

# Québec Roadmap

TOWARDS A "NEW URBAN PROJECT" FOR THE OWHC  
2022-2024  
REFERENCE DOCUMENT



OVPM . OWHC . OCPM

The present reference document targets primarily the managers of member cities responsible for relations with the OWHC. It is their responsibility to explain the Roadmap to their authorities, and to secure their cities' commitment to the three main work steps set to take place between 2022 and 2024.

This document explains in particular the background to the Roadmap, the mayors' political vision and the general structure of the activities.

## INTRODUCTION

The member cities of the OWHC adopted the “Quebec Roadmap” at the 16<sup>th</sup> World Congress (Quebec, Canada, September 6-9, 2022). This Roadmap establishes the general operational framework for the exploration and experimentation phase which started in the fall of 2022.

The “Roadmap” is action-oriented and focuses on “working together” to find new ways of thinking and planning the city, in a rapidly changing political, strategic and technical environment.

OWHC member cities participate in this way in an unprecedented cooperation experience which will lead to the affirmation of an initiative specific to the Organization, the “New Urban Project”. It will intend to renew the existing urban practices which, still too often, oppose the conservation of the heritage and the city's need to adapt. The OWHC will acquire the necessary means to support its members in carrying out large-scale projects, capable of transforming their urban environment and responding adequately to their multiple challenges, while preserving their specificities and heritage resources.

## POLITICAL VISION

What motivates member cities and determines the particular nature of their commitment to the implementation of the “Roadmap” is an ambitious political vision (see [Annex 2](#)). This vision is born of a shared understanding of the issues facing members. It provides an original response to a difficult context created by the combination of crises and challenges amplified by climate change. World Heritage cities are in fact today confronted with new situations which oblige them to implement other practices and other modes of governance.

This political vision encourages us to address these changes as a system of resources and constraints that can be mobilized in favour of a renewed approach to the city and heritage that promotes climate transition:

- As the core of cities, the historical areas have shaped their identities. As a living entity, the historic city must continually adapt itself to continue being the foundation for the future development of the whole urban area
- Interventions in these areas must preserve and dynamize all the functions that have to coexist in order to constitute attractive living environments
- Their development in modernity must be carried out with respect for the idea that the city is made to live in and for the integrity of their heritage which must be regarded as an irreplaceable resource for quality community life
- Local governments must create and maintain a permanent dialogue with all the actors involved in the development of the city.

Three (3) *Strategic Axes* define the scope of this ambition. They will serve as a benchmark for evaluating the different stages of the process. The *Strategic Axes* express the complexity of the urban issues facing the members of the OWHC; they also affirm a certain idea of the city which claims heritage as a resource carrying intrinsic values, and which considers inclusiveness, cohesion, resilience, and appropriate governance as essential values.

Nine (9) *Operational Objectives* materialize prospects for action. They will ensure a common ambition while promoting local solutions according to the specificity of each city. The coherence and complementarity of the *Operational Objectives* ensure a wide range of possible interventions. By sharing their experiences, the reality of the problems encountered and their opportunities, the cities will identify amongst these objectives those that best meet the challenges they are in the process of meeting and those that still have to be met.

## TERMINOLOGY

All the terms and concepts used in the Roadmap are defined in [Annex 3](#) “Terminology” and are intended as a common reference tool for participating cities.

## GENERAL STRUCTURE OF ACTIVITIES

In accordance with the mandate given to the General Secretariat (see [Annex 1](#)) during the Québec Symposium, a “Roadmap” action plan has been drawn up for implementation in 2022-2024. The “Quebec Roadmap” will create opportunities in terms of exchanging data, sharing experiences, creating cooperation, learning, etc. To achieve its objectives and keep its commitments over time, it must ensure:

- The creation and animation of collaborative networks
- The collection of information on known experiences in the same fields of intervention (case study)
- The design and exploration of thematic
- The modes of learning and transfer of experience
- The identification of good practices
- The analysis of the results in order to develop methodological elements
- The design of projects with a view to partnerships and broader funding

The general structure of activities is organized as follows<sup>1</sup>:

A *first step of “conception”* will aim to identify and define Thematics, based on an analysis of experience already acquired in participating cities, and to set up “Collaborative Networks”. Each city will produce the deliverables as it progresses, following the instructions set out in the various working documents.

