The Historic Urban Landscape Recommendation: A New UNESCO Tool for a Sustainable Future

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Figure 1 A historic urban landscape example, this local market, in the central square of the Mayan town of San Juan Chamula, Mexico, fills this civic space temporarily with local economic and community activity. (Patricia O’Donnell)

INTRODUCTION

Following ancient Jewish custom we acknowledge our hosts, the spirits of our ancestors and speak to the legacies that they have passed on to us as “the descendents bear in their collective memory, their ancestors”.

These ancestors have transmitted heritage cities to the current and future generations and that legacy deserves respect.

The rate and type of urban changes in the 21st century was the impetus for the UNESCO Recommendation on the Historic Urban Landscape (HUL), approved in November 2011. Today some 260 cities and more than 350 urban centers are inscribed World Heritage sites, where heritage is recognized for Outstanding Universal Value to all humanity, transcending national borders. Going beyond World Heritage cities, the HUL recommendation is directed toward all urban places, each unique and each a place of heritage, enlarging the notions of historic center or urban ensemble to include the
broad urban context and larger setting. This wider context is includes the tangible character and features of urban places: land use patterns; spatial and visual relationships; topography; geomorphology; natural features; built environment; open spaces; infrastructure; and the intangible values of cities. To address urban heritage, holistic and targeted approaches to communities must be employed. HUL frames this challenge more effectively and comprehensively than previous international guidance. **HUL extends thinking from specific heritage resources to address the broader urban context and its geographical setting.**

HUL is a landscape approach, highly relevant to landscape architects and planners. Valued villages, towns and cities are legible, multi-sensory vessels of spirit of place that combine tangible and intangible heritage. Cultural landscapes of urban areas, the combined work of humanity and nature, generally comprise about half of the settlement space and contribute significantly to the character of the place. Buildings are the other half and contribute, as a whole to the scale, density, and character of the townscape. The public and private historic urban landscape expresses traditions and values, forming an accreted record of interactions between people and place. Design and heritage professionals must work in an inclusive, interdisciplinary way to clearly identify, document, analyze, and articulate the diverse resources of our shared urban heritage so that urban change management can be comprehensive, effective, defensible and iterative. The HUL approach aids in this process, reinforcing the plurality and diversity of urban heritage and its capacity for continuity and change.

![Figure 2](image)

Figure 2  View over Oporto, Portugal demonstrating the adaptation of the historic urban landscape to the river and hills of the pre-existing landscape, as a city rooted in its place. The homogeneity of building materials and architectural forms adds to the distinctive urban character of this World Heritage city that was developed around water transportation. (Patricia O'Donnell)

The historic urban landscape and the urban cultural landscape offer parallel terminology for the same resources. HUL and urban cultural landscape both address the entire townscape ensemble of structures and landscapes, views, hills, slopes, vegetation, shorelines, rivers, parks, streets, bridges, walls, residences, commercial buildings, transit stops and tracks, and so forth. These urban features are
composed, by humanity and nature over time, to establish the urban character. They embody the tangible and intangible urban heritage, that is valued and requires management of change into the future. For example, riverfront and sea harbor communities across the globe share common origins and similarities as well as unique characteristics. As a city traditionally developed, the landscape chosen for the site was incorporated into urban design and planning, as demonstrated by the view of Oporto, Portugal (Figure 2). These urban places, shaped over centuries, express the interaction of nature and culture, a combined work of people, place and time, contributing immeasurably to the character of the community. As expressions of unique places, evolved over time, urban heritage landscapes are legible and distinctive to both local citizens and the visitors, and therein lies their values. When adequately understood as an integrated and interdependent matrix of values, the tangible expressions of place and people, and the intangible values residing in those places, can be preserved and managed as the unique spirit of place that is urban heritage.

