Towards a Historic Urban Landscape approach: community engagement through local population's perception on heritage

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ABSTRACT: The Recommendation on the Historic Urban Landscape is strongly committed with the implementation of 'community engagement' approaches, oriented to the empowerment of local population into identify key values in their urban areas, develop future's visions, set goals, agree on actions to safeguard their heritage and promote sustainable development. Departing from the methodologies applied in the cities of Mozambique Island, Cuenca and Ballarat, this paper proposes a "synthesis" approach, adapted to the context of the Historic Centre of Porto World Heritage. The paper presents the survey results undertook to local community of the WH core and buffer zone, which aimed to assess their knowledge about WH status, what they appreciate most and less, and the recommendations to improve the place where they live and work. This is expected to contribute to enrich the knowledge over the potentials of local communities' participation into the definition and management of sustainable urban conservation processes.

1 INTRODUCTION

Experts, such as historians, archaeologists and curators had been the main responsible for identify and map heritage significant assets. They settled what (attributes) should be protected and why (values), according to their knowledge and values system. On the other hand, non-expert community also ascribe different levels of empathy to objects and create their own heritage list. Both lists are likely to differ (Monteiro et al, 2015; Jackson, 2016), being pointed out (Veldpaus, 2015) as one of the causes of the traditional artificial conflict between development and heritage conservation. In fact, the contestation to this unilateral (and westernized) perspective is not recent, as has been shaped by the relevance gave to the cultural values (ICOMOS, 1999), intangible attributes (UNESCO, 2003) and the crucial role played by local communities into heritage management processes (CoE, 2005), by taking in consideration what they value, why and how they intend to manage it. In extreme, authors such as Byrne (2003) even consider the intangible associations, stories and meanings more relevant to cultural heritage than physical fabric. Listening to the people who are familiar with historic places, is the direct way to gather the full meaning of those assets (Kalman, 2014).

Although and despite the international recommendations, the integration of community engagement processes remains tenuous and unattractive, in part due to the slowness of outcomes and the decreasing global trend of citizenship participation. Nevertheless, some experiences are been implemented achieving different levels of success, exploring methodologies that vary from the most collective to individual approaches. Firsts entail work-shops, focus groups, public discussions, as well as heritage or cultural mapping initiatives (e.g. Freeze Viseu, (Savic, 2017)) derived from planning disciplines proposed by Kevin Lynch and Jane Jacobs. It entails discussion with experts of several fields, as well as with different community leads. Nonetheless, these processes might carry some obstacles, meaning the participants might be influenced by others, and then the responses might be conditioned.

Individual (face-to-face) interviews despite being the most time-wasted method, enable to catch the responded without be prepared and being alone, feeling free to give any answer. The background knowledge is irrelevant as the aim is to gather generalist and non-expert visions. The interviewer should make the respondent feel comfortable and anonymous on their answers.

In between these two approaches, is placed the role played by social media, achieving to-day a high relevance due to the massive extension of its use. Also, it entails a "pretended" anonymity which enable to get more honest answers.

The recently adopted UNESCO Recommendation on the Historic Urban Landscapes (UNESCO, 2011), hereafter referenced as "HUL", assumes the integration of urban conservation into wider development strategies as the conclusion of a long path of conflicts between conservation and development. To achieve it, this new approach stands out the exploration of strategies integrating community engagement as fundamental. In fact, the process proposed may take form by inquiring the local community for what is important to them, assuming that elements' value relies on it valorization by community. Change is also a crucial matter, which as unavoidable should be also object of community thinking (City of Ballarat, 2016). Within the six "critical steps", which according to HUL approach, every sustainable and integrated urban intervention should follows, the integration of community concerns over projects is a crucial target. In order to integrate heritage actives into the wider urban development strategies and policies, those should result from a gathered consensus between all city actors, from who lives, visits, invests, manage and thinks the city. Therefore, among other toolkit sets, the community engagement tools are defined by this recommendation and might achier several forms, e.g. publicity, dialogue and consultation, community empowerment, cultural mapping, etc.