The *second step of “implementation”* will launch the work of exploration of the Collaborative Networks. Each Collaborative Network will produce the expected deliverables as they progress, following the instructions given in the various working documents.

The *third step of “evaluation”* will enable drawing lessons and identify possible solutions to the issues raised by the Collaborative Networks. The results will be mutualized, enabling global learning on all the

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<sup>1</sup> See [Annex 4](#) for a visual representation of the Roadmap.

Thematics explored by the cities. This raw material will form the basis of the Cordoba Symposium (17<sup>th</sup> World Congress of the OWHC, September 24-27, 2024).

## CONTRIBUTION FROM THE OWHC

The OWHC will provide support in different ways to cities that commit to implementing the Roadmap:

- a. Technical assistance for the identification of Thematics, and the creation and launch of Collaborative Networks
- b. Co-financing of Collaborative Network activities, in support of funding provided by cities
- c. Animation and monitoring of collaborative networks which will become “centres of excellence” on the thematics covered

In addition, the OWHC will create exchange and pool platforms that will be made available to member cities:

- **Panorama of Priority Thematics:** representation of Priority Thematics according to the Roadmap issues at stake, constituting the framework for the work of the Collaborative Networks.
- **Collaborative Networks Library:** resources demonstrating the evolution of the Networks' work and the accumulation of knowledge around their Thematics.
- **City showcase:** promotional space to highlight best practices, experiences and/or other actions underway by participating cities.

The General Secretariat relies on various bodies to monitor the Roadmap:

- The Mayors' Panel, which provides political oversight of the entire process
- The Network of Elected Officials, which oversees strategic reflections with a view to the Cordoba Symposium (September 2024)
- The Scientific Committee, made up of experts from participating cities, which reviews/adjusts and validates technical documents
- The Advisory Group, made up of international experts, which assists the General Secretariat throughout the process

## MODALITIES OF PARTICIPATION

All member cities in good standing are invited to participate to the Roadmap, nevertheless the modality of their participation may vary according to their level of involvement:

- a. Member cities in good standing for 3 years or more, may be part of one or more collaborative networks, propose pilot projects to be implemented in their cities, as well as benefit from technical assistance and co-financing of these projects by the OWHC General Secretariat.
- b. Member cities in good standing for at least 2 years, may be part of one or more collaborative networks, propose pilot projects to be implemented in their cities, as well as benefit from technical assistance offered by the OWHC General Secretariat (without the benefit of co-financing).
- c. Member cities in good standing for 1 year, may be part of one or more collaborative networks and follow the work carried out on the ground by other member cities, in order to get inspired and gather the necessary information to motivate their elected municipal official to also get involved in the implementation of the Roadmap.

## ANNEX 1

### MANDATE TO THE GENERAL SECRETARIAT OF THE OWHC: TOWARDS THE ADOPTION OF A NEW URBAN PROJECT

#### SYMPOSIUM – 16TH WORLD CONGRESS OF THE ORGANIZATION OF WORLD HERITAGE CITIES

We, members of the OWHC, participating in the 16th World Congress in Québec, faithful to the Charter of the Organization, to its values and within the framework of recognized international agreements (1), adhere to the ambition of the OWHC which aims to bring together heritage preservation and sustainable development goals to improve the quality of life in our historic sectors.

While respecting the competences and autonomy of cities, we wish to unite our expertise in order to address the situations caused by the climatic, social and economic crises as well as the opportunities to help us develop different urban approaches, relying on the following statements:

- As the core of our cities, the historical areas have shaped the identity of the city and are the foundation for their development; we should use the strengths of the past to build the heritage of tomorrow.
- Interventions in these areas must consider all the functions that coexist within them in order to constitute attractive living environments.
- Their development in modernity must be carried out with respect for the integrity and authenticity of their heritage.
- As a local government, we must create and maintain a permanent dialogue with all the actors involved in the development of the city.

