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THE HISTORIC TOWNS AND TOWN CENTRES CONCEPT AND THE UNESCO  
RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE:

IS IT A NATURAL CONTINUUM OR HAVE WE GONE TOO FAR?

by

ADI SELA WIENER

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Dr. Archer St. Clair Harvey

and approved by

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## ABSTRACT OF THE THESIS

The Historic Towns and Town Centres Concept and the UNESCO Recommendation on the Historic Urban Landscape:  
Is it a natural continuum or have we gone too far?

by ADI SELA WIENER

Thesis Director:  
Dr. Archer St. Clair Harvey

Cities -- Historic cities -- Inhabited Historic cities; their protection, nomination and preservation are the focus of this thesis. The UNESCO *Recommendation on the Historic Urban Landscape* (HUL) adopted in 2011, and the “Cronocaos” exhibition (Rem Koolhaas and Shohei Shigematsu, New Museum NYC, 2011) which raised some criticism about preservation limiting contemporary architecture and urbanism interventions, triggered this thesis.

This thesis, however, posits that the new *Recommendation* is in fact a natural continuum of previous standard-setting documents developed gradually from the mid-twentieth century to today, and is well connected to current trends rather than being too ambitious and "going too far". A thorough study of the HUL approach and the new *Recommendation*, along with contemporary sources, provide an understanding of the current professional discourse, and further supports this suggestion.

The thesis findings illustrate that various aspects, such as setting, context, environment; social values and local communities; constant change, contemporary interventions, as well as integrated conservation, planning and management policies included in the 2011 *Recommendation* were addressed by previous recommendations, declarations, and charters, dealing directly and indirectly with urban heritage. The new *Recommendation* expands upon some of these issues, clarifies others, and adds new ones. Furthermore, the similar characteristics

of cultural landscapes and historic towns as "living properties", and the relationship between the two concepts, demonstrated by the *Operational Guidelines for the implementation of the World Heritage Convention*, support applying the landscape approach to the HUL.

By providing a traditional and innovative toolkit, the 2011 UNESCO *Recommendation*, which is essentially a management plan, will hopefully minimize "*the gap existing between the ideal world of the "Charters" and the practical realities,*" (2010 Preliminary Report). Overall the *Recommendation* retains strong ties to former international standard-setting documents, demonstrating that it is indeed a natural continuum rather than a disconnected and overly-ambitious preservation trend. This continuum has the potential to be integrated into twenty-first century environmental, ecological and sustainability approaches, and is thus appropriate for its time. Such integration holds promise for improvement of local communities' quality of life - of *our* life.

## ACKNOWLEDGMENTS

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## List of Abbreviations

The Bureau	Bureau of the World Heritage Committee
HUL	Historic Urban Landscapes
ICOMOS	International Council on Monuments and Sites
ISC	International Scientific Committee
Operational Guidelines / Guidelines	Operational Guidelines for the implementation of the World Heritage Convention
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHC	World Heritage Committee
WH Center / the Centre	World Heritage Centre
WHF	World Heritage Fund
WHL	World Heritage List
WHS	World Heritage Site
1972 Convention / the Convention	1972 UNESCO <i>Convention Concerning the Protection of the World Cultural and Natural Heritage</i>

## INTRODUCTION

“Cities, the dense agglomerations that dot the globe, have been engines of innovation since Plato and Socrates bickered in an Athenian marketplace.”

- Glaeser, *Triumph of the City* 1

In 2011, the UNESCO General Conference presented its *Recommendation on the Historic Urban Landscape* on November 10th, and declared it “the first such instrument on the historic environment issued by UNESCO in 35 years.” A few months earlier, during the last stages of the Recommendation’s writing, the New Museum of New York City hosted an exhibition entitled “Cronocaos” organized by Rem Koolhaas and Shohei Shigematsu, in which the curators addressed the topic of preservation in architecture and urbanism. The *New York Times* architecture critic, Nicolai Ouroussoff, reviewed the exhibition and posed two questions: “Has preservation become a dangerous epidemic? Is it destroying our cities?” With these questions in mind, this thesis explores whether UNESCO’s *Recommendation on the Historic Urban Landscape* is a natural continuum of previous recommendations and perceptions that developed gradually throughout the second half of the twentieth century or if the recommendation, which is essentially a management plan, is too ambitious, limiting contemporary interventions and thus creating “tasteful scenery for docile customers” that “further alienates us from the past” (Ouroussoff).<sup>1</sup>

To answer the above question, I examine standard-setting instruments and other official documents issued by the leading international bodies responsible for dealing with World Heritage to track the development and integration of the Historic Towns and Towns Centres Concept, which forms the foundation for the present-day understanding of historic urban landscapes. The documents examined date from the mid-twentieth century through the present-day and include foundational texts, guidelines for implementation, and meeting and session reports.

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<sup>1</sup> New Museum. "Cronocaos An exhibition by OMA / Rem Koolhaas", May 7 - June 5 2011. [http://archive.newmuseum.org/index.php/Detail/Occurrence/Show/occurrence\\_id/1357](http://archive.newmuseum.org/index.php/Detail/Occurrence/Show/occurrence_id/1357). Nicolai Ouroussoff, *The New York Times*, An Architect’s Fear That Preservation Distorts, May 23, 2011. UNESCO. *New Recommendation on the Historic Urban Landscape*. <http://whc.unesco.org/en/news/873/>.

Contemporary sources, including conference summaries, professional journals, newspaper reviews, and published interviews with experts, provide an understanding of the current professional discourse in regard to the new UNESCO *Recommendation on the Historic Urban Landscape*. Together with a thorough study of this recommendation, this paper illustrates the ties between previous international charters, declarations and recommendations and the current document on the historic urban landscape in order to demonstrate that the new UNESCO recommendation is indeed a natural continuum of the former understanding of historic towns and town centres rather than a disconnected and overly-ambitious preservation trend for the twenty-first century.

Chapter One analyzes documents of the mid-late twentieth century in order to establish a clear understanding of the Historic Towns and Town Centres Concept and its development. Beginning with the 1931 *Athens Charter* and ending with the 2000 ICOMOS Japan '*Machinami Charter*,' it is evident that the safeguarding of historic cities remains a constant concern for preservationists. The protection of the historic urban fabric is presented in these texts as vital, especially given the constant change and rapid development occurring in cities worldwide. The relationship between the social structure and spatial structure within the urban fabric plays a key role in understanding the goal and the implementation possibilities of any preservation process. In tracing the development of this concept throughout these documents, this chapter establishes a more complete understanding of what the Historic Towns and Towns Centre Concept ultimately led to, that is, the 2011 *Recommendation on the Historic Urban Landscapes*.

Before examining the 2011 *Recommendation*, however, two additional documents need to be discussed in depth. Chapter two provides a review and analysis of the development and integration of the concept of Historic Towns and Town Centres in the 1972 *World Heritage Convention* and the *Operational Guidelines for the Implementation of the World Heritage Convention* (hereafter referred to as the *Operational Guidelines*; 1977-2012). While historic towns and town centres are not mentioned explicitly in the 1972 *World Heritage Convention* text, they

were inscribed on the World Heritage List (WHL) prior to their first integration in the January 1984 *Operational Guidelines* and its many subsequent revisions. In these guidelines, four phases of development and integration of the concept can be identified ranging from no specific integration of the Historic Towns and Town Centres Concept to its complete integration. The original text of the complete integration from 1987 *Guidelines* is still relevant in the July 2012 *Guidelines*, where historic towns and town centres are included in “Specific Types of Properties on the WHL” together with cultural landscapes and other “living cultural properties.” This group of “Specific Types of Properties” paved the way to re-define the Concept of Historic Towns and Towns Centers in correlation with that of the cultural landscape, where the emphasis had shifted from defining a property type to developing a more holistic management approach. It is this approach that ultimately led to presenting the *Recommendation on the Historic Urban Landscapes* as a means of “managing heritage in an urban century.”<sup>2</sup>

An analysis of the 2011 UNESCO *Recommendation on the Historic Urban Landscape* forms Chapter three. In this text, the notion of an “historic centre or ensemble” is extended to include a broader urban context (I. Definition, article 8). The notion of historic urban landscapes originated in the beginning of the twenty-first century, and the occurrence of increasing urbanism prompted UNESCO to expand its previous recommendations. In examining the principles of the new recommendation, this chapter illustrates its role as a complementary tool in the systematic approach to sustainable cities and communities while, at the same time, addressing the tensions that arise in the implementation of these recommendations.

The discussions that occurred throughout the twentieth century, when attention shifted from individual monument to large urban areas, remain relevant in ongoing considerations of the Historic Urban Landscapes approach and the notion of cultural landscapes. As of March 2013, over a quarter of the properties inscribed on the World Heritage List are cities. Furthermore, more

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<sup>2</sup> This phrase forms part of the title of Francesco Bandarin and Ron van Oers important text, *The Historic Urban Landscape: Managing Heritage in an Urban Century* (2012).

than half of the world's population resides in urban areas (Glaeser 1).<sup>3</sup> Because of the increase in nominations of urban areas, there are several considerations that state parties and evaluating bodies need to take into account when dealing with nominations of inhabited towns. First, the urban fabric of an inhabited town is incredibly fragile and change has a strong impact on these types of "living properties." Second, there is the ever-present question of authenticity, which is driven by the implications of constant development and change in inhabited towns. The impact of the urbanized surrounding, contemporary planning policies, and contemporary architectural interventions in proposed nominated towns indicate a necessity for setting up buffer zones and/or the need to apply restrictions. Social issues are one of the most important areas of concern and the local population needs to be involved in the nomination and inscription process of *their* town. Sustainability and climate concerns are other areas that need to be addressed in the context of nominations. By addressing each of these issues, the Historic Urban Landscape approach can become fully integrated into the larger professional discourse instead of being viewed as an approach that has perhaps gone too far.