**21st CENTURY URBAN PRESSURES**

The cultural continuity of the past is challenged, with industrial and social revolutions and political changes leaving aged monuments washed up on the shore. Intense city growth creates waves of metamorphic change, threatening the inherent values and character of the city, the vessel of values. And, the 21st century urban form is complex and polynuclear. This form cannot be based on the static constructs of past settlements, unchanged for centuries. Communication theory offers a method of analyzing the attributes of this new form, polynuclear in character, as an aspect of the HUL approach. Urban heritage preservation thus transcends the single building or monument and embraces the conservation and rehabilitation of the whole environment in which society maintains interest. Diverse, valued places of settlement and heritage are subject to contemporary changes that can diminish both tangible and intangible values and integrity. The range of pressures facing our global urban heritage include:

- Population gains propelling rapid, uncontrolled growth, particularly in developing countries;
- Population losses resulting in devastating losses of urban fabric & heritage, particularly in developed countries;
- Socio-economic transformations generating functional changes in the city core questioning values and attributes;
- Environmental changes, disasters, impacts of armed conflict, against the universal desire for healthful living environments;
- Impacts of upgrading antiquated & failed infrastructure & transportation systems, degradation of settings surrounding heritage cores;
- Evolution & appropriation of urban heritage with global competition for economic growth and tourism income;
- Development pressures & related "starchitecture" and other city branding projects that are often driven by global urban competition & projected economic gain.

Add to these specific challenges the prevailing view of heritage as a public commodity for profit making, in the absence of a parallel commitment to safeguarding the heritage for generations to come. HUL is a vehicle for capturing and directing both a reinforcement of traditional values of traditional monument heritage and for framing and applying a wider framework for sustaining contemporary and future urban heritage values and stewardship by diverse urban actors in a collaborative, iterative process.
UNESCO HUL an Inclusive Construct for the Urban Future

Since 2003, intensive discussions grappling with the meaning, character and values residing in the HUL have resulted in the Vienna Memorandum and in resolutions from international meetings. “The Historic Urban Landscape approach aims at preserving the quality of the human environment and enhancing the productivity of urban spaces. It integrates the goals of urban heritage conservation with The goals of social and economic development. It is rooted in a balanced and sustainable relationship between the built and natural environment.”5 The HUL approach is a construct that can embody the character and spirit of heritage cities as they evolve.

Recognizing these challenges, the World Heritage Committee called for discussions on "how to properly regulate the needs for modernization of historic urban environments, while at the same time preserving the values embedded in inherited townscapes, in particular of cities inscribed on the World Heritage List."6 Succinctly stated, the HUL mission is to retain heritage values. Heritage values can be directly linked to spirit of place in the landscape because it is from the landscape that the original canvas of urban form springs. The resulting human and landscape interaction evolves to communicate aspects of the unique urban landscape spirit. The HUL is embodied in this evolution of place and humanity. Premises that underpin a conservation agenda of the HUL approach to diverse types of heritage settlements are:

- Urban heritage, combined work of humanity & nature over time, worthy of conservation
- Multiple tangible and intangible values of history, society & economy are imbedded
- Processes of continuity and change are present, cities are dynamic
- Intensity and speed of changes, including climate change
- Unique urban landscape identity express a living heritage
- Urban landscape contains heritage values in complex ensemble
- Historic urban landscape recognition, documentation, analysis are a doorway to managing & retaining the values into the future

Urban heritage thrives in a complex and interrelated dynamic matrix. Uniqueness is a primary appeal and value for living in, visiting and celebrating cities. The urban landscape is frequently and incorrectly perceived in a superficial way. This shallow comprehension is witnessed in the current international trend to underestimate the complex process of growth and vitality of Bilboa or the world positioning of Dubai in a simplistic way by seeking iconic “starchitecture” as a panacea. However, urban vitality is not achieved with a superficial quick fix, but rather is rooted in the uniqueness of place, peoples and traditions, accumulated over time. These combined expressions of value are at the root of vitality. Uniqueness is directly linked to the universal value of urban heritage with distinctive heritage as a tourism magnet and economic engine.

In considering the need for greater guidance in the ongoing management of the urban heritage and the historic urban landscape, the World Heritage Centre undertook a series of globally dispersed meetings, the first in Vienna, May 2005, to address growing concerns about change and degradation of heritage values. In a summary paper the primary issues were enumerated as7:

- Landscape, a stratification of previous & current urban dynamics, is an interplay between the natural and built environment (previously handled by zoning);
- Role of contemporary architecture (previously contextualisation of new buildings);
- Economics & changing role of cities, with an emphasis on the non-local processes such as tourism & urban development, with outside actors of change.