Departing from the analysis and lessons achieved by former experiences in three HUL pi-lot cities – Island of Mozambique (Mozambique Republic), Cuenca (Ecuador), and Ballarat (Australia) – where community engagement approaches were at the center, this re-search introduces the results gathered from a survey approach applied to population from the nine parishes covered by the 1996 World Heritage (WH) property "Historic Centre of Porto, Luiz I Bridge and Monastery of Serra do Pilar" (hereafter abbreviated to "Historic Centre of Porto WH"). Besides to surveying local population (residents, former residents, workers and sellers) perception on WH values and attributes (Outstanding Universal Values | OUV), the inquiries outcomes will enable to identify recognized limits, threats, opportunities and recommendations for a more sustainable preservation of their home city. Gathered outcomes will enable to enrich the knowledge over the potentials of local com-munities' participation into the definition and reach the consensus over the values (why) and attributes (what) in urban conservation and development processes. The utmost objective lies on to contribute to enhance the subjective perspective on current implemented strategies and policies in urban conservation management (e.g. Municipal Master Plan (PDM) and the WH Management Plan).

2 THREE EXPERIENCES SETTING COMMUNITY AS A CRUX OF MATTER OF AN INTEGRATED URBAN DEVELOPMENT MODEL

Built in Vienna Conference (UNESCO, 2005), the HUL recommendation gathered from the very beginning a range of countries from all around the world. Each of it, accepted to explore the HUL approach according to their own development aims, needs and conditions, adapting proposed action plan and tools to their very specific context. Among those we opted to stand out three experiences - Island of Mozambique (Mozambique), Cuenca (Ecuador) and Ballarat (Australia) - which despite being contrasting, they commonly assumed the perceptions of local community as a crucial element on their methodologies into built a sustainable urban development strategy. Thus, the contact with communities followed the three main questions raised by HUL approach: *What they love in their city? What they want to protect? What they thing for the future of their city?* (Fig. 1).
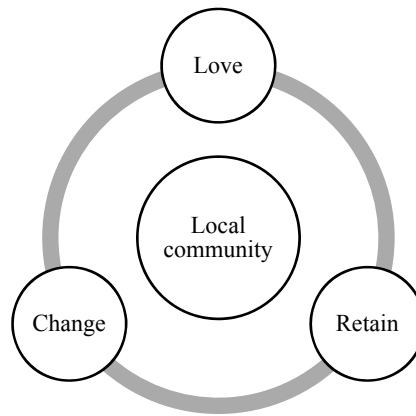
Fig. 1 - IMAGINE approach themes
(adapted from *City of Ballarat, 2016*).

The research undertook in Island of Mozambique was framed on the first follow-up project, in 2011, resulted from HUL recommendation WH Committee ratification, integrating other eastern African cities, such as Zanzibar (Tanzania). On Mozambican case, the research was focused on the assessment of the ownership property status and condition of this WH city (1991), and how this will have implications on future expected changes on the island. The fieldwork divided in two phases, teams and Island zones ("stone town" – TU/e; "Macuti town" – Unilúrio University), and developed in collaboration with local authorities (Town Hall and GACIM), interviewed and visit every occupied parcel. The semi-structured face-to-face interviews, besides ownership related issues, embodied the questions raised by HUL approach, settled on two scales - the island and the building - and enable to understand what they most value and predict the changes that might would be seen on the island.

Cuenca, an WH city since 1999 adopted a mix approach, starting by an in-depth characterization of the place undertake by multidisciplinary team of academic experts, which defined the landscape units embodied in city territory. Local population, divided according to defined landscape units were further invited to think about the values and attributes present in their place (Fig. 1) and discuss the defined units, through workshops and focus groups.

The city of Ballarat is an outsider, which despite not being yet a WH site, the city's local authorities were the first in the "*world to become a signatory to implement UNESCO's Historic Urban Landscape approach*" (Buckley, et al., 2016). In fact, the contribution and support gave by local government has been crucial to develop its strategy. Integrated on the Asia-Pacific Region Training Center on Historic Urban Landscape (WHITRAP) a WH project created in 2011, this collaborative project between academia and local authorities started the initiative "IMAGINE Ballarat" (City of Ballarat, 2013), in which local community was invited to participate into city's planning trough postcards, social media, workshops, contests, personal meeting with local technicians, into answer the three HUL approach questions (Fig. *1*).

