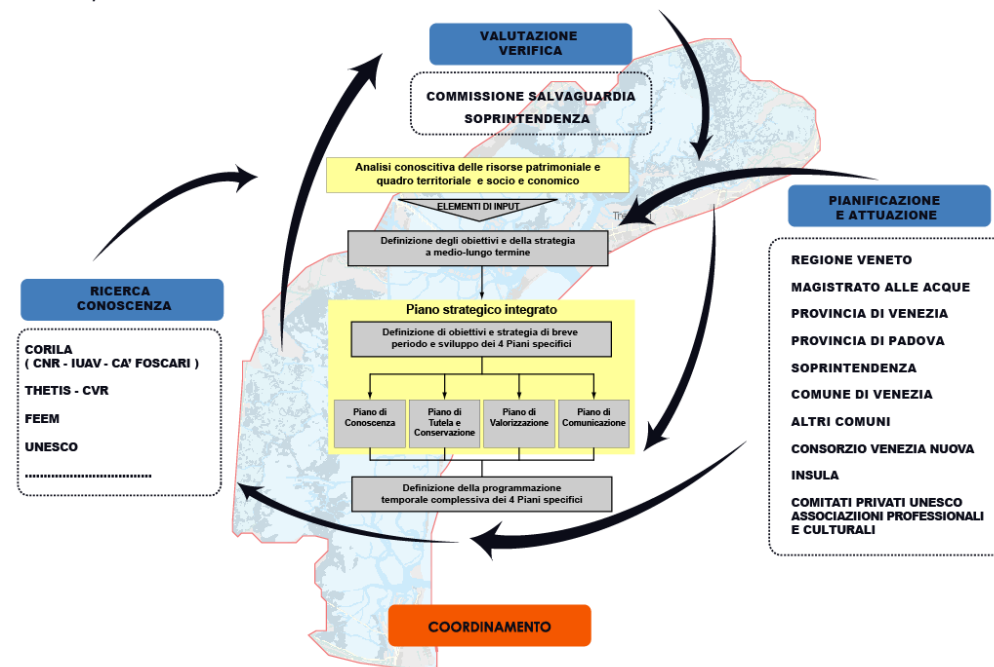
- ✓ Institutions/ authorities usually operate according to their own horizons, interpreting the territory generally in a self-referential way, creating a very fragmented planning and management system;
- ✓ Public bodies usually plan their territory on the basis of the assumption that its much easier to decide in a few than in many (top-down approach);
- ✓ it is necessary to involve communities in inclusive decision-making processes (application of the principles of the 2011 UNESCO Recommendation on the Historic Urban Landscape)

Institutions and stakeholders involvement

Main challenges and difficulties

1. Assessing roles and responsibilities;
2. Lack of awareness about the WH designation and UNESCO International standards
3. Financial&human resources
4. Level of involvement of different stakeholders.
5. Developing consensus on many delicate and complex issues

ATTORI / STAKEHOLDERS



21 Public Authorities



Direzione Regionale per i Beni Culturali e Paesaggistici del Veneto
 Soprintendenza per i Beni Architettonici e Paesaggistici di Venezia e Laguna
 Soprintendenza per i Beni Archeologici del Veneto
 Soprintendenza SPSAE e per il polo museale della città di Venezia
 e dei comuni della gronda lagunare
 Soprintendenza Archivistica per il Veneto

- | | | | |
|---|----------------------------------|---|------------------------------|
|  | Archivio di Stato di Venezia |  | Comune di Cavallino-Treporti |
|  | Magistrato alle Acque di Venezia |  | Comune di Chioggia |
|  | Autorità Portuale di Venezia |  | Comune di Codevigo |
|  | Diocesi di Venezia |  | Comune di Jesolo |
|  | Regione del Veneto |  | Comune di Mira |
|  | Provincia di Padova |  | Comune di Musile di Piave |
|  | Provincia di Venezia |  | Comune di Quarto d'Altino |
|  | Comune di Campagna Lupia |  | Comune di Venezia |



