Sustainable Development and Long-term Management for Historical Urban Heritage — Cases of Jinan and Qufu
Prof Zhang Jie, Tsinghua University
1. Qufu

World Cultural Heritage Temple and Cemetery of Confucius and the Kong Family Mansion involves three core elements:

- Confucius Temple and Kong Family Mansion account for 1/4 of the historic city area
- Confucius Cemetery is larger than the historic city in area
Confucius Temple
Kong Family Mansion
Temple of Confucius and the Kong Family Mansion is located at the center of the historic Ming city, with a close relationship to the city that blends into each other.
The great archaeological site of historic Lu State city contains all of the Temple of Confucius and the Kong Family Mansion, and is adjacent to the Cemetery of Confucius.
2. Jinan Spring City Cultural Landscape – Cold Spring Utilization System (applying for Chinese tentative World Heritage status)
Contains 10 general element types, with 89 heritage elements that constitute the complete value chain system of Jinan Spring City Cultural Landscape.
Heihu (Black Tiger) Spring

Zhenzhu (Pearl) Spring
Moat
第二部分: 遗产的辨认

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济南泉

城文化景观

Confucian temple
Beiji (North Pole) Pavilion

Wuliu (Five Willows) Watergate
Lixia Pavilion with Autumn Wind
One of the Eight Historic Scenes of Jinan
Boating over Daming Lake
One of the Eight Historic Scenes of Jinan
Close Relationship between Heritage and Marco-Level Natural Geology

The karst groundwater system in Jinan is representative of that in North China.

Transition between North China Plain and Mountains in Central and Southern Shandong

Temperate areas with extensive karst landform and groundwater systems in North China
Extensive distribution, clear division of function between supply and drainage, balance between waters storage and discharge.
Unique monoclinal and artesian geological conditions, ground-to-air circulation of spring-rain-groundwater
Concentrated exposure of horst springs in Qianfo Mountain has a distinctive spring environment, which makes the basis for the survival and development of the historic urban center of Jinan.
II. Issues and Difficulties in the Conservation and Management of Historic Urban Heritage System

Diverse Types of Elements
- Diverse conservation and management requirements cannot be met with a single measure.

Intermingled with the City, and closely related to natural environment
- Difficult for extensive consensus and effective coordination amongst multiple management bodies and departments.
Multiple management bodies related to World Heritage and buffer zones, including agencies for cultural relics, urban planning, housing and development, tourism, environmental protection, and fire fighting etc.
Inconsistent implementation approaches for the conservation, control and development of World Heritage and buffer zone, making it difficult to build a foundation for multiple departments to cooperate on a concerted management.

5 Legal Plans

- WH Cultural Relics Conservation Plan
- General Urban Plan
- Historic Lu State City Conservation Plan
- Historic City Conservation Plan
- Historic Ming City Regulation Plan

13 Other construction and development plans

- Infrastructure Piping Network Model Plan
- Urban Design of Central Axis
- Historic Townscape Plan
- General Plan for Mount Ni Cultural and Ecological Tourist Area
- General Plan for Tourist Attractions
- General Plan for Rural Tourism Development
- International Slow Cultural City Plan
- Historic Lu State City National Archaeological Park Plan
- Qufu Area Cultural Heritage General Conservation Plan

Municipal Plans

- Urban Planning Bureau
- Cultural Relics Bureau
- Tourism Bureau
- Housing and Development Bureau
Various Types of Related Element to be Protected. Plans Developed by Multiple Departments differ in Standards of Conservation and Regulation.

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<th>Historic City Conservation Plan</th>
<th>Conservation Plan for the Temple, Cemetery and Mansion</th>
<th>Regulative Plan for Historic Ming City</th>
<th>Conservation Plan for Historic Lu State City</th>
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<tr>
<td>• Protected Cultural Relics</td>
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<td>• Historic Buildings</td>
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<td>• Historic Layout</td>
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<td>• Historic Trees</td>
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Various Comprehensive Conservation and Regulation Tasks, Difficult for One Department to Coordinate beyond its Responsibilities