In this perspective, we are asking the General Secretariat of the OWHC to develop a detailed action plan for the implementation of the "Québec Roadmap", in accordance with the political vision shared at the Québec Symposium (see Annexe 2). The OWHC will then bring together our ideas and lead our cooperation to help our members to face development challenges, whether in contexts of emergence, reconstruction, or innovation.

By 2024, the Québec Roadmap should enable the OWHC to adopt a New Urban Project designed to identify and share different solutions to reunite the human, the urban and the nature in order to meet what is at stake for improving the quality of life.

We declare our intention to participate in the implementation of the Québec Roadmap.

Québec, 9 September 2022

(1) Notably:

- *The Convention for the Protection of Cultural Property in the Event of Armed Conflict*, UNESCO, 1954
- *The Convention Concerning the Protection of the World Cultural and Natural Heritage*, UNESCO, 1972 supplemented by the Recommendation concerning the Historic Urban Landscape, 2011
- *The Paris Agreement* (COP 21) United Nations, 2016
- *The 2030 Agenda for Sustainable Development*, United Nations
- The report *The future of our pasts: involving cultural heritage in climate action*, ICOMOS, 2019
- *The Vienna Declaration for the Preservation, Development and Management of World Heritage in Dynamic Cities*, OWHC, 2019
- *The New Leipzig Charter for Urban Development*, European Union, 2020
- The update of the *Policy Document on the Impacts of Climate Change on World Heritage Properties*, UNESCO, 2021
- *The Recommendation on the role of culture, cultural heritage and landscape in addressing global challenges*, Council of Europe, 2022.

## ANNEX 2

# QUÉBEC ROADMAP: TOWARDS THE ADOPTION OF A NEW URBAN PROJECT FOR OWHC

## POLITICAL VISION

### CONTEXTUALIZATION

The conjunction of current crises creates new and complex situations, which entail renewing the ways of managing and developing cities, and in particular World Heritage cities. This pressure forces decision makers and managers to learn from past mistakes, to correct what did not work properly and thus determine within the framework of a global vision what needs to be improved in order to ensure a good quality of life for inhabitants, to accommodate the new ways of life that are emerging, and to adapt the city accordingly.

Current climatic, social and economic changes must be addressed as a system of resources and constraints that can be mobilized to help member cities implement different urban approaches. The ambition of the OWHC is to change practices by focusing on the following issues:

- a. Climate change, the COVID-19 pandemic, the upheavals resulting from new technologies, demographic transformations and the evolving lifestyles and labour markets, are inducing and imposing strong combined and complex pressures on urban environments.
- b. The historic city inspires the development of the whole urban area of which it is the essence. As a living entity, it must continually adapt to continue to offer an attractive living environment.
- c. The city is made to live in, which means to reside there, to work there, to socialize there, to grow there, to form a community and to open up to others. The way the city is organized and functions determines the quality of life of the inhabitants and the intensity with which they inhabit it.
- d. Heritage is an irreplaceable resource for urban development and community life. The conservation of its integrity and authenticity goes hand in hand with modernity.

### STRATEGIC AXIS AND OPERATIONAL OBJECTIVES<sup>2</sup>

AXIS 1: Inclusive and cohesive cities inspired by their identities and cultural diversity

- OO 1.1 Develop a holistic and shared knowledge of heritage resources and their transformative capacities.
- OO 1.2 Stimulate citizens' sense of belonging and responsibility for the management of built, landscape and intangible heritages in a perspective of sustainable local development.
- OO 1.3 Provide a fair response to the challenges of society through the enhancement of heritage capital and the creation of contemporary architecture in continuity with the historic city.