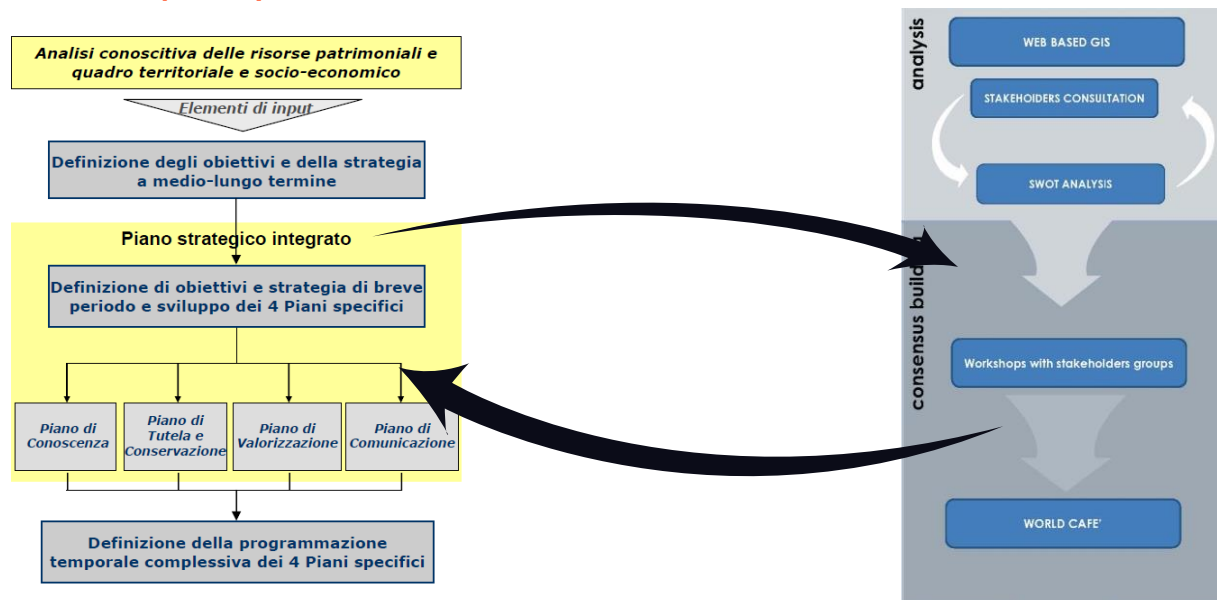
Consensus building process 2010

Management Plan

Municipality of Venice

Venice Project

Unesco Venice Office



Consensus building process: Why?

The thematic meetings and working groups were designed as an opportunity to:

- Present opinions and needs;
- Provide resources and knowledge;
- Build networks for support and exchange of experiences;
- Build a platform for sharing, cooperating and permanent coordination;
- Support decision making process;
- Improve the coordination and the implementation of the MP

Basic principles: Active Listening - constructive interaction
creative conflict resolution

Consultation Process 2010

**50 days - 8 meetings
(October- December 2010)**

5 issues and preliminary material prepared

Urban Planning and Territorial Governance
Conservation and Protection of Cultural Heritage
Sustainable Fruition
Communication, Promotion and Capacity Building
Building Shared Knowledge

1 guide to the discussion and 8 final report

50 frontal relations /12 hours in total

17 team works

21 hours of work in team - 6 hours of plenary

226 people contacted - 131 participants

15 proposals for sections



Consensus building process

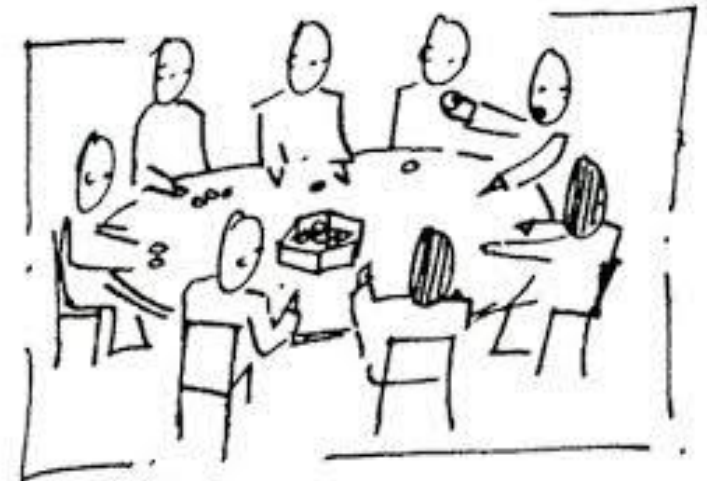
Process that helps people with different points of view, different interests and concerns, to interact and work together in order to achieve solutions that can be shared and therefore implemented.

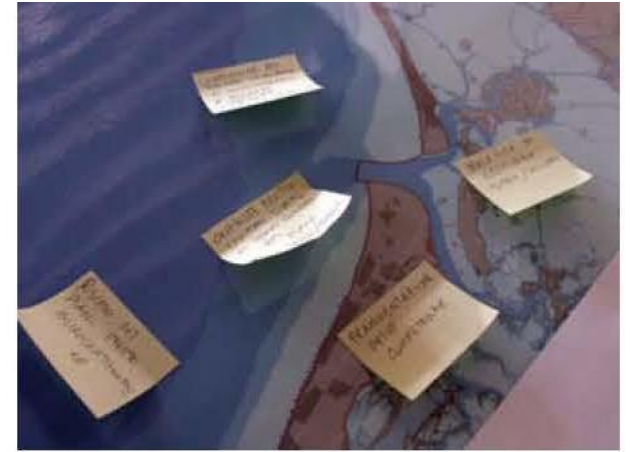
Preliminary needs:

1. Construction of a common knowledge base and problem setting;
2. Consensus-building.

Methodology:

- **European Awareness Scenario Workshop**
- **Consensus Conference**





Consensus building process

Ciclo di incontri Tavoli tematici	Pianificazione e Governo del territorio (Tavoli 1 e 5)	Tutela e Conservazione (Tavoli 2 e 6)	Fruizione sostenibile del sito (Tavoli 3 e 7)	Comunicazione, Promozione, Formazione (Tavolo 4)	Conoscenza e Condivisione (Tavolo 8)	Media generale di tutti i Tavoli
Numero medio partecipanti i contattati	39	38	51	42	56	45,2
Numero medio partecipanti i presenti	25	24	25	23	34	26,2
Indice di partecipazione al processo (valore medio per i Tavoli con due giornate)	64%	62%	49%	55%	61%	58%
Numero di enti rappresentati (valore medio per i Tavoli con due giornate)	15	18	15	12	19	16
Tasso di attivit� dei partecipanti (valore medio per i Tavoli con due giornate)	78%	77%	74%	87%	71%	77%
Numero di sessioni di lavoro		3	2	3	1	
Numero di proposte formulate		42	29	44	21	15
Numero di proposte per sessione (moda)		14				
Numero medio di proposte per partecipante		1,75	1,16	1,91	0,62	1,36

Increase of the level of
participation

Good level participation

Interaction level of
participation

Average of proposals

Consensus building process- results

What are the results obtained from the adopted participative process?