Unfortunately not all the experiences were successful, meaning, that not all had reached the purpose to be a tool to be implemented into wider development policies. While Ballarat, had been from the start a commitment from local authorities and resulting on a depth change of local planning policies strategy (City of Ballarat, 2015; 2016), the experience in Cuenca, despite the initial support by local authorities, they ended to abandon the process, resulting however on an interesting and rich academic exercise (Rey-Pérez et al, 2017). On the case of Mozambique, the results failed into be publish together, they derived in a series of papers, focused on the ownership property status (Tarrafa Silva et al, 2013) and the threats affecting its tangible heritage (Damen et al, 2013).

Table 1 – Synthesis table of the community surveys methodology applied by selected HUL city pilot.

	Island of Mozambique	Cuenca	Ballarat
Year	2011	2015	2013
Scale	Building/ island-city	City/ municipality	City
Method	Interviews	Workshops/Focus groups	Social media
Developers	Academics	Academics	Local authorities/ academics
Aims	Ownership property and condition status	Landscape units to be integrated on planning tools	Action plan

Nevertheless the degree of success of the outcomes reached on each experience, the relevant issue to this research remains on the methodology. Therefore, these experiences worked as the conceptual support of the approach applied to WH site of "Historic Centre of Porto, Luiz I Bridge and Monastery of Serra do Pilar". Despite the differences on scale (small sampling limited to WH site) and method application (people in the street), the approach present by this research aims to foster the same objective, meaning the exploration of an integrative and participatory approach of local community perspective, and by using the same background concept – IMAGINE approach (Fig. *1*).

3 CASE-STUDY: "HISTORIC CENTRE OF PORTO, LUIZ I BRIDGE AND MONASTERY OF SERRA DO PILAR"

The Historic Centre of Porto figures in the UNESCO WH List since 1996. Listed under the cultural criterion IV, the WH Committee had accepted that its OUV lies on "*the urban fabric and its many historic buildings bear remarkable testimony to the development over the past thousand years of a European city that looks outward to the west for its cultural and commercial links*" (UNESCO, 1996). The core zone, including the historic centre of Porto, the Luiz I Bridge that links Porto city to vicinity city of Vila Nova de Gaia (Gaia) and the Monastery of Serra do Pilar, covering four Porto city parishes: Sé, Vitória, São Nicolau and Miragaia. Nonetheless, understanding the buffer zone as the surrounding area that includes "*the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection*" (UNESCO, 2017, p. 30), was defined covering surrounding parishes of Porto (Bonfim, Santo Ildefonso, Massarelos, Cedofeita) and Santa Marinha in Gaia, performing, in totally 300 ha.

With different paths, more significantly in Porto than in Gaia, both cities are dealing with a phenomena of shrinkage, losing yearly 1.78% and 0.123% of their population, respectively (citypopulation.de, 2018). The scenario aggravates when we zoom in to the parishes constituting the entire WH area, mainly the Porto parishes in which losses reach the 5% per year. Currently, Porto has been gaining a worldwide recognition reflected on its increasing tourism rates. Simultaneously, the city is witnessing a built-rush on its historic areas that are transforming it physically and demographically, replacing residents by temporary dwellers – tourists The relation between the WH status to the growing tourism rates needs for deeper research, however a former research (Matos et al, 2015) has already identified that despite the positive image attributed to the WH site by local community, the inquiries also revealed that almost 80% of the inquiries were unable to identify the limits of WH classified area.

4 METHODOLOGY

Following the concept of HUL Recommendation, and in the line of the research developed for the aforementioned HUL pilot cities, the data presented and analysed in this article results from a methodological approach based on a questionnaire survey as a technique for data collection. The

survey was applied between the 18th November 2017 and 5th March 2018 to a total of 212 respondents, in a sample collected through a non-probabilistic "snowball" sampling technique (Marconi & Lakatos, 1988; Almeida & Pinto, 1990), using a cross-process of door-to-door data collection and referral of respondents. As such, and given the size of the sample collected (212 corresponding to 0.21% of the surveyed universe), there is no pretension of extrapolation to a wider reality. The construction of the survey sought to respond to the objectives of the research, thus revealing a tool of direct auscultation of the local population (residents and former residents, workers and merchants), an integral and extremely important part of the inscription of the territory under analysis as WH. In this sense, the type of dominant questions in the questionnaire are nominal and descriptive, which conditioned the whole process of subsequent data analysis, done using Excel® and resulting in a predominantly descriptive and univariate statistical approach. Besides socio-demographic identification (age, profession, education level) and similar as was proposed to Ballarat and following the IMAGINE approach (Fig. *1*), questions addressed the following themes:

- What they most value and value less in their place?
- What are the advantages and disadvantages to live/work in that place?
- Are they aware of the UNESCO WH status and can identify its limits?
- What they recommend to improve it?