#### *A Note on Terminology*

- The terms preservation and conservation are used differently in the United States and in Europe. In this thesis, I use the international terminology as defined in the *Burra Charter*, where "*conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*" and "*preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration" (Articles 1.4 and 1.6, respectively).<sup>4</sup>

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<sup>3</sup> Glaeser's estimation is from 2011.

<sup>4</sup> An explanation for the mix use of the two terms is addressed by LeBlanc in his *Heritage conservation terminology Definition of terms from various sources*. Preservation: "This is often used as a synonym of conservation; many people use the word in an all encompassing sense, including also issues related to the broader administrative, economic, legal, political and social context in which conservation takes place (e.g. legal protection, policies, public awareness). (In: *Conservation Management Planning: Putting Theory into Practice. The Case of Joya de Cerén, El Salvador - Getty Conservation Institute 2009*)" ([http://www.icomos.org/~fleblanc/documents/terminology/doc\\_terminology\\_e.html#P](http://www.icomos.org/~fleblanc/documents/terminology/doc_terminology_e.html#P)).

- The documents examined in this thesis were mostly published in Europe and thus, certain words may be spelled differently than they would in the United States, for example, the word ‘centre.’ For the sake of consistency, I retain the documents’ spelling of certain words throughout my own text.
- The term historic towns and town centres, which is the term used in the *Operational Guidelines* since 2005, is used in this thesis to discuss the concept. The term includes all the various subcategories of urban areas represented in the 2005 *Operational Guidelines* Annex 3, and other types of historic urban areas mentioned in the discussed documents and additional sources.

## ***CHAPTER I:***

### **Protection of Historic Towns and Town Centres as reflected in 'modern documents' of the twentieth century Conventions, Declarations, Charters, Recommendations and Resolutions**

“The future cannot and should not be built at the expense of the past.”

*The Declaration of Amsterdam, 1975*

Throughout the twentieth century and especially during its second half, a significant number of official documents, such as conventions, recommendations, declarations and charters, were issued following conferences, symposia and sessions of the leading international bodies responsible for World Heritage protection. Conventions, recommendations, declaration and charters are among the standard-setting instruments of UNESCO. The legal framework for their elaboration, examination, adoption and follow-up is covered by the terms of Article IV, paragraph 4 of UNESCO's Constitution, and by Resolution 33 C/87 adopted by the General Conference at its 33rd session. This framework involves the General Conference, the Executive Board, the Director General, special committees of governmental experts, and the Member States throughout the procedural stages.<sup>5</sup>

Each of these standard-setting instruments has its own purposes and validity for the Member States. In general, international conventions “are subject to ratification, acceptance or accession by States. They define rules with which the States undertake to comply.” Recommendations “are norms which are not subject to ratification but which Member States are invited to apply.” Declarations “are another means of defining norms, which are not subject to

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<sup>5</sup> General introduction to the standard-setting instruments of UNESCO [http://portal.unesco.org/en/ev.php-URL\\_ID=23772&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/en/ev.php-URL_ID=23772&URL_DO=DO_TOPIC&URL_SECTION=201.html). Both International Convention and Recommendation are defined by the *Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution*, were adopted by the General Conference at its 5th session, and amended at its 7th, 17th, 25th, 32nd and 35th sessions (1).

[http://portal.unesco.org/en/ev.php-URL\\_ID=21681&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/en/ev.php-URL_ID=21681&URL_DO=DO_TOPIC&URL_SECTION=201.html). Declaration, Charter or similar standard-setting instrument are not covered by the above *Rules of Procedure of the Constitution* but are defined by Resolution 33 C/87 adopted by the General Conference at its 33rd session. [http://portal.unesco.org/en/ev.php-URL\\_ID=31286&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/en/ev.php-URL_ID=31286&URL_DO=DO_TOPIC&URL_SECTION=201.html)

ratification. Like recommendations, they set forth universal principles to which the community of States wished to attribute the greatest possible authority and to afford the broadest possible support” and moreover, their “stress is laid on moral authority” (*General introduction to the standard-setting instruments of UNESCO*). Within the United Nations, not a lot of difference exists between Recommendations and Declarations, although a “declaration” is sometimes a more formal and solemn instrument, suitable for rare occasions when principles of great and lasting importance are being enunciated.<sup>6</sup>

These official documents reflect the main theoretical perceptions at the time of their formation, as well as practical experience in the field of preservation and conservation. Some are considered the founding documents of the modern preservation movement in its entirety, and thus serve as milestones, and some are considered the existing UNESCO legal framework covering urban conservation (181 EX/29). Some documents address the concept of historic towns and urban heritage explicitly, while others refer to it indirectly. Overall they call for the protection of not only an individual monument, but also of its historic surroundings in order to prevent situations in which “historical relations and the setting of historic quarters are destroyed” (1968 UNESCO *Recommendation on Public or Private Works*, Article 8(a)). The documents emphasize the significance of safeguarding our historic cities, including their commonplace identified qualities. Local communities, referred to as “local residents” or “town inhabitants” in document texts, are recognized by the experts engaging with formulating the documents as among the most important components of historic towns and historic areas. The reciprocity between the social structure and the spatial structure of the urban fabric, as well as the crucial effect of constant change and rapid development on these types of cultural properties, play an important role in understanding the complexity of inhabited towns. This relatively new concept provokes discussion at the international, regional and local levels.

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<sup>6</sup> [http://portal.unesco.org/en/ev.php-URL\\_ID=23772&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/en/ev.php-URL_ID=23772&URL_DO=DO_TOPIC&URL_SECTION=201.html).

This chapter reviews the central documents dealing with Historic Towns and Town Centres; documents, in which the concept of these cultural heritage properties is designed, formulated and presented. The documents examined in this paper begin with the 1931 *Athens Charter* for the Restoration of Historic Monuments and concludes with the 2000 ICOMOS Japan *'Machinami Charter'* (Table 1). By concentrating exclusively on primary sources, that is, the original documents issued by the United Nations Educational, Scientific and Cultural Organization (UNESCO), by the International Council on Monuments and Sites (ICOMOS), or other important original documents issued by other organizations and adopted by UNESCO or ICOMOS, this chapter establishes an understanding about how the concept of protecting Historic Towns And Town Centres developed in the twentieth century in order to determine, in a later chapter, how the Historic Urban Landscape (HUL) approach to protecting these sites evolved.

Table 1: Documents Review

<b>EARLY DECADES OF THE TWENTIETH CENTURY</b>		
	1931	The Athens Charter for the Restoration of Historic Monuments
<b>PRE-1972 WORLD HERITAGE CONVENTION</b>		
1960s	1962	UNESCO Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites
	1964	'The Venice Charter' International Charter for the Conservation and Restoration of Monuments and Sites
	1968	UNESCO Recommendation concerning the Preservation of Cultural Property Endangered by Public or Private Works
<b>THE 1972 WORLD HERITAGE CONVENTION AND THE SECOND HALF OF THE 1970S</b>		
1970s	1972	UNESCO World Heritage Convention Concerning the Protection of the World Cultural and Natural Heritage
	1975	ICOMOS Resolutions of the International Symposium on the Conservation of Smaller Historic Towns
	1975	Council of Europe, European Charter of the Architectural Heritage
	1975	Council of Europe, The Declaration of Amsterdam
	1976	UNESCO Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas (Nairobi Recommendation)
<b>1987 AND THE SECOND HALF OF THE 1980S</b>		
1980s	1985	Council of Europe Convention for the Protection of the Architectural Heritage of Europe
	1987	ICOMOS Brazil, First Brazilian Seminar about the Preservation and Revitalization of Historic Centers (ICOMOS Itaipava Charter)
	1987	ICOMOS Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter)
<b>THE TURN OF THE TWENTIETH CENTURY</b>		
1990-2000	1999	ICOMOS Charter on the Built Vernacular Heritage
	2000	Charter for the Conservation of Historic Towns and Settlements of Japan (The 'Machinami Charter')

## EARLY DECADES OF THE TWENTIETH CENTURY

### *The Athens Charter for the Restoration of Historic Monuments, 1931*

The *Athens Charter for the Restoration of Historic Monuments* (hereafter referred to as the *Athens Charter*) was adopted in 1931 at the First International Congress of Architects and Technicians of Historic Monuments in Athens.<sup>7</sup> The “point of departure” for modern conservation, the *Athens Charter* was noted in the *International Charter for the Conservation and Restoration of Monuments and Sites 1964* (hereafter referred to as the *Venice Charter*) as a document that “contributed towards the development of an extensive international movement” of heritage conservation. It paved the way for subsequent charters (Bandarin and Van Oers 22).

The *Athens Charter* represents a pioneering attitude toward urban heritage. Although it mainly concentrates on the Restoration of Historic Monuments, as evidenced by the title, the document’s seventh and final resolution refers to the context in which a monument or historic site is located, stating that “attention should be given to the protection of areas surrounding historic sites.” (Article 7). Since the prominent view of monuments conservation in the early twentieth century was an aesthetic, artistic or historic one, it is surprising that the charter presents a concern for historic context, not just the conservation of the individual monument. The charter recommends that in cases of new interventions, the historic context of “neighbourhood of ancient monuments [...] should be given special consideration” in order to keep “the character and external aspect of the cities in which they are to be erected.” (III. Aesthetic Enhancement of Ancient Monuments). While the charter does not refer to the protection of historic towns, it does refer to wider areas and neighbourhoods and their characteristics and values, and not just to the immediate surroundings of individual monuments.