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Over six years intensive global HUL discussions addressed urban issues, trends, and the future of heritage. Drawing from the HUL definitions "The historic urban landscape approach aims at preserving the quality of the human environment, enhancing the productive and sustainable use of urban spaces while recognizing their dynamic character, and promoting social and functional diversity. It integrates the goals of urban heritage conservation and those of social and economic development. It is rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past." This quote expresses the complexity of the HUL challenge.

In considering the future, we recognize that values are transmuting over time. The Burra Charter states that "places may have a range of values for different individuals or groups and values are continually renegotiated". With changing social and demographic patterns, the focus is on the continuity of place rather than of people. Urban new-comers need to embrace place, while the long term city dwellers need to provide space, for the heritage of today to be layered on the heritage of the past, toward the future heritage. If the potential of the heritage is in its widespread recognition, then its future might simultaneously provide for syncretism, combining differing beliefs and practices in a symbiotic association of people and place. This is the broader social paradigm of HUL raising the question whether universal values should now belong to place and not people. In respect to urban heritage, place and values are enduring while people are critically important temporary stewards who pass that heritage on to future generations.

In consideration of these points the notion of the acceptable limits of change has arisen. While management systems and strategies often pay homage to economic value, they could also be attuned to the retention of unique values and spirit of place. In terms of the ongoing management of urban heritage, a useful approach to conservation is to envision the practice of preservation within the construct of development. It is one important aspect of the ongoing evolution of a city. Dramatic changes to urban character can disrupt traditional character and sense of place, failing to recognize the import of heritage as a quality of life issue, an economic engine and a vessel of diverse values. Change should ideally be conceived in harmony with the past, rather than in opposition to it.

**TANGIBLE VALUES OF THE HISTORIC URBAN LANDSCAPE**

Urban cultural landscapes are multi-sensory vessels of spirit of place. There is a potential to oversimplify the urban landscape, attributing only the most obvious aspects. Those who live in or study an urban landscape perceive this complexity as a composite, the totality representing the spirit of the place. The tangible elements of the historic urban landscape embody that spirit. The physical aspects can be observed and documented as elements that comprise the urban heritage, while research determines the historic character of the urban landscape, and assesses the degree to which that character is evident today. Integrating research, inventory of tangible features and intangible heritage, provides a basis for understanding overall character and can inform future planning, interventions and management.

To document the tangible HUL, a useful approach is to follow a comprehensive landscape character-defining features checklist. This suggested list serves as a topical guide for a study of the tangible heritage:

- Natural Systems, Geomorphology, Hydrology, Topography
- Land Uses, Patterns, Clusters, Spatial Organization
- Visual Relationships

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Urban landscape integrity can be defined as the degree to which the historical interactions of humanity and nature that formed the cultural landscape remain present today. These are the tangible forms, features and overall character of the historic urban landscape that expresses spirit of place in tandem with the intangible practices, traditions and values that are nested within place. These aspects of the landscape can be documented in archival research, historic period narratives, existing conditions fieldwork. Urban land uses shape the city with observable patterns that define specific zones and clusters. Rediscovering, documenting and assessing the historic urban landscape character and tangible features provides a useful, informed basis for consideration of the future.

INTANGIBLE HERITAGE RESIDING WITHIN THE HISTORIC URBAN LANDSCAPE

The public and private urban landscape expresses traditions, values and a record of ongoing interactions between people and place. The intangible values and meanings of a cultural landscape should also be documented and understood. Within the tangible landscape, intangible expressions of lifeways, as seen in ceremonial and everyday uses, can be observed in action or noted through features and traces of those actions. These landscape-rooted intangible values are expressed in practices, events and places:

- Festivals, rituals
- Traditional music, dance, performance
- Spiritual worship, pilgrimage
- Iconic shared places, symbols that embody the shared urban image
- Places of memory, marking events, joy & suffering, commemoration of past events
- Traditional practices
- Urban and ex-urban farming, food plants
- Local cuisine, harvesting places
- Traditional arts and crafts, gathering place for materials, work places for production

Documentation of the intangible values of urban heritage is a baseline process. These categories suggest the existing intangible values imbedded in the places where valued events of daily life and special occasions take place. The same listing may also clue the seeker of intangible values to look for remnants of prior traditions, now in relict form. For example, a lakefront swimming area may have been used for religious ceremonies in the past and particular elements of access may remain while today recreation is the dominant use.