The construction of the questionnaire was based on a previous bibliographical review and that the field work resort to a privileged informant, co-author of this article and with experience in social mediation work in the field. Concerning to the process, this instrument was applied though two different phases: (1) a pre-test of the survey was applied to a set of 21 respondents (18th November 2017), which allowed us to restructure the instrument to ensure better applicability; (2) after closing the survey, and in order to streamline the process the second set of inquiries (February and March 2018) entailed questions with multiple choice (not revealed to the respondent, solely to help the inquirer) keeping always an open option and built based on the answers gathered on first inquiries.

This pre-coding had revealed useful either during questionnaires application, as it enable to be applied by non-specialists, as well as it streamline the data analysis.

Therefore, data analysis besides to following the pre-coding categories create new ones (post-coding) resultant from the additional information gave by respondents and registered. Data were further analysed by the two main zones constituting the WH property covered by parishes: core and buffer zone, and scored according to the frequency that each category was mentioned. Answers gathered outside the inquiry categories (pre-coding) were further analysed under this first coding, being post-coded the "outsider" answers, given origin to new categories.

5 RESULTS

In total there were collected 212 inquiries had been equally divided between core (105) and buffer zone (107), as well as among the 9 parishes - Sé, Vitória, São Nicolau, Miragaia. Bonfim, Santo Ildefonso, Massarelos, Cedofeita, Santa Marinha (around 10 to 13%, i.e. 20 to 28 surveys applied by parish). Regarding the sociodemographic characterization of the respondents, gender and age representation shapes their diversity and also a distribution that we try to approach as close as possible (concerning the already presented snowball sampling procedure) of the population characterization according to the data available in the last population census (INE, 2011). Moreover, more than a half are employed and a quarter are retired, the majority holding the lowest general education degree (first four years), followed by the lowest university degree. Accordingly, the most referenced professional activities are related with commerce and civil construction. Regarding the connection with the territory, 58% (123) of the respondents are residents; 25% (54) are workers and 13% (28) are residents and workers. It should be noted that 24% (52) of the respondents had a relationship with the territory for more than 50 years and another 24% for less than 5 years, demonstrating a plurality of perspectives.

Concerning the IMAGINE research-driven questions, with exception for the question inquiring what they less value in their place for which 31% of the 212 do not answered, the majority of the themes were answered for more than 90% of the total applied inquiries.

When inquired about their knowledge about the WH status holding by the place where they live or work, about 75% of the surveyed demonstrated being aware of this international recognition, within 49% identified the limits (88%) or elements (18%) that are covered by this status. The majority are aware of the limits of WH property (Fig. 2), although the elements covered by core zone are the most referenced (e.g. Sé, Ribeira, Clérigos, etc.). Few respondents indicated places outskirt of WH property limits, such as Serralves Foundation or the Parque da Cidade, or even mistaking with neighboring WH properties: "Alto Douro Wine Region" (2001). Yet, about 21% do not know about this international recognition, mostly of them residents in buffer zone parishes.
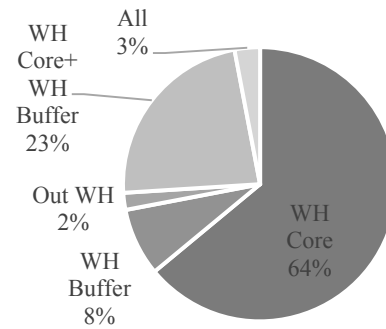
Fig. 2 Local community perception of the limits of WH property.