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<sup>7</sup> A distinction must be made between this charter and the CIAM manifesto of Le Corbusier 1933/1942 that was issued around the same time, which concentrated on urban planning and its modern concepts (Bandarin and Van Oers 22; and Jokilehto *International Charters* 14-15).

## PRE 1972 WORLD HERITAGE CONVENTION - THE 1960S

During this time period there were three documents reflecting mixed trends in regard to Historic Towns and Town Centres Concept. While the 'standard setting' document of the 1960s, the *Venice Charter* (1964), does not give any reference to the concept, the other two documents present a progressive approach towards urban heritage.

### *UNESCO Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites, 1962*

The 1962 UNESCO Recommendation was adopted at the 31<sup>st</sup> plenary meeting of UNESCO's Twelfth Session held in Paris in 1962. It presents a broader perception of what qualifies as an historic landscape or site. This “far-sighted document,” as Francesco Bandarin and Ron Van Oers call it, emerged in Article 1 of the 1972 *World Heritage Convention* (hereafter referred to as the 1972 *Convention*).

The terms *landscapes* and *sites* are described in the 1962 *Recommendation* as “the aspect of natural, rural and *urban landscapes* and sites, whether natural or *man-made*, which have a cultural or aesthetic interest or form typical natural surroundings” (emphasis added). The document indicates that “protection should not be limited to natural landscapes and sites, but should also extend to *landscapes and sites whose formation is due wholly or in part to the work of man*”(par. 1 and 5 respectively, emphasis added). Urban centres, urban landscapes, and other urban locations are mentioned in the 1962 *Recommendation* as the most threatened places due to the “accelerated trend” of ill-regulated development, extensive works and vast plans, building operations, and land speculation. All together they are the result of uncontrolled development and extreme effects of constant change, a situation that calls for the best “Protective Measures” (section III). These protective measures eventually became an integral part of the professional practice. Rather than a strictly traditional architectural approach, the 1962 *Recommendation*

offers a broader “way of seeing every place”<sup>8</sup> and clearly refers to urban centres and urban landscapes along with natural landscapes. This approach sets the stage for the notion of cultural landscapes that appears in the late twentieth century.

*International Charter for the Conservation and Restoration of Monuments and Sites (The Venice Charter, 1964)*

Approved in 1964 by the Second International Congress of Architects and Technicians of Historic Monuments and adopted by ICOMOS in 1965, the *Venice Charter* was intended “to examine the [Athens Charter] afresh in order to make a thorough study of the principles involved and to enlarge its scope in a new document”. Examination of the *Venice Charter* reveals no specific reference to historic towns, town centres, or any other large urban areas. The fact that the authors of the *Venice Charter* were art historians and restorers, not urban conservation specialists, is one possible reason for this absence, not necessarily that they were unaware of these urban areas (Bandarin and Van Oers 39).<sup>9</sup>

While the idea of protecting areas and not just monuments is mentioned previously in the *Athens Charter* (1931), and a specific indication to urban centres and urban landscapes is added in the 1962 *Recommendation*, the *Venice Charter* refers only to the “traditional setting” of a monument: “the concept of a historic monument embraces not only the single architectural work but also the urban or rural setting in which it found the evidence of a particular civilization, a significant development or a historic event” (1964, *Venice Charter*, Articles 6 and 1 respectively). Therefore, the *Venice Charter* does not apply significance to the urban or rural settings of monuments as bearing historic qualities in and of themselves, but rather these settings are considered only in terms of their supportive relationship to the monument in question. Although

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<sup>8</sup> Randy Mason, moderator, referring to cultural landscapes in his introduction to Panel 3: “New Approaches and Policy Frameworks: The Recommendations on Historic Urban Landscapes.”

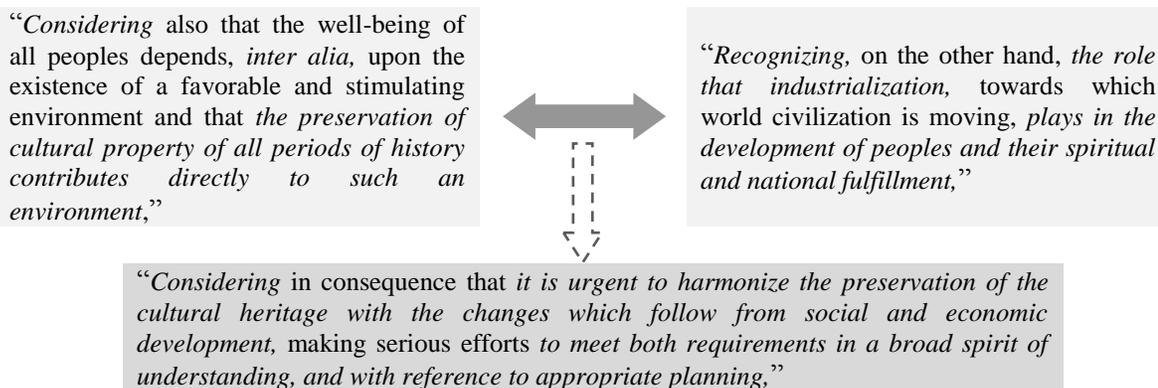
<sup>9</sup> This absence is particularly unusual, however, considering that both charters were approved by the same body, the International Congress of Architects and Technicians of Historic Monuments, and that the Athens Charter indirectly referenced to a “neighbourhood of ancient monuments, where the surroundings should be given special consideration,” a statement that was eliminated in the 1964 Venice Charter instead of being expanded upon.

concentrating on monuments and sites, the 1964 *Venice Charter* also adds a reference to the significance of vernacular architecture arguing that the need for protection “applies not only to great works of art *but also to more modest works* of the past which have acquired cultural significance with the passing of time” (Article 1, emphasis added).

*UNESCO Recommendation Concerning the Preservation of Cultural Property Endangered by Public or Private Works (1968)*

The 1968 *Recommendation* was adopted by UNESCO's General Conference at its Fifteenth Session in Paris in 1968. At the core of this 1968 *Recommendation on Public or Private Works* is the recognition of the inevitable tension between development and preservation, a tension which still occupies the professional practice today, and of the need to recognize and examine this tension in order to seek measures to alleviate it (Table 2). A similar approach on this broader view had already been presented in the 1966 *UNESCO Declaration of Principles of International Cultural Co-operation*, which deals with various cultural aspects and identifies the general tension existing “between technical progress and the intellectual and moral advancement of mankind”, and called for their “harmonious balance” (Article II).<sup>10</sup>

Table 2: **Development - Preservation Tension according to the 1968 UNESCO Recommendation (Public or Private Works)<sup>11</sup>**



<sup>10</sup> UNESCO Declaration of Principles of International Cultural Co-operation was adopted by UNESCO's General Conference at its Fourteenth session in Paris in 1966.

<sup>11</sup> Emphasis added in the citations.

Defining two categories of cultural properties, “immovables” and “movable,” the 1968 *Recommendation* includes historic towns, villages, sites and districts within cities, as well as contemporary properties under the broad definition of the first category (Articles 1).<sup>12</sup> Their protection and the protection of their 'supporting surroundings,' which are regularly damaged by urban expansion and renewal projects, is stressed in order to limit any possibility that “historical relations and the setting of historic quarters are destroyed” (Article 8(a)). Addressing practical aspects, the 1986 *Recommendation* proposes implementation measures such as to delimit historic areas, to set special zoning with assimilated protection measurements, and to apply appropriate regulations and further restrictions for any new interventions in order “to preserve their setting and character” (Article 24 (b)).

Furthermore, the 1968 *Recommendation* emphasizes the main role of the town's residents in any preservation initiatives, stresses the significance of public awareness and appreciation of their built heritage, as well as the need to “encourage proprietors of artistically or historically important structures, including structures forming part of a traditional group, or residents in a historic quarter in urban or rural built-up areas, to preserve the character and aesthetic qualities of their cultural property” (Article 17). While geared toward practice implementation, the 1986 *Recommendation* continues referencing urban areas presented in the 1962 *Recommendation*, but here as “immovables [immovable]” cultural properties rather than a part of the *landscape*. The 1986 *Recommendation* also adds reference to probably the most important aspect of any inhabited town - the social aspect, that is, its local population.

## **THE SECOND HALF OF THE 1970S - AFTER THE WORLD HERITAGE CONVENTION**

One of the most significant events in the international field of World Heritage was the creation of the 1972 UNESCO *World Heritage Convention Concerning the Protection of the*

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<sup>12</sup> The first article of the 1968 Recommendation uses the terms “Immovables” and “Movable property,” while the *Operational Guidelines* uses the terms “immovable and movable cultural heritage” (2005 *Guidelines*, articles 32 and 48).

*World Cultural and Natural Heritage*, adopted by the General Conference of UNESCO at its Seventeenth Session, on 16 November 1972, in Paris. This founding document actually integrates the two separate concepts of nature conservation and the preservation of cultural properties into one single document.<sup>13</sup>

The documents examined in this section include ICOMOS' *Resolution of the International Symposium on the Conservation of Smaller Historic Towns* (1975), the Council of Europe's *European Charter of the Architectural Heritage and Declaration of Amsterdam* (1975), and *UNESCO Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* (1976). Each of these documents specifically reference Historic Towns and Town Centres. Since the 1972 *Convention* is examined fully in the following chapter, it is only briefly mentioned here.