Results have be analysed on two different levels:

1. level of the contents and quality of the decisions made;

1. level of the relationships established among the actors

Indicators

N° feedback

N° meetings of the Steering Committe (SC)

N° public debates and presentations of the MP

N° members of the SC attending the meeetings;

N° e-mail exchange

N° authorities that approved the MP

Timeframe scale for MP's approval



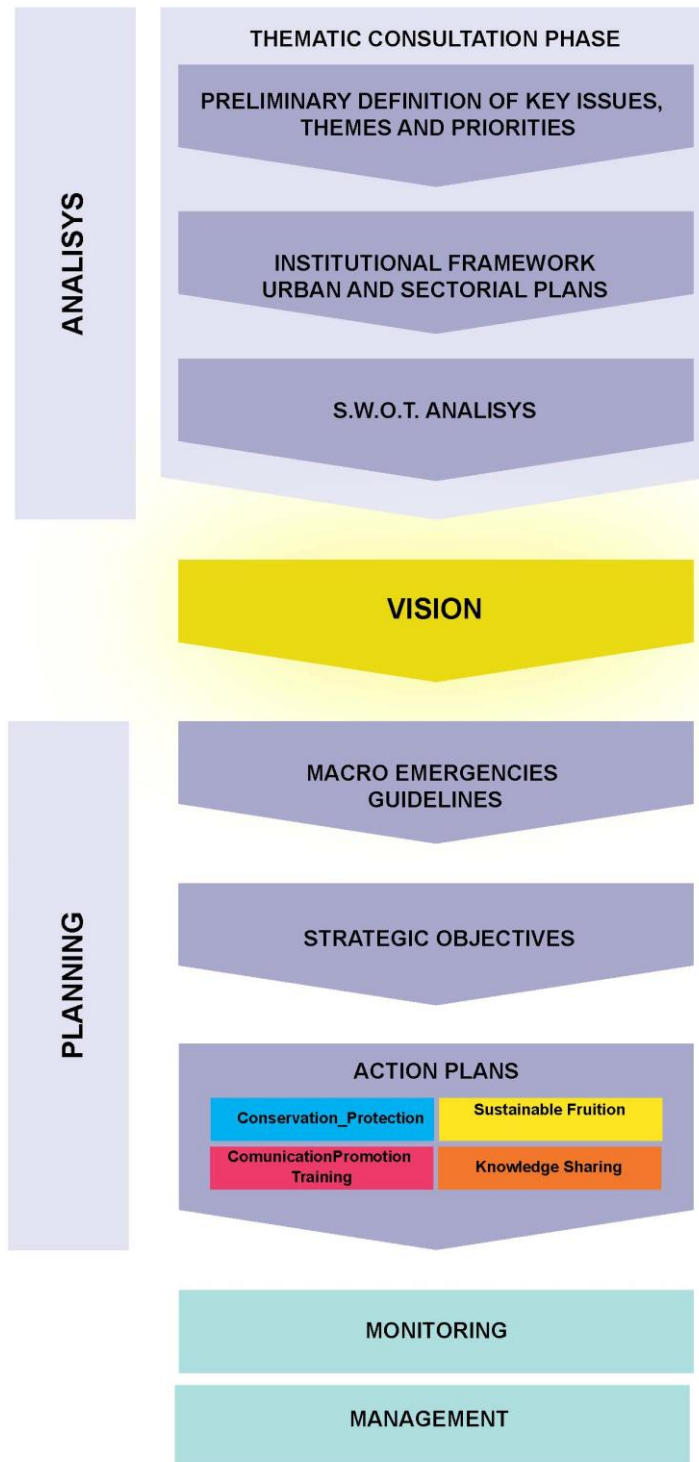
The Management Plan: a dynamic tool/process

- **is not a closed document**, sealed for ever, but it launches a **process** and a strategy for **the protection and enhancement** of the Site through **integrated policies & actions** agreed by the authorities and communities.

- **is a flexible instrument** of procedures and design concepts, capable of implementing actions and incorporating **updates and adjustments** that are necessary as **situations change and as the overall system evolves.**



The Management Plan: a dynamic tool/process



8 MACRO EMERGENCIES & Guidelines

- 1) Hydraulic risk – High water;
- 2) Wave motion;
- 3) Pollution;
- 4) Depopulation;
- 5) Pressure of tourism;
- 6) Infrastructural works;
- 7) Illegal fishing;
- 8) Building degradation and urban decay.

MP's STRATEGIC OBJECTIVES AND ACTION PLANS



State of Conservation- Reactive Monitoring Mission2015

Terms of Reference

Joint UNESCO/ICOMOS reactive monitoring mission to Venice and its lagoon Venice, Italy, 12 – 18 October 2015 (including travel days)

The World Heritage property of Venice and its lagoon (Italy) was inscribed on the World Heritage List in 1987 under cultural criteria (i)(ii)(iii)(iv)(v)(vi).

20 years before its inscription, in response to an appeal launched by UNESCO in 1966, private organizations were established in a number of countries to collect and channel contributions to restore and preserve Venice. The UNESCO Venice Office currently administers the "Joint UNESCO-Private Committees Programme for the Safeguarding of Venice", cooperating with the Association of Private Committees and Superintendencies of Monuments and Galleries of the Ministry of Cultural Heritage in Venice in two main areas: the restoration of monuments and works of art and the provision of funding for training of specialists in conservation of cultural heritage. The Private Committees have funded – within the joint UNESCO – Private Committees Programme – more than 1,500 projects worth over 50 million euro.