5.1 *Issues most valued on their place*

When inquired about the issues they must value, appreciate and want to preserve, it is relevant that 56% of the respondents promptly answer "everything". Though, issues related with the permanence of residents and their friendless qualities (81%), as well as the architectonic characteristics addressed to singular buildings, civic and religious are the most mentioned values that should be preserved (77%). Public spaces, such as gardens, squares, streets are indicated by 40%, equalized by specific areas such as neighborhoods (e.g. the "ilhas", the Jewish neighborhood), the "downtown", both waterfronts and historic centers (Porto and Gaia). Equally scored arises references to intangible attributes such as traditional commerce, festivities (traditions) and the gastronomy. Porto Wine wineries of Gaia, part of the buffer zone are appreciated by almost 20% of respondents. Tourism and related activities are also seen by almost a quarter of the polled, as something that should maintained. Even corresponding to a less than 10% of the responses (maybe because resulted from given additional information further post-coded), it is relevance the references to landscape, natural heritage (e.g. ancient trees, Douro River), narrow and distinct streets (e.g. Rua das Flores) and the river-related issues (e.g. shipyard, boats, "mareantes"), as well as a diversity of urban facilities supporting housing conditions in these areas.
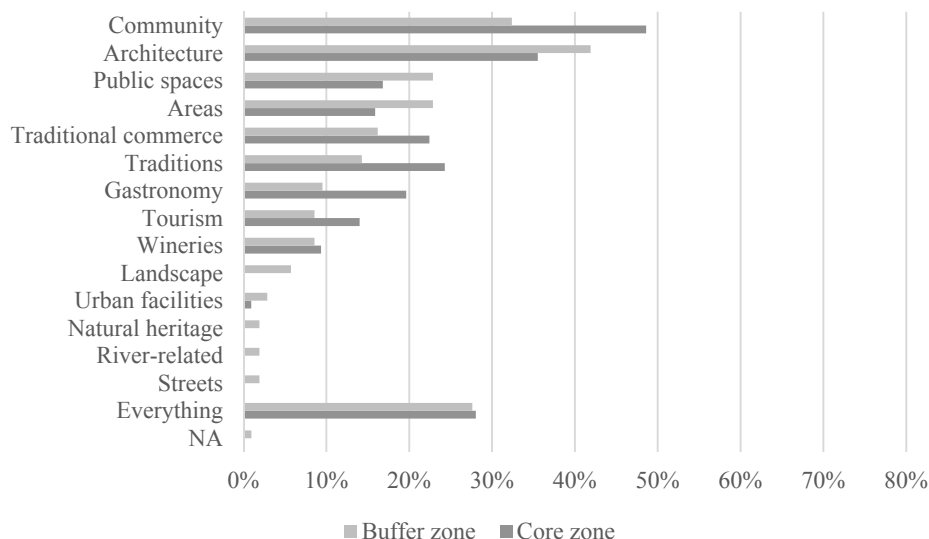

Fig. 3 – Issues most valued by WH Historic Centre of Oporto local community.

An analysis by WH area, the values differ. While the values related with local community ("bairrismo") are the most important elements for respondents from core zone parishes (49%), for

buffer zone users it is the architecture (42%). Besides, tradition-related issues such as festivities, local shops and gastronomy achieve the same values in core parishes (20%-24%), than public spaces (23%) in buffer zone ones, which also stand out for better value landscape, as well river-related issues and natural heritage.

