



JOINT STUDY NO.12

PROTECTION AND CULTURAL ANIMATION OF MONUMENTS, SITES AND HISTORIC TOWNS

FINAL REPORT

SUPP.

GERMAN COMMISSION FOR UNESCO

Foreword

This report is the result of a Joint Study on Cultural Policies in Europe, one of a total of fourteen on different subjects suggested by UNESCO at the 1972 European Conference of Ministers responsible for Cultural Affairs. Twelve countries have taken part in the project: Belgium, Bulgaria, Canada, France, Greece, Hungary, Italy, the Netherlands, Poland, the United Kingdom, Yugoslavia, and the Federal Republic of Germany as Co-ordinator. This is the largest number of countries to have contributed to any one of the fourteen subjects, a fact which vouches for its topicality and importance. The result can therefore claim to be a representative survey of the different forms of "protection and cultural animation of monuments, sites and historic towns in Europe".

The member states participating in the study undertook to inform one another about their respective approaches to the subject and their experience. The aim on the one hand was to present a comprehensive overview of the situation in each country and, on the other hand, to examine in greater detail and evaluate some of the problems on the basis of selected case studies. Experts from the participating countries met three times to co-ordinate the procedure, content and presentation of the study - in Regensburg (October 1975), in Ladenburg (March 1976), and in Rome (July 1977). The draft report was then circulated before appearing in this, its final form.

The aim of this joint study calls for further explanation today. European Cultural Heritage Year 1975 highlighted the importance of an environment that reflects its historical development and therefore retains its own unmistakable identity. In recent decades, however, it has become patently clear that buildings, apart from a few that have a purely museum character, must be put to meaningful use; in other words, they must serve the community without losing their historical features. If this is not the case, even good legal safeguards are of little help. Nonetheless, legislative instruments for preserving historical buildings, the inclusion of this work in the general scope of government, as well as the financial aspects, are of course curcial for any conservation policy.

The obvious starting point, therefore, was a catalogue and description of the legal instruments available in the participating countries as means of protecting and animating historical buildings and sites. They have been presented in such a way as to facilitate comparison.

One of the main problems to which the working group addressed themselves was that of the appropriate use of town centres of the pre-industrial age and also of individual buildings and structures from the windmill to the country manor, whose functions have disappeared with the passage of time. One particularly important factor in their deliberations was the role of the public, without whose approval and active support the work of the experts will remain piecemeal.

Naturally, however, the study could not be a research project in the true sense the means and time available were not suited to such an undertaking. So for the most part it was a question of compiling and evaluating documents and data already available in the various countries, supplemented by explanatory sections, some of which are almost surveys in themselves.

On the whole, the study should be of assistance both to experts and the public authorities in their efforts to preserve historical areas and sites as living elements of our towns. The study ends with a summary of possible approaches to the problems - though they should not be understood as remedies, too dissimilar are the individual problems as to nature and scope, and too dissimilar also the other influences which, in addition to the means available to planners, influence the result. All the same, certain types of problems and possible strategies can be discerned and the relevant information used for future work in this field.

The co-ordinator wishes to thank all the experts of the countries concerned who provided material for this report, the German Commission for UNESCO, which was entrusted with the organisational side of the project, and in particular those who have given substantive and financial support, in particular the Federal Ministry for Regional Planning, Building and Urban Development which, by commissioning the study, not only made it possible to present a comprehensive German contribution but also to process the results systematically to provide a basis for international comparison. We further acknowledge the financial support from the Federal Foreign Office for translation and printing.

In the course of their work, the participants in the joint study expressed the hope that those who use the results will gain information and aspiration from them in resolving the wide variety of problems relating to the preservation and renewal of old towns and thus help make them both inhabitable and more attractive.

Introduction

It is clear from the reports for the Joint Study on Cultural Policies that in most participating countries there has been a change over the past ten years as regards urban development policy. There are some remarkable similarities. In all countries greater importance is now attached to historical areas and drastic redevelopment plans have been revised and in many cases abandoned. The aim now is to conserve as much as possible and carefully to adapt the buildings affected to presentday requirements.

It is hardly possible to draw conclusions from the reports as to the reasons for this change of attitude; they are obviously many and varying. But the main motive appears to be the feeling that changes in the environment involve a loss of identity, the fear that modern buildings tend to deprive a town of its individual characteristics. This must be seen in the context of the flagging fascination of the idea of "change" - a magical word of the sixties which has now lost much of its appeal because it is realised that not every change has proved to be for the better as had been hoped. But social considerations are also a major factor, resulting partly from the negative experience with urban renewal in the sixties, especially in the United States of America. This has coincided with the realisation that resources are limited and that it is therefore necessary to endure the proper husbandry of land and buildings. And finally, one observes a change as regards historical significance. The buildings of the late 19th century, which in many European cities - also those damaged by bombing during the war - still account for a large proportion of the building stock, and therefore become increasingly with the passage of time a focal point of historical research. Furthermore, the protection of buildings and sites of historical importance is a widening field of activity, partly because of the more inter-disciplinary approach of the institutions and agencies concerned, which also embraces social history, so that it now covers buildings which previously had not enjoyed a high priority. This applies in particular to the socialist countries which have for some time been protecting vernacular architecture as self-evidence of a culture.

These developments have a twofold effect: they modify the aims of town planning and strengthen the position of those bodies concerned with protection measures on account of the considerable public support. Thus there are two sources of influence on the actual trend: the increased activity and the wider influence

of protective measures which have long had an institutional basis and are thus an integral part of government cultural policy, and the more general conservation tendency which takes effect through the instrument of urban planning and is now more akin to the aims of protection policy, though at least in part for different reasons. The widening scope of the protective concept is also partly responsible for the fading distinction between these two areas of activity.

This kind of overlapping, resulting from the related functions of various institutions representing the public interest, apparently occurs in most participating countries without their always being specially mentioned. Wherever competence for the protection of historical buildings and sites and urban planning lie with the same authority there is hardly likely to be much cause for argument.

Legal Basis of Urban Conservation

Planning and building regulations

It seems that the aim of preserving existing buildings, especially if they are of historical value, is common to the general planning and building legislation of all participating countries. Although some have special laws pertaining to renewal and preservation, this by no means implies that the others are less active in their efforts to protect old towns but merely that different legal forms are used - usually regulations or comparable legal instruments. This shows the importance attached to general planning and building legislation as a basis for all conservation measures. It derives chiefly from the fact that this legislation, in contrast to all other instruments described below, covers all planning and building measures. On the other hand, there are certain limits to its effect, for instance in preventing the demolition of buildings that are not listed; in Germany it only became possible to prevent such demolition in 1976 when the Federal Building Act was amended. Nonetheless, if the provisions are interpreted in line with the aims of conservation policy and the possibilities exhausted accordingly they represent an important instrument of any urban conservation policy.

In some countries (Federal Republic of Germany, France, Greece, the Netherlands) special laws have been enacted to facilitate urban renewal and preservation measures which contain specific provisions relating to exactly defined fields of activity. For the most part they concern the structure of land ownership, from property dealing to compulsory and other purchase, and financial

support for conservation measures. In all countries which have such laws they have proved valuable, but those who do not sometimes complain that there is no sufficient basis for influencing building and the use of property in old parts of towns (e.g. Canada and Greece).

Where renewal areas have been established there arises the problem of different development inside and outside the area. This is very apparent where conservation is pursued with great care in the renewal areas whilst the buildings in the surrounding parts remain in a poor condition. Preserving isolated parts of urban areas is problematical if it is not part of an overall urban development and conservation scheme.

The legislative requirements with regard to conservation areas are much the same, but in Belgium, France and the Netherlands the authorities can apply far stricter rules with regard to new property than those embodied in the by-laws applicable to "ordinary areas". By-laws relating to design, etc. may be issued on the basis of general building legislation, though in different ways, in Belgium, Bulgaria, the Federal Republic of Germany, Italy and the Netherlands.

Legislation concerning protection of buildings and sites of historical importance

In all participating countries, the definition of such protection, the rights and duties of owners, as well as the responsibilities of the authorities, are laid down by law. The listing of properties worthy of protection has obviously been worthwhile. Although the systems vary, this is the practice in all participating countries. Otherwise the only differences are with regard to the categories of buildings and responsibility for this field of activity. In some countries (e.g. Bulgaria) listing is deemed to have been completed, in others it has hardly begun (e.g. Greece). And in France and Belgium, for instance, the list has been left opened to allow for additions to be made at any time.

Over the past ten years there has been a complete change of attitude in most countries as to what needs to be protected. The authorities and the public are no longer primarily interested in preserving churches, palaces, town halls, etc., but equally private homes, farm-houses and complete groups of buildings. But this process has followed different courses. In the socialist countries the emphasis has been on the documentation and preservation of vernacular architecture. And although in the West, too, buildings in this category have in recent years received

increasing attention as property worth preserving, much of what remained has been lost.

The listing of a building usually implies restrictions; this is the case in most participating countries. They relate to structural modifications which destroy or spoil the building's appearance. The owner has to agree to construction work to make the building safe if the authorities deem it necessary.

As regards the method of listing protected buildings, the countries studied fall into two distinct groups. Whereas Belgium, Canada, the Federal Republic of Germany, Greece, the United Kingdom and Italy do not have different categories of property, France has two, Hungary three, and Bulgaria four to mark the degree of importance of the protected buildings, the criterion being their historical and artistic significance. In Bulgaria and Poland, the authorities may also list places of historical or local interest. In France, the requirements as regards the architectural treatment of buildings and financial assistance for conservation measures differ from category to category. The more stringent the protective regulations, the wider the range of possibilities for financial support.

Most countries have made provision for the protection of the immediate environment as well as the actual buildings and have subsequently extended this protection to groups of buildings (ensembles). The various regulations differ considerably in their application to these protected zones. In Hungary and Bulgaria, the requirements pertaining to the conservation of buildings in the lowest category of protection are very similar to those concerning the protection of ensembles. In the Netherlands and France, such zones are listed separately: in France since 1913 with considerable success. Protected zones, which are covered by law in all the countries concerned with the exception of Canada, Greece and Italy, always, as the terms suggest, relate to the preservation of groups of buildings, streets, squares, districts, etc.

Organisational Safeguards

Urban Planning

In all participating countries, responsibility for building and urban development lies with the local authorities, which sets out the aims of and formulates the development plans. All conservation measures start from the fundamental conviction that old parts of the town should retain their historical structures which should be made accessible to modern use. The local

authorities can further influence the conservation process by virtue of the fact that they control the financial means. All plans are useless if their aims cannot be put into practice because the necessary funds have not been approved.

In the West, in contrast to the socialist states where the cultural affairs departments implement conservation measures in accordance with the instructions of the national institutes for the protection of historical buildings and sites, the political decision is usually taken by the local authority. (Only in France can the government prescribe conservation measures.) This is still the case even though in Belgium, the Federal Republic of Germany, France and the Netherlands, development plans have to be submitted to a higher authority for approval.

In the socialist states, town maps and the local plans are prepared exclusively by the local and central government authorities and the plans for the conservation of ensembles are drawn up directly by the national institute for the protection of historical buildings and sites, as in the case of Bulgaria, for instance. In these countries there is no clear distinction between development planning and protection measures.

In Western countries, such plans are drawn up in the same way by local authorities, architects and housing societies. There is a noticeable tendency for larger towns, which account for the greater proportion of the national reports, themselves to prepare and implement the plans. In smaller communities this work is often entrusted to private architects.

Those towns that have organised their departments concerned with these matters in such a way as to meet the special requirements of conservation appear to have been particularly successful. Special conservation offices which co-ordinate activities in accordance with the town map, draw up local plans and handle applications for planning permission, as well as social planning and public relations work, have proved valuable everywhere (for instance, Bruges and Nuremberg). This does not rule out the possibility of individual problems being tackled by private architects (e.g. Rome, Torre di Nona; Faversham, activities of the Faversham Society).

The approach to conservation planning differs considerably from country to country. The common feature of all legislation covering protected zones is that local authorities cannot designate such zones of their own accord. All governments have a say in the

matter, obviously because of the financial consequences of such decisions and the scarcity of funds. But where—as in Belgium, the Federal Republic of Germany and the Netherlands there is otherwise no change in planning responsibility, in France it is in some cases transferred from the local authority to an architect appointed by the central government. He supervises all planning activities, assisted by a local architect who also oversees actual building work, and has extended powers of intervention.

Protection of ancient monuments and historical buildings

In all countries the protection of ancient monuments and historical buildings is initially the responsibility of a central authority. The Federal Republic of Germany is an exception to the extent that, not as in the case of legislation relating to development plans, competence lies with the federal states rather than the Federal Government. From the very outset, therefore, as prescribed by the constitution, responsibility is decentralised, whereas the central authorities in the other countries, depending on the constitutional provisions, have regional subdivisions. Some of them (as in Belgium and the Netherlands) are more independent than others (Bulgaria, Greece, United Kingdom, Hungary). Only in Canada are these powers not clearly subdivided.

In France the regional authorities are subordinate to the central government. The obvious advantage of central authority responsibility is that it is possible to establish common criteria and comprehensive plans and ensure an exchange of experience regarding restoration techniques. The quality and efficiency of restoration work in Bulgaria, Poland and France are convincing proof of this. Central decision-making also ensures a degree of uniformity in the assessment of properties and the meaningful distribution of available funds.

Protection measures differ at regional and local level. All countries have regional institutions which support the central authority. This appears to confirm that the links between local conservation office and central authority cannot be dispensed with. At local level protection measures are handled in two different ways. In some countries the government has a local office which ensures that the law is observed and whose staff frequently act in an advisory capacity. In some cases they are also directly involved in the actual construction work. Some governments transfer this responsibility, especially in small towns, to a qualified individual who in many instances serves in an honorary capacity.

Implementation of Conservation Measures: Town Plans in conjunction with Protective Legislation

As mentioned above, the aims and requirements of urban planning and conservation differ on account of their legal and organisational basis and historical development. Urban planning is principally concerned with the overall concept and sees the individual buildings as part of it, whereas the protection approach, both in theory and by tradition, tackles the problem the other way round.

However, it is no longer practicable to maintain this sharp distinction. The fact that most buildings qualifying for protection are at the same time affected by development plans has produced many widely differing forms of cooperation. In the socialist countries, the potential conflict of interests is avoided by transferring planning authority from the town to the national institute for the protection of ancient buildings. These institutes employ not only restorers, art historians and experts on ancient architecture, but also numerous architects and town planners who take charge of urban planning for protected areas. They are in charge of all aspects for planning, from taking stock and assessing the situation to the formulation of new aims.

Western countries do not have such institutions. As described above, planning competence lies with the local authority, at least in principle. Only the secteur sauvegardé in France has some similarity with the system in Eastern Europe.

In general, the practice of involving the local office for the protection of historical buildings in the planning of building and conservation measures from an early stage has proved valuable. The office has been consulted on the stocktaking and assessment of buildings and this has been particularly advantageous in Belgium (Bruges), the Netherlands (s'Hertogenbosch), the Federal Republic of Germany (Nuremberg and Ladenburg). It is the common conviction that urban development and measures to protect historical buildings, etc. should be coordinated. However, with the exception of the Netherlands, no statutory procedures have been developed for the effective participation of the public department concerned with protection measures throughout the planning process. Elsewhere these departments are no more involved by law than the other authorities concerned.

True, all legislation on urban development pursues admirable aims as regards the protection of historical buildings, but the participation of the conservation departments is usually confined to one or only a few hearings. In no case has any provision been made for joint planning procedures and no such co-ordination takes place. Many local authorities have meanwhile come to recognise that urban conservation implies more for the planning authorities than was the case in the sixties when the main emphasis was on new buildings. The result has been that those towns and cities that have been making most progress in this field (Bruges, s'Hertogenbosch, Orvieto) have their own conservation departments made up of members of different professions. In smaller towns the work can also be efficiently coped with by one townscape protection officer (Celle).

The possibilities for advance planning differ from country to country. In the socialist countries five, sometimes ten-years projections are made; elsewhere, there is hardly any planning on this scale. In France, long-term planning is carried out only with regard to block renewal schemes; in the Netherlands there is a ten-year programme for the renewal of the Hofjes in Leiden, otherwise no long-term planning perceptible to the public exists. This is all the more surprising since wherever this has been the case (such as in Plovdiv, Eger) good results have been achieved.

There are only occasional differences of approach in the actual implementation of modernisation projects and only within officially designated protected areas. In France and Hungary, sometimes in the United Kingdom and Italy, preference is given to block renewal schemes. Consequently, larger contracts can be awarded for construction and repair work, and, possibly, the costs reduced. The disadvantage, however, is that such comprehensive schemes may alter the architectural and social structure of the area and place it in sharp contrast to the environment. It is principally in areas consisting of medieval buildings that renewal projects are tailored to individual structures. This method makes for a gradual and homogeneous restoration process and avoids sharp distinctions between different parts of the town. As most of the national reports only mention the details of actual implementation in passing, it is not possible to make any specific comparison in this respect. In all countries, construction, modification, etc., is subject to control or at least approval by the building authority. The conservation department is only brought in if the building itself is listed or is one of a protected ensemble. Only then does it have extensive powers of intervention which meet their limit

only where the financial consequences of the department's action would be unreasonable.

In Bulgaria, applications for planning permission from protected areas are handled exclusively by the conservation authorities, who are also in charge of development planning. One problem that still exists in several participating countries is that applications for planning permission in respect of buildings which, though not listed, are nevertheless worth preserving often have to be handled by the building authority, which usually does not have staff adequately trained for the purpose. For many aspects that have to be considered before permission is granted (colour scheme, the proposed use of the building, etc.) they have no data as a basis for a proper decision.

The national reports do not always indicate whether adequate consideration is also given to the social interests of the people affected by renewal schemes. But in all cases there is a clear tendency to monitor restoration plans that affect population structures and social interests and to mitigate any likely hardship. In the Federal Republic of Germany and the Netherlands, this is a mandatory element of planning activities.

Treatment of Old Buildings

There are also distinctions in the way old buildings are treated. Some countries are particularly anxious to preserve not only the outward appearance of the building but also its interior (Bulgaria, Italy, Netherlands). They start from the principle that the use of old buildings should depend as far as possible on the existing structure and that therefore extensive alterations should be avoided. In Italy and Bulgaria in particular, studies are carried out at a very early stage so as to determinate the building's future use.

In many countries the authorities have organised construction groups for work on public buildings that poses special problems. These groups are composed of craftsmen with the necessary traditional skills (stone-masons, carpenters, smiths, bricklayers, glass-blowers, etc.) directed by restorers and architects. As these groups master modern restoration techniques as well some of which are developed in the course of such work, this ensures high technical and artistic standards. Whereas work on old buildings in the socialist countries, especially Bulgaria and Poland, is generally carried out by such groups, in Western countries these activities are mostly entrusted to private firms with the conservation departments

supervising building activity after consultation with the owner.

The colour tones of restored houses are an important field where private owners need advice. Many towns have standard colour schemes which are partly developed by the building authorities in cooperation with the conservation departments. In some cases they represent an attempt to reproduce the authentic colours. In others, new colour schemes are worked out that are not based on historical models.

The design of new buildings in a historical context remains a problem in all participating countries. There are no ready-made solutions and good ones are rare. Most of the successful schemes for the incorporation of new buildings are to be found in Belgium and the Netherlands. The mere use of brick can give an appearance of continuity. In the case of buildings requiring the use of other materials, and this is true of most other countries, the problems are much greater. This applies especially to town centres that are characterised by timber-framed buildings. This problem of modern architecture in old towns has been highlighted in recent years but attitudes still differ. In many countries the authorities have sought to tackle this problem by building new structures in the old style (the "historicising" effect, as to be seen in Hollókő, Hungary, and Ladenburg, Federal Republic of Germany). Often, inconspicuous architecture has been chosen to avoid argument and conflict.

Training of Craftsmen and Architects for Conservation Work

One problem in all countries where conservation work is usually done by construction firms the training of craftsmen. Nearly everywhere, the traditional techniques and the "feeling" for old buildings have been lost. In many countries the first attempts at restoration failed because of the inadequate training of craftsmen and architects. The situation has improved in recent years but craftsmen are still having to acquire the necessary skills through their own initiative. To date, only one school for such specialised training exists - in Venice.

Training for architects also differs. In most countries, with the exception of Bulgaria and Hungary, conservation planning and the modernisation of old buildings are simply part of the general course of study. In France, the authorities expect an architect wishing to supervise restoration work sponsored by the government to have had extensive training in this fields.

In recent years more specialised courses have been instituted for architects but both in socialist and Western countries they are still very limited. In 1978, 28 courses of different duration and serving different purposes were being run at universities and research centres in East and West.

Exchange of Information

Permanent and well organised consultation at all levels of urban planning, building and conservation is obviously essential for successful work in this field. In all participating countries, experts in the different fields have founded it useful, especially in the initial planning phase, to be able to call on the experience of others.

This exchange of experience has not developed to the same degree at local level in all countries. In the United Kingdom, for instance, this function is largely performed by the National Trust, which is a private organisation with no direct government participation. Few links exist between the towns themselves but the National Trust is the hub of a well-organised exchange of information. In Italy and the Federal Republic of Germany, permanent contacts among the official bodies concerned with conservation only exist where local authorities have formed working groups or associations, although many meetings and congresses are held. In Italy, the "Associazione Nazionale Centri storico-artistici", which embraces over 200 towns, is involved where it is a matter of passing on tried planning techniques and information on implementation possibilities. A similar function is performed by the "Städteforum" established in Graz and representing local authorities in Austria, the Federal Republic of Germany and Switzerland. In all countries with a central information documentation and centre, this facility has made for better information and the speedy dissemination of established techniques.

As at the communal level, the exchange of information on the protection of buildings, etc. is of special importance and the establishment of a central authority has proved valuable everywhere. The examples of Bulgaria, Belgium and the Netherlands show clearly that centralisation does not necessarily imply that the authority is too remote from the buildings or areas concerned. The unmistakable advantage of centralisation lies in the fact that the success and hazards of previous activities, as well as new techniques, can be quickly assessed and common criteria elaborated without any extensive organisational set-up.

Research Establishments involved in Urban Conservation

The situation with regard to research has not been sufficiently covered in all reports, but it is clear, that those countries that have achieved outstanding success with conservation programmes can attribute this to widespread and systematic research work. Only the socialist countries have supplied information on the extent of the research activities of universities. In these countries universities have separate departments for basic research in this field. In Bulgaria, the Academy of Sciences has its own research institutes for the history of architecture and building. More comprehensive is the information on the means available to the public departments concerned with the protection of historical buildings for improving the quality of their own work through systematic research. In most countries the central authority has various research agencies at its disposal which cover many aspects of conservation. All governments deem it important to list the properties in question and carry out the necessary research.

Several countries maintain laboratories which test and apply restoration techniques. By systematically extending laboratory facilities, the Polish and Bulgarian authorities in particular have achieved high standards of conservation. These laboratories also develop methods of dating and identifying building and other materials.

Financial Aspects

Where the money for urban renewal is not provided directly by the government, as is the case in the socialist countries within the scope of their central planning, various systems of grants and tax relief and other forms of assistance have been developed in all participating countries. This has in every case caused confusion and uncertainty, especially among private owners. In Belgium, for instance, there exists an extensively developed financing system but it cannot be put into practice for lack of funds. The problem generally appears to be that the various possibilities of financial support are not transparent enough for the layman and thus for most private owners. Nearly all the Western countries have made provision for tax relief to a varying degree. Interesting in this connection is the system in France where the amount of deductible expenditure depends on the extent to which the building is made available to the public during the year. In all countries that have legislated on urban conservation, the financial aspect is a special importance.

It is impossible to compare the degree of efficiency of the numerous assistance programmes for buildings inside and outside conservation areas. One common feature is that usually only a small proportion of the actual costs can be covered by such grants. In most cases the money only serves to stimulate private initiative for conservation measures. This also applies to a limited extent to the financial scope for the protection of ancient buildings, etc., there being less money available for urban conservation and renewal. Of course, grants can only be made for buildings of historical or artistic interests and only for the extra costs incurred in meeting the requirements of the conservation department. In Western countries this is handled in very different ways. The size of grants towards repairs and improvements to historical buildings varies between "indefinite" (Federal Republic of Germany, Greece, United Kingdom) and "up to 100 per cent" (France). Most countries meet up to 50 % of the building costs using different systems. In all cases, with the exception of Greece, grants are provided directly by the central government and also by local authorities. In the United Kingdom, in fact, it is the declared aim of the local authorities to preserve those very buildings that are not taken into consideration by the central government.