While the 1972 *Convention* text never explicitly refers to the concept of Historic Towns and Town Centres, during the second half of the 1970s, especially the years of 1975 and 1976, it became an integral part of cultural heritage discourse, and drew attention to urban areas, historic towns, historic areas within cities, and villages. In 1975, Europe celebrated its European Architectural Heritage Year, thus drawing attention to the continent's vast architectural heritage and historic cities. In the same year, the ICOMOS Fourth General Assembly was dedicated to the "Conservation of Smaller Historic Town." Held in Rothenburg, Germany, itself a historic town, Assembly members addressed issues of the common problems facing smaller historic towns and their conservation, and other problems which were place oriented, that is, located in different regions of the world. In 1976, the Nineteenth Session of the UNESCO General Conference, held in Nairobi, promoted the issue of safeguarding historic towns and addressed the contemporary role of historic areas.

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<sup>13</sup> UNESCO, the World Heritage Convention. <http://whc.unesco.org/en/convention/>. Accessed: March 10, 2013.

*ICOMOS Resolution of the International Symposium on the Conservation of Smaller Historic Towns (1975)*

This international symposium held in Rothernburg, Germany in May 1975 investigated the historical, economic and social characteristics that distinguished the conservation of smaller historic towns from larger scale cities. One of the notable features of small towns is the strong reciprocity existing between the social structure of the town's residents and the spatial structure of the town's core, which contributes to “a balanced and diversified community structure”. Communities often retain active social and commercial activity within their town's historic core (article 2). As a result of the industrialization era, however, significant changes to the towns' status as important regional centres resulted in a lack of economic activity and decrease in population as residents emigrated from these towns. Large development projects and out-of-scale modern structures posed dangers to the urban fabric and to its harmonious surroundings, which together formed an integral part of the town's image. In addition, the resolution cites the 'negative impact' of tourism, which although it contributes to economic revitalization, can add threats to historic small towns' appearance and structure.

The vernacular components of the urban fabric, which are mentioned in the 1964 *Venice Charter*, gain added significance in the ICOMOS 1975 *Resolution*, where its cultural significance lies in the provision of a surviving link to the past and preservation of the national and cultural identity of a given country. The *resolution* states that “the indigenous architectural environment which has evolved over centuries in response to local physical and climatic conditions,” must be kept without their being “atrophied” (article 4).

The ICOMOS 1975 *Resolution* emphasizes the social aspect that had been previously addressed in the UNESCO 1968 *Recommendation on Public and Private Works* and directs it to the special case of smaller historic towns, stressing the strong connection between the social structure and spatial structure. By doing so, this resolution opened the discussion on the complex

nature of inhabited towns, which was readdressed during 1980s examinations of their inscription as specific cultural properties in the World Heritage List.

*Council of Europe European Charter of the Architectural Heritage and the Declaration of Amsterdam (1975)*

The *European Charter of the Architectural Heritage* and the *Declaration of Amsterdam*, both adopted by the Council of Europe at the Congress on the European Architectural Heritage in 1975, represent the well established western attitude toward preservation, conservation and urban preservation, as articulated by the end of the European Architectural Heritage Year of 1975. A brief overview of the European attitude toward preservation and conservation is explained in the Charter's first principle:

For many years, only major monuments were protected and restored and then without reference to their surroundings. More recently it was realized that, *if the surroundings are impaired, even those monuments can lose much of their character*. Today it is recognized that entire groups of buildings, *even if they do not include any example of outstanding merit, may have an atmosphere that gives them the quality of works of art*, welding different periods and styles into a harmonious whole. Such groups should also be preserved. (*The European Charter of the Architectural Heritage, 1975, principle 1. Emphasis added*)

Of the ten principles set out in the *European Charter*, two specifically refer to the urban heritage of historic towns and villages and the areas within them. The charter describes these places and sites with a note of nostalgia, referring to them as “our old towns and characteristic villages,” indicating the Council’s vested interest in these sites as part of their own personal heritage. The first principle states: “The European architectural heritage consists *not only* of our most important monuments: it also includes the *groups of lesser buildings in our old towns and characteristic villages* in their natural or manmade settings” (Emphasis added). These “groups of lesser buildings,” referred to today as vernacular architecture, bear architectural, urban and historic qualities and have an important social role in our society. For this reason, they are an integral part of protected cultural heritage. In its fourth principle, where it is stated that “the structure of historic centres and sites is conducive to a harmonious social balance,” the 1975

*European Charter* asserts that the preservation of “old towns and characteristic villages” is not only necessary for preservation of cultural heritage but also an integral part of contemporary life.

The 1975 *Declaration of Amsterdam*, which continued and expanded the *European Charter*, summarizes the change in the European attitude toward preservation and conservation in its second basic considerations “The architectural heritage includes not only individual buildings of exceptional quality and their surroundings, but also all areas of towns or villages of historic or cultural interest.”

Among other things, two previously discussed issues were validated by the 1975 *European Charter* and especially the 1975 *Declaration of Amsterdam*. First, the issue of development and conservation tension, which was discussed in the 1968 UNESCO *Recommendation on Public or Private Works*, is further emphasized. The Declaration calls for urgent implementation of “new policy of protection and integrated conservation” in order not to give up “the heritage of buildings and sites which form its traditional environment.” It advocates strongly for an indispensable and “permanent dialogue between conservationists and those responsible for planning,” thus supporting the complete integration of architectural heritage as an equal component, instead of secondary, in any planning process and policy.

The second issue is the social aspect which was addressed in the 1975 ICOMOS *Resolution on the Conservation of Smaller Historic Towns*. The declaration refers not only to the social value of local community and the 'social mix' which need to be kept, but is also driven by 'a spirit of social justice' expressed in the 1975 *European Charter*. The *Declaration of Amsterdam* asserts that conservation and rehabilitation processes should not harm the local residents of the place, but rather that “the rehabilitation of old areas should be conceived and carried out in such a way as to ensure that, where possible, this *does not necessitate a major change in the social composition of the residents, all sections of society should share in the benefits of restoration financed by public funds*” (Basic considerations, b. emphasis added).

The *Declaration of Amsterdam* re-emphasizes the previously discussed issues of integrated conservation and social continuation, which would form “a new type of town-planning [that] is seeking to recover the enclosed spaces, the human dimensions, the inter-penetration of functions and the social and cultural diversity that characterized the urban fabric of old towns.” Furthermore, it argues for “a new long-term approach” replacing the “short term considerations”, narrow view of technology and, in short, “an obsolete outlook” calling for new functions for ancient buildings, combating waste, preventing sprawl, the development of agricultural land and rehabilitation of existing housing. By doing so, the two “milestone documents,” especially the 1975 *Declaration of Amsterdam*, offer a new and advanced environmental approach to sustainability in the context of historic urban conservation (Bandarin and Van Ores 44).

*UNESCO Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas (Nairobi Recommendation, 1976)*

Adopted by UNESCO's General Conference at its Nineteenth Session in Nairobi in 1976, the *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* is considered today one of the fundamental texts on urban conservation (Bandarin and Van Oers 45). This *Recommendation* actually summarizes various issues that were previously discussed directly and indirectly by former documents of the 1960s and 1970s, and at the same time presents new issues, and creates a solid basis for protection of urban heritage, and conservation of historic urban areas. The 1976 *Recommendation* presents complete definitions for historic areas, their environment, and the purpose of their protection:

1. For the purposes of the present recommendation:

(a) 'Historic and architectural (including vernacular) areas' shall be taken to mean any groups of buildings, structures and open spaces including archaeological and paleontological sites, *constituting human settlements in an urban or rural environment*, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or socio-cultural point of view are recognized. Among these 'areas', which are very varied in nature, it is possible to distinguish the following 'in particular': prehistoric sites, *historic towns, old urban quarters, villages and hamlets* as well as homogeneous monumental groups, it being understood that the latter should as a rule be carefully preserved unchanged.

(b) The 'environment' shall be taken to mean *the natural or man-made setting* which influences the *static or dynamic way* these areas are perceived or which is directly linked to them in space or *by social, economic or cultural ties*.

(c) 'Safeguarding' shall be taken to mean the identification, protection, conservation, restoration, renovation, maintenance and revitalization of *historic or traditional areas and their environment*.

(1976 UNESCO *Recommendation*, Article I. Definitions. Emphasis added)

This definition reflects the shift from historic areas and urban surrounding as secondary context to well appreciated monument and sites, to the recognition of their primary role as an expression of inherited qualities and values. It also represents the shift in scale from the defined monument and site and their immediate area, to 'smaller historic towns' of the 1975 ICOMOS *Resolution*, to any size of historic area including the broader environment.

The 1976 *Recommendation* attributes “an additional human dimension” to urban areas, and directs the discussion towards their inherent social value. Urban areas are perceived both as part of our daily lives as human beings everywhere, and as the “most tangible evidence” to our lives’ backgrounds, and as such their protection and conservation is justified, and promoted throughout the document's text. This social value which was first introduced in the UNESCO *Recommendation Concerning Public or Private Works* (1968), and receives stronger emphasis in the 1975 documents, becomes a priority in the 1976 *Recommendation*, ahead of any other architectural, aesthetic, historic and cultural values. Here it is the social value which is the primary source, and the built heritage is perceived as a consequence to the “living presence of the past which formed them.” Furthermore, even threats and serious damage to the historic heritage, caused by “expansion or modernization” and “irrational and inappropriate reconstruction work” acquires a social perspective by stating that its “destruction may often lead to social disturbance, even where it does not lead to economic loss” (*Recommendation's* preamble).