5.2 *Issues less valued on their place*

When inquired about the issues that they less value, answers easily went through more personal things and intangible issues, toughest to categorize, adding the fact that just 69% of all respondents answer to this research-theme question. Thereby, the overinvestment on tourism (58%), felt on the rising of housing (51%) and daily groceries prices and the noise, are the most mentioned issues that are negatively impacting local community. A result that cannot be dismissed from the concerns revealed regarding the phenomenon of residents eviction (40%). Simultaneously, the physical condition of built environment is also a serious alarm, either for architecture (58%) or for public spaces (12%), which people described as degraded, abandoned and sometimes even missing. Concerns regarding motor mobility are presented as something to eliminate, in two contrasting perspectives: as a phenomena (traffic) that introduces some chaos (17%), and as a daily need which associated restrictions (e.g. lack of parking places) (12%). Insecurity (36%) and phenomena related with social emergency situations (e.g. prostitution, homeless) are also issues that local community urges to see erased from their place. Lastly, the introduction of new urban facilities, such as the cable car and even the surface subway, are indicated by buffer zone parishes and in particular to Santa Marinha in Gaia as disruptive features. Still, about 14% of those indicate a positive attitude saying that they don't have anything that they might dislike.
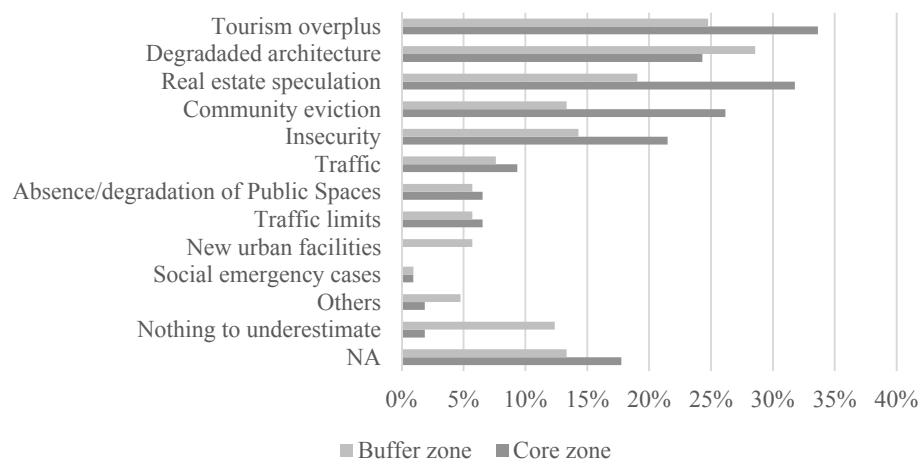

Fig. 4 - Issues less valued by WH Historic Centre of Oporto local community.

Confirming the outcomes gathered in former theme, being architecture the most appreciated issue for buffer zone people, its bad physical condition is also something that they indicate as negative. On the same way, for core parishes it is the overinvestment in tourism and related rentals prices increase the issues that they less value, related with the population evection phenomena mostly felt in these areas. In general buffer zone population are more positive than core zone local community.

5.3 *The advantages to live on work on their place*

The feeling of urban centrality with easy access to services and goods is undoubtedly the great advantage identified both by residents and works from both WH zones (90%). Further, the aesthetic quality of heritage (48%) is indicated as an attractive aspect of the WH property, followed by the permanence and characteristics of local community (42%). Contrasting with the results of former question also the tourism (45%) is seen as an advantage. About 38% unable to indicate specific advantages, they reinforce the positive attachment feeling for the place. Security feeling,

the recurrent built interventions as well as the new urban facilities, landscape and the wineries are indicate, mostly and in some cases uniquely by buffer zone parishes as advantages to live here. Yet, few respondents indicate that their places have no advantages comparing with others (4%).
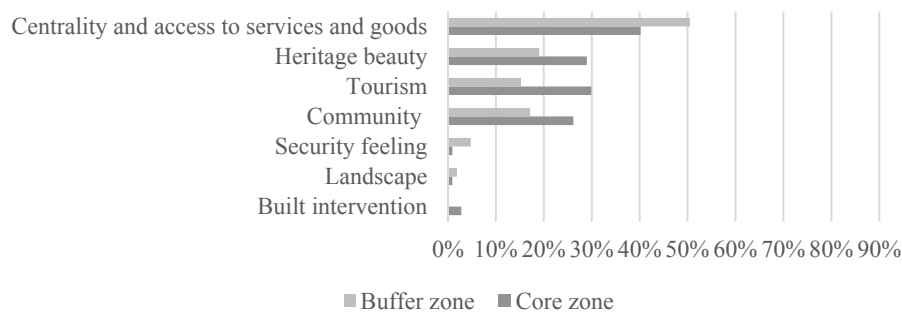

Fig. 5 - The advantages to live or work in the WH Historic Centre of Oporto

Again, slightly differences between WH zones can be identified, as while for core zone tourism activities is seen as the second greatest advantage of the place, for buffer zone people is the heritage beauty. As so, the interventions on urban fabric are just indicated an advantage for core zone respondents, while and the landscape and the security feeling are mostly indicated by buffer zone people.