The Western countries do not have the kind of comprehensive financial planning familiar to the socialist countries. Only the planning for conservation measures under the Urban Renewal and Town Development Act in the Federal Republic of Germany, and the requirement in Italy that 15 % of the amount spent on government-financed housing schemes should go towards urban renewal, point in the same direction.

Recently, modernisation programmes promoted by private companies have assumed greater significance. In all Western countries, but especially in the United Kingdom, the Benelux countries, France and the Federal Republic of Germany, private companies have realised that the buying, modernisation and sale of old buildings can be a lucrative business. However, this usually results in drastic changes in the social structure. The authorities in Canada and the Netherlands have tried to avoid this danger by stipulating that such activities must be supervised by private or semi-official foundations. This makes it easier to influence the population structure.

Participation of the Public

Local amenity groups have been formed in all Western countries, in some cases quite a long time ago. Their aim is to look after the interests of persons affected

by urban planning. The United Kingdom has the longest tradition in this respect, going back as far as the 19th century. Interested citizens, sometimes working in an honorary or a full-time capacity, have been involved in urban development and planning for a very long time. The National Trust, which is the umbrella organisation for all local amenity groups, has assumed a major if not the most important role in the field of urban conservation. This organisation can be much more effectively than groups acting individually. The political significance of the National Trust is also manifest in the fact that the initiative for legislation on urban conservation comes from it and not, say, the political parties.

Being an organisation which apart from political representation also organises the exchange of information between local authorities, the National Trust has also become indispensable for the implementation of renewal programmes.

Another characteristic of public involvement in the United Kingdom that is likewise the result of a long tradition is the large degree of co-operation between government and local authorities on the one hand and citizens' action groups on the other.

There is no extensive public involvement in the formulation of the aims embodied in development plans. Only in Belgium, the United Kingdom and the Federal Republic of Germany are the views of those affected heard at this level. In all countries, the local amenity groups are chiefly concerned with pressing individual demands. In this connection, groups formed with a view to urban conservation are different in that their demands cover not only individual projects but the wider problems of urban renewal.

On the whole, public involvement with a view to asserting limited demands is most extensive in the United Kingdom, the Netherlands and the Federal Republic of Germany. Only a few initiatives of this kind exist in France and Canada, although some of them are quite effective.

Foundations

The private or semi-official foundations established in the United Kingdom and the Netherlands are other interesting forms of public participation. Again, one has to mention the National Trust, which apart from its function as a political force and information centre, also features prominently in the preservation and use of historical buildings. Having the legal structure of a foundation, it purchases buildings, restores them, and puts them to a different use.

Although its general aim is to buy only properties that can be put to economic use, the Trust also has an internal financial arrangement (it does not seek to make a profit) to offset losses on individual properties.

In Canada, too, buildings are modernised and given over to appropriate use in much the same way, except that houses are purchased, restored and then sold on a revolving fund basis, i.e. the proceeds are used to finance the next project. There is no attempt to build the fund as an asset in itself. In the Netherlands, too, old buildings are saved from decay by funds provided by public foundations.

Prospects

Over the past five or ten years all participating countries, though with differing degrees of intensity and with different emphasis, have become increasingly aware of the need for determined efforts to preserve old buildings. On the other side of the coin, there is a growing uneasiness, not only in the United Kingdom, about the tendency to overemphasize and be uncritical of conservation measures and to condemn modern architecture. It is now realised that whilst it is necessary to pursue the aims of conservation they must not stand in the way of sensible urban development. To try and preserve the old part of a town as a kind of museum, more or less arresting its development, is considered to be just as harmful as its total commercialisation or deterioration.

FRANCE

Legislation, Organisation, Financing, Participation

1. Legislation

1.1 The statutory protection of historic monuments

The provisions concerned with the safeguarding of France's architectural legacy rest on the Act of December 31, 1913. Since then, it has been amended by the Acts of December 31, 1921, July 23, 1927, August 27, 1941, September 27, 1941, February 25, 1943, and May 24, 1951 together with the ordinance of October 23, 1958, the decrees of January 7, 1959, April 18, 1961, the Acts of July 21, and December 31, 1966, the decrees of February 6, 1969, August 28, 1969 and September 10, 1970 and the Act of December 23, 1970.

Article 1

"Those properties whose conservation engenders public interest due to their artistic or historic appeal shall be classified, either in their entirety or in part, as historic monuments....".

Article 2

"Those private properties or parts of properties which, without warranting immediate classification, engender sufficient artistic or historic interest to make preservation desirable shall always be eligible for inclusion on a supplementary list."

Article 4

"Those properties, whether movables in the narrow sense of the term or immovables by virtue of their function, whose conservation engenders public interest due to their historic, artistic, scientific or technical appeal may be classified as historic monuments."

Article 24

(text of the Act dated 23/12/1970)

"Those properties, whether movables in the narrow sense of the term or immovables by virtue of their function, which belong to the State, the départements, municipalities, public authorities or cultural associations and which - though not warranting immediate classification - engender sufficient historic, artistic, scientific or technical interest to make preservation desirable shall always be eligible for inclusion on a supplementary list."

The legal status of the proprietor, i.e. whether he be a body corporate or a private individual, does not

possess much significance in this context. Only the quality of the property, whether movable or immovable, is retained and handed on from one epoch to the next.

1.1.1 Classification (12,000 classified monuments)

Procedure

As regards the classification procedure, historic monuments and properties are governed by the explicit provisions of the Act of 1913 and its implementing decree of March 18, 1924.

An analysis of the tenor of the Act and the decree reveals six fundamental requirements:

- to consult the First Section of the Commission supérieure des Monuments historiques (article 5 of the decree of March 18, 1924);
- to ascertain the views of the proprietor (articles 3, 4 and 5 of the Act of December 31, 1913);
- to issue an ordinance (arrêté) setting forth the monument's classification (articles 3, 4 and 5 of the Act);
- to inform the proprietor about the ordinance (article 6 of the decree of March 18, 1924);
- to register the ordinance with the bureau des hypothèques ("office of mortgages") pursuant to article 6 of the above-mentioned decree; and
- to publish at periodical intervals in the official Gazette a list of classified properties (article 6 of the same decree).

It is an essential requirement to obtain the opinion of the Commission supérieure des Monuments historiques. This opinion is delivered in an analytical study (dossier de recensement), which must comprise all the available information of a historic, artistic and legal nature on the building or site in question. The dossier is drawn up by the locally competent Conservateur régional des Bâtiments de France acting either on his own initiative or in response to a request voiced by the proprietor or a protective association. Before its submission to the Commission supérieure, the dossier goes to the Inspection générale des monuments historiques.

The classification is then announced in an ordinance issued by the Ministry of Culture and the Environment once that the proprietor has given his consent. In the rare event of the proprietor withholding his consent, the Commission supérieure re-examines the dossier. In those circumstances, the classification may be pronounced in an official decree issued by the Prime Minister after

consulting the State Council (Conseil d'Etat).

There is also another procedure for dealing with exceptional circumstances known as "l'instance de classement". This is only used in urgent cases such as when the property is threatened by demolition or serious modification or when it has reached a grave state of disrepair. Under this procedure, the ministerial decision is exempt from any adherence to preliminary formalities or undue bureaucracy. After a single consultation with the Inspection générale des monuments historiques in line with suggestions put forward by the Conservateur régional des bâtiments de France, the Ministry of Culture and the Environment may order the Prefect to announce the State's intentions to the proprietor, who then has two months within which to communicate his views.

The "instance de classement" is only valid for one year during which time it is deemed to equate with a classification proper. It cannot, however, be extended. The building either falls once more under common law (droit commun) or else the State has to implement the measures laid down for the ordinary classification.

An expropriation may be necessary if the building is needed for public use: such a move must be decided by the ministry or else the prefect or the mayor (ordinance of the 23rd of October 1958). The full implementation of a classification takes place as from the time when the proprietor is informed of the intention to expropriate him, and the classification itself is set forth in a simple ordinance issued by the ministry following the declaration that the building will be put to public use. If that has not taken place within twelve months after the notifying of the proprietor, the new classification then ceases to be valid.

"In pursuance of the provisions of ordinance no. 58-997 of 23 October 1958, the Ministry of Cultural Affairs may order in the name of the State the expropriation of a classified property or one proposed for classification by virtue of the interest which it furnishes from the standpoint of history or art". The départements and the local authorities enjoy the same right.

By the same token, this opportunity is also given in respect of those properties whose expropriation is necessary "in order to isolate, restore or emphasize a classified property or one proposed for classification if it impedes the view of such a property".

Article 7 contains a precise provision:

"As from the day on which the administration of cultural affairs has notified the proprietor of a non-classi-

fied property of his intention to effect expropriation, the whole statutory effect of the classification applies to the property in question. It ceases to operate if the declaration of public use is not made within twelve months of the notification.

"When the property has been declared to be of public use, it may then receive its classification without any further formality by means of an ordinance signed by the Ministry of Cultural Affairs".

These two articles, 6 and 7, indicate the relationship between classification and expropriation. Where a classification has been given to a property pursuant to a decree issued by the Prime Minister upon the advice of the Council of State but without the consent of the proprietor, the latter has the right to a fixed rate of compensation determined if it has been proved that this change involves a certain financial loss for him.

In order to exercise his right, the proprietor must apply for compensation within six months from the date of having been informed of the classification. In such a case, however, the administration authorities are not bound to pursue the classification project any further: within a period of three months after the judgement, they may cancel the decree on classification or have recourse to expropriation procedure (which may be requested by the proprietor himself).

The Effects of Classification

- The classified property may not be destroyed, moved or modified, either in its entirety or in part, by means of activities undertaken without the prior approval of the minister (art. 9, first para.).
- Any authorized activities must be carried out under the supervision of the administrators of cultural affairs (art. 9, second para.).
- The property is transferable (i.e. may be bequeathed or sold) provided that the minister has been informed (art. 8).

It may not form the subject of an investigation on the aims of an expropriation for public use unless the minister has been asked to present his views (art. 11).

- Any legal easements which exist and which could bring about the decay of the monument are not valid for classified properties (art. 13, third para.).
- No legal easements may be enforced by a contractual agreement in respect of a classified property without

the authority of the minister in charge of cultural affairs (art. 12, final para.)

- The immediate surroundings of a classified property are also protected (art. 1; art. 6, second para; art. 11; art. 13 A).
- The work involved in maintaining, repairing and restoring a property may also be supported by the technical assistance of the "service des monuments historiques" (art. 9, second para.)
- This work may also benefit from the financial assistance of the State (art. 9, third para., art. 9, first para.)
- Proprietors who bear the expense peculiar to the conservation of the monument may enjoy preferential tax treatment.

We shall go into the details of these tax advantages and the problems of financing classified properties faced by their owners at a later stage.

1.1.2 Registration on the supplementary list of historic monuments

(18,000 registered monuments)

Procedure

This is virtually the same as for classification. However, the administrative authorities do not need to obtain the proprietor's consent. Subject to this condition, the authorities must:

- consult the "commission supérieure des monuments historiques" or its permanent delegation;
- order an inclusion on the supplementary list by ministerial ordinance (arrêté).

Effects

Article 2, which defines such registration, stipulates that "inclusion on the supplementary list of historic monuments will be notified to the proprietors, thus imposing upon them the requirement not to carry out any modifications to the property or part of it without first informing the minister of cultural affairs of their intention to do so and indicating the work which they propose to carry out".

It is interesting to note the difference in wording between article 9 (on classified properties) and article 2 (on registered properties). In the former, the ministry must authorize the demolition or modification of a property: in the latter case, the requirement is merely that he must be told of the proprietor's intentions.

"The ministry cannot prevent the aforesaid work from taking place except by applying the classification procedure".

Hence, registration implies more than the sole effect which it had in 1913, i.e. to prohibit all modifications unless the ministry had first been informed. At the present time, it exercises three new effects which brings it close in nature to classification.

- The immediate surroundings of monuments registered on the supplementary list enjoy the same protection in the same conditions and subject to the same limits as classified properties (pursuant to the Act of 25 February 1943).
- The tax advantage under registration match precisely those conferred by classification. The fiscal provisions assimilate registration to classification. Indeed, they speak of "classified or registered properties".
- Finally, any work designed to conserve a registered monument is eligible for financial assistance from the ministry of cultural affairs (pursuant to the Act of 24 May 1951).

The principal differences between classification and registration lie in the following:

The former places buildings under the strict control of the administrative authorities, who may then decide upon the necessary steps to ensure proper conservation. On the other hand, registration does not entitle the authorities to demand of the proprietor that he must carry out the requisite work: they can only encourage him to do so by granting subsidies.

Furthermore, the work carried out on classified monuments must in principle be executed by the architectes des bâtiments de France in regard to maintenance and by the architectes en chef des monuments historiques.

1.1.3 Measures to safeguard "Movables"

The Act of 1913 also extended to movable monuments the benefits of the protection provided for buildings (real estate).

As regards procedure, the principles applied are virtually identical.

Procedure

Classification (75,000 classified items of movable property)

If he wishes to classify a movable item of property, the minister must undertake the following course of action:

- Accept the advice of the commission supérieure des monuments historiques

However, he does not turn to the First Section with competence for real estate, but to the Third Section whose composition differs considerably from the former. The appreciation of the problems inherent in movable properties calls for another competence to that needed to judge questions pertaining to buildings. In the latter case, it is necessary to obtain the opinion of architects: as regards movables, the most important people to consult are historians, museum curators, archivists.

- Obtain the permission of the proprietor. Similar to the procedure for buildings, the owner's approval must first be obtained prior to the taking of a decision. In the case of movables, this precondition of consulting the proprietor only exists in regard to the classification of movable items of property belonging to private individuals. As regards items belonging to the State, the départements, local authorities and public bodies, approval is sought "after" the decision to classify a monument.
- Similar to the position for buildings, the minister also has to notify the proprietor of the ordinance (or decree) pursuant to article 15.
- On the other hand, movables do not come under the requirement to inform the bureau des hypothèques (mortgage office) so that the legal provisions do not lay down such an obligation for the classification of properties. As a result, the law has replaced registration by the provisions of article 17: "The minister shall arrange for the preparation of a general list of classified movable properties subdivided for each département. An up-to-date copy of this list shall be deposited with the ministry of cultural affairs and the préfecture of each département. Information about entries may be obtained subject to conditions determined by administrative regulations".

The "commission supérieure des monuments historiques" furnishes its advice on the dossier drawn up by the conservateurs des antiquités ou objets d'art and the inspecteurs des monuments historiques and then forwarded in the first instance to the competent departmental commission.

Registration on the supplementary List of Historic Monuments

Until quite recently, registration was only obligatory

for movable items of property (Act of 23/12/1970). The procedure is identical to that for buildings with the important difference, however, that it is not reserved for the minister but for the prefect of each département. The decision to register a property on the supplementary List is announced by the Prefect in an ordinance, whilst the consultative body is a local organization, i.e. the commission départementale des objets mobiliers. Nevertheless, this registration has a national character.

A special case: church organs

Pursuant to the Act of 1913, organs were deemed to be movable property and thus eligible for protection in accordance with the arrangements and procedure for protection of that category of items. However, they possess their own characteristic features due to the technical complexity of their construction, so that it is necessary to resort to specialized personnel and different procedures. It is up to the Fifth Section of the commission supérieure des monuments historiques to decide whether an organ is worthy of protection.

The Effects of Protection of Movables

Classification:

- A classified property may not be modified, repaired or restored (or even demolished) without the prior consent of the minister (article 23)
- Authorized work may not be executed "outside the supervision of the administrative authorities" (article 22)
- Limited freedom only is granted for the sale or disposal of classified properties belonging to bodies incorporated under public law (article 18)
- The transfer of properties belonging to an individual is free provided that the minister of cultural affairs has been informed within two weeks of the given date (article 19)
- Classified items may not be exported from France (article 21)
- Similar to buildings, they cannot be acquired by prescription (article 18)
- The owners or users of classified items are obliged, subject to a given request, to present them for examination by a duly authorized agent of the minister of cultural affairs (article 23)

- If the owner or user of a classified item is a body incorporated under public law, the latter must observe certain strict requirements concerning the protection and conservation of movable items of property (article 25)
- By way of compensation, these public-law bodies may receive authorization to charge payment for visitors, the amount in question being determined by the prefect subject to the approval of the minister (article 25)
- The minister may order the provisional removal to a safe place of those classified items whose safety and conservation are deemed to be in jeopardy (article 26)
- Classified items must be catalogued and checked at periodical intervals (article 23).

These requirements take effect as from the notification of the classification decree or, in the case of an "instance de classement" from the notification of the intent to classifying a certain item.

These requirements apply to whoever may acquire the properties.

L'instance de classement

The legal effects of this process are identical with those of classification.

Registration (5,000 registered movable items of property)

The legal effects of registration are also very different to those of classification.

Although a fairly close relationship exists between the two measures in respect of the properties, that does not apply to movable items of property.

The effects of the registration of movable items of property are defined in article 24 A. Registration on the list merely entails "the obligation for the proprietors, managers, occupiers, users, and trustees of classified items not to transfer the latter - except in cases of immediate danger - without having given the administrative authorities one month's prior notification of their intention of doing so".

Hence, registration does not involve very many requirements and in fact it only serves one purpose: to keep the minister informed of the "fate" of the registered property so that he may inform the owner if his

envisaged plans are not convenient. That holds particularly true for transfer and modification, repairs or restorations. In the case of a transfer, the obligation resting upon the proprietor to notify the authorities is simply intended to keep the minister informed of the future location of the conserved item. In fact, this recent rule about having to register movable items of property has produced the same result as the registration of buildings, i.e. the acquisition by the minister of a simple right to ensure due protection where necessary by designating the item in question as a classified item.

As such a young institution, the registration of movable items of property has so far only produced constraints and none of the benefits which the statutory listing of buildings has attained in the course of the years such as the opportunity to enjoy the support and technical assistance of the "service des monuments historiques" and above all participation by the State in this work.

1.1.4 Legal Assistance against Measures to protect and conserve historic Monuments

The owner of a property (although not a third party) may appeal to the locally competent administrative tribunal that the classification accorded to the former exceeded the powers of the authority in question. Only a defect in law may justify such an appeal. A classification may be terminated by a simple declassification pronounced by the Council of State for building and by a simple ordinance (arrêté) for movables.

1.2 The statutory Preservation of Sites

The Act promulgated in 1913 on the protection and conservation of historic monuments was supplemented by the Act of 2 May 1930 on historic sites and the Act of 25 February 1943 on the immediate surroundings of a protected monument within a perimeter of 500 metres including both built-up and rural areas. (In exceptional cases, the perimeter may exceed this limit but only on condition that it is fixed by a decree issued by the Council of State after consultations with the "commission supérieure des monuments historiques").

The immediate surroundings (30,000 protected zones)

Under this Act, any work carried out within the "visual range" of a classified or registered building and certain to impair the appearance of the property - irrespective of whether such work has been called for by a private or a public owner - must first be submitted for approval to the minister of culture and of the environment or to his representation (e.g. the

prefect) after consulting the "architecte des bâtiments de France".

This Act provides for the classification of a monument not eligible for designation as a historic monument when:

- "its classification is necessary in order to isolate, release or restore a classified property or one proposed for classification"; and when
- the property, "either by itself or when fully constructed, lies within the visual range of a classified property or one proposed for classification".

As in the case of historic monuments, the two most important types of protection are:

- classification and registration.

1.2.1 The Classification of Sites (6,500 protected sites)

Procedure

This is identical with that for historic monuments. The responsibility for examining protection schemes lies with the conservateur régional des bâtiments de France, who submits each case to the commission supérieure des sites or, in his place, to the commission régionale des opérations immobilières de l'architecte et des espaces protégés.

Similar to the arrangements for historic monuments, a classification can only be given as a matter of principle when the proprietor (whether a private individual or a public body) has given his agreement. In default of this, the Council of State must issue a decree. In such a case, the proprietor may receive compensation.

Effects

These are similar to those emanating from a classification of historic monuments. They invariably hold good for the site and not for the proprietor.

1.2.2 Registration on the supplementary List of Sites

Procedure

Again, this is virtually identical with that for historic monuments. However, a close coordination of views may be established with the locally elected representatives during the examination of the case by the "conservateur régional des bâtiments de France" and as a result of the publicity and notification procedure. In effect, the proposal about registering a property is first commu-

nicated to the mayors of the local authorities in question by the prefect so as to obtain the advice of the municipal councils. The registration is set forth in a ministerial ordinance issued after consultations with the "commission départementale des sites".

Effects

These are identical with those attendant upon the registration of historic monuments. Two other types of site protection have been envisaged:

- the introduction of "protection zones" envisaged by the Act of 1930 (which we should not confound with the protection afforded to the immediate surroundings of historic monuments. In principle, this covers a wider area than that of classified sites. "All large-scale projects of whatever kind, whether of interest to all or part of the zone, may be submitted for advice" to the minister of culture and the environment.
- The "sensitive zones" (directive issued by the Minister of Construction in October 1960) where building permits remain subject to certain recommendations. Within this framework, it is possible to designate "sensitive perimeters" designed to protect neighbouring zones.

Those sites whose interest consists largely in their fauna and flora may be declared nature reserves, regional parks or even "national parks" whose conditions of protection are deemed to be much more important. Both in order to assist in examining the protection given to the immediate surroundings of historic monuments and to sites, the ministry of culture has set up an atelier de la création architecturale which helps to study the projects. This studio may be consulted by the departmental and regional services of the direction de l'architecture.

1.3 Protection of Historic Quarters

1.3.1 Designation of Protected Sectors

The Act of 4 August 1962 (known as the Malraux Law) completes this legislation, which extended the concept of a "protected sector" to urban housing possessing architectural value.

Procedure

The creation of a protected sector requires first of all a detailed examination of the project by the local

councillors and the representatives of the ministry of culture and the environment as well as by an architect enjoying the confidence of both parties. The cost of carrying out these studies is borne entirely by the ministry of culture and the environment. This study then goes to the municipal authorities for approval and then to the "commission nationale des secteurs sauvegardés" for the same purpose.

If a favorable opinion is pronounced, the perimeter of the sector is definitively fixed by an interministerial Resolution issued by the ministry of culture and the environment and the ministry of equipment. If an unfavorable opinion is pronounced, recourse may be had to a decree issued by the Prime Minister following studies carried out by the Council of State. However, no-one has yet availed himself of this possibility.

Once that the delimitation of the perimeter has been accepted, a permanent plan of protection and development is carefully studied and submitted to the commission nationale des secteurs sauvegardés, in whose deliberations the mayor participates on consultative basis, and also to the commission nationale des monuments historiques when the sector in question warrants this.

This plan is then promulgated in a decree issued by the Council of State pursuant to a report jointly issued by the minister of culture and the environment, the minister of equipment and the minister of the interior.

Once published, the plan is submitted to the general population so as to acquaint it with the policy being pursued. The document setting out the protected sector contains the same provisions as a land-development-plan (plan d'occupation des sols). It is a relatively complex document drawn up under the supervision of an architect designated by the mayor with the approval of the ministry of culture and the environment and the ministry of equipment.

The Effects

The immediate impact of the publication of the interministerial ordinance fixing the limits of the protected sector is to subject to prior authorization "any work likely to modify the state of the property". This control is exercised by the architect des bâtiments de France, or by the architect entrusted with this function in regard to the protected sector.

In the geographic zone in question, the protection

scheme supersedes any detailed town planning scheme or land development plan already in existence and replaces then in regard to future use.

The implementation of safeguarding policies for the protected sector is at present governed by three principal joint methods of restoring decaying properties:

- Les flots opérationnels, carried out under conditions determined by the decree of 31 December 1958 on urban renewal.