AXIS 2: Resilient cities boosted by the enhancement of their heritage resources

- OO 2.1 Strengthen habitability in historic centres as a reference factor for the well-being of users, the release of social and economic potential and adaptation to climate change.
- OO 2.2 Support the creation of activities that regenerate the city by primarily benefiting local communities as well as all users, and which are compatible with the heritage specificities.

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<sup>2</sup> See the following page for a visual representation of the adopted Axes and Objectives.

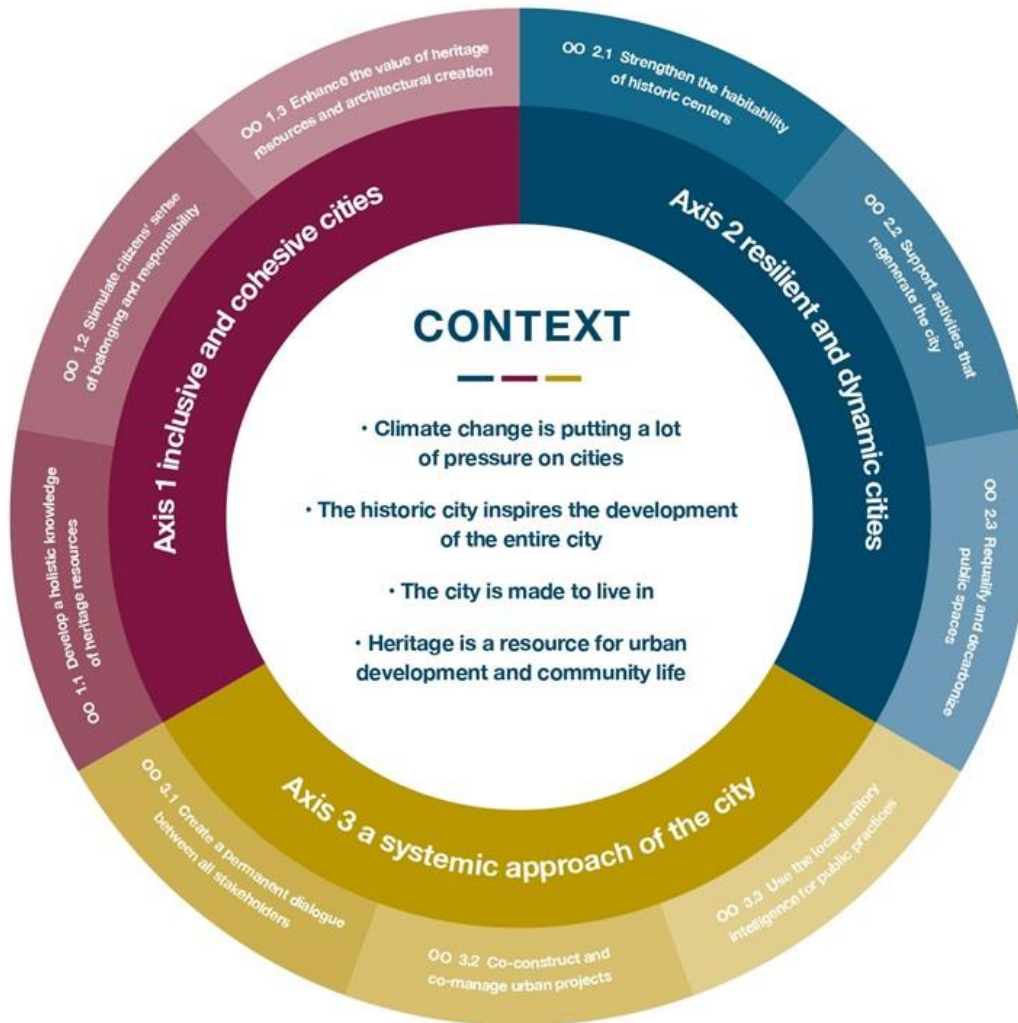
- OO 2.3 Establish urban coherence, both spatial and social, based on the requalification and decarbonation of public spaces for collective uses.