5.4 *The disadvantages to live or work on their place*

Almost 60% of the respondents show a very positive attitude, promptly indicating the absence of disadvantages to live or work in this WH property. Though some remain, reinforcing the negative impacts of unreasonable tourism (42%), equally felt on both WH zones. An issue that cannot be disregarded with the disturbing chaos and noise (38%) derived also from the traffic (35%). Again, the phenomena of residents' eviction (29%), allied to the lack of housing conditions (28%) and the restrictions to individual motor mobility (27%) are also indicated as serious disadvantages. Further, the degradation of built environment and the generalized insecurity feeling (26%), contribute for a sense of aggravated life quality decrease.
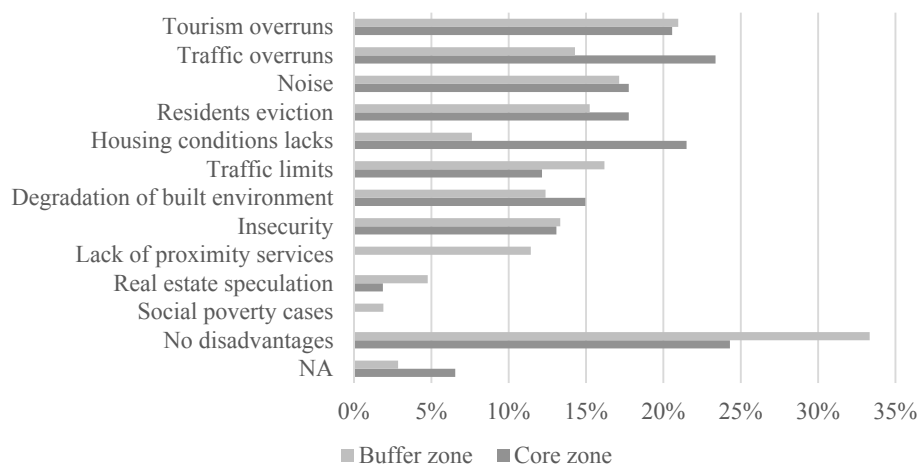

Fig. 6 – The disadvantages to live or work in the WH Historic Centre of Oporto.

The discrepancies between WH zones are relevant, as for core zone the greatest disadvantage is the traffic overruns, for buffer are the overruns of tourism. Issues related with everyday conditions such as the lack of proximity services, the real estate speculation and the existence of social emergency situations are mostly, and sometimes exclusively pointed out in buffer zone parishes, while, core respondents indicate the absence of housing conditions as second the greatest disadvantage.

5.5 *Recommendations to decision-makers*

As has been indicated by former themes, concerns about the present context of dwellers loss, dominate the suggestions proposed. Thus, the "creation of more conditions for residents" in order to engage new residents (94%), the implementation of policies and strategies to retain existent ones (84%), as well as the establishment of tools that regulate and control tourism-related activities (54%) lead the ranking. These recommendations cannot be disconnected with the concern into protect the city's identity (51%), being related with the claim for more community civic engagement strategies (17%). The feeling of security albeit had been an identified advantage by few respondents, it remains as a great concern for almost half of them (49%), which claim for more street policing, mostly at night hours. Suggestions related with the physical intervention on buildings and public spaces are also significant for 45% and 38% of respondents, respectively. Issues related with mobility are also introduced, either individual (e.g. more parking places) or collectively (e.g. more public transports lines), suggested by 11%, as well as the introduction of more soft mobility solutions (5%). Less but also expressed, both WH area people claim for investments on soft mobility solutions (e.g. bikes), more support to social emergency situations, a closer relation with local authorities, and consequent support to local activities, such as local commerce or associations.
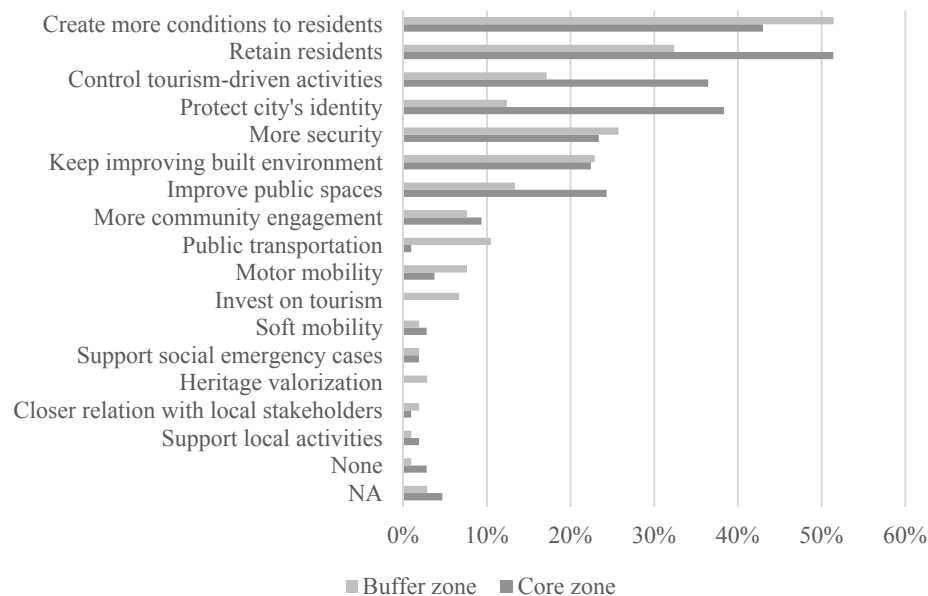