This first method consists in choosing a segment of the protected sector by virtue of its qualities and the urgency of the work and rehabilitation envisaged under the protection plan. The group of houses chosen for restoration (flot opérationnel) must serve as an example and stimulus for the remaining buildings within the protected sector. A set of records (dossier) is prepared in accordance with an interministerial study conducted jointly with the municipality and then presented to a société d'économie mixte pursuant to the terms of an agreement concluded between the latter and the local government. This company is then entrusted with the implementation of the work. It obtains its funds from local institutions holding the majority of the shares. These para-administrative companies function in a similar manner to private firms, obtaining their finance from public sources (governmental or municipal subsidies with funds guaranteed by the FNAFU) as well as from private sources such as banks or the proprietor themselves. Examples of these companies are SOREMA for le Marais in Paris, SEMIRELY in Lyons and SEMIRESA in Sarlat. One organization set up to restore our legacy of historic properties possessing national interest, SARPI, was set up by the Caisse Nationale des marchés de l'Etat with the aim of promoting relations between the State and the municipalities within the framework of "sociétés d'économie mixte". Most of these companies stem from SARPI. However, other organizations also take part in the management of restoration schemes such as the Société centrale pour l'équipement du Territoire, an offshoot of the Société civile et immobilière de la Caisse des Dépôts et Consignations, or SAREF, which was set up by the Banque de Paris et des Pays-Bas.

AFU

The owners of these properties may also join the Associations Foncières Urbaines (AFU) on terms laid down by the Act of 4 August 1962 as defined in the decree of 26 February 1974 in regard to the conservation, restoration and development of protected sectors.

ARIM

A third possibility flowed from the Act of 12 July 1967 which was designed to inspire the proprietors and tenants of historic properties to subject their properties to norms of health and equipment as defined by decree. This applies to small-scale activities enjoying the support of the Agence Nationale pour l'Amélioration de l'Habitat (ANAH).

Under the aegis of PACT centres (Propagande et Actions contre le Taudis), a number of Associations de Restauration Immobilières (ARIM) may set up at local and regional level and discharge the functions of a société d'économie mixte.

1.3.2 The Scheme for the 100 Towns

Apart from the protected sectors, it was the exception rather than the rule before 1974 to find the Direction de l'Architecture financing studies on the protection, development and rehabilitation of old towns.

The scheme for the 100 towns, initiated in the Autumn of 1974, provided for a steady increase in the scale of budgetary funds earmarked for studies. This new policy marked a genuine move in town planning by the Direction de l'Architecture outside of protected sectors.

In order to give firm substance to the proposals about registration on the list of historic town-centres envisaged under the Act of 2 May 1930, a series of studies was set in train, with priority being given to the 100 towns whose architectural legacy seemed to be in jeopardy or where interministerial action was projected or else actually in progress. By February 1977, urban planning studies had been carried out on 46 out of the 100 towns with a population of over 20,000 inhabitants which featured on the original list. The few other projects currently in hand mean that half of the original total has been reached.

As regards the type of urban area studied, the application of the accepted criteria usually results in prime consideration being given to the large and medium-sized towns.

The studies on protection schemes and on the 100 towns undertaken as from October 1974 in the context of effecting an architectural contribution to preparing documents on town planning and a search for means of revitalizing old, declining town-centres have promoted the introduction of operations designed

to accompany systematic rehabilitation and formed a third starting-point for the rehabilitation of sectors inspired by the wish to improve housing standards.

The current perspectives for this policy are as follows:

- to pursue and increase agreement with the other administrative bodies and with the "Society for Urban Planning" (Fonds d'aménagement urbain) during the stage when the choice of towns and the contents of studies are being determined;
- to enlist the services of the architects working in the provinces more than hitherto;
- to attempt more systematically the insertion in the P.O.S. (article 11) of the findings of the studies; to encourage a close relationship between the list of tenders for the registered sites and the P.O.S.;
- to render work (such as notes, maps, legends) more amenable to comparison and thus easier to use);
- to increase access by professionals, researchers and students to the funds for urban studies.

1.3.3 The Scheme for "Villages"

At the present time, one can observe a faster rate of decline in the fundamental and significant features of our rural heritage i.e. in the villages and hamlets:

- the complete abandonment of houses resulting in the dilapidation of dwellings deemed to be unhealthy and lacking in modern facilities;
- the modernization and development of an old building which, apart from the destruction of interior space, also involves a modification in exterior dimensions, entrances and materials;
- "embellishments" based on an imitation of suburban bungalows;
- new buildings simply erected anywhere without consideration for the surroundings, thus destroying the harmony of the villages and hamlets.

Mindful of these problems, the minister of agriculture and the minister of culture and the environment have endeavoured to find solutions.

The scheme for villages is the objective of a priority programme for upgrading the rural zones. The aims of the programme do not merely concern the rehabilitation of old buildings within their village setting, but also the development of jointly used areas such as local roads, underground telephone cables, scents, squares, fountains, wash-houses ...; the rehabilitation and re-utilization of jointly used buildings (working men's clubs, village institutes, rural societies, old people's homes etc.).

This operation must go hand in hand with the economic revitalization of the village by means of the study and encouragement of integrated activities in agriculture, small-scale production, tourism and even industry. The essential thing is to prevent villages from simply becoming museums.

The scheme for villages has given rise to three types of complementary assistance by the public authorities:

- the financing of studies on development and also technical and architectural assistance for the preparation of programmes and the execution of work;
- a scheme for providing more information for villagers and arousing their awareness of the quality of their heritage and the need to safeguard it;
- the provision of substantial funds to the municipality for developmental activities and of subsidies to private individuals so as to help them to improve their accommodation.

The scheme began in 21 villages at the end of 1976, and it is expected that about 40 local authorities will benefit from the new scheme in 1977.

Apart from the simple consideration of aesthetic appeal, the restoration and revitalization of our architectural legacy rest on numerous town-planning studies backed by important socio-economic and constructional analyses.

Whether the subject-matter is the achievement of a balance in the popular quarters, poor people's ghettos, districts undergoing speculative redevelopment or in the villages, the important consideration remains to find and adopt a global and balanced strategy both at local and regional level.

The means of expressing this overall strategy of balance are furnished by:
the different instruments of regional and local land planning; regional programmes for economic development (P.D.R.E.); overall development and urban planning schemes (SDAU); land-development plans (POS); overall schemes for centres (PRAC) for local planning and for medium-sized towns.

With a view to restraining any undue land and property speculation, the town-planning code permits local authorities the right to designate zones of differentiated planning, i.e. zones d'aménagement différencié (Z.A.D.). These ZADs usually cover larger territories than those of the protected sectors.

A policy of restoration and revitalization could not really be implemented unless all the groups affected are integrated within it and moreover the local population adheres to it. At a later stage, we shall see the importance of the societies set up to defend or promote schemes in this sphere.

2. The Financing of Restoration

2.1 Individual Efforts

2.1.1 Classified historic monuments

The responsibility for regional work rests with the architects des bâtiments de France and the architectes en chef des monuments historiques.

Nevertheless it is the private or public proprietor who actually initiate the work which must then be carried out under the supervision of the authorized architects.

The ministry of culture has, however, had the right since 1966 to require a proprietor to execute certain indispensable work if he is a private individual.

The proprietor may appeal to the administrative tribunal against this requirement. If the ordinance containing the latter is quashed by the court, the cost of the work falls entirely on the State.

A proprietor may also call upon the State to expropriate the property. The State's share of the cost of maintenance is at least 50 % of the total expense of the work in question.

Apart from the subsidy given to a proprietor, the latter may deduct in full these 50 % from his income for tax purposes.

If he does not receive a subsidy and moreover keeps his monument open to visitors 50 days per year, he qualifies for a deduction for tax purposes of 93,7 %.

In addition, a proprietor may also obtain assistance from the local and département authorities.

2.1.2 Registered historic monuments

If the proprietor of a registered historic monument is a private person, the State only bears the expense of 10 % of maintenance work and even then this subsidy is only accorded in exceptional cases. If there is a subsidy, the proprietor may deduct the remainder of

the cost of the work from his income for tax purposes.

No requirement may be imposed for ordinary registered monuments. The conservation of the property depends solely on the good-will of the proprietor, who may order the work to be done by the architect of his choice even if he receives a subsidy.

Available funds for the Restoration of Buildings of architectural Merit.

<u>I.</u> Normal Designation of the Property	Proprietor	Available Public Assistance
Historic Monu- ments and classified items of movable property	Département Municipality Public-law body or pri- vate individual	State State-département council State-département council municipal council
<u>II.</u> Monuments re- gistered on the supplementary list of historic monuments	Département	State
Sites on the supplementary list of sites	Municipality	State-département council
Properties in the immediate surroundings of classified historic monu- ments or on the supplementary list	Public-law body or private indi- vidual	State Département council Municipal council
Properties located in the protected sectors		

2.1.3 Movable Items of Property

The responsibility for support and assistance devolves upon the inspection générale des objets mobiliers with private owners being at liberty either to carry out the desired work or not. If they do decide in favour, the work must be carried out under the supervision of the inspectors-general for the properties in question or the "conservateurs des antiquités ou objets d'art". Moreover, it must be done at their expense. This financial responsibility also applies to public-law bodies. Nevertheless, the State has the right of compelling the latter to take action if the work in question is absolutely necessary and urgent. But in such a case, the State often bears 50 % of the cost.

2.2 Financial Assistance

Alongside the classical types of assistance provided by the State and the local authorities (subsidies, preferential tax treatment etc.) and in order to enable proprietors of good will to bear the cost of restoration and maintenance, there exist certain kinds of financial help such as supplementary loans by the Caisse Centrale de Crédit hôtelier, industriel et commercial backed by the Caisse nationale des monuments historiques et des sites. These loans, which may account for up to 30 % of the total cost of the work, carry an interest rate of 7 % and must be authorized within 10 years.

Requests for loans must be made to the Conservation régionale des bâtiments de France.

In the protected sectors, the work carried out at the proprietor's initiative benefits in particular from:

- loans from the Crédit Foncier or ANAH in respect of "ordinary" work;
- subsidies from the ministry of culture and the environment for the financing of "aesthetic surcharges";
- subsidies from the ministry of equipment for "town-planning surcharges".

If the work is carried out within the framework of a public scheme, the assistance comes from a subsidy (known as a balancing subsidy) to offset the deficit incurred by virtue of the operation: the société d'économie mixte entrusted with the operation receives loans from the Fonds national d'aménagement foncier et d'urbanisme (FNAFU).

Be that as it may, it should however be pointed out that this financial assistance is usually only granted if the restoration and development work feature in a plan régional de développement économique (P.R.D.E.).

2.3 Le Fonds d'Aménagement Urbain (F.A.U.)

This organization for urban planning and development was created pursuant to an ordinance dated 24 August 1976. Its function consists in administering urban development centres. Its members comprise the directors of land development and town planning bodies, of building, architecture, social action, local public-law corporations, the budget, the Secrétariat de la Commission nationale du Logement des immigrés et de l'Agence Nationale pour l'Amélioration de l'Habitat (ANAH).

We should emphasize the essential role to be played by the administrative authorities at département level.

The restitution of unhealthy dwellings and the restoration of buildings are to be promoted whilst, for the time being, urban renewal will only take place on a limited scale. Furthermore, assistance will be provided for rehousing poor families. Credit will be made available for financing the maintenance and restoration of the original architectural quality.

The development activities which the FAU may subsidize are: replastering (with or without reconstruction), the restoring of houses and groups of buildings of architectural merit by private co-proprietors and public or semi-public bodies, the refurbishing of monuments and buildings of outstanding quality with the aim of achieving urban revitalization, and all support of the same kind seen to be the most appropriate for the individual case.

2.4 Other supplementary sources of finance

Apart from the fact that local housing bodies may borrow money from the Caisse des Dépôts et Consignations (deposit bank), several interministerial funds have recently been set up for the purpose of participating at fairly small cost in operations which open up other sources of credit.

- Le Fonds d'intervention pour l'aménagement du territoire (F.I.A.T.), attached to the Prime Minister's Office, was established in order to finance "opérations complémentaires d'équipement du territoire". Its contribution is limited to 20 % of the work in question. (The budget for the last two years has amounted to 270 million francs.)
- Le Fonds d'Intervention Culturelle (F.I.C.) created in 1971, whose credits stem from several ministries, falls under the responsibility of the ministry of culture and the environment. It provides funds exclusively for interministerial experimental schemes, which must then subsist without its support. (Since its creation in 1976, it has taken part in 162 experimental measures involving the expenditure of 28 million francs.)
- Le Fonds d'intervention pour l'action sur la nature et l'environnement (F.I.A.N.E.), administered by the Prime Minister's Office, was set up for the "financement complémentaire des investissements intéressant la protection de la nature et de l'environnement". (In 1971, it spent 53 million francs; in 1972, 85 millions)

3. The Promotion and Revitalization of Historic Buildings and Monuments

Just like such as Italy and Great Britain, France is one of the countries in Europe which still possess an immense architectural heritage representing a large proportion of the buildings which have survived from the past.

In recent years, the problem of utilizing historic monuments has become highly alarming. In effect, many of these buildings still belong to private owners, who encounter more and more difficulties in maintaining them or, if they cannot manage at all, to find people willing to acquire such accommodation.

As regards churches and other religious property, the exodus of people from the countryside and the dwindling number of clergymen present grave problems.

Moreover, public institutions (hospitals, barracks etc.) tend to concentrate in new well-functioning centres. Another factor is the impact of the public campaign conducted for the last few years, which has made people more aware of the situation and less willing to accept or comprehend such a utilization of our legacy of historic monuments.

It is also necessary to rehabilitate old houses and old quarters by adopting the requisite measures for meeting the social, economic, cultural and practical needs of our society whether they be everyday or only occasional needs. Hence, the rehabilitation of old quarters and houses must take into account the current standards of comfort in housing and also include the general renewal of the quarter as well as the provision of an appropriate infrastructure and superstructure. The activities carried out in historic buildings must be developed along lines which do not alter their character.

It would be quite wrong simply to restore an edifice for aesthetic reasons. It is indispensable to maintain the original function of the building or to accord it a new one in keeping with its architecture and interior layout and also mindful of the surroundings and character of the town. It is up to the sous-direction de la création architecturale to watch over internal reorganization in order to ensure an adaption of the monument to its new function based on respect for the integrity of our historic legacy.

The same holds true of old town-centres which have to be infused with new life and accompanied by a certain degree of continuity in local traditional trade and

industry, whilst care is taken to avoid speculation.

3.1 Education

3.1.1 Adult Education at the University

In this context, we shall not draw the reader's attention to the State schools for the fine arts but simply mention the efforts undertaken by certain universities during recent years to organize, parallel to courses in the history of classic art, other courses specially devised for older people.

An interesting experiment in this field has been carried out recently at the University of Nanterre and in a number of other universities in the provinces.

3.1.2 The Education of School-Children

This poses an enormous problem and one which remains far from a solution in France.

In principle, it is the history teachers who also provide instruction in the history of art and they wish to retain this privilege.

Sometimes in the more senior classes (2ème cycle), drawing teachers also devote part of their lessons to the history of art, although they teach it from a different angle.

Our architectural legacy only occupies a very small part in these syllabuses, and in any case it is a subject which remains poorly represented as a whole.

Nevertheless, one undertaking has been particularly successful within the framework of the new reform of education:

seven hours per week have been set aside for "activités d'éveil" during the preparatory stage of primary school instruction with the intention of arousing children's curiosity in all spheres of culture, including that of France's architectural heritage.

A new system known as "le tiers-temps pédagogique" has been introduced for the junior classes (1er cycle). This differs somewhat from the British approach, for example, in that the idea is not to dedicate the afternoons to cultural instruction and sport, but solely to inspire and authorize the teachers to devote a certain number of hours per week to cultural activities of their own free choice. This formula has been welcomed by the ministry of culture and the environment, which sets out to increase the scale of

cultural activities provided for young people and to encourage the formation of cultural groups especially for them.

Although the institution of a "tiers-temps pédagogique" was particularly constructive and interesting in theory, it is hardly feasible at the present time for financial reasons. No special credit has yet been set aside by the ministry of education. So far, this experiment has only taken place in those academies to which the local authorities have allotted a financial grant. It is to be hoped that this practice will soon spread.

In addition, schools often organize photography or drawing competitions on local cultural attractions and take part, with the help of the Secretary of State's office for Youth and Sport and the Caisse Nationale des Monuments Historiques et des Sites, in competitions for revitalizing historic monuments and sites. These activities may be held either under the aegis of the individual school or else the academy itself which organizes cooperation between several schools.

In many instances, the Fonds d'intervention culturelle makes a financial contribution to these school activities.

One cultural activity has already been practised throughout the schools in a certain region - the "Roman Year in Poitou - Charentes". Two similar operations are now under consideration: "Burgundy today: the defence of its cultural legacy" (a highly generalized theme) and the "Protection of Lille's architectural Heritage".

In order to prepare teachers for this new type of active cultural instruction, the ministry of education organizes courses with some of them being devoted to outstanding local architecture:

- the evolution of different types of settlement and rural life, the extension of cities and the development of town planning, the permanence and evolution of networks of communication and the mutual links which they forge among the local populations;
- an active search for traces of ancient history: relics and prehistoric objects, historic monuments, old districts in protected zones and rural architecture.

In 1976, all academies introduced courses in local culture.

Under this new approach, art education may also include (as from the 6th class) not only drawing and music but also architectural and town-planning studies. The 5th and 6th classes spend two hours per week on art instruction as do the 1st and 2nd classes. The syllabus has not yet been fixed for the 3rd and 4th classes.

Finally, teachers are able within the general framework of secondary education to devote 10 % of their time at school to any activities of their choice including cultural subjects.

3.2 The Dissemination of Information via the Media

3.2.1 The Press

Apart from the revue des monuments historiques edited by the Caisse Nationale des Monuments Historiques et des Sites, which appears every two months as a profusely illustrated magazine for the specialists and general public, there is no periodical in France devoted to historic monuments or the old quarters of towns.

As regards the national or even local dailies or weeklies, there is no regular column on these problems. It must, however, be pointed out that - thanks to direct contacts with the direction de l'architecture, the press and information service of the C.N.M.H.S., the representatives of the associations for defending and promoting France's architectural heritage and also interested individual journalists - articles sometimes appear in the major daily newspapers. The articles cover general aspects of policy in this field or special campaigns or events (the prize-winners of competitions, festivals, interviews with famous personalities etc.) or the simple dissemination of facts taken from dispatches sent by l'Agence France - Presse.

The local Press assigns greater coverage to these problems than the national Press, particularly in South France where a high level of cultural activity prevails.

3.2.2 Radio

Here, too, there is still no regular programme on this subject. However, attention should be drawn to France-Culture, which goes to a certain amount of trouble to broadcast interviews. Naturally, important items of information are included in the general news.

3.2.3 Television

There is only one regular weekly feature (on channel 2) known as "Chefs d'oeuvre en péril". This programme stems from the personal initiative of its author and producer, Pierre de Lagarde, who also launched a parallel programme "le concours des chefs d'oeuvre en péril" with the aid of radio and television and also the C.N.M.H.S.. His programme possesses particular importance because it is currently unique of its kind and in its regular appearance. It exercises a wide-ranging impact. The series is dedicated to historic monuments in general and castles or private houses in particular, all of them either classified or registered.

Furthermore, channel 2 provides information programmes on these questions within the framework of its afternoon broadcasts, particularly on the occasion of important manifestations or events.

Channel 2 also has a weekly programme called "La France défigurée" with 2 or 3 hours dedicated to the defence of our architectural heritage.

For about two months now, T.F.I. has broadcast a new monthly magazine on cultural matters entitled "Expressions" on Sundays at 10 p.m.. This series is produced by Maurice Bruzek on the whole range of cultural life with about 10 minutes in each programme devoted to France's architectural legacy.

F.R. 3 also broadcasts special programmes from time to time, usually at regional level but sometimes also on a national basis.

Films are sometimes presented to mark certain events of national significance. An example of this was "Europa Nostra" to mark the European Year of Architectural Heritage.

But there still remains much to be done in France so as to enlist the services of the Press in arousing and informing the general public.

3.3 Inspiring and Informing the general Public

This task always devolves upon the Caisse Nationale des Monuments Historiques et des Sites.

3.3.1 Information Centres and Information Rooms

The C.N.M.H.S. has set up three centres in France for keeping the population informed:

- in Paris (at its headquarters in Hôtel de Sully);
- at Poitiers (opened in 1974); and
- at Montpellier (due to open in 1978).

At these centres, the C.N.M.H.S. has proposed three types of service:

- gaining the interest of the population and keeping it informed by editing leaflets on Paris and the provinces and by providing colour-slides;
- selling works including several which it edits itself. These books and leaflets are also on sale on the counters of the Caisse at the historic monuments which it manages; and
- providing documentation.

In the case of the most important monuments, the C.N.M.H.S. has set up "salles d'information" to present temporary exhibitions and tourist information.

In addition, the C.N.M.H.S. participates in a certain number of schemes to promote local attractions such as the editing of leaflets on certain quarters (in Paris, Lille, Lyons).

3.3.2 Audio-visual Presentations

These take place on a more limited scale within the framework of visits to historic monuments administered by the C.N.M.H.S..

3.3.3 Specialized Guided Tours throughout France

These "visites - conférences" form an integral part for the development of historic monuments and old quarters (especially in protected sectors).

The Caisse Nationale des Monuments Historiques et des Sites organizes guided tours of Paris, the Paris region and - within the framework of the activities organized in artistic towns and historic or ancient town-centres - in 70 towns possessing outstanding architecture or a historic heritage of unusual significance. The Caisse also does this for a very large number of historic monuments.

On an average, these guided tours last an hour and a half. They take place under the direction of specialists, very often the holders of degrees in art and history, who are recruited by means of an open competition. The tours afford an opportunity to present both the monuments themselves as well as the historic town quarters, whether in protected zones or not.

In Paris and the Ile de France, these visits are organized every day during the whole year in three forms:

- visits organized for individuals with a widely distributed programme appearing every two months to furnish all the requisite details;
- visits "à la carte" in response to a request by groups;
- walking tours for children with topics adapted to their school syllabuses. This has acquired much greater importance since the institution of the "tiers-temps pédagogique" in French schools. We shall revert to this subject at a later stage.

In 1976, the guided-tours attracted more than 600,000 visitors to the art towns alone; with Paris recording 280,000 and the major monuments more than 50,000.

This policy of interesting the general public and carrying out a programme of revitalization has progressed substantially in major campaigns known as "tourisme culturel" promoted by several ministerial departments including those for tourism and the environment and also the C.N.M.H.S., who also except the local public authorities and private associations to cooperate with them. Every year, they deal with a different theme. In 1973, it was the castles of Burgundy; in 1974, the castles and hills of Auvergne; in 1975, Gothic art in Picardy; and in 1976, Romanesque art in Poitou-Charentes.

3.4 Private Associations and Foundations

3.4.1 The Measures adopted by Private Associations

The Caisse Nationale des Monuments Historiques et des Sites (C.N.M.H.S.) and the local public associations are not alone in this policy of gaining the interest of the general public and revitalizing our architectural heritage. Gradually, private associations have come into being with the aim of:

- defending France's architectural heritage; and also
- promoting it.

The "associations de défense" were founded spontaneously to conduct a campaign to safeguard a certain quarter or old buildings when the latter are threatened by speculative developers or simple negligence on the part of the proprietor or the public and local authorities or even the two factors together. The hub of large urban areas, for example, has often remained a centre of activities claiming more and more room for facilities -

a phenomenon which, in conjunction with the rarity and price of the real estate there, attracts the speculators. The latter then replace the old unprofitable houses by high-rise buildings, thus destroying the unity of the quarter and breaking its architectural and social unity.

Only when the population is confronted day by day with the damage to our architectural heritage caused by massive urban sprawl, the unceasing development of communications, installations, the large scale of urban renovation and the repeated stumbling from one failure to the next in contemporary town planning has a growing part of public opinion become aware of the problem of quality of life and notably, in this sphere, of the whole range of our cultural legacy in the form of architecture and nature. It is this which gives rise to the setting up of "associations de défense" who undertake considerable efforts to achieve their aims (e.g. l'association des amis du vieux Lyon, du vieux Lille, du vieux Annecy, du Paris historique etc.).