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<tr>
<th>Objects</th>
<th>Issues</th>
<th>Departments</th>
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<tr>
<td>Protected cultural relics</td>
<td>On-site conservation</td>
<td>Urban Planning Bureau</td>
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<tr>
<td>Historical buildings</td>
<td>Approvals of constructions in the controlled area</td>
<td>Cultural Relics Bureau</td>
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<tr>
<td>Traditional style architectures</td>
<td>Repair and improve</td>
<td>Housing and Construction Bureau</td>
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<tr>
<td>Courtyards</td>
<td>Demolish, Remove</td>
<td>Tourism Bureau</td>
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<tr>
<td>Protected Streets</td>
<td>Repair and improve</td>
<td>Water Resource Bureau</td>
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<tr>
<td>Building Height</td>
<td>In the protected area of cultural relics</td>
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<tr>
<td>Architectural Style and Color</td>
<td>In the core protected area of historic streets</td>
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<tr>
<td>Sustainable Tourism</td>
<td>In the controlled construction area of historic streets</td>
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<tr>
<td>Traditional Structure</td>
<td>Establishment of tourism planning</td>
<td></td>
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<tr>
<td>Traditional Pattern</td>
<td>Tourism Facilities, Layout, Tourist capacity, Travel products, Development</td>
<td></td>
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<td></td>
<td>Axis of the city, Morphology of the city, Historical water system, Structure of the street</td>
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<td></td>
<td>Court, Traditional streets and alleys</td>
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</table>

Elements, Tasks and Bodies Currently related to World Heritage and buffer zone
Lack of Long-term Management Mechanism, Difficult for Comprehensive and Consistent Conservation and Development of Heritage Sites

Current Conservation and Development Model for Buffer Zone

Conservation Development

Institutions: Independent
- Cultural Relics Bureau
- Urban Planning Bureau
- Housing and Development Bureau
- Tourism Bureau
- Historic Lu State City Street Administration
- Others

Institutions: Temporary
- Historic Ming City Conservation and Regeneration Command (Temporary Institution)
- Qufu New District of National Cultural Industry Park
- Cultural Relics Bureau
- Urban Planning Bureau
- Housing and Development Bureau
- Tourism Bureau
- Development and Reform Bureau
- Land Resource Bureau
- Historic Lu State City Street Administration
- Others

Supervision Inspection → Bidding Tendering

Project Construction Units

Lack of Connection
In addition to Municipal Authorities, Management Bodies Related to Jinan Spring City Cultural Landscape include Departments for Water Affairs, Gardens, Infrastructure, Forestry and Mountain Administration.
Even One Element Requires Different Administration from Various Departments

**Springwater:** Bureaus of Water Conservancy, Environmental Protection, Garden and Greening

**Artificial Canals:** Bureaus of Water Conservancy, Urban Public Affairs, Environmental Protection, Garden and Greening, Water Affairs

**Water Gates and Walls:** Bureaus of Urban Planning, Urban Public Affairs, Garden and Greening, Transportation, and Urban-Rural Development Committee, Urban Regulation

**Spring Streets:** Ibid.

**Spring Courtyard, Spring Private Garden, Spring Temple:** Bureaus of Urban Planning, Cultural Relics, and Urban-Rural Development Committee

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**Chart Description:**
- **泉街巷 (Spring Street):** Includes the Bureau of Urban Planning, Cultural Relics, and Urban-Rural Development Committee.
- **泉宅院 (Spring Courtyard):** Includes bureaus from Urban Planning, Cultural Relics, and Urban-Rural Development Committee.
- **泉私家园林 (Spring Private Garden):** Includes bureaus from Urban Planning, Cultural Relics, and Urban-Rural Development Committee.
- **泉寺庙 (Spring Temple):** Includes bureaus from Urban Planning, Cultural Relics, and Urban-Rural Development Committee.

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**Legend:**
- **要素大类:**
- **管理部门:**
- **部门审批权:**
- **部门职责:**
### III. Priorities for Long-term Management of Historic Urban Heritage

#### 1. Building Interdepartmental Management System

Qufu

**Qufu World Cultural Heritage and Historic & Cultural City Conservation Steering Group**

Municipal Party Secretary, Mayor

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<table>
<thead>
<tr>
<th>Qufu World Cultural Heritage and Historic &amp; Cultural City Conservation and Management Committee Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cultural Relics Bureau</td>
</tr>
<tr>
<td>Urban Planning Bureau</td>
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<tr>
<td>Housing Appropriation Office</td>
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<tr>
<td>Finance Bureau</td>
</tr>
</tbody>
</table>
The Leading Group of the Qufu World Heritage and the Historic and Cultural City

Qufu World Heritage and Historic City Conservation and Management Committee

Conservation of the World Heritage and the Historic City
- The Property Zone
- The Buffer Zone
- Scope of the Historic City
- The Cultural Relics Bureau
- The Management Committee

Development of the World Heritage and the Historic City
- The Property Zone
- The Buffer Zone
- Scope of the Historic City
- The Cultural Relics Bureau
- The Management Committee