In 2014, 27 years after its inscription, in response to a request of the World Heritage Centre, the State Party submitted a detailed state of conservation report, with annexes describing a number of proposed large maritime infrastructures that would allow ultra-large ships mainly handling oil and other bulk and container traffic to call at the Port of Venice. It also submitted a Management Plan for the property and a proposal for the establishment of a buffer zone. The State Party also reported that the system of mobile gates called MoSE (Experimental Electromechanical Module) to control high waters and temporarily isolate the lagoon from the sea is under construction and will be operational by 2016.

Reactive monitoring mission



Reactive monitoring mission



“Potential and existing threats to the exceptional value of sites due to the significant changes that cities and territories, even in their wider context, are going through and which may have impacts on heritage and society.”

the tools we have at our disposal are adequate or not to guarantee to sustainable development and to balance the needs of the community with those of the institutions in WHS?

Factors Affecting WH sites

▶ 13 Main Factor Groups

1. Buildings and development
2. Transportation infrastructure
3. Services infrastructure
4. Pollution
5. Biological resource use/modification
6. Physical resource extraction
7. Local conditions affecting physical fabric
8. Social/cultural uses of heritage
9. Other human activities
10. Climate change and severe weather events
11. Sudden ecological or geological events
12. Invasive/alien species or hyper-abundant species
13. Management and institutional factors

The report stipulates that within the Management Plan 2012-2018 substantial progress should be achieved. However, the Mission noted in autumn 2015 that the circumstances had not essentially bettered.

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Information on legislation is derived from responses to Sections I and II of Periodic Reports, the retrospective Statement of Outstanding Universal Value, as well the progress reports submitted by the State Party and documents presented or submitted by the national authorities to the mission team.

The mission noted a sufficient number of laws to provide adequate protection of the World Heritage property, including all its components.

Special attention should be paid to the boundary issue and legal protection regulations of the property and their compliance with requirements under the World Heritage Convention.

2.1 Legal Framework

The legal, planning and administrative apparatus is large and extremely complex. Its complexity may lead to the fact that it takes a very long time for decisions to be taken and that responsibilities are not always clear. Some gaps are to be related to limited resources to meet the needs. On some levels of decision-making and also in a number of instruments and rules of governance of the territory, there is a lack of adequate recognition of the site.

Issues:

- Lack of awareness of World Heritage requirements;
- Inconsistent application of Paragraph 172 Operational Guidelines;
- Late submission of information;
- Legal implications.

preparation of Heritage Impact Assessments (HIAs) to assess both individual and overall cumulative impacts of the potential modifications of the Lagoon and its immediate land and seascape, and to ensure that there are no negative impacts on the OUV, before planning investment in large-scale developments within the property and its setting;

4. Considers that the property requires an immediate improvement to the planning tools available through the creation of:

- a) an integrated strategy for all on-going and planned developments within the property,
- b) a three-dimensional morphological model and
- c) a sustainable tourism strategy,

all of which should be reflected in an updated Management Plan for the property; this revised planning approach should also be founded on a shared vision of authorities and stakeholders which affords priority to sustaining the Outstanding Universal Value (OUV) of the property and its landscape and seascape setting;

5. Reiterates its request to the State Party to enforce speed limits and regulate the number and type of boats in the Lagoon and in the canals;

lack of a global vision of the site by the authorities, particularly numerous and each autonomous in making decisions in the context of their work (Local authorities, region, municipality, port authority, etc.) without effective consultation with the other main bodies .

Management plans are the central planning instruments for the protection, use, conservation and sustainable development of WH;

Management plans **are not mandatory**, they are not legally recognised by national/regional/local legislation in the framework of all territorial and sectorial plans.

The **same is for the HIA**, assessment on OUV is not requested within the framework of EIA procedures for projects and Sea for plans.

the SEA and EIA procedures have a part related to impacts on cultural heritage, however the specific impacts of certain works on the universal values of the Site are not taken into account, so it **would be necessary to introduce specific impact assessments - Heritage Impact Assessment, as foreseen by ICOMOS for the territories recognized as UNESCO World Heritage**