As another type of urban landscape, places of pilgrimage are imbued with meaning. The issue of pilgrimage, unlike heritage tourism, is based in spiritual belief. The act of pilgrimage takes a corporeal form in the tangible world but the process of pilgrimage is intangible and contributes to salvation beyond this life. In a recent project, nascent urban and interurban historic pilgrimage routes in Ireland were researched, mapped and rehabilitated to serve modern pilgrims. The identification, demarcation, management, community engagement and sustainability of a network of medieval Christian pilgrimage routes in Ireland is a useful example. Based on historic research of location and destination data, a series spiritual destinations were reconstructed from medieval pilgrim routes bringing a re-enactment.
opportunity to a contemporary public. The touristic use of these routes has brought revenues to the region, supporting community businesses and employment at a sustainable level, while the historic character of the urban areas and the spiritual destinations has been preserved.\textsuperscript{10}

In contrast, the Muslim holy pilgrimage of the Hajj, to Mecca has been much altered over time. Offering an example of the force of numbers, this spiritual tradition brings to bear as intensive pressures on place to accommodate pilgrims many multiples beyond those planned for in the past. Heritage place makes way for people and the preservation of tradition, in this case, and the historic urban landscape is barely recognizable today as a result.

Figure 3a 3b and 3c. Historic views of the religious core of Mecca document the attributes of the historic city in terms of spatial organization, scale, and features, while the contemporary view demonstrates massive change in urban form and features that have been made to accommodate the holy pilgrimage. (Gustavo Araoz, ICOMOS President)
These interactions, and the values they embody, yield both tangible and intangible heritage, residing in the historic urban landscape and contributing to the urban spirit. The HUL approach "considers cultural diversity and creativity as key assets for human, social and economic development." When understood as an integrated matrix of cultural landscape values, the tangible expressions and intangible values of spirit of place can be preserved.

TOOLS TO ADDRESS CONTINUITY & CHANGE IN THE HISTORIC URBAN LANDSCAPE

The broad community of urban dwellers, tourists, nations and the global interests, can bring four basic tool groups to effective protection and appropriate use of this heritage, drawing on an interdisciplinary milieu. The HUL approach "provides tools to manage physical and social transformation and to ensure that contemporary interventions are harmoniously integrated with heritage in a historic setting and take into account regional contexts" that are both traditional and innovative. There is a broad HUL toolkit that can be used toward a more robust and integrated urban preservation approach.

- Civic Engagement
- Knowledge and Planning
- Regulatory Systems
- Financial

The application of these four groups of tools, set forth in HUL, are explored as effective means of preserving the values of urban heritage. Identifying the existing shared heritage of a settlement, within a comprehensive environment, provides a basis for spatial and temporal sustainability. This basis needs to be gained through the consideration of the range of processes at work, toward improved management of change. Acknowledging the dynamics of urban change and addressing, in a well-informed manner, appropriate and acceptable change in heritage cities, are foundational aspects of stewarding urban heritage values. An inclusive, value-based system is foundational to balance change and preservation, guided by urban tangible and intangible values. Diverse, complementary tools can be employed fostering community engagement, providing appropriate planning, directing interventions, shaping laws and incorporating the regional economy.

1 Civic Engagement Tools

In contemporary society population mobility is a constant. The populace of city dwellers is both static and dynamic, as long-time residents mingle with newcomers. There are a range of tools that apply to civic engagement that brings together citizens, community and neighborhood groups, political leaders, municipal staff, institutional leaders, non-governmental organizations, philanthropists, charitable organizations- literally all the aspects of civil society- to envision their urban future in harmony with the past. The HUL approach "addresses the policy governance and management concerns involving a variety of stakeholders, including local, national and international public and private actors in the urban development process." This list of civic engagement tools offers a range of directions.