Construction and Implementation
- Qufu Industrial Park

The Office (of the Municipality)
Example – Repair and Renovation of Residence

**Steering Group**
- Guidance, Coordination and Supervision

**Management Committee**
- Execution Management
- Making Scheme, Assigning Tasks
- Street Administration-led Implementation
- Street Administration-led Cooperation
- Consulting Street Administration
- Voluntary Application from Residents

**Operation Platform**
- Implementation
- Communication Support

**Residence**
- Opinion Consultation

**Office under Management Committee**
- Urban Planning Bureau
- Cultural Relics Bureau
- Housing and Development Bureau
- Tourism Bureau
- Industrial & Commercial Bureau
- Finance Bureau

**Expert Consultation Library**

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**Major Executor**
- Urban Planning Bureau
- Cultural Relics Bureau
- Housing and Development Bureau

**Cooperator**
- Tourism Bureau
- Industrial & Commercial Bureau
- Finance Bureau

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Non-heritage specific house renovation types, requirements, standards. Obtain construction permits.

Apply to the planning bureau for house renovation or repair.

Determine if it is a heritage or historical building.

Determine if it is a public housing, determine property information, and land registration information, etc.

Determine if it is a support object for tourism and cultural industries.

If it can be converted for commercial use, issue a license.

Consult with the relevant management committee for support policies.

Consult with whether it can be used commercially.

Voluntary application from residents led by street administration.

问询确定法定身份
问询确定产权信息
申请/确定是否有扶植政策
如可转化作为商业用途发放执照
咨询是否可做商用
根据相关政策提供相关财政支持

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Voluntary Application from Residents
2. Meeting the Requirement and Standards for Management and Control of listed properties of building, urban sector and natural areas through Multi-level Conservation Zoning

Jinan: Conservation Boundaries for Heritage Sites, Heritage Areas, Grade I Buffer Zone, Grade II Buffer Zone
Identifying Conservation Boundaries for 89 Heritage Elements
Correspondence between four Heritage Area Management Units outside the Property Conservation Boundary and Current Legal Management Boundary and Measures
Management Regulations for the Conservation Boundary of Heritage Elements
(Refer to Cultural Relics Management, Identify Negative List and Administrative Procedure for Approval)

- Forbid any surface and underground construction or explosion, probing, and excavation that are irrelevant to heritage conservation;
- Forbid transformations that have negative impacts on the safety of heritage property, environmental scheme, townscape and values;
- Forbid building new spring pond and channels, new canal streets;
- Related construction must follow legal approval procedures as required by State Administration of Cultural Heritage.

Regulations for Management Units in the Heritage Area other than the Heritage Elements
(Refer to Management for the Construction Control Zone of Cultural Relics, Identify Negative List and Administrative Procedure for Approval)

- New construction must not interfere the historic townscape of protected cultural relics;
- The height, volume, style, formation, and color of new construction should be consistent with heritage features;
- Current historic layout with intact water facilities must be strictly protected to preserve the historic settings for the springs;
- Designs of planned new constructions should be approved by corresponding cultural relics administrative bodies, and submitted to superior departments for approval (Bureaus of Urban-Rural Planning, Gardens and Greening, Urban Infrastructure, and Water Conservancy).
### Special Regulations for the four Management Units (Building Height Control/Others)

<table>
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<th>Management Units</th>
<th>Height Control</th>
<th>Enforcing Provisions by Law of Cultural Relics</th>
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<tr>
<td>Conservation Areas of Furong (Lotus) Street - Baihua (Hundred Flowers) Lake, Zhenzhu (Pearl) Spring, of Jiangjun (General's) Temple</td>
<td>严格按照《济南市芙蓉街-百花洲历史文化街区保护规划》控制建筑高度 (7-9米)</td>
<td>• 轴线：严格保护街区内轴线对位关系，街区内严禁在轴线上建设新建建筑，对轴线有影响的建筑应进行整治或拆除。</td>
</tr>
</tbody>
</table>
| Conservation Areas of Daming Lake, of Baotu Spring, Wulong (Five-Dragon) Pool | 保护范围内不得新建、改建建筑 | • 附属物：保护与泉水要素点相关联的泉池水网格局、泉井、古树名木、亭台楼阁桥等历史构筑物空间位置不发生改变，不得拆除或移挪  
• 轴线：严格保护大明湖保护区划重要的视廊轴线 |
| Moat Conservation Area | 保护范围内不得新建、改建建筑 |  |
| Conservation Areas of East and West Luo Rivers, of Xiaoqing River | 保护范围内不得新建、改建建筑  
建筑檐口高度不得超过6米，并采用传统建筑构造方式，与周边建筑协调 | • 河道管控：保护区内禁止与保护无关的建设，建设活动不得占用河道，保证全河段公共开放性  
• 附属物：保护与泉水要素点相关联的泉池水网格局、泉井、古树名木、亭台楼阁桥等历史构筑物空间位置不发生改变，不得拆除或移挪 |
Specify two Grades of Buffer Zones for Urban Development Control and Natural Geology Units Conservation.
Grade I Buffer Zone Management Regulations included in the New Version of "Jinan Historic and Cultural City Conservation Plan" (2015 - 2030)