ICOMOS HIA GUIDANCE 2011

ICOMOS

Guidance on
Heritage Impact Assessments
for Cultural World Heritage Properties

A publication of the International Council on Monuments and Sites

January 2011

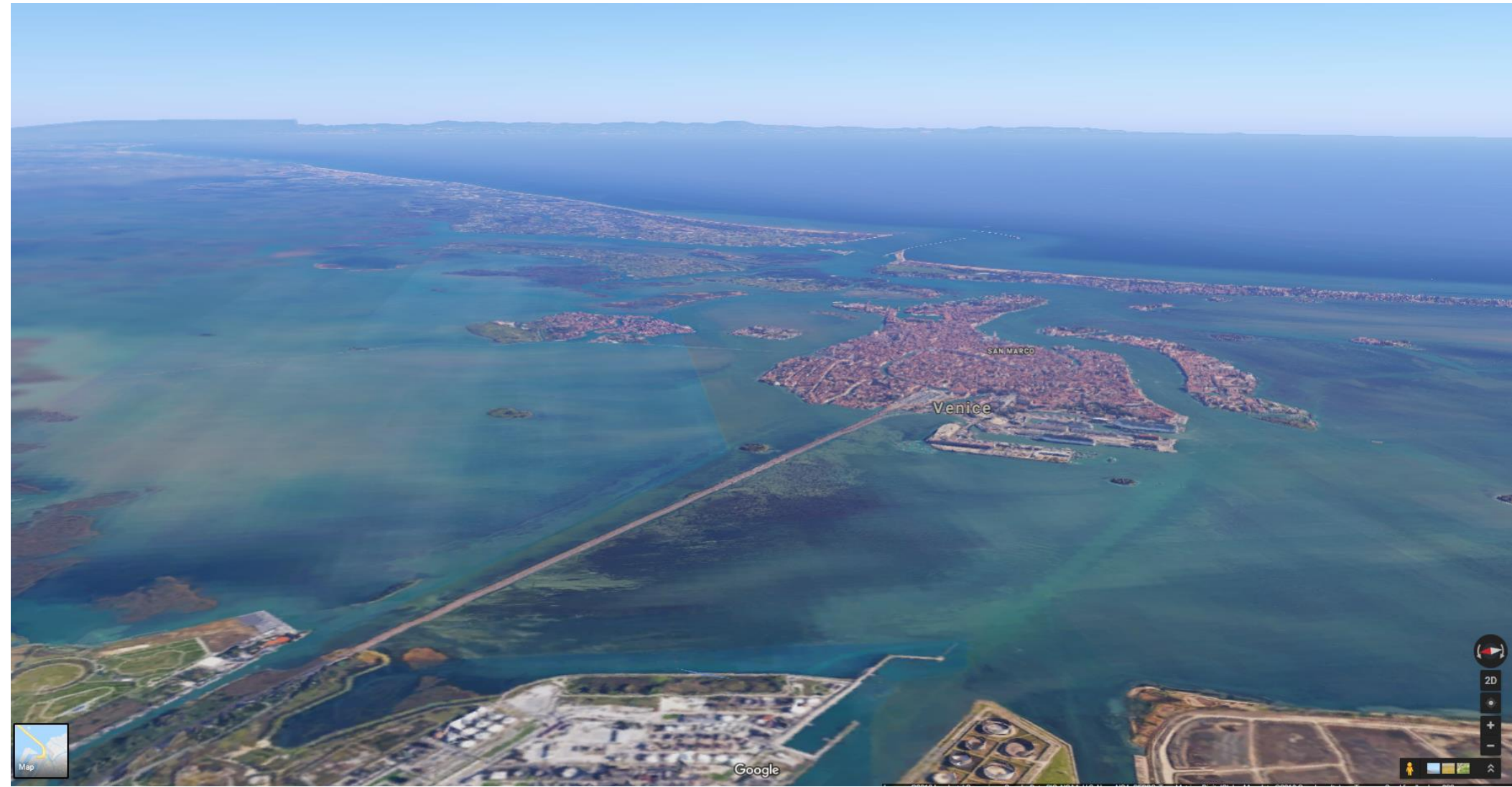


VALUE OF HERITAGE ASSET	SCALE & SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible change	Minor change	Moderate change	Major change
For WH properties Very High – attributes which convey OUV	SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)				
	Neutral	Slight	Moderate/ Large	Large/very Large	Very Large



Heritage Impact Assessment

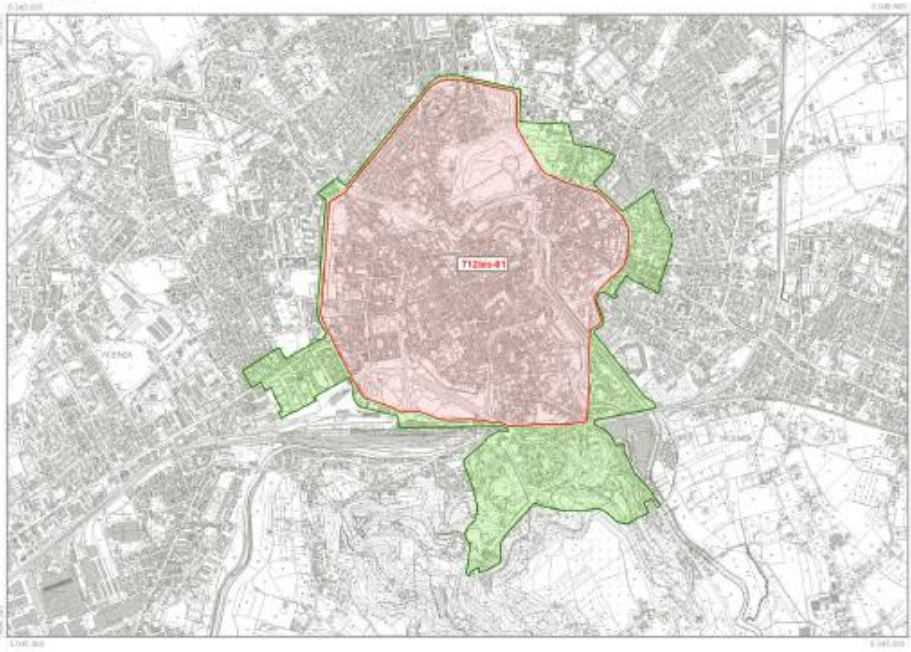




HIA

HERITAGE IMPACT ASSESSMENT
WORLD HERITAGE PROPERTY
“CITY OF VICENZA AND THE PALLADIAN VILLAS
OF THE VENETO”