- Accessible, multi-platform urban planning vision processes
- Public forums about aspects of the urban future
- Web based local heritage games
- Urban heritage issues web exchange blogs, chat rooms
- Planning charrettes with open dialogue
- Documentation projects, oral interviews, videos
- Community heritage stewardship skill development, workshops, projects
- Volunteer efforts to sustain local historic places

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There are many ways to captivate the interest of urban residents to promote awareness of their historic fabric. Recent web-based city vision planning engagement is noted in the Plan Pittsburgh 25year urban plan that includes a heritage component. A useful heritage awareness technique is the visual “History Hunt” of the non-profit organization Preservation Burlington, Vermont, USA, in which participants explore the city to identify a series of photographs. The game challenges city dwellers to investigate various neighborhoods in search of iconic and charismatic features of the built environment. Sheets with clues are distributed to the public via email to the Preservation Burlington website and by hardcopy printouts in public locations. Prizes are awarded to participants and a grand prize winner is selected during a televised event that highlights preservation activities in the city. The purpose of the game is to generate interest and discussion and increase awareness and respect for local built heritage. These purposes dovetail with the organization’s mission “to preserve and protect the historic architecture and livability of Burlington through education and advocacy.” This technique is adaptable to a social media platform where residents post their own photographs and challenge others to engage in further exploration and appreciation of the historic urban landscape.

<table>
<thead>
<tr>
<th>Photo</th>
<th>Brief Description of History/Style</th>
<th>Address/Common Name</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image" alt="Photo" /></td>
<td>This structure can be found in a Victorian-era garden cemetery, which opened in 1871. The area not only provided peaceful burial grounds but also a quiet area for the living to picnic, relax and escape the noise of the downtown center.</td>
<td>Lakeview Cemetery</td>
</tr>
</tbody>
</table>

Figure 4: Preservation Burlington community History Hunt, uses an urban find the clue game format to engage people with the built heritage of the community. (Burlington Preservation)

The full range of civic engagement tools are integral components of stewarding the historic urban landscape into the future.

2. **Knowledge and Planning Tools**

These tools are intended to protect the integrity and authenticity of urban heritage. From the planning perspective, change is in the air. Traditional planning approaches that continue to be effective, are joined by new approaches and innovations to address the intensive challenges of urban places in the 21st century. These diverse planning tools include:

- Holistic planning process that incorporates urban heritage & values
- Documentation of tangible & intangible community heritage
- Urban viewscape mapping for building envelope, height, location
- Planning for conservation of natural & cultural resources
- Targeted urban preservation, management, tourism plans

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- Green infrastructure knowledge applied with heritage considered
- Plans incorporating heritage values to address streets, public facilities, stormwater, parks, etc.

Turning first to documentation as a basis for planning the example of the village of San Juan Chamula, Mexico, demonstrates intangible urban heritage in worship and commemoration events that take place within the walled church courtyard, and in the adjacent market square and the local streets. These historic urban landscapes are the setting for the expression of traditional beliefs, hosting the ephemeral expressions of local traditions. To frame appropriate community planning initiatives that retain this local heritage, documentation of these and other uses and associated values, would inform future land uses, scale and density of development, and municipal projects to upgrade infrastructure or similar undertakings.

![Image](image.jpg)

*Figure 5: San Juan Chamula, Mexico church courtyard with musicians playing traditional instruments and incense burning, is an example of the urban historic landscape that expresses the local beliefs serving as the setting for expressions of the intangible heritage of traditional community and religious events. (Patricia O’Donnell)*

As stated in the HUL document, "Urban heritage, including its tangible and intangible components, constitutes a key resource in enhancing the livability of urban areas and fosters economic development and social cohesion in a changing global environment. As the future of humanity hinges on effective planning and management of resources, conservation ash become a strategy to achieve a balance between urban growth and quality of life on a sustainable basis.” An example of planning tools that have effectively preserved a historic urban ensemble is the zoning and development approval guidance of Annapolis, Maryland, where a colonial harbor area is the core of this Maryland capitol city. The urban heritage core is a cohesive composition of narrow radial streets, three-story buildings, limited street space with brick sidewalks, and narrow roads that define the unique character of this urban landscape. Private spaces within building lots are enclosed gardens with large trees, plantings, paths, ponds, sculptural objects, etc. The urban pattern of radial hubs with iconic structures, the Governor’s Mansion and churches, shapes view lines and multi-sensory perceptions of this older town within a modern city. Zoning controls building heights, facade forms, and proportions, to retain unique streetscape scale and details.