Responding to the Relationship with Mountains and Waters, to Height and Townscape Control and other requirements for the Surroundings of Historic Urban Areas
Grade II Buffer Zone Management Regulations included in the Newly Published "Regulation Plan for the Generation of Ecological Control Lines for Spring Protection in Jinan"

Four Types of Boundaries for the Ecology Protection Bottom Line

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<th>Regulation for Different Types</th>
<th>Direct Supply Area</th>
<th>Indirect Supply Area</th>
<th>Confluence &amp; Discharge Area</th>
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</table>

- **Natural Mountains**
- **River System**
- **Heavy Seepage Belt**
- **Direct Supply Area and Other Supply Area**
### 3.3 Identification of Duties, Generating the List for Conservation, Control and Management Responsibilities, Standards and Operation Procedures

<table>
<thead>
<tr>
<th>Elements</th>
<th>Tasks</th>
<th>Dept.</th>
<th>Responsibilities</th>
<th>Standards</th>
<th>Operation Procedures</th>
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</thead>
</table>
| **Protected Cultural Relics** | 文物保护单位原址保护  
不可移动文物修缮  
三普范围内的建设  
文物保护单位原址保护用途改变  
建设控制地带内方案审批 | 文物局    | 文物保护单位实施原址保护措施的许可  
文物保护单位及未核定为文物保护单位的不可移动文物修缮的许可  
已登记公布的未核定为文物保护单位的不可移动文物占地范围内进行建设活动、作业的许可  
国有未核定为文物保护单位的不可移动文物作其他用途的许可  
文物保护单位建设控制地带内建设工程设计方案审批 | 按照文物保护法保护要求进行保护 | 全国重点文物保护单位修缮工程立项 |
| **Historic Buildings** | 历史建筑原址保护  
管委会协调  
历史建筑改造 | 文物局    | 历史建筑原址保护措施审批  
对历史建筑进行外部修缮装饰、添加设施以及改变历史建筑的结构或者使用性质审批 | 对于已损毁的历史建筑群，修复时应该严格按照历史图纸和资料，并按程序报批；  
历史建筑严格按照《历史文化名城名镇名村保护条例》进行保护 | 委员会研究历史建筑修缮标准和资金利用相关政策由市政府出台，规划局依政策实施保护 |
<table>
<thead>
<tr>
<th>Element</th>
<th>Task</th>
<th>Department</th>
<th>Responsibility</th>
<th>Standard and Requirement</th>
<th>Procedure</th>
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</thead>
<tbody>
<tr>
<td>Courtyard</td>
<td>院落改造提升</td>
<td>文物局</td>
<td>文物保护单位建设控制地带内建设工程设计方案审批</td>
<td>新建院落不应超过宽度20米，长度25米</td>
<td>委员会研究传统风貌建筑保护利用标准，拟定工作流程，规划、文物、住建、街道办等多部门落实实施</td>
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<td></td>
<td>管委会协调</td>
<td>规划局</td>
<td>建设工程规划许可证</td>
<td>新建院落不应超过宽度20米，长度25米</td>
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<td>长度25米</td>
<td>住建局</td>
<td>大于300平米的工程进行建设工程进行施工许可证发放</td>
<td>参照历史建筑保护标准进行保护</td>
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<tr>
<td>Traditional Style Building</td>
<td>建筑功能提升改造</td>
<td>文物局</td>
<td>文物保护单位建设控制地带内建设工程设计方案审批</td>
<td>按照历史建筑保护标准进行保护</td>
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<td></td>
<td>管委会协调</td>
<td>规划局</td>
<td>建设工程规划许可证</td>
<td>参照历史建筑保护标准进行保护</td>
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<td>一般院落面积控制在150-400平米之间，略呈长方形，南北方向院落开口采用南向优于东西优于北向的开口原则</td>
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<tr>
<td>Protect-ed Street</td>
<td>维持街巷宽度、走向，保护两侧建筑风貌</td>
<td>文物局</td>
<td>文物保护单位建设控制地带内建设工程设计方案审批</td>
<td>维持街巷的走向、宽度、空间尺度、两侧界面、相关历史信息等，要求建筑贴线建设，保证界面连续性</td>
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<td>管委会协调</td>
<td>规划局</td>
<td>建设工程规划许可证</td>
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