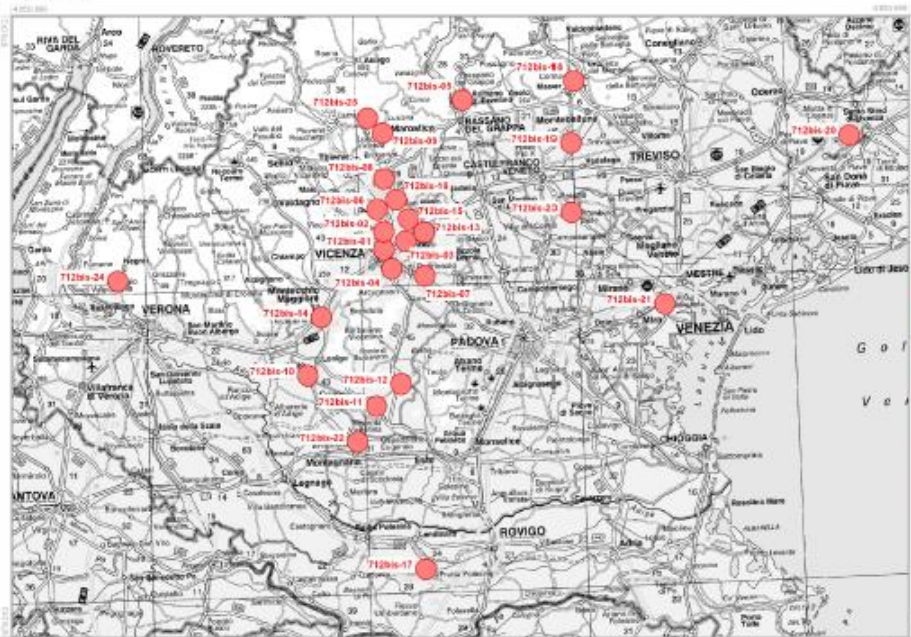
Legenda / Legend

- 712bis-01 Site Patrimonia Mondiale (138,07 ha)
World Heritage Property (278,0 ha)
- 712bis-02 Area di rispetto (100,0 ha)
Buffer zone (100,0 ha)

712bis-01 Città di Vicenza

Note Tecniche
Cartografia ufficiale n° del numero del
Catasto di Vicenza, per gentile concessione
Ufficio Municipale Urbanistica, per
comunicazione cartografica