While the integration of urban conservation and planning was formerly expressed as a desired aim (1968 UNESCO *Recommendation on Public or Private Works*; and 1975 Council of Europe *European Charter*, and the *Declaration of Amsterdam*), the 1976 *Recommendation* presents it as “a basic factor in town-planning and land development.” As such, states parties are

encouraged to take legal administrative measures, as well as technical, economic and social measures and to create a comprehensive 'safeguarding machinery' to protect both historic areas and their environment. This mechanism should cover the national, regional and local authorities, and be designed by interdisciplinary professional teams, and include public participation of the communities and groups of people concerned. Guidelines for proposed techniques, methods and systems for the implementation of these economic, social, planning, and policy measures are given by the 1976 *Recommendation* in details (section IV. Safeguarding measures).<sup>14</sup>

Moving forward, the 1976 *Recommendation* presents an advanced notion of historic urban areas characteristics, which were not mentioned previously in that context, and which occupy a main role in the current discourse, including: the dynamic character of this type of cultural heritage property, i.e. historic urban area; the potential intangible links as an acceptable link to the environment, equal to any other social, economic or cultural ties; and the major aspect of change which exists in these inhabited areas.

### **1987 AND THE SECOND HALF OF THE 1980S**

Two out of the three documents from the second half of the 1980s were issued by ICOMOS a few months apart. Whereas the ICOMOS *First Brazilian Seminar about the Preservation and Revitalization of Historic Centers* (also known as ICOMOS *Itaipava Charter* 1987) was a regional document, the ICOMOS *Charter for the Conservation of Historic Towns and Urban Areas* (also known as the *Washington Charter* 1987) is considered as one of the first international documents to be exclusively dedicated to the conservation of historic towns and urban areas.

Although both concentrate on historic urban areas, and both mention the social value of these areas as the primary concern, each address the topic differently. The 1987 *Brazilian*

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<sup>14</sup> Further summary of the 1976 *Recommendation* is presented by Bandarin and Van Oers 46. For the purpose of the thesis's discussion, the proposed detailed guidelines will be presented as part of Chapter III.

*Seminar* integrates the social component in almost all of its Basic Principles, while the 1987 *Washington Charter* is characterized by more general references and discusses practice matters of planning and policy. In retrospect, these two documents were the next step in the development of the Historic Towns and Town Centres, following the major progress achieved during the 1970s.

*Council of Europe Convention for the Protection of the Architectural Heritage of Europe (1985)*

Issued by the Council of Europe in Granada in October 1985, the *Convention for the Protection of the Architectural Heritage of Europe* focuses on the protection of three categories of “permanent properties” monuments, groups of buildings, and sites, which resemble the three categories of “Cultural Heritage” of the *1972 Convention*, but are not identical (1985 *Council of Europe Convention*, Article 1).<sup>15</sup> The convention provides practical guidelines for their identification, statutory procedures, primary and ancillary measures, sanctions etc.

While concentrating on “permanent properties” in European architectural heritage, the 1985 *Convention* refers briefly to the protection of properties which cannot be protected under these categorie: “certain buildings whose intrinsic importance would not warrant protection within the meaning of [...] this Convention but which are of interest from the point of view of their *setting in the urban or rural environment and of the quality of life*” (Article 10, 4. Emphasis added). These “certain buildings,” which represent vernacular architecture, bring us back to the first principle of the *Council of Europe* from 1975, to the *European Charter of the Architectural Heritage*, and to the *1975 Declaration of Amsterdam*, which all emphasize that “groups of lesser buildings in our old towns and characteristic villages” are an integral part of European architectural heritage

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<sup>15</sup> For the purposes of this Convention, the expression “architectural heritage” shall be considered to comprise the following permanent properties: 1) monuments: all buildings and structures of conspicuous historical, archaeological, artistic, scientific, social or technical interest, including their fixtures and fittings; 2) groups of buildings: homogeneous groups of urban or rural buildings conspicuous for their historical, archaeological, artistic, scientific, social or technical interest which are sufficiently coherent to form topographically definable units; 3) sites: the combined works of man and nature, being areas which are partially built upon and sufficiently distinctive and homogeneous to be topographically definable and are of conspicuous historical, archaeological, artistic, scientific, social or technical interest.”

together with the “most important monuments.” This 1985 *Convention* proposes that these buildings be part of the “integrated conservation policies.”

*ICOMOS Brazil - First Brazilian Seminar about the Preservation and Revitalization of Historic Centers (ICOMOS Itaipava Charter, 1987)*<sup>16</sup>

Issued by the ICOMOS Brazilian Committee in Itaipava in July 1987, the *First Brazilian Seminar about the Preservation and Revitalization of Historic Centers* is considered a regional charter, as opposed to the previously discussed international documents, but is still significant in the major development of 1980s.

This relatively short document presents a set of ten Basic Principles in a clear and precise manner. Derived from its title, the document does not aim for preservation of the built heritage only, but also added the social layer in order to encourage revitalization of historic centers. Appreciating “the everyday living experiences” of the dwellers and the “society's heterogeneity and plurality” (Principles II, V respectively), the social-cultural value is presented as first among other central values of historic areas. The city's inhabitants are considered the essential component of every process aiming “to contribute to improve life quality” (Principle IV). Accordingly, this social value should be present and even dominate other values in any given process: “Accompanying the diversification of protective procedures, it is essential that the social value of urban property be made to prevail over its market value” (Principle X).<sup>17</sup>

When identifying inherent qualities of contemporary areas, while they are in their formative stage, an exceptional attitude is presented in the document: “new urban spaces may be considered as environmental evidences in their formative stages” (Principle II). As such, it recognizes the complex dynamic character of every inhabited historic town and directs attention to the bigger complexity of new towns, both of which are undergoing constant processes of change.

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<sup>16</sup>Note: the use of the word Centers and not Centres as commonly used by UNESCO and ICOMOS documents.

<sup>17</sup> More on the social value of UHS in the 1987 First Brazilian Seminar see Bandarin and Van Oers 51.

Interestingly, the document uses the term ‘Urban Historical Sites,’ which resembles the title chosen for the new UNESCO *Recommendations on the Historic Urban Landscapes*. They both contain the History and Urban aspects and relate to types of properties in which the environment and the surroundings are integral parts of the protected entity.

*ICOMOS Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter, 1987)*

Adopted by ICOMOS General Assembly in Washington, DC, October 1987, the *Charter for the Conservation of Historic Towns and Urban Areas*, known as the *Washington Charter*, is considered the first international document exclusively dedicated to the conservation of historic towns and urban areas (Bandarin and Van Oers 48). As stated in the preamble text, this charter was originally meant to complement the 1964 *Venice Charter* and to provide principles, objectives, and methods for the conservation of historic towns and urban areas.

As formally emphasized by the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* and the 1987 ICOMOS *First Brazilian Seminar*, the 1987 *Washington Charter* also begins by addressing social issues. The “diversity of societies throughout history” and the “traditional urban cultures” are considered as the most significant values of an urban area--- the cause and the motive for preservation. This social component of an urban area is perceived as an essential component in any conservation initiative. As such, various efforts should be directed to achieve residents' participation, and educational and information programmes should be encouraged (Charter preamble, articles 5 and 15).

The *Washington Charter* begins by addressing social aspects, but concentrates mainly on “material” elements and their preservation. It views conservation as a central part of any policy concerned with urban and regional planning, and puts a great emphasis on practical measures

including a “conservation plan” as an important implementation tool to achieve preservation goals (article 3, and methods and Instruments, articles 5 and 6).<sup>18</sup>

Several issues raised by the 1987 *Washington Charter* are worth mentioning as they receive great emphasis and are further referenced in the 1987 *Operational Guidelines*, when the Concept of Historic Town and Town Centres was integrated in the *Guidelines*. Among these issues are the connection between an urban area's sensitivity, the authenticity of the place and the great degree of caution which needs to be taken when dealing with urban areas. In regard to authenticity, the charter states that “qualities to be preserved include the historic character of the town or urban area and all those *material* and *spiritual elements* that express this character,” and “any threat to these *qualities* would *compromise the authenticity* of the historic town or urban area” (Article 2, emphasis added). Examining what are the qualities which are being threatened reveals:

- a) Urban patterns as defined by lots and streets;
- b) Relationships between buildings and green and open spaces;
- c) The formal appearance, interior and exterior, of buildings as defined by scale, size, style, construction, materials, colour and decoration;
- d) The relationship between the town or urban area and its surrounding setting, both natural and man-made; and
- e) The various functions that the town or urban area has acquired over time.

All the listed elements are the physical elements of the built urban fabric, which follow the common definition for authenticity at that time.<sup>19</sup> The “spiritual elements” which are mentioned along with the material elements as part of these are not further defined.

In regard to the necessary degree of caution, the 1987 *Washington Charter* states that “conservation in a historic town or urban area demands prudence, a systematic approach and discipline. Rigidity should be avoided since individual cases may present specific problems” (article 4). The charter is too vague in mentioning prudence, rigidity, and “specific problems”;

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<sup>18</sup> “The participation and the involvement of the residents are essential for the success of the conservation programme and should be encouraged. The conservation of historic towns and urban areas concerns their residents first of all.” (1987 *Washington Charter*, Article 3).

<sup>19</sup> Authenticity as it relates to historic urban areas, and the relationship between authenticity and function are both discussed further in Chapter II.

none of these terms and statements are defined or further elaborated upon. Is the charter referring to the “material” elements of the fragile urban fabric as detailed in article 2 or to the “social” elements, the residents of the area detailed in article 3. In spite of this, the 1987 *Washington Charter* laid a clear working frame of principles and methods for implementation of conservation in historic towns and urban areas which remain valid until today.