They offer the greatest possible resistance to these speculative development schemes for transforming the appearance of old quarters by appealing to the local authorities and public bodies and also by organizing an information campaign based on the issue of leaflets, informational pamphlets or even brochures on restoration techniques (such as that produced by the Friends of Old Strasbourg on restoring old Alsatian houses) and on the organization of restoration competitions.

Promotion campaigns are naturally grafted on to defence campaigns to revitalize a quarter or certain buildings by ensuring the latter's inclusion on established tourist routes, by arranging for good signposting, by cooperating in the establishment of festivals or cultural and trade activities and by writing small books and leaflets.

Whether these associations are geared more to the defence or more to the promotion of old quarters and buildings, they often - though unfortunately not always - work hand in hand with local authorities from whom they may receive subsidies as well as with public organizations such as the C.N.M.H.S. for revitalization schemes or the direction de l'Architecture for restoration schemes.

3.4.2 Foundations

These are often still very rare in France, at least in the legal sense of the term, because they often blend with associations. The legal phenomenon of a foundation such as it exists in the United States for example hardly receives any encouragement under French tax laws. What we in France call a "foundation" is usually only an association governed by the law of 1901, but whose creation is the work of a single family or a group of persons or an industry with the aim of promoting a good cause. Examples are la Fondation Royaumont (created by a family) to promote music and also to provide a meeting place for other cultural activities, le centre de l'Abbaye de Sénanque (founded by an industry) and le collège d'échanges contemporains de St. Maximin (group of persons and of industries). The only organization with a full right to the title of foundation is la Fondation de France, whose terms of reference are the study of cultural and scientific problems.

3.5 Participation by Private Individuals in the Conservation or Improvement of their Quality of Life

The role played by private citizens in measures designed to ensure the aesthetic protection of our architectural legacy has been a constant factor in French law. However, its application has been extended more and more.

When a site is to be classified or a zone of protection set up, the law stipulates that a public inquiry must be opened so that all those who have something to say may present their observations. The same holds true of the acceptance of safeguarding schemes in protected sectors (Act of 4 August 1962). Past experience has taught us that these inquiries, which remained fairly theoretical for a fairly long period of time, now generate a wide measure of interest among the general public who participate in large numbers.

The French law-makers held the view for a long period of time that the normal representatives of the public were the elected deputies, who received a mandate for precisely such representation and who were obliged by the statutes and the rules to consult the town councils. The elaboration of the land - development schemes (POS - Plans d'occupation des sols) has been automatically linked with this since the law on the reform of town planning (31 December 1976). This means that the group of those obliged to accept its orders includes not only interested officials and technicians, but also the representatives of the town council.

However, this official representation did not seem adequate. The most senior State authorities have insisted that the protection associations must be able to air their views in the committees dealing with the interests which they defend:

Commissions départementales et nationales des Sites, Commission nationale des secteurs sauvegardés. The implementing decree in respect of the law on the protection of nature has clarified the conditions of the authorization to be accorded by the associations. The law-makers' concern has in effect been to avoid giving a blocking vote to associations which cannot fail to be an amalgamation of private interests.

In keeping with the same line of thinking, "associations foncières urbaines" (AFU) may be endowed with privileges derived from the public authorities in order to carry out certain town-planning operations of a limited nature. These same apply to the associations de restauration immobilière (ARIM).

Finally, in their concern to meet the growing interest of the population in the quality of life, the town councils have very often created extra-municipal commissions on the environment. Most of these commissions came into being after the last municipal elections (in March 1977) so that it is still too early to judge their efficiency.

One thing remains clear. It is the general interest produced by all the problems inherent in the quality of life which has led the general public on the one hand to maximum use of all the legal means of providing support and, on the other, to demand access to the files and moreover legal status. The defence campaigns have gained an advantage on one important point: those campaigns which are authorized have the right of audience in court.

3.6 The Utilization and Revitalization of Historic Monuments

This may be carried out in various forms and, in particular, in two sectors of contemporary activity: the "tertiary" sector of the economy and cultural life. The activities which these engender are compatible with the character of old buildings which, in turn, usually prove suitable for adaption to their requirements and for satisfaction of the latter.

It is evidently preferable to succeed in establishing permanent activities in historic monuments. This is a difficult exercise by virtue of the scale of capital required both for the establishment of premises (since it is necessary to adapt the monument

to its new function and to adapt the function to the constraints imposed by the monument) as well as for their later role. When the task is impossible, one must try to create interim or semi-permanent activities.

3.6.1 Permanent Activities

Economic Activities

Sometimes, this utilization comes from private initiatives with the agreement and sometimes with the financial aid of public and local authorities. Illustrations of this are castles or very fine houses converted by their owners into hotels (e.g. Château de Mercuès near Cahors).

Industrial concerns sometimes purchase historic buildings to house their registered offices (e.g. St. Raphael in le Marais at Paris) or to use as a staff centre (e.g. Château de Menars purchased by St. Gobain to set up a permanent educational centre).

In most cases, however, the utilization results from a combination of private, local and public initiative (e.g. the creation of a congress hall in the Papal Palace at Avignon).

Public administrative bodies also use old historic buildings. In Paris, the C.N.M.H.S. occupies l'hôtel de Béthune-Sully: the administrative tribunal is housed in l'hôtel d'Aumont; and numerous ministries and embassies have acted in similar fashion. The provinces furnish many instances of historic buildings being acquired by the préfetures, the mayor's offices, chambers of commerce, research establishments and educational bodies. The accommodation of the European Institute of Ecology in le cloître des Récollets at Meth may be cited as a model example.

Cultural Activities

This is a difficult task and one which la Caisse Nationale des monuments historiques et des sites (C.N.M.H.S.) undertakes in addition to its many other activities. As a public establishment under the direction of the ministry of culture and the environment set up by the Act of 10 July 1914 as amended by the ordinance of 7 March 1945, the C.N.M.H.S. pursues two principal courses of action:

- the utilization and revitalization of historic monuments and historic quarters; and
- accommodating, informing and influencing the public.

Clearly, many French museums are housed in historic buildings (such as le Louvre). For a number of years now, assistance has been provided by the C.N.M.H.S. for a more and more frequent conversion of historic monuments into meeting places and centres for cultural exchange. Examples of this are the cultural centre in the chateau de Valprivas, the seat of the Centre internationale de recherche et de création artistique (C.I.R.C.A.) in la Chartreuse at Villeneuve-les-Avignons or the five private centres of art grouped together in the association of the same name (the centres of contemporary art in Lacoux and the abbey at Beaulieu-en-Rouergue, the cultural association of la Mayenne housed in the castle of Sainte Suzanne and the art centres at Ratilly and Flains. The function which these five centres have given themselves is to make accessible to a wide-ranging public, particularly in the provinces, the most original and innovative forms of expression in the domain of art.

Activities which are both Economic and Cultural

Here again the C.N.M.H.S. sets out to promote in the regions a number of centres for meetings and exchanges of views on cultural and economic matters and these centres are housed in historic buildings. Some of these centres have already been set up and grouped in the Association des Centres de rencontres et de séjours - created some three years ago on the initiative of the C.N.M.H.S.. Similar examples are the centre at the abbey des Prémontrés at Pont-à-Mousson, the Claude Nicolas Ledoux Foundation for Reflexions on the Future housed in the old salt-work buildings at d'Arc-et-Senans (Doubs), the cultural centre in the abbey at Sénanque and the Cultural Centre of the West soon to be opened in the abbey of Fontevraud and to serve three regions.

3.6.2 Temporary or semi-permanent Activities

It is not always possible to establish a permanent activity. That is why the C.N.M.H.S. goes to great efforts and spends substantial sums of money to attract economic, cultural or economic-cultural activities, whether temporary or semi-permanent, to the historic buildings and sites.

This campaign serves a dual purpose: to revitalize and temporarily place the historic monument in the midst of our modern economic life and at the same time to direct the attention and interest of the citizens and their elected representatives to the architectural heritage of France.

The Letting of Halls

With this in mind, the C.N.M.H.S. administers certain halls and large rooms in its historic buildings and hires them out to individuals or clubs for the holding of meetings, discussions, cocktail parties, balls, dinners etc. Mention may be made of la salle Saint-Louis de la Conciergerie at Paris, the château de Maisons at Maisons-Laffitte, the château de Chambord, the Alsatian house in le château du Haut Koenigsbourg, the rooms in the palais du Rhin at Strasbourg, the rooms in la Cité de Carcassonne etc..

Festivals

Festivals attract a large audience who discover the setting of the performance in the best conditions.

In Paris, le festival du Marais aroused interest in the old district of Marais, which had been completely neglected and left to decline, and thus played a big part in having it made into a protected sector. The same may be said of the foremost festival of all - that of Aix-en-Provence, the festivals of Avignon and Saintes etc..

The C.N.M.H.S. makes every effort to inspire and assist these local initiatives. Other administrative sections at the ministry of culture and the environment often join in these efforts: la direction de la musique, sometimes la direction du théâtre, le Fonds d'Intervention Culturelle etc..

Son et Lumière

These spectacles were an enormous success right from the beginning. The C.N.M.H.S. gives them considerable assistance or even runs them completely (as at Chambord). At the present time, it must be admitted that this vogue is declining and they are tending to give way to other types of presentation.

Temporary Exhibitions

These important (and mostly touring) exhibitions are set up to illustrate the architectural heritage of France. Examples of some of the most recent ones are: Palladio, les grandes demeures angevines du XIX siècle, les Tardins 1760-1820, les fresques de Saint Savin and Nancy architecture 1900.

Competitions for revitalizing sites and historic monuments

These are currently being organized by la Caisse Nationale

des Monuments Historiques et des Sites to arouse the interest of young people in particular in the need to integrate the legacy of the past in the life of their region.

Les chantiers de jeunes

The C.N.M.H.S. thus embarks upon several schemes for making young people aware of the problems. For example, it organizes every year a competition with prizes for the best results among young teams of voluntary helpers who restore historic monuments in their leisure time. Between 1967 and 1975, the C.N.M.H.S. awarded prizes worth 1,370,000 francs to 200 teams of helpers ("chantiers").

Since 1975, this competition has also appeared in a different form comprising two phases:

- the awarding of scholarship for short courses in technical studies to voluntary associations to encourage them to prepare their scheme of work with great care; and
- the awarding of prizes to recompense the efforts of working teams or those voluntarily taking further technical studies.

These voluntary working teams of young helpers are always followed up by architectes des bâtiments de France ou des sites. They form associations which in turn form federations - the most important one being L'Union Rempart. All these associations and federations depend in a general manner on a liaison body vis-à-vis the public authorities known as "Cotravaux" and meaning "cogestion" (codetermination for the voluntary work of young people). It receives financial assistance in particular from the ministry of culture and the environment (direction de l'Architecture), the Secretary of State's Office for Youth and Sport and the local authorities.

FRANCE

ARC-ET-SENANS ROYAL SALT-WORKS CHAUX CASE STUDY

1. Situation and History

Geographic location

In Franche-Comté, 34 kms from Besançon, 100 kms from Lausanne, 170 kms from Geneva, 390 kms from Paris.

- By motorway from Paris to Beaune, then take the route nationale (approx. 4 hours)
- by train via the two main lines Paris - Lausanne and Strassbourg - Lyons. The nearest station is 6 kms away at Mouchard (at least 4 hours from Paris)
- 25 minutes to Dôle aerodrome and 10 minutes to the small airfield at Artois
- on foot by the GR 59 - chalet at Arc-et Senans.

History

The salt works at Chaux rank among the most remarkable European monuments of the 19th century. In 1776, the architect Claude-Nicolas Ledoux was commissioned by his Majesty the King to set up a salt-producing centre. The salt was to be transported from the salt mine by pipes and heated by wood taken from the forest of Chaux.

The factory functioned well until 1830, but then started to decline. By 1880, its operations had virtually ceased altogether. In 1927, the proprietor demolished the buildings and started to sell the stones until the Ministry of Fine Arts decided to extend its protection to this historic monument. The département of Doubs then acquired the ruins and reconstructed this famous site. In 1967/68, the Minister of Cultural Affairs André Malraux authorized the provision of credit for the restoration of the building, which had fallen into disuse. In September 1968, someone had the idea of finding a new role for Ledoux's buildings: a centre for studies and exchange visits dedicated to long-term research on long-term future developments and innovation.

2. Finance

The period 1927 to 1969 saw the completion of considerable restoration work, but we do not know what sum was involved. In 1967/68, André Malraux gave a grant to have the monuments restored (3 millions in terms of modern money). In September 1968, someone had the idea of using the buildings for something quite different: making them into a study centre, where scholars

from home and abroad could carry out research into the future and new inventions.

It was against this background that the département of Doubs, the Association for the Revival of the Royal Salt Works, the D.A.T.A.R. and various ministries decided to organize the restoration work on a joint basis. These activities are scheduled to last 10 years and the total cost of restoring the salt works will amount to 7,380 million francs (or 13 millions in constant terms). The interior decoration and appointments will cost 1 million (in constant terms).

The sharing of costs will be as follows:

1/3 by the département of Doubs (5,4 millions; and 2/3 by the State with the following principal participants:

- D.A.T.A.R.	3,5 millions
- Ministry of Culture	2,1 millions
(Foundation 528,000 + C.N.M.H.S. + Etablissement Public Regional)	
- Ministry of Education	} 2 millions
- Ministry of the Interior	
- Ministry of Agriculture	
- Ministry of Industrial & Scientific Development	

The overall cost of restoring and equipping the building up to the completion of the work will come to between 5 and 8 million francs.

3. The Claude Nicolas Ledoux Foundation

3.1 Establishment

In 1972, the "Fondation Claude-Nicolas Ledoux pour les réflexions sur le Futur" (an association dating back to 1901) was created as a foundation under an agreement concluded with the département of Doubs for a period of 35 years.

This association under the chairmanship of Serge Antoine is financed by founders who undertake to support it for five years. (The fee for 5 years is 60,000 francs for commercial enterprises and 38,000 francs for non-profit organizations.) There are 18 founders (i.e. altogether, but sometimes subdivided into groups). They comprise public and private undertakings, research centres and universities,

French and foreign foundations and individual researchers.

3.2 Aims and Functions

In conjunction with the Association internationale des Lettrés, the Claude-Nicolas Ledoux Foundation promotes and arranges meetings on future developments, research and innovation in all sectors.

The Foundation has the following accommodation at its disposal:

- 6 assembly halls (with seating for 250 persons and simultaneous translation facilities)
- an auditorium (with seating for 2,000 persons)
- a restaurant for 250 diners
- 30 rooms in the main buildings and 20 at a nearby rural manor within Franche-Comté
- Roche Castle (belonging to the Foundation, but currently undergoing repairs).

The regular sums earmarked for the running of the centre is 2 million francs, with the founders providing 1 million, the receipts from seminars 600,000 francs and the money from subsidies 400,000 francs. The Foundation arranges about 90 meetings each year: 40 of these deal with long-term future research. These meetings are attended by 4,350 participants annually and 6,000 meals are served. The visitors spend 1,680 overnight stays on the premises and pay 150 to 200 francs for day for participation (including fees of 50 francs for the Foundation).

The Foundation has a staff of 15. The salt works are visited by 60,000 people each year of whom 35,000 have to pay admission charges. These produce annual receipts of 160,000 francs for the département of Doubs.

The Foundation Claude-Nicolas Ledoux arranges for tuition, the reception of visitors, the provision of audio-visual material, the organization of visits, the holding of permanent exhibitions on Ledoux, visionary architecture or futurology, and also of touring exhibitions (on Gaudi, le Yacouanc, Prassinos, le Corbusier, "free energy"). The Foundation establishes links with the regional associations of culture and organizes meetings between them. It also acts as the seat of the regional centre for the promotion of culture in Franche-Comté.

The cost of its activities amounts to 300,000 francs: a quarter of this is provided in the form of grants to C.N.M.H.S., the Association for the Revival of the Salt Works, Youth and Sport, Quality of Life and the Département and the rest to the Foundation's own special funds.

The present and future role of the Claude-Nicolas Ledoux Foundation is to provide a balanced public service in the field of innovation and future research. It does so by maintaining and increasing the number of founders, organizing a large number of seminars and discussions, studying social innovations, providing regular instruction etc..

It is a research centre dedicated to promoting international meetings on mankind's future prospects and on innovation.

It was within this framework that the département of Doubs, the Association for the Revival of the Royal Salt Works and the Delegation to the regional authorities decided on joint action for restoring the buildings and equipping them for their new functions. The first international discussion on future developments and research took place here in September 1970 after the initial stage of the restoration work had been completed in record time.

The principal aim of the establishment of the Claude-Nicolas Ledoux Foundation was not in itself the restoration of the historic buildings of the Royal Salt Works or the promotion of the site as a cultural centre. The Foundation was set up in 1972 to promote studies on the long-term future of Europe in general and France in particular in a secluded place far from the bustle of daily life.

Its statutes stipulate that the aims of the Foundation are to study the future trends and innovations in the various sectors of contemporary society, to research the future in general, to encourage interdisciplinary meetings and to promote internal exchange visits in the field of future trends and innovations.

Inspired by these aims, the Foundation arranges and implements at Arc-et-Senans discussions and working meetings, provides accommodation or scholarship for individual researchers and places at their disposal the as yet small library specializing in forecasting the future, Utopian ideals and innovations.

No discipline or problem is a priori barred from potential inclusion. The Centre extends a welcome to all who reflect upon philosophy, the human sciences, technology and, of course, cultural creation. One of the major conferences at Arc-et-Senans attempted a definition of the cultural scene in Europe in the year 2000 A.D.

The priority accorded to reflection and forecasting does not, however, militate against research or initiatives at the Ledoux Foundation designed to increase its cultural and artistic influence. The Foundation considers the Salt Works to be a place of exceptional suitability for meetings and it makes every effort to promote the

role of Arc-et-Senans in conjunction with the département of Doubs, the region and the neighbouring départements and the Association for the Revival of the Royal Salt Works. However, its funds are still limited in that they must also suffice for the interior decoration and appointments of the premises.

4. Functions

4.1 Tourism

The salt works are open for visitors between 9 and 12 a.m. and from 2 to 6 p.m. (and to 7 p.m. in summer). There are 35,000 visitors to this historic site every year:

most of them come from Franche-Comté, the Northern and Eastern regions, Paris, Germany, Switzerland and the Benelux countries.

Guided tours enable visitors to view the reception rooms, recently restored rooms (now suitable for public meetings), the permanent exhibitions on the works of Ledoux, a number of visionary projects of the 18th century and future life in general.

Thanks to the support of the National Fund for Historic Monuments and Sites, the reception facilities for visitors have been improved and the buildings are floodlit every Saturday in summer.

4.2 Seminars

The Centre has the following amenities at the salt works for organizing conferences and working meetings:

- an amphitheatre with seating for 2,000 persons and a projecting hall for 450;
- a hall with seating for 250 persons;
- a hall with seating for 120 persons (with cubicles for simultaneous interpreters);
- a hall for 45 persons;
- 2 halls seating 30 visitors each;
- 5 committee rooms;
- library and reading room;
- a restaurant for 250 diners;
- 30 rooms within the precincts of the salt works;
- 20 rooms at the manor of Champagne-sur-Sône, an official guest house of the public authorities of Franche-Comté (5 kms by car).

100 comfortable rooms are available for conference-participants in local hotels at Arc-et-Senans (6 to 18 kms), whilst Besançon and Dôle are not far away.

The International Centre for the Future at Arc-et-Senans welcomes all groups interested in the long-term future and in innovation. It also welcomes - though still on a limited scale - individual research

workers for periods of several weeks. In some cases, scholarships are awarded.

Since 1972, the Foundation has held more than 200 conferences and meetings at the International Centre at Arc-et-Senans (11 in 1975, 64 in 1975 and 85 in 1976).

4.3 Cultural Activities

The Ledoux Foundation also provides active instruction for the 35,000 tourists and 20,000 visitors who come to see the famous buildings every year. (This total was 8,000 only a few years ago.) Reception rooms have been restored, audio-visual material prepared, works prepared and guided tours. Exhibitions have also been organized to illustrate the work of Ledoux, visionary architecture and futurology.

The Foundation plays host to cultural events each year (theatrical touring companies, Festival de Besançon) and also organizes various exhibitions.

Gaudi (1972)

Factory, work and architecture (1974)

Praxinos - Le Corbusier (1975)

Palladio - Le Yaouanc - Messagier (1976)

Life at school - Contemporary French Architecture (1976)

It promotes links with other organizations and arranges meetings between all the regional associations of culture. The first meeting took place in 1974.

It is the seat of the Centre Régional de Diffusion Culturelle, which administers a substantial store of audio-visual material available for use by all cultural bodies in Franche-Comté.

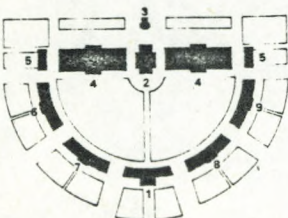
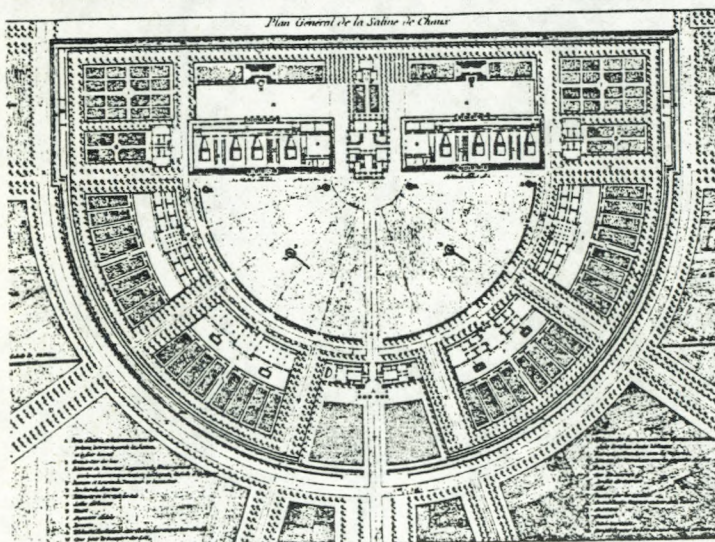
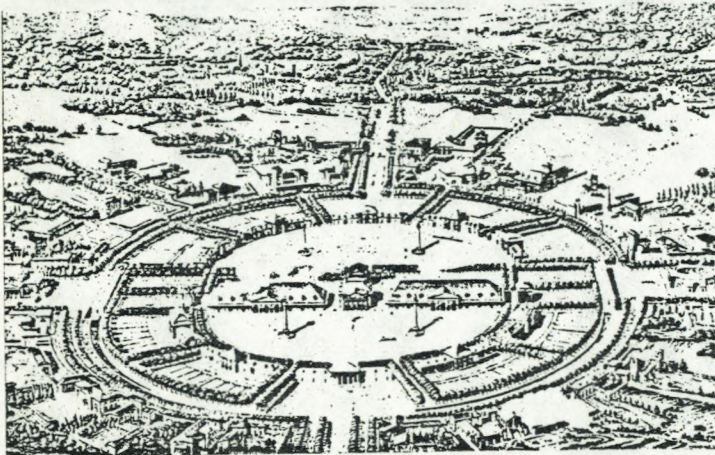


D'ARC- ET - SENANS:

Transformation of the saltworks of Chaux into a conference center
above: congress and meeting hall for 2 000 people
The original timber-structure of the roof was replaced by a concrete structure.