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Interestingly, a recent planning project suggested adding street trees. Local citizens immediately responded that the tradition of this unique city was no street trees, that they would be intrusions within the colonial streetscape obstructing views and altering townscape character. Instead, trees belonged in the private garden spaces, interior to residential lots, and at intersections, round points and near the iconic structures, as located traditionally. Local knowledge redirected the planning efforts to retain and steward the unique urban landscape of Annapolis.

Figure 6  A typical streetscape in Annapolis, Maryland, a colonial urban core area showing the axial layout and focus on iconic structures. (J. Patrick Graham)

Figure 7  Aerial photograph of Annapolis depicting the core area and the harbor to capitol radial city plan. (Google Maps)
3. Regulatory Systems
Legislative measures and regulatory systems shape growth and change within urban heritage areas. For the HUL approach the tools applied would aim at preserving and managing tangible and intangible urban heritage. Globally, such systems vary widely in both their content and their implementation:

- Zoning ordinance underpinned by urban heritage database
- Conservation easement law
- Historic district commission law
- Traditional, customary systems, indigenous peoples
- Legislated climate change targets
- Tree protection ordinance
- Green Infrastructure, Renewable Energy Codes
- Multi-purpose overlay districts, for economy, heritage, aesthetics, conservation
- Legislation specifically addressing urban heritage stewardship/management
- Urban viewscape controls

Figure 8 Edinburgh urban viewshed over civic buildings along the Miracle Mile to iconic hills and steeples. (Patricia O'Donnell)

Capturing iconic city identity is a challenge. In terms planning for the shared visual urban character, the notion of "defining the sky" was coined by talented landscape architect, Hal Moggridge, IFLA. In his recent study of Edinburgh, Scotland, a series of viewsheds have been mapped to provide public visual access to iconic urban elements into the future. Sky definition is the basis of a complex urban growth control zoning system, where development proposals are required to demonstrate compliance with the protection of identified iconic city view corridors and vistas, a visual commonwealth of Edinburgh dwellers, visitors and future generations.

Preservation is an inherently sustainable practice where the resources and carbon inputs already in place are retained, upgraded and made more vibrant and useful for today and tomorrow. The historic urban landscape is imbedded with these historic inputs from the minds and hands of our forbearers. Managing the city within the constructs of its historical shaping city respects inherited urban heritage, passing it forward to coming generations. Sustainable aspects of change, bringing green infrastructure to urban areas, can be accommodated within a framework of respect and understanding that incorporates rather than erases the past to construct a sound vision for the urban future.
Figure 9  Viewshed mapping for development control review of Edinburgh from the highpoint and iconic elements of the urban heritage, such as access to the view of city topography and the adjacent firth waterway prepared for application to city growth. (Hal Moggridge, IFLA representative to the HUL working group)

In dense urban areas high stormwater flows into antiquated combined storm and sanitary sewer systems cause unacceptable contamination. Predominantly impervious surfaces of urban areas gather and flow rain runoff quickly into catch basins and drain pipes, with little pervious ground or roof to absorb water. These overflows are a huge problem causing many waterways fail to meet USA standards for healthy fishing, swimming, and wildlife. Legal mandates to clean water and improve overall water quality force actions. The traditional approach to this problem has been to build new infrastructure, at high cost.

While many cities historically used cisterns to capture rainwater for reuse, few rainwater harvesting features are found today in large cities. That traditional technology is being applied to the renewal of the USA National Mall, where harvested rainwater will be gathered, cleansed and used to irrigate the turf panels while the historic appearance is renewed.