Scala grafica 1:50.000
Riferimento Datum: 1983, UTM, Zona 12
Elaborazione: 2015



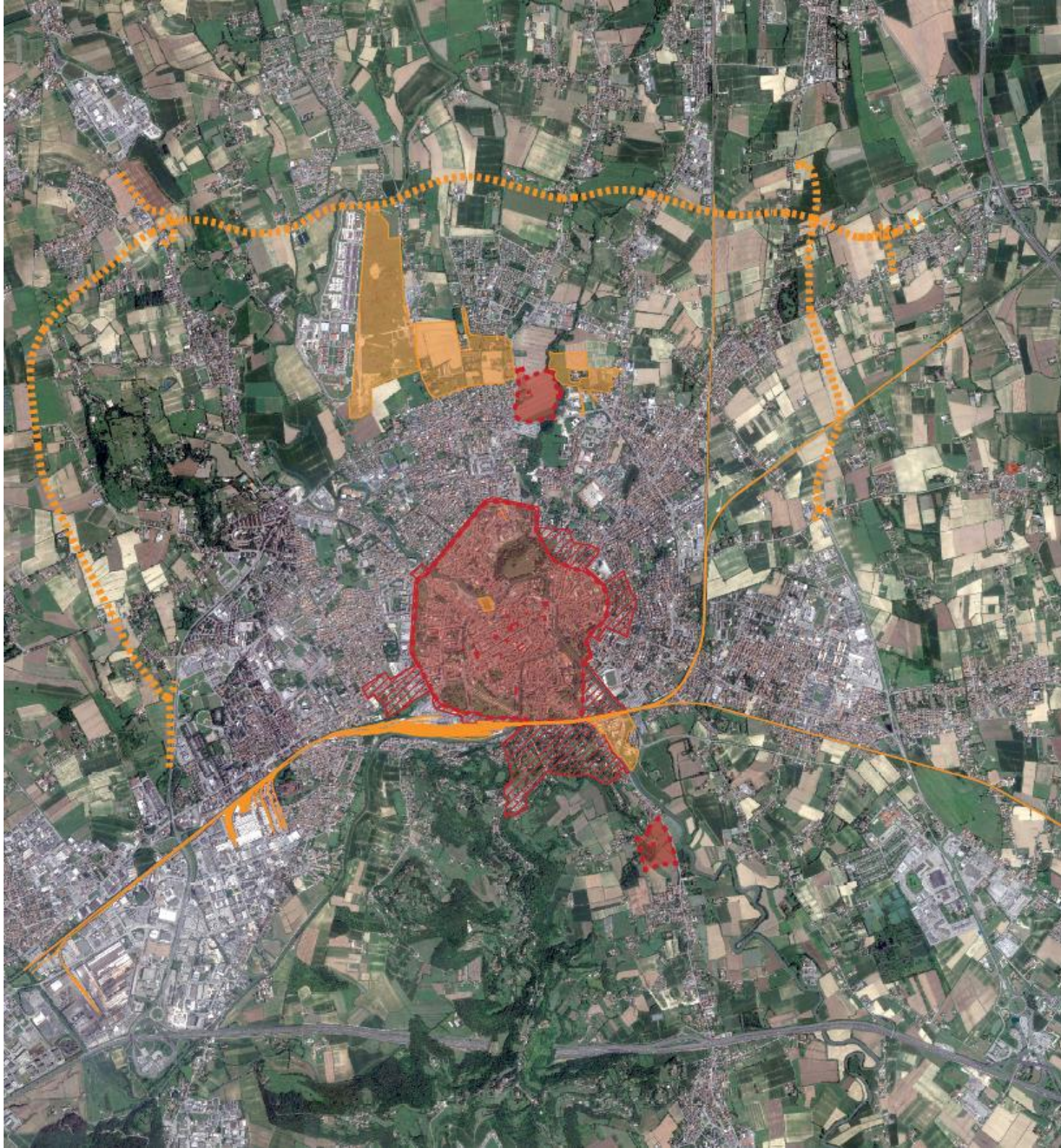
Legenda / Legend

- 712bis-01 Site Patrimonia Mondiale (133,87 ha)
World Heritage Property (273,87 ha)
- 712bis-02 Area di rispetto (100,0 ha)
Buffer zone (100,0 ha)

Tavola / Table 2	Tavola / Table 7
712bis-01	712bis-15-16-17-18
Tavola / Table 3	Tavola / Table 6
712bis-02	712bis-19-20
Tavola / Table 4	Tavola / Table 9
712bis-03-04-05-06	712bis-21-22-23-24
Tavola / Table 5	Tavola / Table 10
712bis-07-08-09-10	712bis-25
Tavola / Table 6	
712bis-11-12-13-14	

Note Tecniche
Carta del Agrippa n° scala 1:750.000
Carta Agrippa n° scala 1:100.000

Scala grafica 1:50.000
Riferimento Datum: 1983, UTM, Zona 12
Elaborazione: 2015





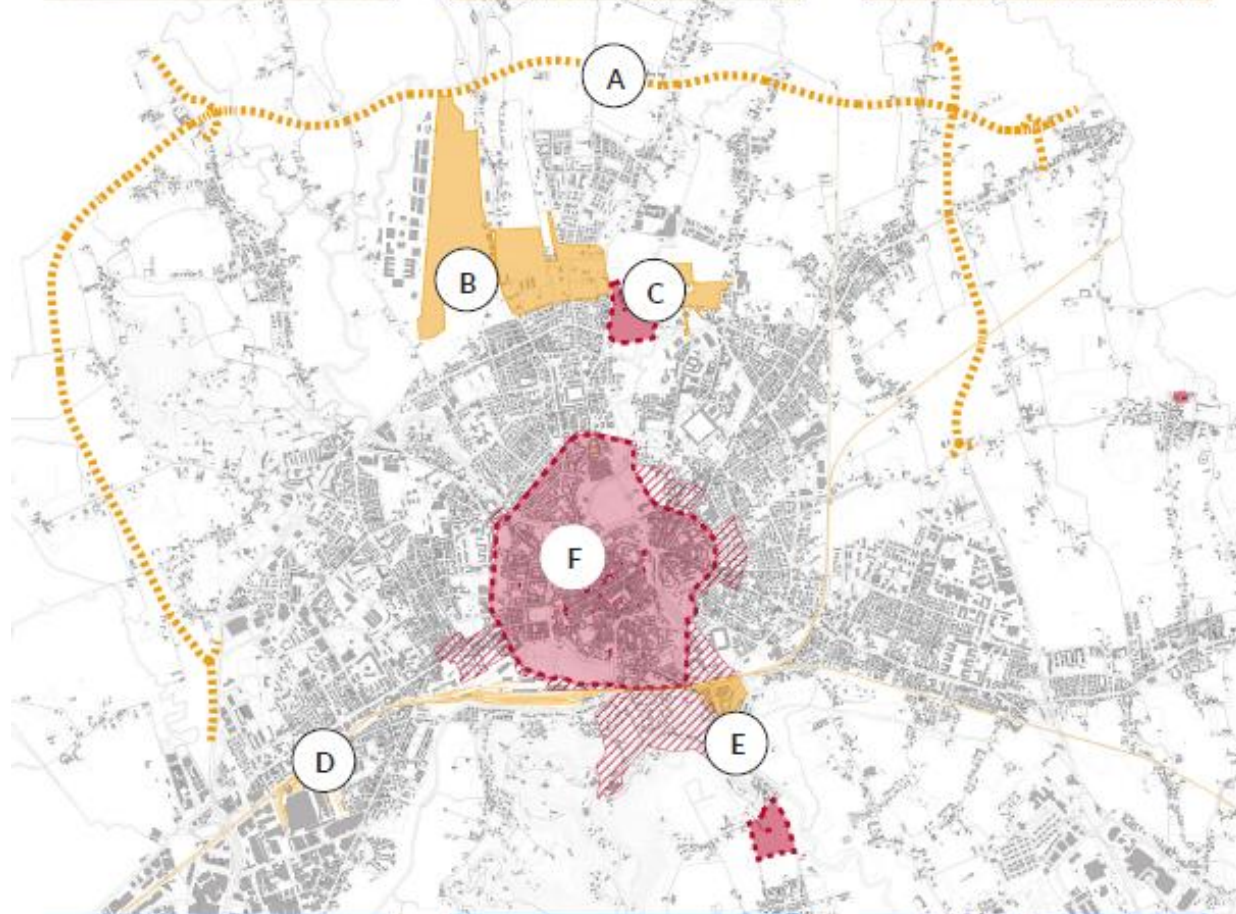
A_BYPASS



B_DEL DIN INSTALLATION



C_VILLA TRISSINO CRICOLI



D_HG RAILWAY LINE



E_FORMER COTOROSSO SETTLEMENTS



F_FORMER SAN BIAGIO COMPLEX

6.1. HERITAGE IMPACT ASSESSMENT CONSULTATION PROCESS

6.1.1 CONSULTATION ACTIVITIES

An important phase for the HIA development is represented by consultations and with authorities, institutions, NGOs and other key stakeholders. This intense activity even in the limited time available for the HIA was divided into several phases corresponding to those connected to the assessment process: information, collection of documentation and observations, sharing of results.