Mitte: planning of the Royal Saltworks at Chaux and the City of Chaux by Claude-Nicolas Ledoux in 1775 - 1779.

below: restructuring of the original factory

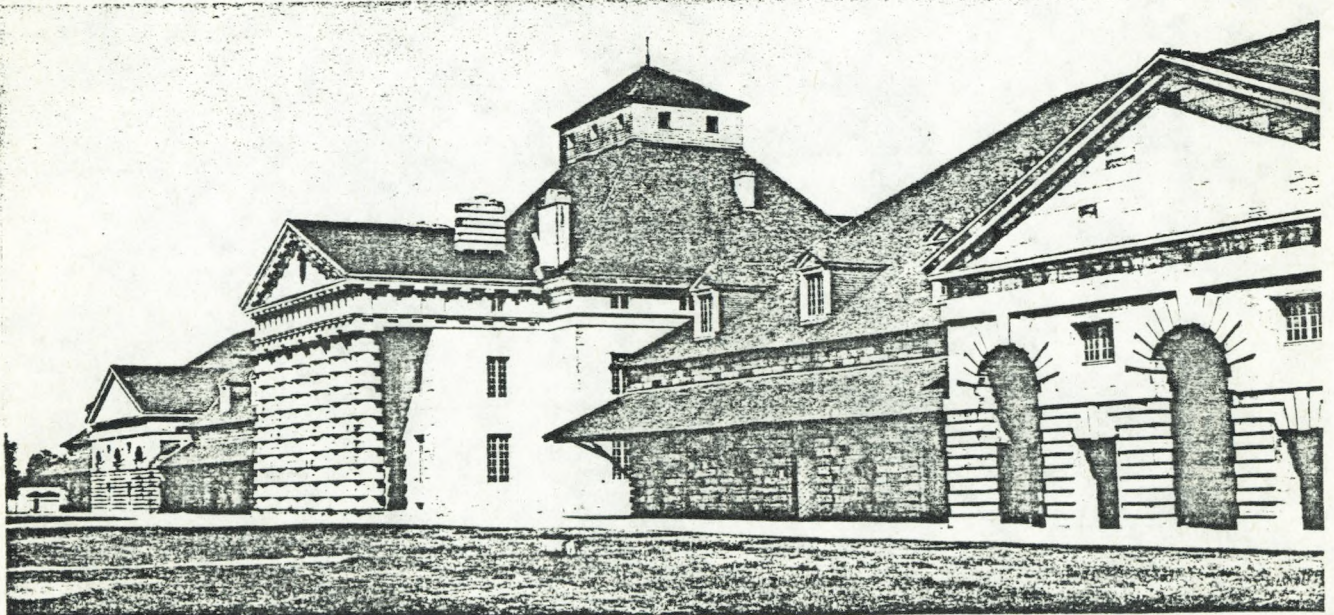
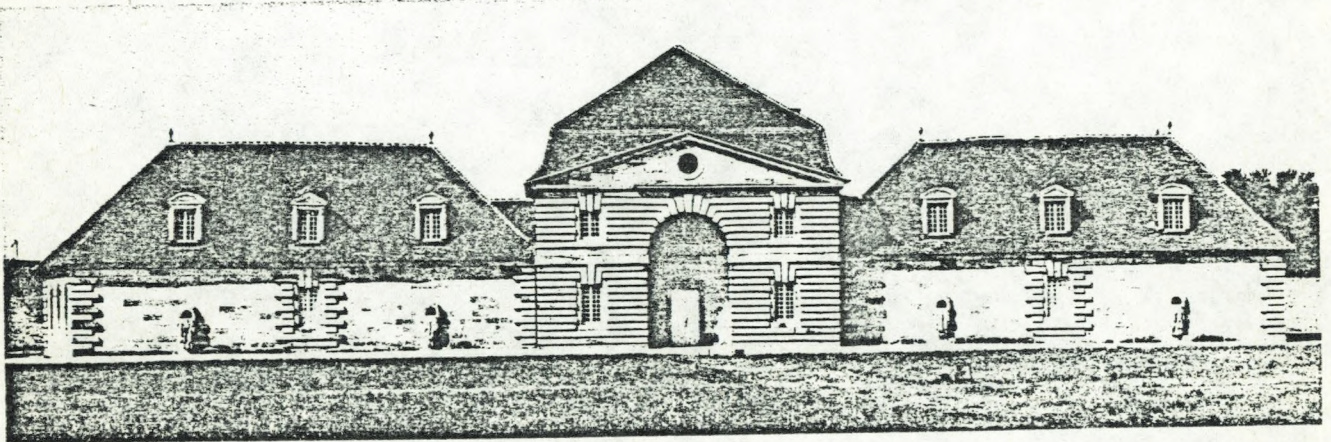
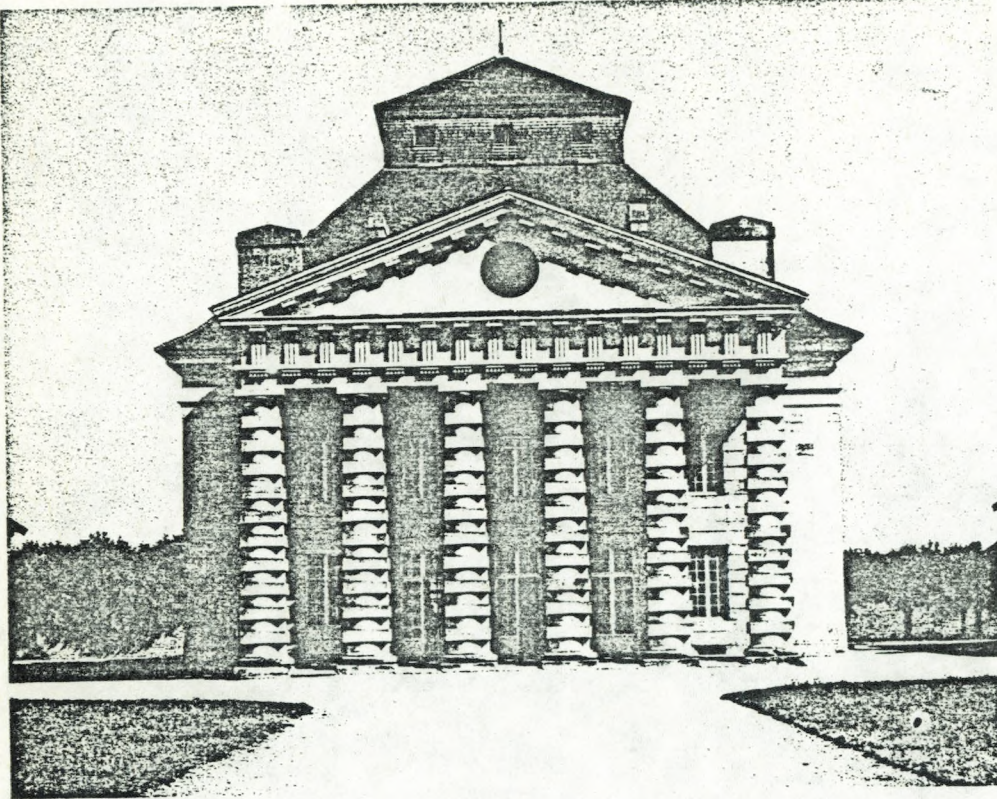


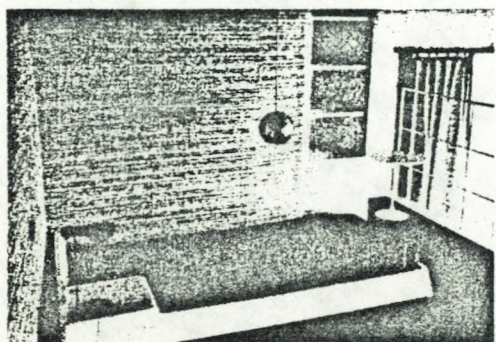
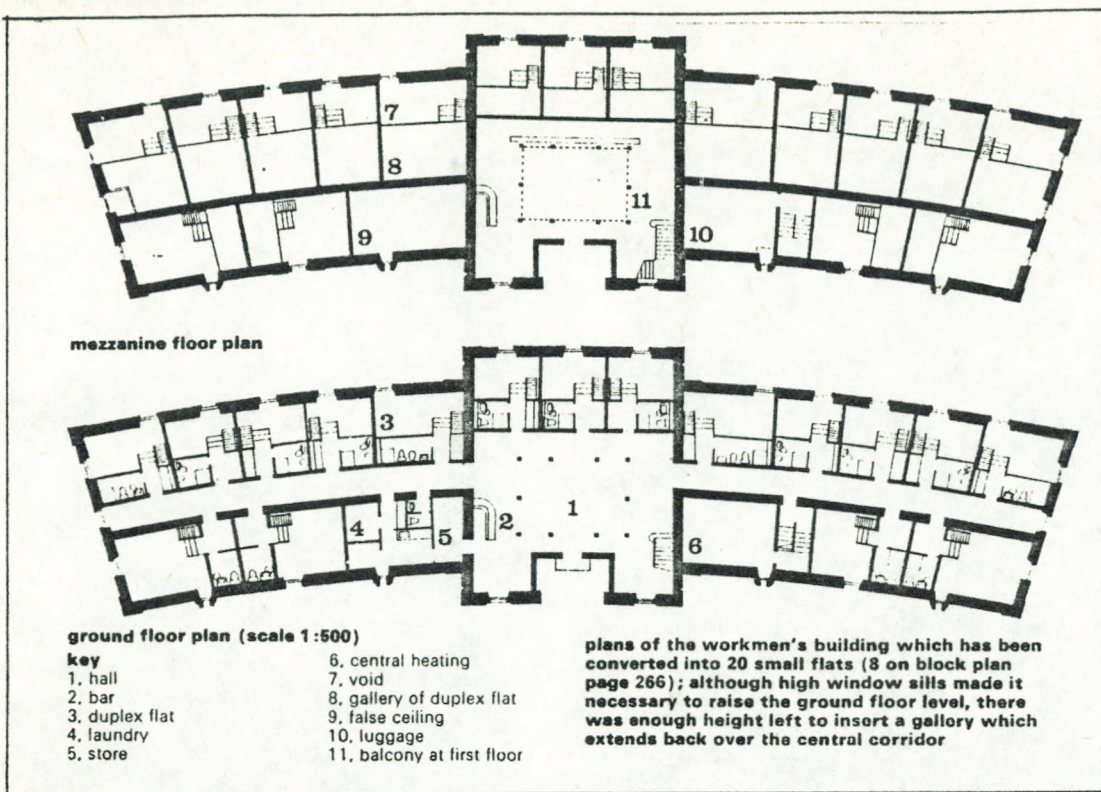
■ Saltworks into conferencecenter.

1756: 1, gatehouse. 2, director's house. 3, stables. 4, manufactory buildings. 5, administration. 6-9, workshops.
1972: 1, reception and keeper. 2, administration. 3, stores. 4, theatre and library. 5, rooms for students and director's house. 6 and 9, rooms for students. 7, exhibitions. 8, dining room and kitchen.

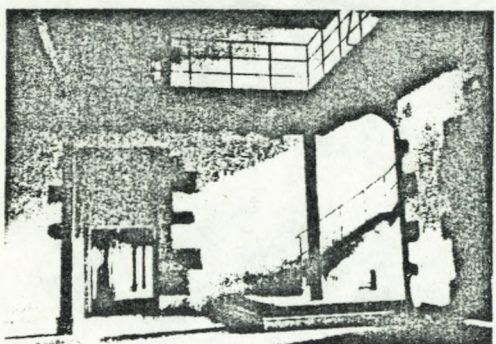
ARC-ET-SENANS

above: directors house
 middle: exhibition hall
 below: directors house (middle)
 theatre and library buildings
 (left and right of the directors
 house).
 (fotos: Gutschow 1976)





6

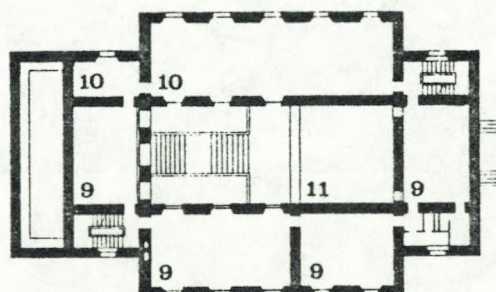


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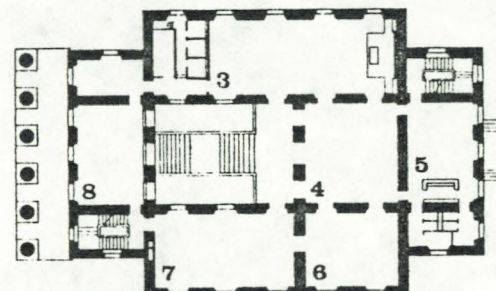
6, the sleeping gallery in one of the flats and, 7, the central hall in the old workmen's building (see plans on left).

director's house: ground floor plan (scale 1:450)

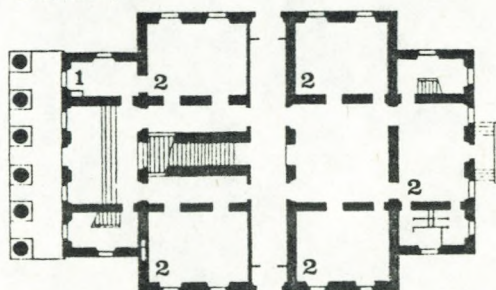
- key**
- | | |
|--------------------------|------------------|
| 1. cloakroom | 6. director |
| 2. temporary exhibitions | 7. secretaries |
| 3. conference room | 8. lounge |
| 4. hall | 9. workroom |
| 5. bar | 10. reading room |
| | 11. void |



second floor plan



first floor plan



FRANCE MANOSQUE

CASE STUDY

1. Situation

1.1 General Introduction

In the course of the last 20 years, the town of Manosque has seen its population triple as the number of inhabitants grew from 7,500 in 1954 to 20,000 in 1975.

This upswing and testimony to the new vitality of the town enables us today after the period of growth and expansion to turn our minds to the historic town-centre and to see what we can do to restore its framework, reaffirm its functions and confirm its role as the heart of the urban area.

The growth in population has been matched by extensive urbanization of the whole of the old Manosque area right up to the surrounding hills.

The new and scattered quarters grouped round the old heart of Manosque have not yet formed an opposing "pole". Instead, they continue to depend on the historic town-centre, which has maintained and even expanded its influence both on the town itself as well as on the region.

2. Conditions

2.1 Problems

The old district has also preserved its architectural unity, which thus enables it to become a homogeneous intermediary between countryside and the town, between sober rural architecture and the more embellished styles of large provençal manors.

Nevertheless, it should be pointed out that, even though the centre has survived and its activities have experienced a boom, private dwellings have been partly neglected and accessibility rendered difficult. As a result, the risk of peripheric poles emerging has become a distinct reality unless the authorities intervene on a massive scale.

Hence, the current problems are those of adapting the old quarter to the requirements of our modern age and of forging links between the two symbiotic entities: the centre and the outer suburbs.

3. Aims of official Support

- The restoration of houses in the town centre in the light of retaining the resident population, rejuvenating the old district and developing our architectural legacy (scheme no. 1).
- The creation of the collective urban amenities at present lacking which, in addition to social and cultural services, can resuscitate the town centre and restore old buildings of high quality at present in a state of disrepair (scheme no. 2).
- The regaining of public thoroughfares for pedestrians - the squares, lanes and wide boulevards - by means of suitable organization and the creation of additional parking lots in specially designated zones (schemes 3 and 5).
- The opening of green belts and spaces to the public as an essential counterweight to high-density residential areas (schemes 3 and 7).
- Improved accessibility to the old district as the heart of the urban area (schemes 4 and 8).

Furthermore, the future expansion of the centre will have to be prepared now, so as to ensure that new facilities and accommodation may find their place within a coherent whole instead of being scattered at whim.

4. Strategy and Measures

4.1 Residential Accommodation

The architectural heritage of the centre of Manosque is a fine example of the historic quarter of a medium sized town not yet touched by the building speculators.

The houses in question are solid in construction, but badly maintained due to the lack of funds: these dwellings lack modern amenities and in fact many of them are vacant.

Most of the residents live on modest incomes with 37 % of the households consisting of old people.

On the other hand, the architecture of the town-centre

as a homogeneous group of plain but high-quality buildings forms an unbroken fabric reflecting the rural origins of the town in which large and modest houses alike intermingle without any disharmony.

Consideration has already been given to safeguarding the old quarter by designating a "protected zone". The administrative difficulties and the wish to revitalize the centre have led to the definition of a perimeter along the course taken by the boulevards and thus including the whole of old Manosque.

In the face of the given realities, the municipality decided to undertake large-scale action in an attempt on the one hand to enable local residents to remain where they are, whilst improving their living conditions despite their modest income and on the other hand to make the fine old houses standing empty a worthwhile proposition for young couples, who would thus rejuvenate the population living in the historic quarter of Manosque.

The hypothesis that all funds and assistance should be concentrated on a single sector of the city has been laid aside. This type of operation is in fact merely a partial response to a problem which, by definition, concerns the whole area.

In consequence, ANAH has adopted as its area the whole of the historic quarter so that it can provide assistance swiftly and efficiently for all the buildings scheduled for refurbishing.

By the same token, an analysis of the rehabilitation measures indicates that only the systematic earmarking of currently available funds will permit the authorities to implement the requisite combination of social objectives and the protection of our architectural heritage which on many occasions appeared to be contradictory.

Analysis and Definition of official Support. The Structure of the built-up Area.

The centre of Manosque, circumscribed by the line of the old town wall, covers a superficial area of 13,1 hectares. The utilization of the land is as follows:

- total surface	13,10 hectares
- streets and squares	5,20 hectares
- housing	7,90 hectares
- free space between houses	0,28 hectares
(3,5 % of the superficial area of the housing)	

The first thing to strike us about this list is the high density of housing with the built-up area covering 96,5 % of the superficial area. This high density does not result from the gradual addition of buildings progressively filling up the whole available space. It is due to the structure of the plots of land and the distribution of the real estate. Most of the lots only measure 4 by 5 metres, sometimes deeper, and only enjoy any daylight at the front or in narrow inner courtyards - thus forming a dense, albeit dismembered urban fabric.

Even though the shops on the ground floor are not very large, the dwellings (with an average of 1,5 persons per unit) are relatively high. As a rule, they are accessible from steep staircases which thus provide both communication and ventilation.

The rural activities of former times have contributed substantially to shaping the typical Manosque house of today and indeed the original type of architecture may still be found in some of the smaller properties. This consists of cellars often used for storing wine, the ground-floor as cow-sheds, the first and second floors often comprising one room each as living quarters and finally the attics used as a loft or airing room. Certain changes were rung on this first and elementary type of local architecture when the building was meant to fulfil more important functions without, however, undergoing any alteration in its vertical form. Only the appearance of an inner courtyard indicated the difference between this larger town property from the basically logical rural type of house erected from the very beginning.

This reference to the structure of the buildings is necessary to take into account the difficulties of adapting old houses. That holds particularly true of modest properties consisting of small-sized rooms ill adapted to contemporary utilization or the installation of modern equipment and the currently accepted criteria and norms.

Theoretically, it might be possible for a building enterprise to work on several adjoining houses and to join together several vertical dwellings so as to convert them into horizontal units.

Solutions of that kind have occasionally been tried out elsewhere on an empirical basis and the overlapping of properties in different storeys testifies to this experimental approach.

But this idea can only be regarded as an exception within the general framework of restoration activities. On the other hand, it is always necessary to bear in mind the complexity of such changes - changes which are bound to produce extra cost due to technical difficulties.

A Definition of Official Promotion Measures

The degree of official promotion accorded depends on an analysis of the state of a building and the comfort of dwellings seen in relation to the tenancy agreement (owner occupier or lessee) since it is the latter which determines the official assistance which tenants and owners may obtain. Consideration is, however, also given to the age of the building with 1948 being taken as the cut-away year.

Assistance is divided into three groups:

- b) reconstruction of the building involving, for example, the walls, foundations, electrical installations, woodwork, plaster etc
- e) sanitary facilities, for example W.C., bathroom, heating
- c) restoration of jointly owned parts of the property such as the interior hall, roofs, facades, courtyards etc.

The number of houses in Manosque in need of assistance was as follows:

	No. of dwellings	Built before 1948	In Need of Assistance	As a %
Tenants	356	327	271	76.1
Owner-occupiers	305	289	157	51.4
Not determined	25	22	12	48.0
Others	10	--	--	--
TOTAL	696	638	440	64.1

The assistance accorded was subdivided as follows:

	<u>Total</u>	<u>Building + equip.</u> (b+e)	<u>Building</u> (b)	<u>Equipment</u> (e)	<u>Jointly used areas</u> (c)
Tenants	271	47	8	102	55
Owner-occupies	157	79	9	183	88
Not determined	12	--	--	--	--
TOTAL	440	126	17	285	143

Cost of Assistance

- The cost per unit of the assistance was determined on the basis of estimates for restoring houses and on an analysis of the cost of work already carried out.

The prices used in the overall estimate are average costs. These formed the basis for arriving at the total expense of restoring the 440 dwellings in the town-centre in need of support.

If one establishes an average cost per category of support and per square metre of accommodation in accordance with the tenancy agreement, one arrives at the following results (including added value tax).

Nature of Assistance

Cost per m² or unit

		<u>Tenant</u>	<u>Owner-occupier</u>	
		m ² dwelling or unit	cost per m ² /dwelling	m ² dwelling or unit cost m ² /dwelling
Work on each dwelling	Building	50.0	935	66.0 935
per m ²	Heating	50.0	125	66.0 125

Appoint-ments/per unit	WC	1 unit	3,116	1 unit	3,116
	Bathroom	1 unit	6,846	1 unit	6,846
Work on the house itself per m ²	Tointly owned	15.4	323	13.1	208
	Facade	40.0	150	32.0	91
	Roof	26.0	129	26.0	98

Hence, the work per m² or per unit comprises the following:

	Tenants	Owner-occupiers
Building	935 f/m ²	935 f/m ²
Heating	125 f/m ²	125 f/m ²
Work on the house	602 f/m ²	397 f/m ²
TOTAL	1,662 f/m ²	1,457 f/m ²
Appointments	9,962 f/unit	9,962 f/unit

Pedestrianization

The streets and lanes in the historic quarter of Manosque should be oriented principally towards the use of pedestrians. The current penetration of the car everywhere prevents the smooth functioning of municipal activities and the full enjoyment by local residents of the streets and squares in the historic quarter.

In a densely populated town centre like Manosque, the available exterior space forms a natural extension of a dwelling. A large part of social life takes place on the streets and squares. The programme for promoting "medium - sized towns" will be able to set in train the systematic restoration of free space to pedestrians and this will be substantially increased in area in addition to the provision of more parking facilities (of scheme 4).

The main element in the rehabilitation scheme will consist in establishing a North-South axis destined to form the backbone of the town-centre. A number of lateral extensions have been retained to link up squares or other busy focal points of special interest such as social or cultural centres.

The envisaged treatment is intended to harmonize with the sober architectue to be found in this quarter. By way of exception, the places located in front of public buildings marked by a more ornate architectural style have been treated in more elaborate fashion so as to form special areas.

The programme of action under the present contract constitutes a first phase of the work destined in the end to cover the whole of the historic quarter and to forge complete links with the network of boulevards (of scheme 5).

Parking Facilities

The Municipality of Manosque has decided to support the rehabilitation of the old historic centre not only by refurbishing dwellings, creating pedestrians and providing social and cultural amenities, but also by arranging for the provision of adequate parking space so as to promote commercial and residential development.

The construction of a car-park for 250 vehicles left for either a short or a medium period of time (and supplemented by an annex of about 100 individual reserved parking lots) ought to satisfy the given demand. That in town should help the flow of traffic in the town centre and on the boulevards where redevelopment will probably take away 207 and 97 parking lots respectively. The creation of an East Square car park will go hand in hand with a better organization of paid parking facilities in the historic town centre and in the adjoining districts so as to adapt the utilization of public space to its final uses.

The full profitability of an investment on that scale cannot usually be achieved until the local population has had to endure for a long period the inconvenience of traffic over-congestion.

On the other hand, such an attitude (which limits the calculation of the profitability entirely to its financial aspects) runs the risk of reducing the attractiveness of the town-centre and even of suffocating it. Indeed, the point is reached where the very reasons which would have initially justified an investment become invalid as a result of "non-investment".

If the parking situation today may be judged "satisfactory" and if one reasons solely pursuant to the criteria of profitability, the justification for the new car parks will not make itself felt until several decades have passed.