### THE TURN OF THE TWENTIETH CENTURY

The documents presented here were published within a year from each other and contribute additional value to the discussion on historic towns and historic urban areas, leading to a broader perspective of these urban areas as part of a bigger system and approach.

#### *ICOMOS Charter on the Built Vernacular Heritage (1999)*

Ratified by ICOMOS in its 12th General Assembly, in Mexico in 1999, the *Charter on the Built Vernacular Heritage* was the first charter exclusively dedicated to vernacular heritage and its significant role as “the core of man's own existence.” While former charters and recommendations since the 1964 *Venice Charter* refer to the existence of “more modest works of the past”, and the “indigenous architectural environment which has evolved over centuries” (1975 ICOMOS *Resolution Smaller Historic Towns*, Article 4), the 1999 *Charter* references this secondary component of urban areas in particular. Vernacular heritage represents various aspects which can be conceived simultaneously as contradictory and complementary: “It appears *informal*, but nevertheless *orderly*. It is *utilitarian* and at the same time possesses interest and *beauty*. It is a focus of *contemporary life* and at the same time a record of the *history of society*.” Six detailed characteristics for its recognition, conservation principles and guidelines for its conservation in practice are given.<sup>20</sup>

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<sup>20</sup> “General Issues; 1. Examples of the vernacular may be recognised [recognized] by: a) A manner of building shared by the community; b) A recognisable [recognizable] local or regional character responsive

Vernacular heritage is identified as a heritage at risk mainly due to economic, cultural and architectural homogenisation forces that exists worldwide.<sup>21</sup> Aspects of change and modernity which are recognized as an inevitable part of vernacular heritage, as well as its “intangible” values which were previously only implied as part of the conservation principles.

Furthermore, the 1999 ICOMOS Charter suggests the connection between vernacular heritage, the main component of a historic urban area, and cultural landscape: “the built vernacular heritage is an *integral part* of the cultural landscape and this relationship *must be taken* into consideration in the development of conservation approaches.” (Article 4; Emphasis added). In doing so, it enables later reference to these two types of properties under one group and also leads the way to a later significant trend to conceive of vernacular heritage, which is part of the historic towns, as an approach rather than only a type of cultural heritage property.

*Charter for the Conservation of Historic Towns and Settlements of Japan (The ‘Machinami Charter’, 2000)*

Adopted by the Japanese Association for Machinami Conservation and Regeneration, in October 2000, and assented to by ICOMOS Japan National Committee, in December 2000, the *Machinami Charter* is concentrated on the Conservation of Historic Towns and Settlements of Japan. Emerging from the traditional Japanese perception, and the 1994 *Nara Document on*

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to the environment; c) Coherence of style, form and appearance, or the use of traditionally established building types; d) Traditional expertise in design and construction which is transmitted informally; e) An effective response to functional, social and environmental constraints; f) The effective application of traditional construction systems and crafts.” (*ICOMOS Charter on the Built Vernacular Heritage* (1999)).

<sup>21</sup> The *Nara Document on Authenticity* (1994) in its discussion of the “essential contribution made by the consideration of authenticity in conservation practice” refers to the strong influence of these two forces of globalization and homogenization on cultural identity (article 4). Further discussion on the role of the 1994 *Nara document* on the inscription of properties on the WHL, and the document reflection on the *Operational Guidelines* is brought by Labadi (70-72). The sometimes harmful effect of globalization on cultural and social community is recognized side by side to its contribution. See for example: “Globalization describes the interplay across cultures of macro-social forces. These forces include religion, politics, and economics. *Globalization can erode and universalize the characteristics of a local group.* <http://en.wikipedia.org/wiki/Globalization>; and “Globalization offers huge potential profits to companies and nations but has been complicated by widely differing expectations, standards of living, cultures and values, and legal systems as well as *unexpected global cause-and-effect linkages.*” <http://www.merriam-webster.com/dictionary/globalization>. The *Nara Document on Authenticity* (1994) refers to these two forces of globalization and homogenization and their strong influence on cultural identity (article 4).

*Authenticity* that see tangible and intangible elements as inseparable components of an entity, it discusses the characteristics of historic town and settlement as explained in the charter.<sup>22</sup> The central role of the people, the inhabitants of a place, runs through the *Machinami Charter* in all the aspects of conservation, its significance, goals and implementation methods, beginning with the ancestors who lived in the place, through the current residents who need to actively protect their town or settlement, and ends with the future population for whom this heritage needs to be preserved (Article 9. Residents-led machizukuri).

Like previously discussed charters and declarations, the 2000 *Machinami Charter* emphasizes the concern for historic towns' preservation that emerged from a crisis when “the natural and historic environments were being destroyed in a wide scale.” (Preamble), an awareness that grew in the middle of the 1970s, around the same time of the 1975 *European Charter*, the 1975 *Declaration of Amsterdam*, and the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas*, all stress the collective responsibility demanded from the people for the continuing existence of their history and culture.

Recognizing the strong effect of inevitable change, the 2000 *Machinami Charter* calls for “adapting to changes” (article 8):

Conservation of historic towns *is compatible with the respect of authenticity* (composed of factors such as design, material, techniques, setting, tradition, function, etc.) that has become the international standard in cultural heritage conservation. To keep living in historic towns is *to keep questioning the meaning and contents of authenticity* within life, and is even a necessary condition *to bring dynamism into tradition*.

As long as life and vocational occupations continue, *changes are impossible to avoid*. *Accepting changes while respecting the authenticity of historic towns is a challenge* that the local district should address collectively. These changes come in such forms as inevitable exchange of material, addition of new functions, reuse of design or space from the past, and influence of overwhelming foreign culture. For such changes not to have a

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<sup>22</sup> From the glossary brought in the Charter for some of its key terms in use (Cited): “Machinami Shuuraku - Historic towns and Settlements. Machinami, usually translated as ‘Historic Town’, is a Japanese word that includes a nuance of the historic core, in both its *tangible and intangible factors, its physical and spiritual aspects*, that would be created by a ‘bond of spirits’. It also contains the tone of making a line, hand-in-hand, that applies both to buildings and to people. Shuuraku, the Japanese word for ‘settlement’, is often translated as village. In this Charter it also contains an idea of a community’s surrounding natural and cultural environment.” Intangible elements are further detailed in the body of the Charter as part of the cultural uniqueness (Cited; article 9): “including intangible performing arts, religions, and festivals, transmit them orally.”

destructive impact on traditions it is necessary to be prepared *to constantly rediscover* and confirm historic values.

The above text relies on the broader definitions given to authenticity in the 1994 *Nara Document* and is not easy to understand and/or implement. The insight that the meaning and contents of authenticity itself need to be questioned, and that both can be changed, make the question of what values are significant to preserve, and what physical representatives of these values need to be conserved even more difficult to answer, as nothing seems to be absolute. Even the goals themselves are subject to change. And if the meaning and contents are being changed, is it a type of “progressive authenticity”? Can “progressive authenticity” even exist?<sup>23</sup>

Another issue that is worth mentioning here is that the 2000 *Machinami Charter* advances environmental attitudes, under which heritage conservation is perceived as part of a broader and stronger environmental movement--an attitude that calls for heritage conservation to be part of sustainable education initiatives that can attract more participation (Article 10). Overall, the *Machinami Charter* represents the common denominator between the Western attitude for historic towns' conservation and the unique characteristic of the Japanese culture.

## CONCLUSION

This chapter traces the transition from the protection of the individual monument to the protection of urban area and an entire historic town as expressed by the 1975 *Amsterdam Declaration*: “This overall protection will complement the piecemeal protection of individual and isolated monuments and sites.” Whereas the 1931 *Athens Charter* presents a pioneering attitude toward urban heritage, the two other principle documents (the 1964 *Venice Charter*, and the 1972 *UNESCO Convention*) did not bring major progress in this subject. Other documents from the

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<sup>23</sup> The term “progressive authenticity” was used in the UNESCO Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, First Session, Paris, 1977, *Final Report*, article 30, Emphasis added). See Chapter II 53-54; endnote 55.

1960s refer indirectly to historic towns and historic urban areas and suggest their inclusion under “landscape” category or “immovable” properties.

A major progress was achieved during the second half of the 1970s when several documents exclusively mention the protection of historic towns and historic areas, including the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* which was the only UNESCO recommendation on this subject until the adaption of the 2011 UNESCO *Recommendation on the HUL*. These documents stress the significance of the inherent social value, the role of inhabitants, and the connection between social structure and spatial structure. This trend is reinforced in the 1980s in two documents issued by ICOMOS. The 1987 *Washington Charter* provided precise practical tools to insure the implementation of protection and conservation goals. The documents from the turn of the twenty-first century add a broader perspective on historic towns and historic urban areas, including them under the umbrella of cultural landscape, or seeing them as part of sustainable system and environmental movement.

The social aspect and the role of resident are two subjects of concern raised by the documents reviewed in this chapter. The constant change and its crucial impact and threats on the physical and social component of historic area, as well as the question of authenticity and the broader connection to sustainability and environmental systems are other critical matters when dealing with historic towns and town centres. These issues will facilitate the discussion on HUL in the third Chapter.

## **CHAPTER II:**

### **The Historic Towns and Town Centres Concept in the *World Heritage Convention* and the *Operational Guidelines***

“Because [cultural and natural heritage] is irreplaceable, any loss or serious impairment of that heritage is a tragedy.”