A green infrastructure of tree lawn bioswales along streets, green roofs and other stormwater management techniques is becoming widespread. This method applies contemporary best practices to take pressure off the antiquated undersized, subsurface stormwater system. Does this intervention change the historic urban landscape? It certainly does. However, researching historic city streets indicates that in many urban neighborhoods continuous tree lawns or verges, between sidewalk and street, were the historic norm. This application establishes more continuous green edges, not only improving water quality, but also enhances the urban environment, aligned to the historic patterns.
Figure 10 Demonstration bioswale for stormwater infiltration between the sidewalk and street of a New York City block is an example of green infrastructure that increases sustainability. (ASLA Dirt Blog, New York Times Green Blog)

4. Financial Tools

As often intoned, money talks. Financial resources in public and private sectors, whether applied separately or in partnerships, bring urban heritage areas into the future. Finances "support innovation and income generating development, rooted in tradition." Financial support is required to upgrade infrastructure, provide services, renew public spaces, enhance transportation, and in many other ways, to feed the economic engine of urban vitality. For HUL this economic base reflects heritage values.

- Private Public Partnership targeted funding for Urban Heritage
- Public Capital Improvements
- Ongoing Public Maintenance Staffing & Budgets
- Private Building & Property Maintenance
- Purchase Y Resale with Conservation Restrictions
- Revolving Loan Fund addressing Historic Structures
- Long-Term Lease of Heritage Properties
- Mutual Covenants
- Outright Purchase of Key Properties
- Conservation Easements
- Transfer of Development Rights
- Donations of Heritage Property to Reliable Stewards
- Funding for Urban Heritage Conservation Agencies
- Grant Programs for Urban Intangible and Tangible Heritage Actions
- Taxation Laws Favoring Preservation Investments
As an example of public private infrastructure funding, the stormwater initiative cited above was pursued because of legislated water quality mandates, but the financial aspect is another important facet. New York State supports the New York City green infrastructure initiative that “will eliminate 1.5 billion gallons of sewer overflow annually by 2030, while 12 billion gallons will be kept out of New York’s waterways through combined green and grey infrastructure systems, saving the state and city loads of money in the process”. The projected cost of each new bioswales is $13,000 with more than 100 being constructed in 2012, applying a standard design. Green infrastructure funding for New York City is $2.4 billion in public and private investment towards implementation over the next 18 years.\(^{17}\)

As is clear in exploring these limited examples, the four groups of tools that address community, planning, regulation and finance, are often applied together, with initiatives relying on a range of tools. The HUL approach sparks this kind of integration, for the betterment of urban heritage.

**UNESCO HUL CONCLUSION**

The six-year global debate on the management of urban areas is now completed with the approval of HUL. The litmus test will be the capacity to adapt and apply the recommendations. Whether we can manage change effectively, and eliminate heritage versus development conflicts, depends on the capabilities to direct development with full recognition of urban heritage and its import for the future. Fostering quality of urban life requires this integration.

The overarching goal of the integrative and interdisciplinary HUL approach is to manage urban continuity and change to retain tangible and intangible values. Heritage, design and development professionals must be stronger partners and collaborators. "The historic urban landscape approach reflects the fact that the discipline and practice of urban conservation have evolved significantly in recent decades, enabling policy makers and managers to deal more effectively with new challenges and opportunities." Further the HUL Recommendation affirms that "proactive efforts can be enriched as the HUL approach is disseminated and implemented globally." Heritage conservation is forward looking, positive and inclusive, envisioning an urban heritage that is a sustainable foundation for contemporary life and a legacy to pass on. IFLA can "participate in developing and disseminating tools and best practices for the implementation of the historic urban landscape approach".\(^{18}\) The measure of our success in applying HUL will be in the degree to which we can clarify objectives for urban heritage and partner to activate the enduring values of urban conservation managing change within the matrix of needs and desires for urban vitality.
ENDNOTES


3 Landmarks and Urban Change, Anthony Clerici, Izabel Mironowicz, Wroclaw University of Technology, Poland.

4 Erder, Cevat; From Consciousness to Conservation, UNESCO Publishing House


17 The New York Times Green blog, 4 April 2012