AXIS 3: “Good governance” which brings a systemic approach to the city

- OO 3.1 Put in place the necessary conditions to create a permanent dialogue between all stakeholders for the evolution and development of the city.
- OO 3.2 Develop decision-making processes for co-construction and co-management of projects with the heritage city communities in order to exploit mobilizable resources and opportunities.
- OO 3.3 Adopt planning procedures and public urban management practices that use the local territory intelligence and meet the needs of communities in terms of modernity and climate issues.

# Quebec's Symposium: Working Together Towards a New Urban Project

A SHARED VISION FOR COLLECTIVE ACTION





## ANNEX 3 TERMINOLOGY

### Summary

The Roadmap continues and develops the achievements of the 16th World Congress of the OWHC (6-9 September 2022) on the improvement of the quality of life in world heritage cities: The reflection undertaken since March 2022 has first allowed the development of the 5 *Themes* initially proposed into 3 *Strategic Axes* structuring a general political vision in order to meet the urban challenges brought about by climate, economic and social changes. These Axes were then considered in an operational perspective structured in 9 *Objectives*. The discussion concerning the implementation of concrete actions led to the identification of a certain number of multi-sectoral *thematics* and to the listing of the numerous *problematics* associated with them. It is on this basis that the collective reflection must continue. The member cities committed to the Roadmap until 2024 will decide together on their priorities for action and will join forces to carry out *Pilot Projects* that will be designed to experiment with new approaches and methods.

### Themes:

- *Themes* are the different subjects that were addressed during the “On the Road to Quebec” workshops. These are urban themes that encapsulate the main issues related to livability in historic cities.

### Strategic axes

- The 3 *Strategic Axes* constitute a set of guidelines that outline the political vision adopted by the OWHC and express the complexity of urban issues faced by member cities.

### Operational objectives

- The *Operational Objectives* establish the framework for achieving a priority goal, by identifying a broad range of possible interventions, and opening prospects of concrete and local actions that meet the specific needs of each city.

### Thematics

- In relation to the political dimension carried by the *Strategic Axes*, the *Thematics* specify the transversal or integrated concerns related to the city’s situation and the multisectoral actions that they require.

### Problematics

- In relation with the pragmatic framework established by the *Operational Objectives*, the *Problematics* are complex topics or interrelated issues that require thought and analysis in order to understand and address effectively and sustainably a given situation. They shall be approached from different angles, helping assess concrete needs or practices to be explored further before designing large-scale projects.

### Pilot Projects

- A *Pilot Project* is a small-scale initiative that is designed to test and evaluate a new approach according to the city’s own reality and context in order to address a particular Problematic. The goal is to explore and test an idea or an innovative practice in a real-world setting and gather data on the effectiveness, feasibility, impact, or potential challenges of a particular approach before committing to a larger implementation.
- The outcomes of these *pilot projects* will lay the basis for the development of a New Urban Project.

### Collaborative networks

- The Collaborative Networks follow the principles of a Community of Practice, where cities sharing common interest for a priority thematic will work together in order to exchange and increase knowledge, understand the full scope of a situation, and seek common solutions in response to specific needs.

ANNEX 4

# Quebec Roadmap

Towards the adoption of a "new urban project" for the OWHC in 2024



ORGANIZATION OF  
WORLD HERITAGE CITIES



XVI<sup>e</sup> Congrès mondial de l'OVPM  
XVI<sup>th</sup> World Congress of the OWHC  
XVI<sup>o</sup> Congreso Mundial de la OCPM  
6-9.09.2022 • Ville de Québec

**THE OWHC**

will support the member cities in promoting and monitoring the process (analysis, implementation of "pilot projects", evaluation) by offering technical and financial assistance.

**THE PARTICIPATING MEMBER CITIES**

will integrate the "pilot projects" into their municipal action plans and mobilize their experts and inhabitants.

**THE NEW URBAN PROJECT**

will formalize a heritage-led approach for the sustainable development of cities focusing on the well-being of their inhabitants and the quality of life of their communities, through the enhancement of their heritage and the response to the climate emergency.