- 1977a *Operational Guidelines*, paragraph 1

Chapter II analyzes the development of the concept of Historic Towns and Town Centres in two of the main documents which define the notion of World Heritage and provide guidance for its international protection, preservation and conservation. The first and primary document, the 1972 UNESCO *Convention Concerning the Protection of the World Cultural and Natural Heritage* (hereafter referred to as the *1972 Convention*), was adopted by the UNESCO General Conference during its Seventeenth Session in Paris on 16 November 1972. The second document is the *Operational Guidelines for the Implementation of the World Heritage Convention* (hereafter referred to as the *Operational Guidelines*), which serves as the main working tool for the World Heritage Committee (WHC), the Bureau of the WHC, the Advisory Bodies and the state parties in the process of nomination and inscription of cultural and natural heritage properties on the World Heritage List (WHL).<sup>24</sup> Whereas the *1972 Convention* text has not been changed or updated since its formation, the *Operational Guidelines* document has been continuously revised because it needs to be flexible enough to integrate changes that are required

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<sup>24</sup> The WHC “is responsible for the implementation of the World Heritage Convention, defines the use of the World Heritage Fund and allocates financial assistance upon requests from States Parties.” It is also responsible for both the WHL and the WHL in Danger, and for the examinations of the state of conservation and management of already inscribed WHS. The WHC meets once a year and consists of 21 States Parties representatives. The Bureau of the WHC “coordinates the work of the Committee and fixes the dates, hours and order of business of meetings.”, and consists of seven States Parties elected annually by the Committee. As of March 2013 “The election of the new Bureau will take place at the end of the next session of the World Heritage Committee (<http://whc.unesco.org/en/committee/>). The Advisory Bodies are responsible for evaluating nominated properties, and to provide their evaluations to the WHC consideration. Two of the Advisory Bodies, the International Council on Monuments and Sites (ICOMOS) and the World Conservation Union (IUCN), are mandated by the 1972 Convention, and the third is an intergovernmental organization, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). <http://whc.unesco.org/en/nominations/>.

by current practical needs, and at the same time, to ensure that the fundamental concepts of the Convention are kept (Conti, *40<sup>th</sup> Anniversary*, 12).<sup>25</sup>

Out of the 962 properties inscribed on the WHL, over 250 are cities. As such, Historic Towns and Town Centres account for a significant proportion of the inscribed properties on the WHL.<sup>26</sup> Inscription on the WHL contributes to a historic town's protection, preservation and management. In a broader perspective, inscription contributes to the state party, in which the World Heritage property is located, inter alia by providing international recognition, encouraging preservation initiatives, providing access to the professional expertise of the World Heritage Centre and to funding through the World Heritage Fund (WHF), and promoting heritage tourism.

Consequently, the significance of the analysis of these two documents stems from their centrality in the process of identification, nomination and inscription on the WHL, where Historic Towns and Town Centres have high representation. Each nominated and inscribed Historic Town should have been included under one of the 1972 *Convention* categories, and should have followed the detailed guiding principles and procedures determined by the *Operational Guidelines* in effect at the time of nomination. As such this chapter seeks:

- To track the development of Historic Towns and Town Centres Concept as it is reflected in the *Operational Guidelines*;
- To identify the relevant revisions integrated into the document over the years;
- To analyze the essence and the substance of identified relevant revisions; and -

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<sup>25</sup> Although the original Convention text was never revised, possible revision was, in fact, addressed in Article 37:“1. This Convention may be revised by the General Conference of the United Nation Educational, Scientific and Cultural Organization,” and “2. If the General Conference should adopt a new convention revising this Convention in whole or in part, then, unless the new convention otherwise provides, this Convention shall cease to be open to ratification, acceptance or accession, as from the date on which the new revising convention enters into force.” <http://whc.unesco.org/archive/convention-en.pdf>. Additional information may be found on The World Heritage Convention website: <http://whc.unesco.org/en/convention/>.

<sup>26</sup> As of March 2013 the World Heritage List includes 962 properties (UNESCO World Heritage List) <http://whc.unesco.org/en/list/> (Accessed March 15, 2013); and over 250 cities are inscribed as of 2012 (Bandarin and Van Oers 43; and Preliminary Report, 2010, 2).

- To identify phases of the concept's development and its integration according to the identified revisions.

In examining these documents, this chapter will demonstrate how historic towns and town centres were part of the first properties to be inscribed on the WHL, although the concept was not specifically addressed by the 1972 *Convention*, nor was it a defined part of the first June and October 1977 *Guidelines*. Furthermore, it will trace the gradual integration of the Historic Towns and Town Centres Concept in the *Operational Guidelines* up until the current July 2012 *Guidelines*. This chapter will also examine whether a correlation exists between the integration and development of the Historic Towns and Town Centres Concept in the *Operational Guidelines* and the concept development in the international arena, as reflected in the standard-setting instruments presented in Chapter I.

*Historic Towns and Town Centres under the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)*

Historic towns and town centres are considered *Cultural Heritage* properties under two of its three categories, *groups of buildings* and *sites*, as defined by Article 1 of the 1972 *Convention*. The *groups of buildings* defines a set of buildings, not necessarily connected, that contain Outstanding Universal Value (OUV) on the basis of similarity in specific characteristics such as architectural style, homogeneity or setting. The category of *sites* indicates individual properties or entire areas of “works of man or combined works of nature and man” that have historic, aesthetic, ethnological or anthropological OUVs. These last mentioned “combined works of nature and man” gained significance in subsequent years when the Cultural Landscape concept and the Historic Urban Landscape (HUL) approach were developed.<sup>27</sup>

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<sup>27</sup> 1972 WHC: *Convention Concerning the Protection of the World Cultural and Natural Heritage* (Paris, November 16, 1972), Article 1: “*Groups of buildings*: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of Outstanding Universal Value from the point of view of history, art or science; *Sites*: works of man or the combined works of nature and man, and areas including archaeological sites which are of Outstanding Universal

## A. ***Assembling The Operational Guidelines for the Implementation of the World Heritage Convention, its aims and revisions***

The first version of the *Operational Guidelines* was issued five years after the 1972 World Heritage Convention had been adopted by the General Conference. Following the first session of the WHC, held in Paris in 1977, at which the document “*Issues arising in connection with the implementation of the World Heritage Convention*” summary was discussed, the first version of the June 1977 *Operational Guidelines* put forward a set of guidelines to identify, protect, preserve and present the “world’s most significant heritage”.<sup>28</sup> The guiding principle in establishing the guidelines was the notion that “[cultural and natural heritage] is irreplaceable, [and] any loss or serious impairment of that heritage is a tragedy” (June 1977 *Guidelines*, par. 1).

Serving as the main working tool on World Heritage for the WHC, Advisory Bodies and for the States Parties, the *Operational Guidelines* sets forth the principles and procedures for establishing and managing the WHL and for granting international assistance under the WHF. As such, Committee members soon noted the need for revisions to the first *Guidelines* in order to “make them conform with current practice in the implementation of the Convention” (Bureau Twelfth session, 1988: *Item 13 of the Provisional Agenda*, article 2; and *Report of the Rapporteur*, article 10). Since the first version, the *Guidelines* have been revised regularly by the WHC to reflect new concepts, knowledge and experiences. In 1977 for example, the WHC revised the main principle of its first guideline, the idea that “[cultural and natural heritage] is irreplaceable, [and] any loss or serious impairment of that heritage is a tragedy.” Instead of using the word tragedy, which often implies a death, the WHC changed the sentence to read: “The loss, through deterioration or disappearance, of any of these most prized possessions constitutes an

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Value from the historical, aesthetic, ethnological or anthropological point of view.” <http://whc.unesco.org/archive/convention-en.pdf>.

<sup>28</sup> Prior to the World Heritage Committee First session, Paris, 27 June - 1 July 1977, a number of meetings were held to discuss various issues arising in connection with the implementation of the World Heritage Convention. Their summaries were presented to the Committee, and were the basis for the first session discussions. WH Committee First Session: *Issues arising in connection with the implementation of the W. H. Convention: Article 2*.

impoverishment of the heritage of all the people of the world” (Oct. 1977 *Guidelines*, par. 1). In eliminating the word tragedy and replacing it with the idea of cultural impoverishment, the WHC effectively demonstrates the lasting effect on the universal population when cultural and natural heritage are lost. This opening sentence remained in all the following revisions. Subsequent revisions of the *Guidelines* led to an increase in volume from thirty paragraphs in 1978 to nearly three hundred paragraphs in 2005.<sup>29</sup>

The 2005 *Guidelines* were the final product of a thorough revision of the entire text that not only returned the guidelines to the fundamental principles introduced in the 1972 *Convention* but also made them more user-friendly, by simplifying the language and streamlining the presented ideas. Revisions began with the Twenty-second Session of the WHC (Kyoto, 1998) and continued at the Twenty-third Session (Marrakesh, 1999) as well as at the International Expert Meeting on the Revision of the *Operational Guidelines* (Canterbury, 2000). At these gatherings, attendees discussed the main problems of the *Guidelines*. One of the problems was that modifications were done more than once on an *ad-hoc* basis without sufficient time to examine the policy that led to the suggested revisions. Furthermore, the document had become too complicated to work with; the text was riddled with difficult language, unclear terms, and unbalanced references.

The Council addressed these problems by restructuring the text of the *Operational Guidelines* in a logical sequence, refining its language, and moving material into annexes and background papers. By streamlining the main body of the text, advisory members aimed to establish guidelines that would be “flexible to accommodate change without always changing themselves.” After three full detailed drafts, the restructured *Guidelines* were issued in February

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<sup>29</sup>In The first paragraph has remained basically the same since Oct. 1977 *Guidelines*. It underwent few changes and was placed as part of the Introduction in the Feb. 2005 *Guidelines* (par. 4 in section I.B. The *World Heritage Convention*). The 1980 *Guidelines* was increased to 66 paragraphs, in 1983 to 99, and in 1995 it contained 139 paragraphs. UNESCO: *The Operational Guidelines for the Implementation of the World Heritage Convention*. <http://whc.unesco.org/en/guidelines/>; UNESCO: Glossary <http://whc.unesco.org/en/glossary/>; and 1980 *Guidelines*, WHC/2 Revised.