By the same token, if parking facilities in the old town centre are not increased in the short term, the competing poles

impinging on the old quarter will strangle it to death. With that in mind and also the wish to pursue a more global approach (which is difficult to quantify), the authorities have suggested subsidizing the construction of the car park on a scale which will reduce the duration of the amortization period to 15 years so that either a private or a mixed investment will be able to implement the project. If a decision is taken in favouring of a private investment, the authorization will be of limited duration only and will not contain any guarantee on the part of the municipality.

The Boulevards

Manosque's boulevards follow the course of the old town wall and in fact circumscribe the historic quarter.

Since beginning of the 19th century, they have formed the heart of a lively area of commercial activity. At the present time, these generously planned thoroughfares are gradually smothering the town with traffic as the many vehicles in transit and the chaotic parking arrangements impede everyday life and activities.

Faced by the need to coordinate support for the traffic plan and that for the agreement on the medieval town, the municipal authorities have decided to introduce one-way traffic on the boulevards and to reserve certain streets for the use of pedestrians or for commercial and leisure activities. Under this project, there are sufficient short-term parking facilities for the business purpose.

It should, however, be added that the planning and utilization of the boulevards will not prove to be completely effective until the most important section of the relief road for the town (scheme no 8) has opened.

When the southern extension of the central area has made sufficient progress during the second phase, the pedestrianization of the boulevard (linking up with the boulevard in the old quarter) may be extended by a footbridge from la Plaine providing direct access to the public gardens and the "southern zone" (of scheme 6). In this way, the boulevards could once more act as a link between the various parts of the town.

The Extension of the Central Area

The history of Manosque does not end in the present age. The population figure predicted by the experts is for 40,000 inhabitants in 25 years time.

This doubling of the population and augmentation of the various municipal amenities raises the immediate problem of extending the historic centre. Moreover, unless these activities are steered and controlled, there is a risk of them being dissipated with a resulting loss of the town's attractiveness.

A decision has been taken to reserve an area of 4 hectares bordering the historic town-centre for amenities unable to find a place in the old part of Manosque. Such construction work as the district needs to fulfil its central function will be completed, too.

This zone, to be designated "centre sud", has been extracted from the P.O.S (Land Utilization Plan) so that a detailed plan be drawn up on the nature and mode of utilizing land.

It was against this background that the Municipality of Manosque called for a feasibility study to be carried out under the general planning scheme. This study is now being carried out and financed under the funds voted for the programme for promoting medium-sized towns.

The Relief Road

The building of a relief road for Manosque is a necessity both for transit traffic, which totally congests the boulevards, and for internal traffic within the town. It also forms an essential element in the development plans for the town.

By reserving for the "dossier d'agglomération" the investments earmarked for the rational organisation of the overall network of roads and the completion of the complementary parts of the relief road, the Municipality of Manosque has opted in favour of including the most "strategic" stretch of the relief road within the present agreement. Even though representing a limited stretch of the relief road, its role will be crucial in the future planning of the town centre in that it will permit completion of the south-western part of the ring road.

Upon completion of the "b" and "c" sections, section "a" will permit a substitute route v-w instead of the route x, y, z, which is now over-congested. Similarly, the boulevards which cannot be planned in any other way will assume their final function of acting as a central urban thoroughfare and active line of communications.

Summary of Costs

Schemes	Total Cost	Other finance subsidies and ordinary pro- grammes	Investments and private loans	Finance for medium-sized towns
1. Housing Tender charges	80.000	-	-	80.000
Rehabilitation assistance	6.985.500	1.537.500 (1)	3.352.500	2.095.500
re-inhabilitation assistance	5.250.000	850.000 (2)	3.400.000	1.000.000
Social aid	300.000	-	-	300.000
Architectural charges	250.000	250.000 (3)	-	-
Implementation C.I.A.H	540.000	-	-	540.000
Support A.R.I.M	600.000	600.000 (4)	-	-
Total	14.005.500	3.237.500	6.752.500	4.015.500
2. Homes				
a.n.p.e	725.000	125.000 (7)	-	600.000
Scholarships	180.000	80.000 (7)	-	100.000
Library	2.330.000	1.580.000 (6)	-	750.000
Old persons home	2.280.000	1.302.600 (5)	-	977.400
Town hall	1.020.000	240.000 (7)	-	780.000
Music academy and musical activities	2.560.000	260.000 (8)	-	2.300.000
Total	9.095.000	3.587.600	-	5.507.400
3. Pedestrian Zone				
Total	2.219.000	-	-	2.219.000
4. Parking facilities				
Total	6.220.000	720.000 (9)	320.000	2.300.000
5. Boulevards				
Total	3.531.000	1.240.000 (10)	-	2.291.000
6. Extension to the town centre				
Total	-	-	-	-
7. Drouye park				
Total	900.000	900.000 (11)	-	-
8. Relief road				
Total	1.990.000	1.990.000 (12)	-	-
TOTAL	37.960.500	11.675.100	9.952.500	16.332.900

The Municipality of Manosque proposes to embark upon experimental measures in creating a "local fund for the improvement of housing" (C.L.A.H.) and to support the implementation of this scheme by providing an exceptional grant pursuant to the policy of promoting historic town centres.

The Functions of the C.L.A.H. (Local Fund for the Improvement of Housing).

Reallocation of the available funds.

The main role of the C.L.A.H. will be to rationalize the the granting and utilization of currently disposable monies.

The main concern will thus consist in aggregating the subsidies and loans currently given on an individual basis so that the various beneficiaries (such as recipients of assistance from the C.A.F. i.e. the Family Assistance Fund or the members of certain Pension Funds) may acquaint themselves with the means at their disposal and spend them - and do so via a single interlocutor, namely the C.L.A.H.

By the same token, the C.L.A.H. will have to make the financial arrangements, draw up the financing plans, examine the applications and obtain the best terms for the cases submitted to it.

This scheme, which operates independently of the social and town-planning criteria inherent in C.L.A.H.'s specific assistance, will be directed towards benefiting the whole

Assistance for rehabilitation

In order to define the amount and the quotas of C.L.A.H. assistance, account has been taken of the cost of rehabilitation, the reimbursement charges deriving from the work involved (after deducting housing subsidies and grants), household incomes and also the probable number of requests for subsidies during the three-year duration of the scheme for medium-sized towns.

Assistance from the C.L.A.H. for rehabilitation purposes has thus been confined to households with an income equal to, or less than that which entitles such families to a P.L.R. classification in the provision of public-assistance dwellings for poorer families. The number of dwellings in this category is 246, i.e. 56 % of those requiring public support.

Assistance in making vacant dwellings re-inhabitable

The large number of vacant dwellings (often of above-average quality) together with the large number of old people living in the town-centre have inspired a scheme to attract the interest of young households by restoring old houses.

The criterion observed by the C.L.A.H. is to grant assistance in the creation of 3 to 4 room flats.

At the present time, an in-depth study on the possibilities of acquiring and restoring 50 dwellings is being conducted by the Municipality of Manosque with the support of the HLM organization (i.e. specializing in low-rent accommodation).

Because of the condition of the vacant premises a flat-rate sum of 1,000,000 Francs has been earmarked for meeting the expense of rehabilitating these houses.

When private individuals apply to have their dwelling restored, the assistance will be granted in accordance with the criteria defined by the C.L.A.H. (of assistance for rehabilitation). The aid will be given to HLM construction agencies in those cases where the cost of the work (e.g. on the structure of the building) exceeds the scope of the originally envisaged financing arrangements.

Financing "Social Action"

The sum of 300,000 francs will be set aside by the C.L.A.H. in order to carry out urgently necessary work (such as basic sanitation, safety, sickness-prevention etc) in dwellings where the occupants' income does not

enable them to carry out any renovation of their homes. This is done by bearing newly wiring costs, removal cost etc.

Architectural Restoration

At the request of the Municipality of Manosque and thanks to a subsidy from the Secretary of State for Culture, the sum of 250,000 Francs is placed at the disposal of the C.L.A.H. for the valid period of the contract. These funds are used for financing the restoration of outstanding architecture.

The conditions for granting such subsidies will be laid down by the Architecte des Bâtiments de France. The allocation of the funds is carried out by a commission comprising representatives of the Municipality, the Direction de l'Équipement, the C.L.A.H. and the Architecte des Bâtiments de France.

The C.L.A.H. is to be set up in the form of a public-law association. Its advisory board will comprise the representatives of the Municipality, those of the Direction de l'Équipement and the Architecte des Bâtiments de France, and organizations which participate in financing and assisting restoration work.

Hence, not only conformity in the use of the funds will be ensured but also the systematic employment of the funds will be rendered easier.

In addition, research will be carried out to coordinate C.L.A.H. and ARIM support so as to guarantee perfect harmony in the financial and technical administration of the given operations.

The cost of implementing the activities of the C.L.A.H. during the contractual period of validity has been set forth in the contract at a total sum of 540,000 Francs. This represents the cost of the permanent staff and the Funds's expenses.

5. Implementation

Public Amenities

The wish to provide more amenities for the town has led the Municipality of Manosque to undertake the implementation of six programmes of public works involving either new creations or the development of existing, albeit inadequate facilities.

The choice of locations in the historic town-centre and notably in the northern part of Manosque (the most decayed area) envisages the revitalization of the old district and more particularly of those quarters where restoration is a

priority matter to which an important part of the investment envisaged in the contractual agreement will be devoted.

Hand in hand with this aim of revitalization, the Municipality also wishes to contribute to the architectural restoration of the high-quality buildings left vacant and threatened with decay.

Plans have been drawn up to restore the following:

- The labour exchange which will re-occupy the premises currently reserved for the National Employment Agency (ANPE) so that the latter will have premises completely on its own.
- L'Hotel d'Herbes so as to house the municipal library there.
- The "Mines" building now destined to become an old people's home.
- A property next to the town hall scheduled to house an extension of the municipal offices.

The old monastery "des Observantins" which will house the school of music.

The financial support provided under the programme for promoting medium-sized towns is justified according to the experts by the inadequacy of the ordinary programmes or the high architectural cost caused by the impossibility of financing certain equipment or by the necessity of rapidly undertaking certain working operations at the same time when other efforts are concentrated on the town. Finally, the innovative character of certain programmes or their large scale call for unusual sums of money.

The Library

The municipal library now possesses 15,200 volumes, which are housed in the Hotel de Ville (town hall).

The growth in the population of Manosque and the relative youth of the inhabitants completely justify the creation of a library covering an area of about 1,000 m² and designed to fulfill various cultural functions.

The site chosen for the future accommodation of the library is one of the finest old buildings in the town, l'Hotel d'Herbes, which will provide a fine setting for the cultural programme agreed with the Directeur des Bibliothèques.

The substantial structural changes in the building will

also had to a rediscovery of the original architecture as well as permitting convenient arrangements for the reading rooms, the activity rooms and the annexes.

Costs

	<u>Total cost</u>	<u>Other finance</u>	<u>Finance for medium sized towns</u>
Acquisition	330,000	330,000 (1)	
Restoration	2,000,000	1,250,000(2)	750,000
TOTAL	2,330,000	1,580,000	750,000

(1) Municipality of Manosque

(2) Including 50% subsidy from the Direction des Bibliothèques

The implementation of this work will commence in 1976 and last two years. The apportioning of the funds available under the financing of "medium-sized towns" will be as follows:

1976	375,000 Francs (50%)
1977	375,000 Francs (50%)

Old People's Home

Quintrand House will accommodate large number of old people and prepare a new programme (already approved the D.A.S.S.) based on a broad range of the desired services as well as various activities.

This home is designed to meet the needs of old people living not only in the historic town-centre, but also throughout the urban area. In 1975, there were 1,900 persons over 65 years of age and 37.1% of the households in the town centre.

In order to adapt the programme to the needs and wishes of elderly persons, new activities have been introduced at the Home such as callisthenics, a grammophone-record room, studios etc. It is also agreed that a restaurant ought to be set up to meet the requirements of the people in question.

In addition, exterior changes have been envisaged so that users may find the requisite adjuncts to their comfort and to life at the Home (the constructions of a terrace, a pedestrian precinct between the two Homes, a bowling green etc).

Cost of Implementation

	Total cost	Other finance	Finance for medium-sized towns
Acquisition	350,000	350,000 (1)	
Restoration of the building	1,700,000	952,000 (2)	747,000
Exterior work	230,000		230,000
TOTAL	2,280,000	1,302,600	977,400

(1) Municipality of Manosque

(2) Including a DASS subsidy (40%)

The work will commence in 1976 and terminate at the end of 1977. The apportioning of the funds available under the financing of "medium-sized towns" will be as follows:

1976	781,920 Francs (80%)
1977	795,480 Francs (20%)

Hotel de Ville

Manosque Town Hall furnishes a good example of how to restore an old building.

In order to find the necessary working space for developing the municipal services, the local authorities decided to purchase an adjoining building of outstanding architectural quality and to undertake its restoration. When these two buildings have been linked together, this will permit simultaneous completion of the current phase of the restoration work on the Hotel de Ville. The Implementation of the project will thus permit the completion of the next stage of decorating the property (of scheme 3).

Cost of Implementation

	Total cost	Other finance	Finance for medium-sized towns
Acquisition	240,000	240,000 (1)	
Restoration	780,000		780,000

Total cost Other finance Finance for medium-sized towns

TOTAL	1,020,000	240,000	780,000
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(1) Municipality of Manosque

The extension and restoration activities will commence in 1976. The apportioning of the funds available under the financing of "medium-sized towns" will be as follows:

1976	780,000 Francs (100%)
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School of Music

The Manosque School of Music is housed in the Youth and Culture Centre as a provisional measure which does not permit it to develop its full range of activities.

The Municipality of Manosque has decided to purchase the old chapel of the Observations Monastery, which was secularized during the Revolution. The state of the building and modifications made in it render it impossible to trace the original architecture (some of it dating back to the 12th century) in all its pristine glory. For this reason, it has been decided to accommodate the school of music in the nave and to undertake to rebuild the chancel.

The programme of activities, drawn up in agreement with the musical section of the Secretary of State for Culture, has found a perfect setting for its implementation in the central part of the building, which also furnishes the school with an opportunity for further expansion.

Thanks to the initiative taken by the Fonds d'Intervention, it has been decided to introduce a "music bus" designed to spread a love of good music.

Cost of Implementation

	Total cast	Other finance	Finance for medium-sized towns
Acquisition	200,000	200,000 (1)	
Development of the School of Music	2,160,000	--	2,160,000
Restoration of the chancel	p.m.		
Music bus	200,000	60,000 (2)	140,000
TOTAL	2,560,000	260,000	2,300,000

(1) Municipality of Manosque

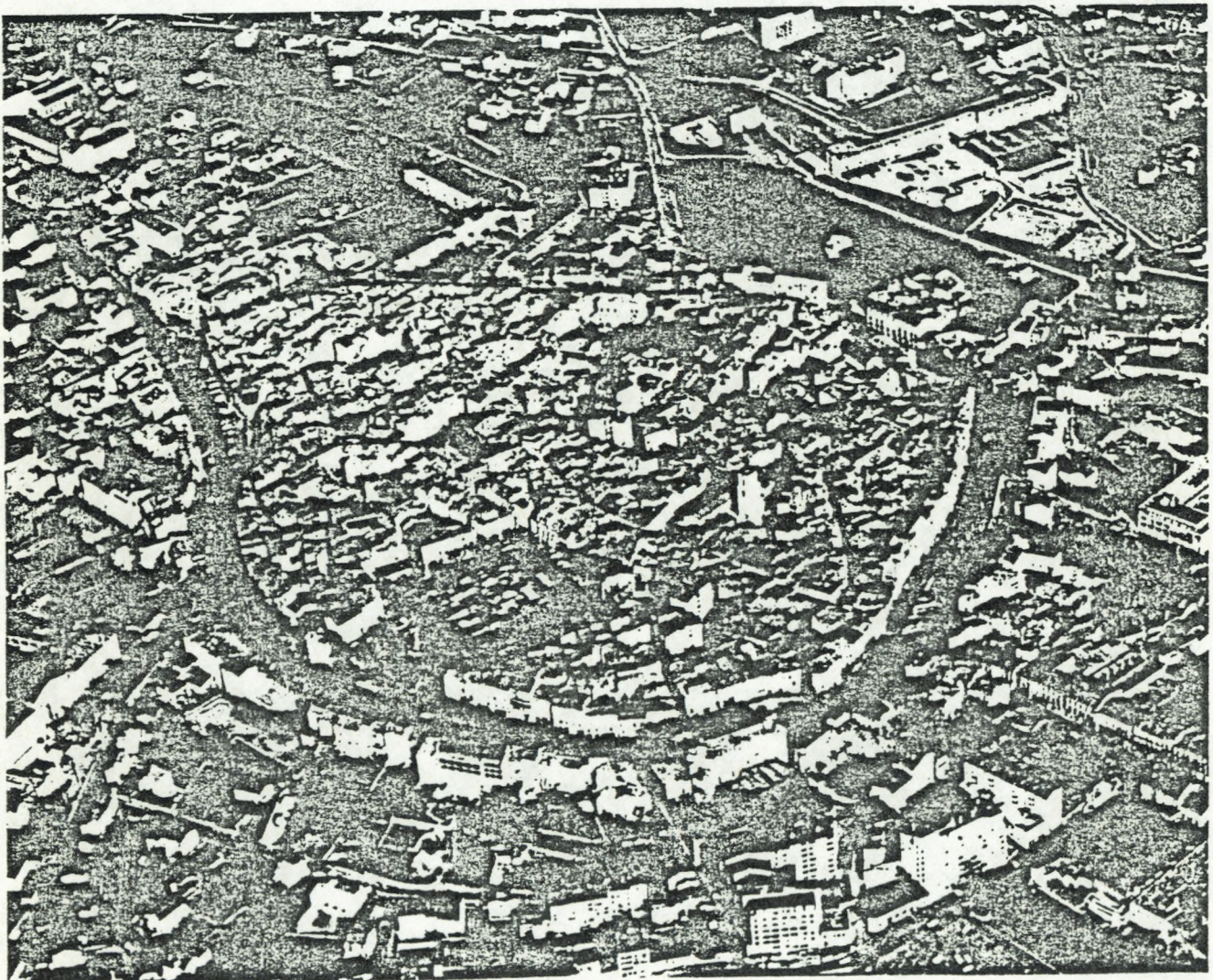
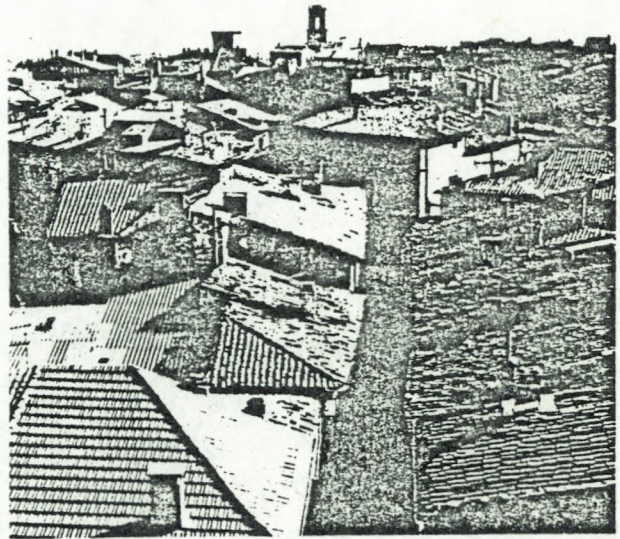
(2) F.I.C.

The implementation of this work will take 2 years,
whilst the apportioning of the funds available under
the financing of medium-sized towns will be as follows:

1976	study
1977	648,000 Francs (30%)
1978	1,572,000 Francs (70%)

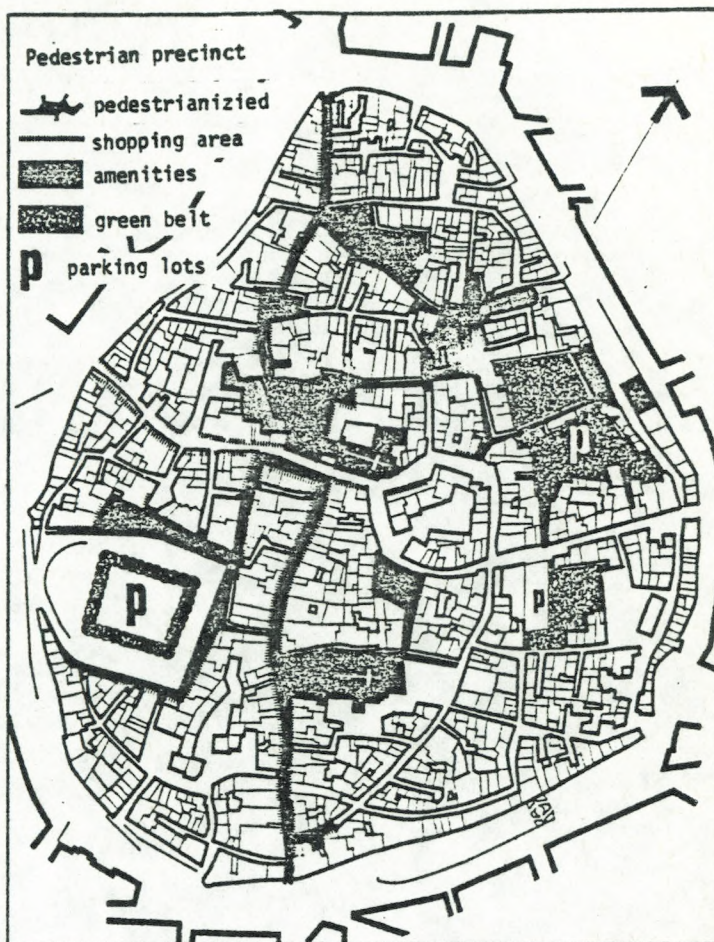
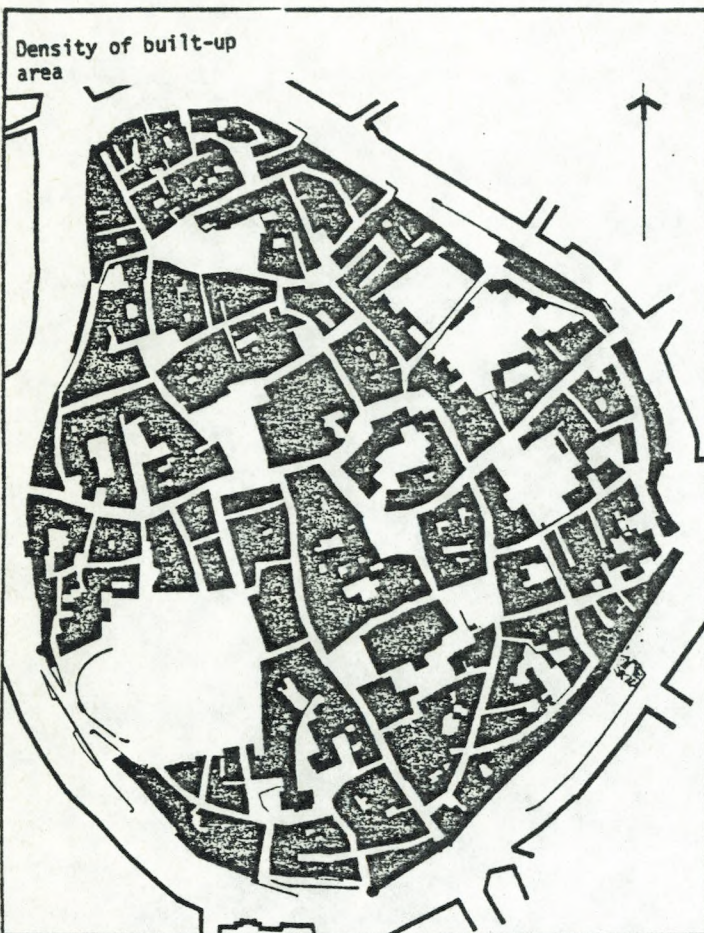
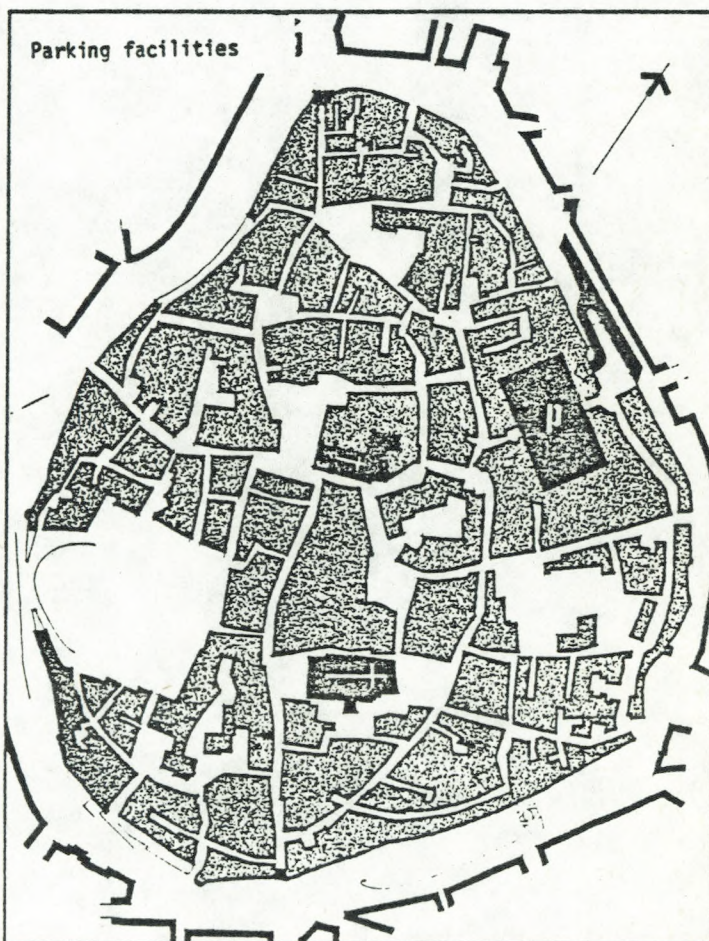
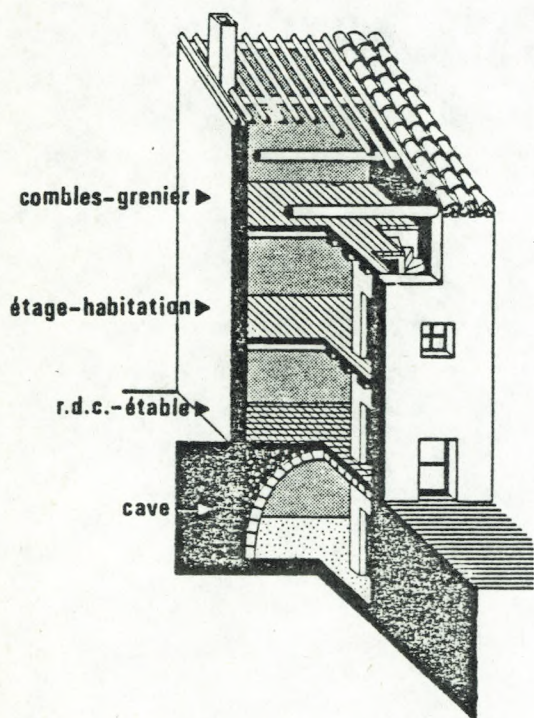
Manosque