Fig. 7 – Recommendations settled by WH Historic Centre of Oporto local community.

Recommendations regarding the control of tourism-driven activities and the protection of city's identity gain more weight in core zones parishes. Though, buffer zone people claimed more for better motor and public transport, being the only ones suggesting more investment in tourism and initiatives that highlight also the heritage located in this area.

6 DISCUSSION AND CONCLUSION

Community values, needs, aspirations and expectations occupies a central place in the holistic approach proposed by 2011 UNESCO HUL Recommendation. According to it, the pursuit for urban sustainable models, integrating conservation concerns and development aims, must have to take in consideration the impacts over local community for past, present and future needs. The integration of community engagement processes, despite being a tough task and vulnerable to several variables, has proven a panoply of methodologies that still need to be improve and extended. Learning from the comparison with the experiences of HUL cities mentioned on this article (Cuenca, Mozambique Island and Ballarat), the approach applied to the WH Historic Centre of Oporto, reveal the need to be extended to a greater sampling, more residents and workers but

also to other city users such as decision-makers, investors and even tourists. Still, the integration of other techniques beside face-to-face interviews, such was the approach used by Cuenca and essentially by Ballarat, by using postcards, cultural mapping workshops or social media, may contribute with more significant insights.

Despite recognizing the place as a World Heritage property, and therefore as a place with heritage of outstanding universal value, results indicate that should be more investment into enlighten local community about the actual limits of WH area. This lack of knowledge might contribute for the traditional artificial conflict between development and conservation as mentioned by Veldpaus (2015).

The number of collected inquiries overturn a generalization of the results, and thus they will be discussed under a prospective vision. If by one hand the majority of the respondents are aware of the WH status of the place in which they live or work, on the other hand it is significant that almost a quarter of then unknown this international recognition. Yet, for those who recognize it, the limits of the listed area are well known, though the people from buffer zone had demonstrated more difficulties to better identifying it. In fact, being architecture, landscape and the relation with the sea and the river the essence of the OUV justification, it is relevant that they emerged as issues that they appreciate and should be preserved. Differences between core and buffer zone perspectives are obvious, reflecting present socio-economic dynamics, where tourism is occupying a central place and residents are being evicted, mostly in core zone parishes. Thus, is understandable that for these parishes – Sé, Vitória, Miragaia and São Nicolau – the relations and atmosphere created by this "sense of belonging", repeatedly mentioned under the expression "bairrismo", as well as the traditions (e.g. festivities, gastronomy) are undoubtedly the most important value to be preserved. This concern is consecutively reinforced on further questions, where despite recognizing tourism as an important economic activity and an advantage in which should be keeping the investment, has to be also a balance with the residents, and the creation and improving of their housing and life quality conditions. Nevertheless, the general picture is presented as positive, as more than half do not see disadvantages on the place that they live or work, and a great hope in the future.

Lastly, the utmost recommendation brought by the voices of this research, and in accordance for what is recommended by HUL is: invest in create strategies which balance tourism needs with the local community aspirations, as one cannot survive with the other.

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