During this activity, the HIA team has made use of communication tools such as email, audio and video presentations. Meetings have been reported and many documents received by participants

In the course of the consultation process, the following meetings took out:

6 meetings with authorities and institutions on:

21 NOVEMBER 2016 Vicenza
28 NOVEMBER 2016 Venezia
1 DECEMBER 2016 Venezia
2 DECEMBER 2016 Vicenza
21 DECEMBER 2016 Vicenza

3 meetings with NGO's on

21 NOVEMBER 2016 Vicenza
2 DECEMBER 2016 Vicenza
21 DECEMBER 2016 Vicenza



"We must lead the change of the landscape knowing that we have a heritage to be protected." "Perhaps we never thought we must also consider the area outside the physical boundary of the property. It would be important that this opportunity is stimulating and useful for all administrators present" (Mayor of Vicenza)

"Dialogue with the City of Vicenza and the City of Monticello is missing" (Civil servant)

"I did not know anything about this Management Plan. I hope that in the future all the owners of the villas are directly involved." (Villa owner Pisani Lonigo)

Visual and perceptive impacts on the OUV of the World Heritage property (Villa Rotonda)





The visualisation of the complex with the Lot E which is not yet built, shows the close relationship with the two components of the serial property; Villa Rotonda and the City of Vicenza. The development is also close to Villa Valmarana ai Nani, Valletta del Silencio, and Monte Berico which is included in the buffer zone of the property. The heavy impact of the development is evident due to its volume and location in the vicinity of the property. The Borgo Berga complex has consequently compromised the historical context of the property including its ancient port, rivers and the surrounding rural landscape.





The visualisation is from the terrace of the Villa Rotonda World Heritage property towards City of Vicenza. The red marking indicates the outline of the part of the Ex Cotorosso complex which is not yet built (Lot E). The views from the villa towards the landscape constitute the basic element of Palladio's design principles and are therefore a key element of the OUV. For this reason HIA considers very negative any further compromise.

Related transformations



OUV Key elements	Character of the impact Project PIRUEA Cotorossi (Borgo Berga)	Impact	Recommendations
'Palazzi' of Palladio	Visual and perceptive impact on the property and buffer zone from Monte Berico	Negative large/ very large	<ul style="list-style-type: none"> Modification of the project; reduction of volumes or demolition of the buildings; Development of mitigation measures to reduce the visual impact of existing building.
Historic urban landscape of Palladio's Vicenza	Visual, perceptive and functional impacts on the wider setting and historic urban and rural context of Vicenza	Negative large / very large	<ul style="list-style-type: none"> Modification of the project; reduction of volumes or demolition of the buildings; Prohibition to construct new, highly visible buildings. Development of mitigation measures to reduce the visual impact of existing buildings; Definition of a World Heritage buffer zone for Vicenza and Villa Rotonda.
	Cumulative functional impact of increased urban development in the rural and natural environment		
Palladio Villa La Rotonda	Visual and perceptual impacts on Villa Rotonda by the project ex Cotonificio Cotorossi	Negative large / very large	<ul style="list-style-type: none"> Modification of project; reduction of volume or demolition of the buildings; Development of mitigation measures to reduce the visual impact of existing buildings.
	Cumulative visual, perceptual and functional impacts due to existing and planned urban development	Negative very large	<ul style="list-style-type: none"> Definition of a World Heritage buffer zone for the Villa Rotonda; Prohibition to build new buildings with a visual impact on the Villa Rotonda; Revision of urban plans in order to address changes in land-use, rural landscape protection by reviewing all planned expansions, including single building interventions.

	SCALE & SEVERITY OF CHANGE/IMPACT				
	No change	Negligible change	Minor change	Moderate change	Major change
Value of Heritage Asset	SIGNIFICANCE OR EFFECT OF OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)				
Key World Heritage attributes				Negative 4	Negative 1
World Heritage property Very High	Neutral	Slight	Moderate/ Large	Large / Very Large	Very Large

Management planning

- **Management plans** are the central **planning instruments** for the **protection, use, conservation and sustainable development** of **WH** and **cultural heritage sites** in general;
- Defining the **limits of acceptable change**, **balancing protection with development** and defining the **standards and monitoring** system is however **challenging**;
- **Authorities, stakeholders** and **communities** have to be **actively engaged** within the whole **process of a management plan preparation and implementation** since the very beginning of the **process**.

UNESCO (WHC/WHcentre/ICOMOS/IUCN) places us in front of a constant commitment regarding the protection of sites recognized as world heritage and provides us with very precise procedures and methodological references (OG, management, monitoring, manual evaluation, policies)

These sites are cities, territories, these are places that have been built with so much talent, art, and care and that are now inhabited and visited by millions of people.

To ensure that these places maintain their integrity, authenticity, they continue to express the values of the people who have created them, to convey the memory of their history, to transmit their identity, and at the same time to make a way that these territories are livable and developed according to the needs of the contemporary society **is our duty.**

Only through the **building and consolidation of aware, wise, motivated, empowered and committed people**, it is possible to to plan, manage and implement actions to achieve shared goals.

Thank you for your attention!

Katia Basili

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