View of the Old town from the air



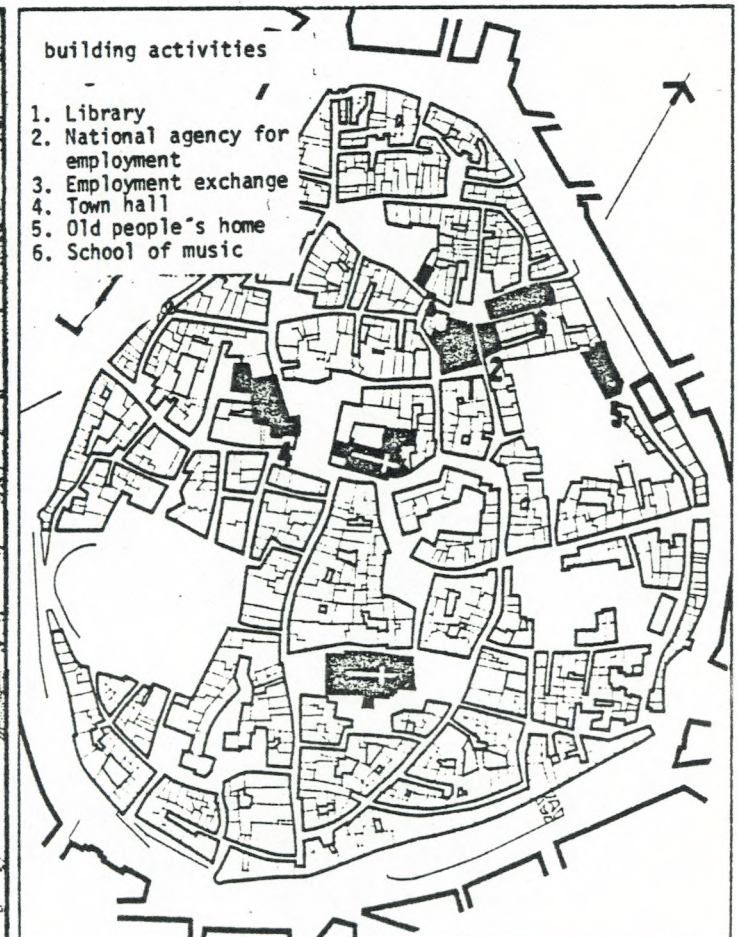
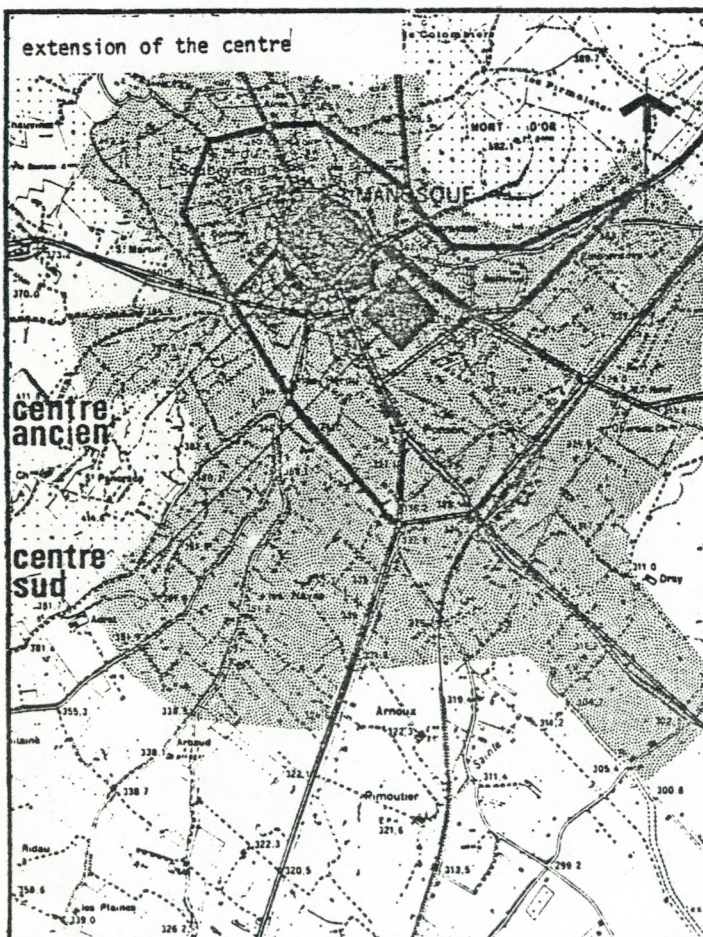
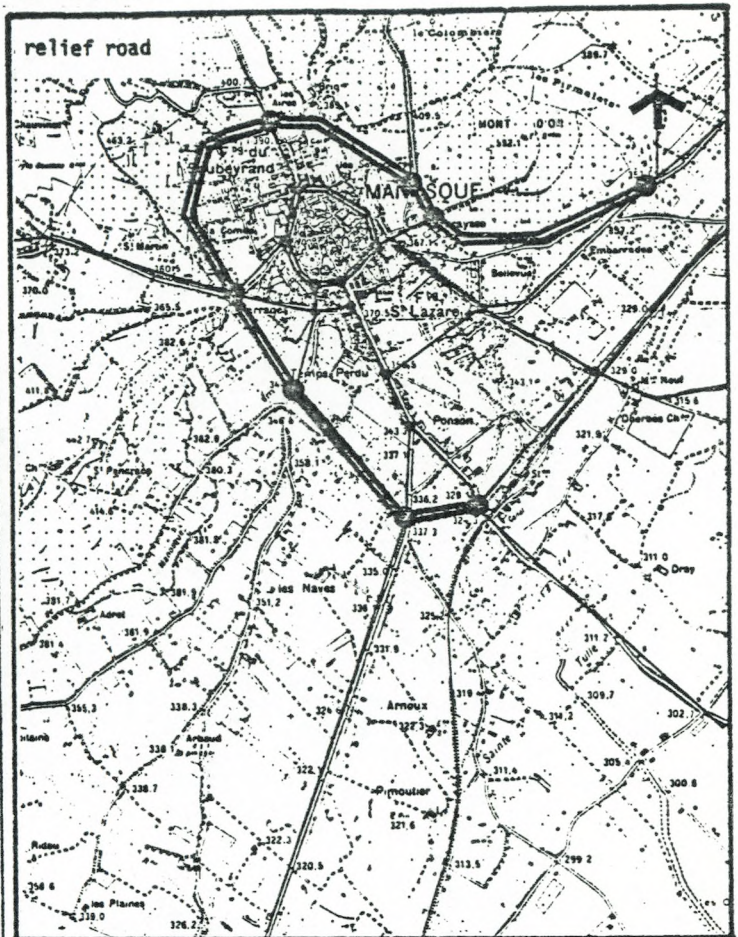
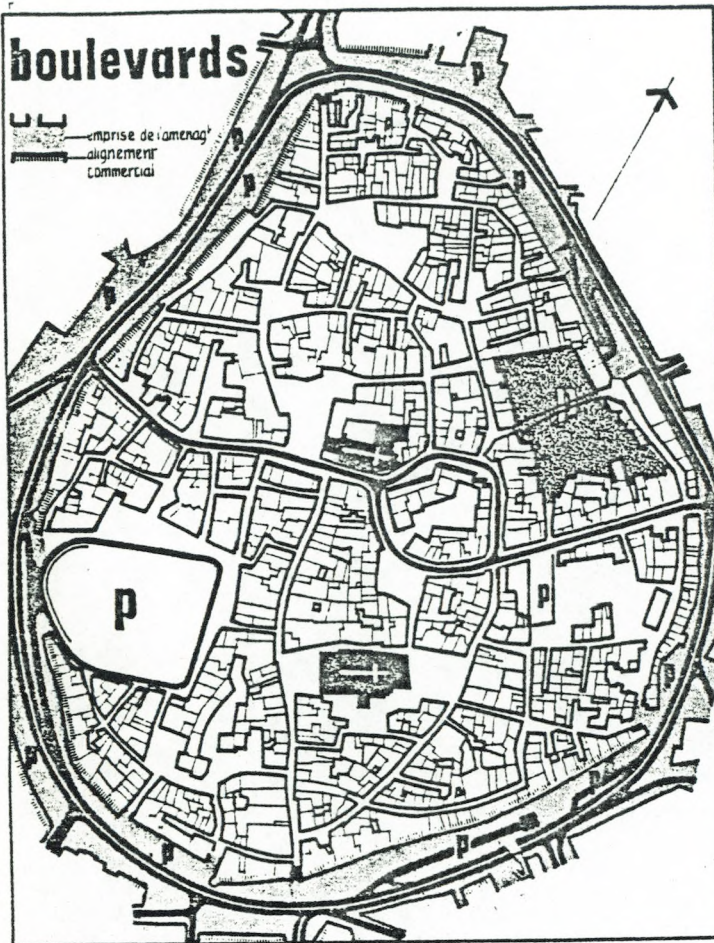
MANOSQUE - situation

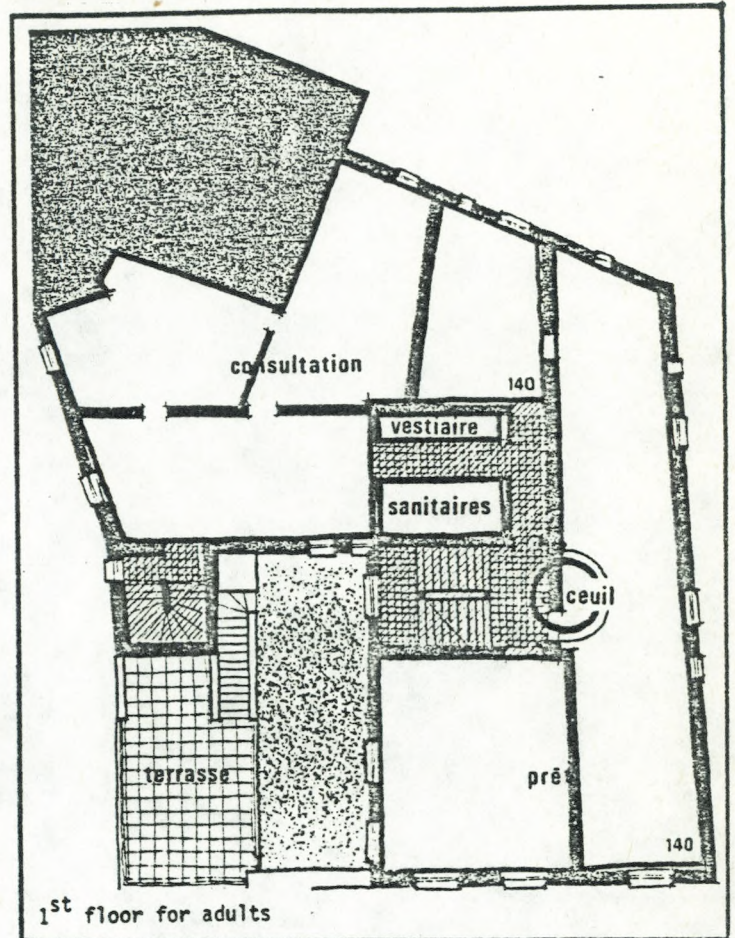
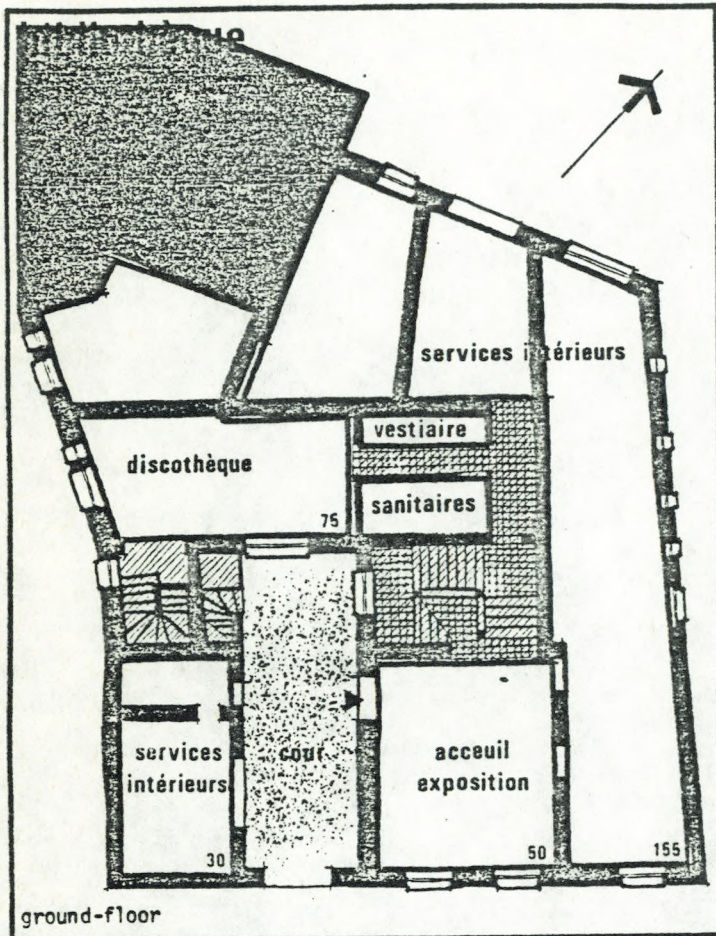
Strategies for the improvement of the environment of the old town

Category I building
(elementary type)

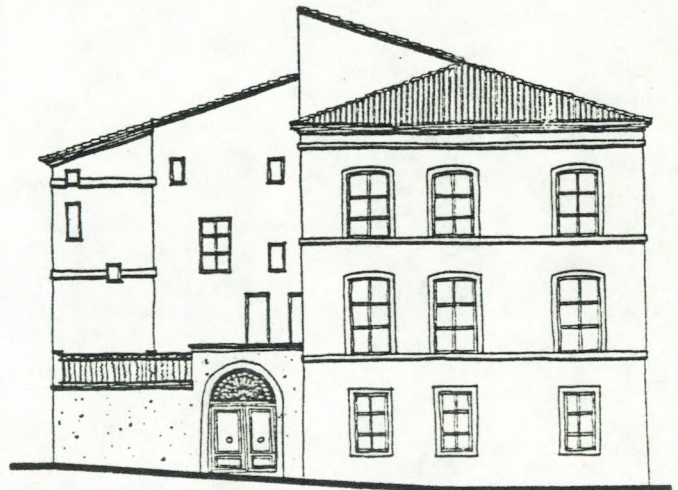
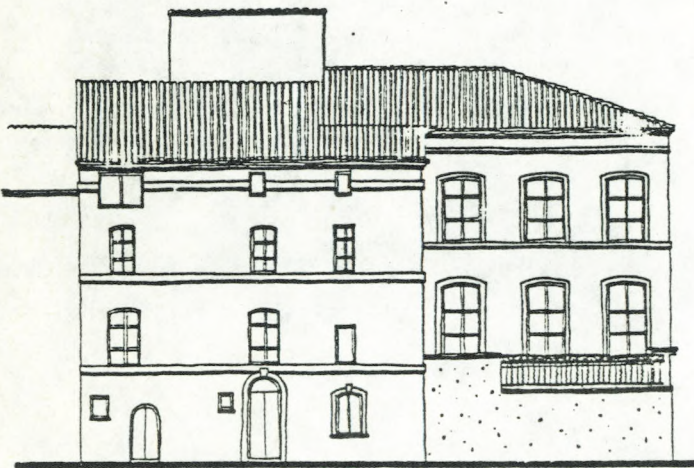
Manosque

Strategies for the improvement of the environment of the old town





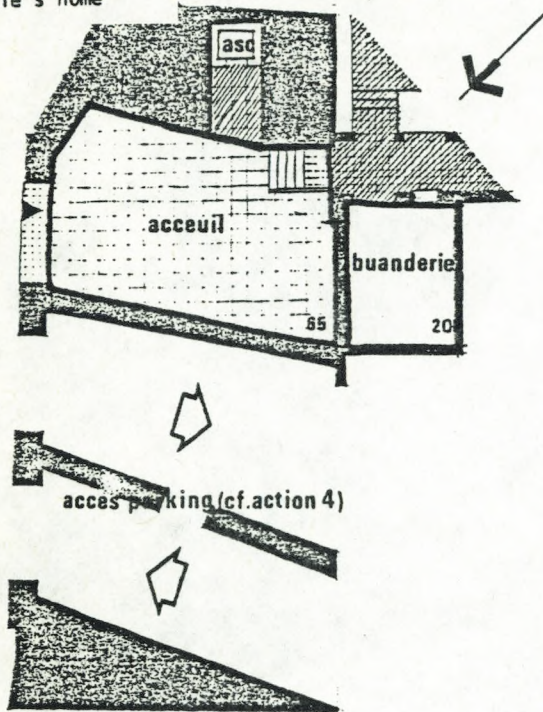
Library



Manosque

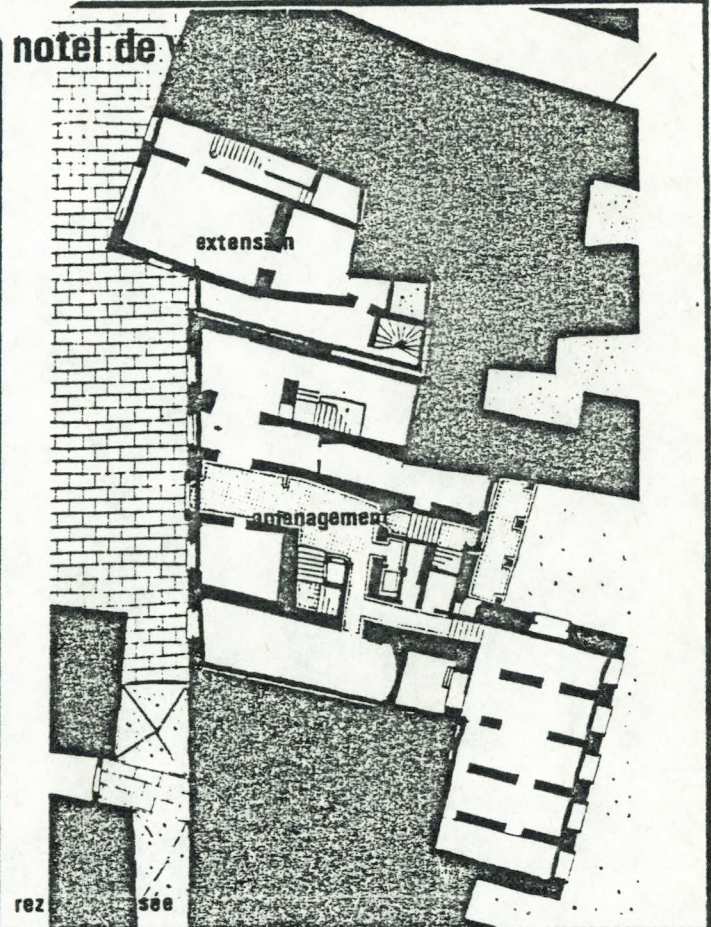
Realisation of projects for the improvement of public services: club for elderly people, town hall, school for music

Old people's home

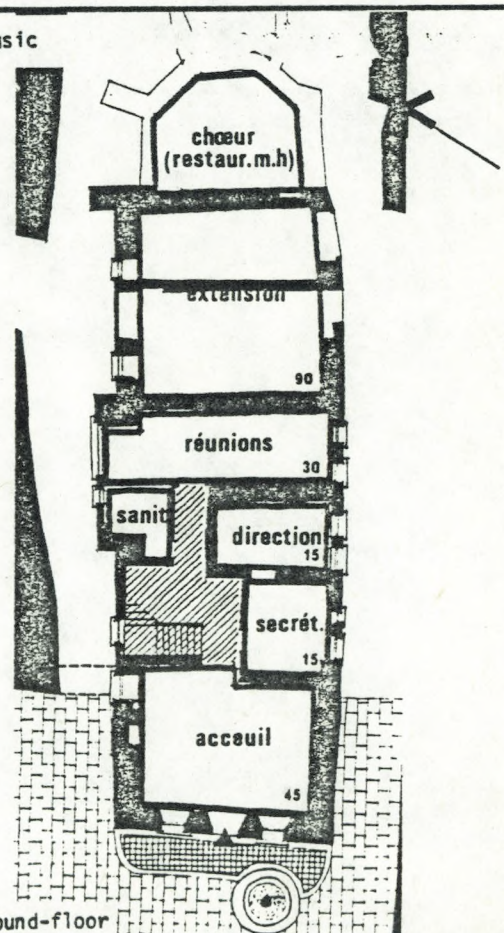


ground floor

notel de



School of music



United Nations Educational, Scientific and Cultural Organization
Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura
Organisation des Nations Unies pour l'éducation, la science et la culture
Организация объединенных наций по вопросам образования, науки и культуры
منظمة الأمم المتحدة للتربية والعلم والثقافة

Recommendation concerning the safeguarding and contemporary rôle of historic areas

adopted by the General Conference at its nineteenth session
Nairobi, 26 November 1976

Recomendación relativa a la salvaguardia de los conjuntos históricos y su función en la vida contemporánea

aprobada por la Conferencia General en su decimonovena reunión
Nairobi, 26 de noviembre de 1976

Recommandation concernant la sauvegarde des ensembles historiques ou traditionnels et leur rôle dans la vie contemporaine

adoptée par la Conférence générale à sa dix-neuvième session
Nairobi, 26 novembre 1976

Рекомендация о сохранении и современной роли исторических ансамблей

принятая Генеральной конференцией на девятнадцатой сессии,
Найроби, 26 ноября 1976 г.

توصية بشأن صون المناطق التاريخية ودورها في الحياة المعاصرة

أقرها المؤتمر العام في دورته التاسعة عشرة
نairobi ٢٦ نوفمبر/ تشرين الثاني ١٩٧٦



RECOMMENDATION CONCERNING THE SAFEGUARDING AND CONTEMPORARY ROLE OF HISTORIC AREAS

The General Conference of the United Nations Educational, Scientific and Cultural Organization, meeting in Nairobi at its nineteenth session, from 26 October to 30 November 1976,

Considering that historic areas are part of the daily environment of human beings everywhere, that they represent the living presence of the past which formed them, that they provide the variety in life's background needed to match the diversity of society, and that by so doing they gain in value and acquire an additional human dimension,

Considering that historic areas afford down the ages the most tangible evidence of the wealth and diversity of cultural, religious and social activities and that their safeguarding and their integration into the life of contemporary society is a basic factor in town-planning and land development,

Considering that in face of the dangers of stereotyping and depersonalization, this living evidence of days gone by is of vital importance for humanity and for nations who find in it both the expression of their way of life and one of the corner-stones of their identity,

Noting that throughout the world, under the pretext of expansion or modernization, demolition ignorant of what it is demolishing and irrational and inappropriate reconstruction work is causing serious damage to this historic heritage,

Considering that historic areas are an immovable heritage whose destruction may often lead to social disturbance, even where it does not lead to economic loss,

Considering that this situation entails responsibilities for every citizen and lays on public authorities obligations which they alone are capable of fulfilling,

Considering that in order to save these irreplaceable assets from the dangers of deterioration or even total destruction to which they are thus exposed, it is for each State to adopt, as a matter of urgency, comprehensive and energetic policies for the protection and revitalization of historic areas and their surroundings as part of national, regional or local planning,

Noting the absence in many cases of a legislation effective and flexible enough concerning the architectural heritage and its interconnexion with town-planning, territorial, regional or local planning,

Noting that the General Conference has already adopted international instruments for the protection of the cultural and natural heritage such as the Recommendation on International Principles Applicable to Archaeological Excavations (1956), the Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites (1962), the Recommendation Concerning the Preservation of Cultural Property Endangered by Public or Private Works (1968), and the Recommendation Concerning the Protection, at National Level, of the Cultural and Natural Heritage (1972),

Desiring to supplement and extend the application of the standards and principles laid down in these international instruments,

Having before it proposals concerning the safeguarding and contemporary rôle of historic areas, which question appears on the agenda of the session as item 27,

Having decided at its eighteenth session that this question should take the form of a Recommendation to Member States,

Adopts, this twenty-sixth day of November 1976, the present Recommendation.

The General Conference recommends that Member States apply the above provisions by adopting, as a national law or in some other form, measures with a view to giving effect to the principles and norms set out in this Recommendation in the territories under their jurisdiction.

The General Conference recommends that Member States bring this Recommendation to the attention of the national, regional and local authorities and of institutions, services or bodies and associations concerned with the safeguarding of historic areas and their environment.

The General Conference recommends that Member States report to it, at the dates and in the form determined by it, on action taken by them on this Recommendation.

I. DEFINITIONS

1. For the purposes of the present recommendation:

- (a) "Historic and architectural (including vernacular) areas" shall be taken to mean any groups of buildings, structures and open spaces including archaeological and palaeontological sites, constituting human settlements in an urban or rural environment, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or socio-cultural point of view are recognized.

Among these "areas", which are very varied in nature, it is possible to distinguish the following in particular: prehistoric sites, historic towns, old urban quarters, villages and hamlets as well as homogeneous monumental groups, it being understood that the latter should as a rule be carefully preserved unchanged.

- (b) The "environment" shall be taken to mean the natural or man-made setting which influences the static or dynamic way these areas are perceived or which is directly linked to them in space or by social, economic or cultural ties.
- (c) "Safeguarding" shall be taken to mean the identification, protection, conservation, restoration, renovation, maintenance and revitalization of historic or traditional areas and their environment.

II. GENERAL PRINCIPLES

- 2. Historic areas and their surroundings should be regarded as forming an irreplaceable universal heritage. The governments and the citizens of the States in whose territory they are situated should deem it their duty to safeguard this heritage and integrate it into the social life of our times. The national, regional or local authorities should be answerable for their performance of this duty in the interests of all citizens and of the international community, in accordance with the conditions of each Member State as regards the allocation of powers.
- 3. Every historic area and its surroundings should be considered in their totality as a coherent whole whose balance and specific nature depend on the fusion of the parts of which it is composed and which include human activities as much as the buildings, the spatial organization and the surroundings. All valid elements, including human activities, however modest, thus have a significance in relation to the whole which must not be disregarded.
- 4. Historic areas and their surroundings should be actively protected against damage of all kinds, particularly that resulting from unsuitable use, unnecessary additions and misguided or insensitive changes such as will impair their authenticity, and from damage due to any form of pollution. Any restoration work undertaken should be based on scientific principles. Similarly, great attention should be paid to the harmony and aesthetic feeling produced by the linking or the contrasting of the various parts which make up the groups of buildings and which give to each group its particular character.
- 5. In the conditions of modern urbanization, which leads to a considerable increase in the scale and density of buildings, apart from the danger of direct destruction of historic areas, there is a real danger that newly developed areas can ruin the environment and character

of adjoining historic areas. Architects and town-planners should be careful to ensure that views from and to monuments and historic areas are not spoilt and that historic areas are integrated harmoniously into contemporary life.

6. At a time when there is a danger that a growing universality of building techniques and architectural forms may create a uniform environment throughout the world, the preservation of historic areas can make an outstanding contribution to maintaining and developing the cultural and social values of each nation. This can contribute to the architectural enrichment of the cultural heritage of the world.

III. NATIONAL, REGIONAL AND LOCAL POLICY

7. In each Member State a national, regional and local policy should be drawn up, in conformity with the conditions of each State as regards the allocation of powers, so that legal, technical, economic and social measures may be taken by the national, regional or local authorities with a view to safeguarding historic areas and their surroundings and adapting them to the requirements of modern life. The policy thus laid down should influence planning at national, regional or local level and provide guidelines for town-planning and regional and rural development planning at all levels, the activities stemming from it forming an essential component in the formulation of aims and programmes, the assignment of responsibilities and the conduct of operations. The co-operation of individuals and private associations should be sought in implementing the safeguarding policy.

IV. SAFEGUARDING MEASURES

8. Historic areas and their surroundings should be safeguarded in conformity with the principles stated above and with the methods set out below, the specific measures being determined according to the legislative and constitutional competence and the organizational and economic structure of each State.

Legal and administrative measures

9. The application of an overall policy for safeguarding historic areas and their surroundings should be based on principles which are valid for the whole of each country. Member States should adapt the existing provisions, or, where necessary, enact new laws and regulations, so as to secure the protection of historic areas and their surroundings taking into account the provisions contained in this chapter and in the following chapters. They should encourage the adaptation or the adoption of regional or local measures to ensure such protection. Laws concerning town and regional planning and housing policy should also be reviewed so as to co-ordinate and bring them into line with the laws concerning the safeguarding of the architectural heritage.

10. The provisions establishing a system for safeguarding historic areas should set out the general principles relating to the establishment of the necessary plans and documents and, in particular:

the general conditions and restrictions applicable to the protected areas and their surroundings;

a statement as to the programmes and operations to be planned for the purpose of conservation and provision of public services;

maintenance to be carried out and the designation of those to be responsible for it;

the fields to which town-planning, redevelopment and rural land management are applicable;

the designation of the body responsible for authorizing any restoration, modification, new construction or demolition within the protected perimeter;

the means by which the safeguarding programmes are to be financed and carried out.

11. Safeguarding plans and documents should define:
 - the areas and items to be protected;
 - the specific conditions and restrictions applicable to them;
 - the standards to be observed in the work of maintenance, restoration and improvements;
 - the general conditions governing the establishment of the supply systems and services needed in urban or rural life;
 - the conditions governing new constructions.
12. These laws should also in principle include provisions designed to prevent any infringement of the preservation laws, as well as any speculative rise in property values within the protected areas which could compromise protection and restoration planned in the interests of the community as a whole. These provisions could involve town-planning measures affording a means of influencing the price of building land, such as the establishment of neighbourhood or smaller development plans, granting the right of pre-emption to a public body, compulsory purchase in the interests of safeguarding or rehabilitation or automatic intervention in the case of failure to act on the part of the owners, and could provide for effective penalties such as the suspension of operations, compulsory restoration and/or a suitable fine.
13. Public authorities as well as individuals must be obliged to comply with the measures for safeguarding. However, machinery for appeal against arbitrary or unjust decisions should be provided.
14. The provisions concerning the setting up of public and private bodies and concerning public and private work projects should be adapted to the regulations governing the safeguarding of historic areas and their surroundings.
15. In particular, provisions concerning slum property and blocks and the construction of subsidized housing should be planned or amended both to fit in with the safeguarding policy and to contribute to it. The schedule of any subsidies paid should be drawn up and adjusted accordingly, in particular in order to facilitate the development of subsidized housing and public construction by rehabilitating old buildings. All demolition should in any case only concern buildings with no historic or architectural value and the subsidies involved should be carefully controlled. Further, a proportion of the funds earmarked for the construction of subsidized housing should be allocated to the rehabilitation of old buildings.
16. The legal consequences of the protection measures as far as buildings and land are concerned should be made public and should be recorded by a competent official body.
17. Making due allowance for the conditions specific to each country and the allocation of responsibilities within the various national, regional and local authorities, the following principles should underlie the operation of the safeguarding machinery:
 - (a) there should be an authority responsible for ensuring the permanent co-ordination of all those concerned, e.g. national, regional and local public services or groups of individuals;
 - (b) safeguarding plans and documents should be drawn up, once all the necessary advance scientific studies have been carried out, by multidisciplinary teams composed, in particular, of:
 - specialists in conservation and restoration, including art historians;
 - architects and town-planners;
 - sociologists and economists;

ecologists and landscape architects;

specialists in public health and social welfare;

and, more generally, all specialists in disciplines involved in the protection and enhancement of historic areas;

- (c) the authorities should take the lead in sounding the opinions and organizing the participation of the public concerned;
- (d) the safeguarding plans and documents should be approved by the body designated by law;
- (e) the public authorities responsible for giving effect to the safeguarding provisions and regulations at all levels, national, regional and local, should be provided with the necessary staff and given adequate technical, administrative and financial resources.

Technical, economic and social measures

18. A list of historic areas and their surroundings to be protected should be drawn up at national, regional or local level. It should indicate priorities so that the limited resources available for protection may be allocated judiciously. Any protection measures, of whatever nature, that need to be taken as a matter of urgency should be taken without waiting for the safeguarding plans and documents to be prepared.

19. A survey of the area as a whole, including an analysis of its spatial evolution, should be made. It should cover archaeological, historical, architectural, technical and economic data. An analytical document should be drawn up so as to determine which buildings or groups of buildings are to be protected with great care, conserved under certain conditions, or, in quite exceptional and thoroughly documented circumstances, destroyed. This would enable the authorities to call a halt to any work incompatible with this recommendation. Additionally, an inventory of public and private open spaces and their vegetation should be drawn up for the same purposes.

20. In addition to this architectural survey, thorough surveys of social, economic, cultural and technical data and structures and of the wider urban or regional context are necessary. Studies should include, if possible, demographic data and an analysis of economic, social and cultural activities, ways of life and social relationships, land-tenure problems, the urban infrastructure, the state of the road system, communication networks and the reciprocal links between protected areas and surrounding zones. The authorities concerned should attach the greatest importance to these studies and should bear in mind that valid safeguarding plans cannot be prepared without them.

21. After the survey described above has been completed and before the safeguarding plans and specifications are drawn up, there should in principle be a programming operation in which due account is taken both of town-planning, architectural, economic and social considerations and of the ability of the urban and rural fabric to assimilate functions that are compatible with its specific character. The programming operation should aim at bringing the density of settlement to the desired level and should provide for the work to be carried out in stages as well as for the temporary accommodation needed while it is proceeding, and premises for the permanent rehousing of those inhabitants who cannot return to their previous dwellings. This programming operation should be undertaken with the closest possible participation of the communities and groups of people concerned. Because the social, economic and physical context of historic areas and their surroundings may be expected to change over time, survey and analysis should be a continuing process. It is accordingly essential that the preparation of safeguarding plans and their execution be undertaken on the basis of studies available, rather than being postponed while the planning process is refined.

22. Once the safeguarding plans and specifications have been drawn up and approved by the competent public authority, it would be desirable for them to be executed either by their authors or under their authority.

23. In historic areas containing features from several different periods, preservation should be carried out taking into account the manifestations of all such periods.

24. Where safeguarding plans exist urban development or slum clearance programmes consisting of the demolition of buildings of no architectural or historic interest and which are structurally too unsound to be kept, the removal of extensions and additional storeys of no value, and sometimes even the demolition of recent buildings which break the unity of the area, may only be authorized in conformity with the plan.
25. Urban development or slum clearance programmes for areas not covered by safeguarding plans should respect buildings and other elements of architectural or historic value as well as accompanying buildings. If such elements are likely to be adversely affected by the programme, safeguarding plans as indicated above should be drawn up in advance of demolition.
26. Constant supervision is necessary to ensure that these operations are not conducive to excessive profits nor serve other purposes contrary to the objectives of the plan.
27. The usual security standards applicable to fire and natural catastrophes should be observed in any urban development or slum clearance programme affecting a historic area, provided that this be compatible with the criteria applicable to the preservation of the cultural heritage. If conflict does occur, special solutions should be sought, with the collaboration of all the services concerned, so as to provide the maximum security, while not impairing the cultural heritage.
28. Particular care should be devoted to regulations for and control over new buildings so as to ensure that their architecture adapts harmoniously to the spatial organization and setting of the groups of historic buildings. To this end, an analysis of the urban context should precede any new construction not only so as to define the general character of the group of buildings but also to analyse its dominant features, e.g. the harmony of heights, colours, materials and forms, constants in the way the façades and roofs are built, the relationship between the volume of buildings and the spatial volume, as well as their average proportions and their position. Particular attention should be given to the size of the lots since there is a danger that any reorganization of the lots may cause a change of mass which could be deleterious to the harmony of the whole.
29. The isolation of a monument through the demolition of its surroundings should not generally be authorized, neither should a monument be moved unless in exceptional circumstances and for unavoidable reasons.
30. Historic areas and their surroundings should be protected from the disfigurement caused by the erection of poles, pylons and electricity or telephone cables and the placing of television aerials and large-scale advertising signs. Where these already exist appropriate measures should be taken for their removal. Bill-posting, neon signs and other kinds of advertisement, commercial signs, street pavements and furniture, should be planned with the greatest care and controlled so that they fit harmoniously into the whole. Special efforts should be made to prevent all forms of vandalism.
31. Member States and groups concerned should protect historic areas and their surroundings against the increasingly serious environmental damage caused by certain technological developments - in particular the various forms of pollution - by banning harmful industries in the proximity of these areas and by taking preventive measures to counter the destructive effects of noise, shocks and vibrations caused by machines and vehicles. Provision should further be made for measures to counter the harm resulting from over-exploitation by tourism.
32. Member States should encourage and assist local authorities to seek solutions to the conflict existing in most historic groupings between motor traffic on the one hand and the scale of the buildings and their architectural qualities on the other. To solve the conflict and to encourage pedestrian traffic, careful attention should be paid to the placing of, and access to, peripheral and even central car parks and routing systems established which will facilitate pedestrian traffic, service access and public transport alike. Many rehabilitation operations such as putting electricity and other cables underground, too expensive if carried out singly, could then be co-ordinated easily and economically with the development of the road system.
33. Protection and restoration should be accompanied by revitalization activities. It would thus be essential to maintain appropriate existing functions, in particular trades and crafts, and establish new ones, which, if they are to be viable, in the long term, should be compatible with

the economic and social context of the town, region or country where they are introduced. The cost of safeguarding operations should be evaluated not only in terms of the cultural value of the buildings but also in relation to the value they acquire through the use made of them. The social problems of safeguarding cannot be seen correctly unless reference is made to both these value scales. These functions should answer the social, cultural and economic needs of the inhabitants without harming the specific nature of the area concerned. A cultural revitalization policy should make historic areas centres of cultural activities and give them a central rôle to play in the cultural development of the communities around them.

34. In rural areas all works which cause disturbances and all changes of economic and social structure should be carefully controlled so as to preserve the integrity of historic rural communities within their natural setting.

35. Safeguarding activities should couple the public authorities' contribution with the contribution made by the individual or collective owners and the inhabitants and users, separately or together, who should be encouraged to put forward suggestions and generally play an active part. Constant co-operation between the community and the individual should thus be established at all levels particularly through methods such as: information adapted to the types of persons concerned; surveys adapted to the persons questioned; establishment of advisory groups attached to planning teams; representation of owners, inhabitants and users in an advisory function on bodies responsible for decision-making, management and the organization of operations connected with plans for safeguarding, or the creation of public corporations to play a part in the plan's implementation.

36. The formation of voluntary conservation groups and non-profit-making associations and the establishment of honorary or financial rewards should be encouraged so that specially meritorious work in all aspects of safeguarding may be recognized.

37. Availability of the necessary funds for the level of public investment provided for in the plans for the safeguarding of historic areas and their surroundings should be ensured by including adequate appropriations in the budgets of the central, regional and local authorities. All these funds should be centrally managed by public, private or semi-public bodies entrusted with the co-ordination of all forms of financial aid at national, regional or local level and with the channelling of them according to an overall plan of action.

38. Public assistance in the forms described below should be based on the principle that, wherever this is appropriate and necessary, the measures taken by the authorities concerned should take into account the "extra cost" of restoration, i.e. the additional cost imposed on the owner as compared with the new market or rental value of the building.

39. In general, such public funds should be used primarily to conserve existing buildings including especially buildings for low rental housing and should not be allocated to the construction of new buildings unless the latter do not prejudice the use and functions of existing buildings.

40. Grants, subsidies, loans at favourable rates, or tax concessions should be made available to private owners and to users carrying out work provided for by the safeguarding plans and in conformity with the standards laid down in those plans. These tax concessions, grants and loans could be made first and foremost to groups of owners or users of living accommodation and commercial property, since joint operations are more economical than individual action. The financial concessions granted to private owners and users should, where appropriate, be dependent on covenants requiring the observance of certain conditions laid down in the public interest, and ensuring the integrity of the buildings such as allowing the buildings to be visited and allowing access to parks, gardens or sites, the taking of photographs, etc.

41. Special funds should be set aside in the budgets of public and private bodies for the protection of groups of historic buildings endangered by large-scale public works and pollution. Public authorities should also set aside special funds for the repair of damage caused by natural disasters.

42. In addition, all government departments and agencies active in the field of public works should arrange their programmes and budgets so as to contribute to the rehabilitation of groups of historic buildings by financing work which is both in conformity with their own aims and the aims of the safeguarding plan.

43. To increase the financial resources available to them, Member States should encourage the setting up of public and/or private financing agencies for the safeguarding of historic areas and their surroundings. These agencies should have corporate status and be empowered to receive gifts from individuals, foundations and industrial and commercial concerns. Special tax concessions may be granted to donors.
44. The financing of work of any description carried out for the safeguarding of historic areas and their surroundings by setting up a loans corporation, could be facilitated by public institutions and private credit establishments, which would be responsible for making loans to owners at reduced rates of interest with repayment spread out over a long period.
45. Member States and other levels of government concerned could facilitate the creation of non-profit-making associations responsible for buying and, where appropriate after restoration, selling buildings by using revolving funds established for the special purpose of enabling owners of historic buildings who wish to safeguard them and preserve their character to continue to reside there.
46. It is most important that safeguarding measures should not lead to a break in the social fabric. To avoid hardship to the poorest inhabitants consequent on their having to move from buildings or groups of buildings due for renovation, compensation for rises in rent could enable them to keep their homes, commercial premises and workshops and their traditional living patterns and occupations, especially rural crafts, small-scale agriculture, fishing, etc. This compensation, which would be income-related, would help those concerned to pay the increased rentals resulting from the work carried out.

V. RESEARCH, EDUCATION AND INFORMATION

47. In order to raise the standard of work of the skilled workers and craftsmen required and to encourage the whole population to realize the need for safeguarding and to take part in it, the following measures should be taken by Member States, in accordance with their legal and constitutional competence.
48. Member States and groups concerned should encourage the systematic study of, and research on:
- town-planning aspects of historic areas and their environment;
 - the interconnexions between safeguarding and planning at all levels;
 - methods of conservation applicable to historic areas;
 - the alteration of materials;
 - the application of modern techniques to conservation work;
 - the crafts techniques indispensable for safeguarding.
49. Specific education concerning the above questions and including practical training periods should be introduced and developed. In addition, it is essential to encourage the training of skilled workers and craftsmen specializing in the safeguarding of historic areas, including any open spaces surrounding them. Furthermore, it is necessary to encourage the crafts themselves, which are jeopardized by the processes of industrialization. It is desirable that the institutions concerned co-operate in this matter with specialized international agencies such as the Centre for the Study of the Preservation and Restoration of Cultural Property, in Rome, the International Council of Monuments and Sites (ICOMOS) and the International Council of Museums (ICOM).
50. The education of administrative staff for the needs of local development in the field of safeguarding of historic areas should be financed where applicable and needed and directed by the appropriate authorities according to a long-term programme.

51. Awareness of the need for safeguarding work should be encouraged by education in school, out of school and at university and by using information media such as books, the press, television, radio, cinema and travelling exhibitions. Clear, comprehensive information should be provided as to the advantages - not only aesthetic, but also social and economic - to be reaped from a well-conducted policy for the safeguarding of historic areas and their surroundings. Such information should be widely circulated among specialized private and government bodies and the general public so that they may know why and how their surroundings can be improved in this way.

52. The study of historic areas should be included in education at all levels, especially in history teaching, so as to inculcate in young minds an understanding of and respect for the works of the past and to demonstrate the rôle of this heritage in modern life. Education of this kind should make wide use of audio-visual media and of visits to groups of historic buildings.

53. Refresher courses for teachers and guides and the training of instructors should be facilitated so as to aid groups of young people and adults wishing to learn about historic areas.

VI. INTERNATIONAL CO-OPERATION

54. Member States should co-operate with regard to the safeguarding of historic areas and their surroundings, seeking aid, if it seems desirable, from international organizations, both intergovernmental and non-governmental, in particular that of the Unesco-ICOM-ICOMOS Documentation Centre. Such multilateral or bilateral co-operation should be carefully co-ordinated and should take the form of measures such as the following:

- (a) exchange of information in all forms and of scientific and technical publications;
- (b) organization of seminars and working parties on particular subjects;
- (c) provision of study and travel fellowships, and the dispatch of scientific, technical and administrative staff, and equipment;
- (d) joint action to combat pollution of all kinds;
- (e) implementation of large-scale conservation, restoration and rehabilitation projects for historic areas and publication of the experience acquired. In frontier areas where the task of developing and safeguarding historic areas and their surroundings gives rise to problems jointly affecting Member States on either side of the frontier, they should co-ordinate their policies and activities to ensure that the cultural heritage is used and protected in the best possible way;
- (f) mutual assistance between neighbouring countries for the preservation of areas of common interest characteristic of the historic and cultural development of the region.

55. In conformity with the spirit and the principles of this recommendation, a Member State should not take any action to demolish or change the character of the historic quarters, towns and sites, situated in territories occupied by that State.