2005, and since then all of the following documents, up to and including until the most recent version (July 2012), retained the same structure - a concise main body with supporting materials in annexes and in external documents.<sup>30</sup>

The *Operational Guidelines* are updated continuously. Following its Thirty-fourth Session (Brasilia, 2010), the WHC suggested that revisions to the main text of the *Guidelines* and its annexes' topics would be based on recommendations proposed by experts groups, the advisory bodies, and the state parties. Furthermore, in its Thirty-fifth session (Paris, 2011), the WHC decided to “establish an open-ended working group on the *Operational Guidelines*” (Decision 35COM 13: Revision of the Operational Guidelines, article 8 <http://whc.unesco.org/en/decisions/4386/>). At present the examination of the HUL approach and other appropriate revisions to the *Operational Guidelines* are on the provisional agenda of the working group to be presented at the WHC’s Thirty-seventh session (Phnom Penh, Cambodia 2013).<sup>31</sup>

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<sup>30</sup> This information, as well as the three main drafts, can be found in the reports of UNESCO, WH Committee Twenty-fourth session (Cairns, Australia, 2000); Bureau of the WH Committee Twenty-fourth session (Paris, UNESCO Headquarters 2000); WH Committee Twenty-fifth session (Helsinki, Finland 2001); and UNESCO, WH Committee, Sixth extraordinary session (Paris UNESCO Headquarters 2003).

<sup>31</sup> UNESCO WH Centre, decision 36COM 13.II: Revision of the Operational Guidelines <http://whc.unesco.org/en/decisions/4854/>.

## **B. The Developmental Phases of the Historic Towns and Town Centres Concept and Its Integration into the *Operational Guidelines***

As a foundational text and main working tool, the *Operational Guidelines* are utilized to identify, nominate, and inscribe on the WHL properties forming part of cultural and natural heritage. This section presents the development and integration of the concept of Historic Towns and Town Centres and characterizes their main identified phases. Throughout the revisions of the *Operational Guidelines*, from 1977 to 2012, the concept of Historic Towns and Town Centres has become more fully developed. The review of the development and integration of the concept of Historic Towns and Town Centres includes the content and type of the revisions in each of the approved versions (as summarized in table 5), whereas the analysis adds to the broader context of the discussions and decisions leading to the revisions' approval by the Committee before it is integrated into a revised version.<sup>32</sup>

Based on the review and the analysis, four main phases of integration, with subdivisions as necessary, are suggested. Following the expected integration of the HUL Recommendations in the *Operational Guidelines* in WHC's Thirty-seventh session (Phnom Penh, Cambodia 2013), a fifth phase may be added. The phases are usually defined by two documents: the first one is the *Guidelines* version into which the revision was integrated, and the second is the final *Guidelines* version. The second version of the *Guidelines* remains valid until a newer revision is approved. The proposed phases are as follows (Table 1):

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<sup>32</sup> For example, the concept of Cultural Landscapes was discussed by the Committee in its Fifteenth Session (UNESCO Headquarters, Paris, 1991) but was only integrated into the February 1994 *Guidelines*.

Table 3: **Proposed phases of the development and integration of Historic Towns and Town Centres Concept into the Operational Guidelines versions<sup>33</sup>**

<b>I</b>	June 1977 - Nov. 1983	<b>Pre-integration</b> No specific indication of the Historic Towns and Town Centres Concept
	Revisions: 7	
<b>II</b>	Jan. 1984	<b>First integration</b> Specific requirements for <i>Groups of Buildings</i> or Sites nomination
	Revisions: 1	
<b>III</b>	Jan. 1987 - July 2002	<b>Complete integration</b> Thematic definitions for <i>Groups of Urban Buildings</i> and specific requirements
	Revisions: 9	
<b>IV</b>	Feb. 2005 - July 2012* *The valid document	<b>Historic Towns and Towns Centres</b> Part of the Specific Types of Properties on the WHL (Annex 3)
	Revisions: 5	
<b>V</b>	20__ - ____	<b>Urban Areas and Settlement</b> Anticipated major revisions reflected by the HUL approach integration
	Revisions: N/A	

### **Phase I: Pre-integration**

June 1977 - Nov. 1983:	<b>Pre-integration</b> No specific indication of the Historic Towns and Town Centres Concept
Revisions: 7	

Phase I includes seven versions of the *Operational Guidelines* and spans nearly seven years.<sup>34</sup> Although historic towns and town centres are not specifically mentioned in the June 1977 *Guidelines* they were meant to be included under the categories of *Groups of building* and *Sites* as was clearly demonstrated in the WHC's report from their first session (Paris, 27 June - 1 July 1977). In this report a list of examples of each criteria for the inclusion of cultural properties on

<sup>33</sup> The years, and months when given, indicate the document's revisions as they appear on UNESCO's official website, The Operational Guidelines for Implementation of the World Heritage Convention, Historical Development and Past Versions: <http://whc.unesco.org/en/guidelines/>.

<sup>34</sup> The seven *Operational Guidelines* versions are: 30 June 1977; 20 October 1977; 1978; 21 April 1980; 17 July 1980; October 1980, and Nov. 1983. Operational Guidelines, Historical Development and Past Versions: <http://whc.unesco.org/en/guidelines/>.

the WHL is included, for example, “a monument such as a Mayan pyramid, a group such as the central city of Leningrad or a site such as the walled city of Avila.”<sup>35</sup> During the WHC’s first session (1977), these examples and others were decided not to be included in the *Operational Guidelines* text “in order not to prejudice the decisions of the Committee.”<sup>36</sup> The exclusion of these examples served to prevent any 'prejudice' that might have impaired the Committee’s ability to stay neutral, and to act objectively in considering proposed nominations from various states parties. Even more importantly, the omission of these specific examples promised that the *Operational Guidelines* would retain universality, would address World Heritage, and would maintain the role of UNESCO as a neutral body.

In the period between the 1972 *Convention* and the first two 1977 *Guidelines*, four important documents, which were discussed earlier in chapter I (14-21) were issued in 1975 and 1976: one by ICOMOS; two by the Council of Europe; and one by UNESCO. All of these documents explored the characteristics of historic towns and historic areas, the urgent need for their safeguarding, and mechanisms to implement their protection.<sup>37</sup> The significant progress achieved by the above documents, and the examples of historic towns and town centres given in the Report of the WHC's First Session in 1977 raises the question about the absence of the broader Historic Towns and Town Centres Concept in the *Operational Guidelines*.

There are two factors to take into consideration: first, that the 1975 ICOMOS *Resolution*, the 1975 *European Charter* and the *Declaration of Amsterdam*, the 1976 UNESCO *Recommendation*, and the *Operational Guidelines* were all discussed in a European cultural and professional arena, which underwent the same changes in perceptions and definitions of historic

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<sup>35</sup> WHC: *Issues arising in connection with the implementation of the W. H. Convention*. June 1977. Article 20 (iii).

<sup>36</sup> UNESCO, Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage: *First Session - Final Report*. Oct. 1977. Article 29.

<sup>37</sup> The four published documents, 1975 ICOMOS *Resolutions of the International Symposium on the Conservation of Smaller Historic Towns*; 1975 Council of Europe, *European Charter of the Architectural Heritage*; 1975 Council of Europe, *The Declaration of Amsterdam*; and 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* were previously discussed in chapter one.

towns and urban areas; and second, since at least two entities directly involved in the WHC process were also involved in the creation of both types of documents (i.e. ICOMOS and UNESCO), it is unlikely to assume that lack of knowledge and/or awareness were the reasons for the omission of the Historic Towns and Town Centres Concept in the *Operational Guidelines* text. Other factors related to the formation of the *Operational Guidelines* that may have played a role include: the desire to adhere to the 1972 *Convention* text; the desire to keep the *Guidelines* text short and concise, and the desire to use the same three categories for cultural heritage, *monuments*, *groups of buildings* and *sites*, defined by the 1972 *Convention* to address historic towns and historic areas.

In the year following the first two versions of the 1977 *Guidelines*, twelve properties were inscribed on the WHL. Among them were two historic cities: the City of Quito (Ecuador), and Cracow's Historic Centre (Poland).<sup>38</sup> The City of Quito (Ecuador, Ref: 2), was inscribed under the *group of buildings* and *site* categories, under the 1977 criteria of OUV (ii), (iii) and (v).<sup>39</sup> These criteria include the "harmonious ensemble sui generis, where the actions of man and of nature are brought together to create a work unique and transcendent of its kind."<sup>40</sup> Cracow's Historic Centre (Poland, Ref: 29), originally named Cracow's Historical and Architectural Urban Center, was submitted under the *group of buildings* and *monuments* categories of cultural heritage

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<sup>38</sup> A third proposed property, the Historic Center of Warsaw, was postponed as "a question as to whether the Historic Center of Warsaw meets the general rule of authenticity" required further expert opinion. The Historic center of Warsaw was inscribed in the WHL two years later (1980, criteria (ii) and (vi)) as 'It is an outstanding example of a near-total reconstruction of a span of history covering the 13th to the 20th century' <http://whc.unesco.org/en/list/30>. Representing the influence it had on the majority of European countries, and the evolution of urbanization and preservation doctrines, emphasizing in the original evaluation the problematic issue of applying the criterion of authenticity in its strict sense.

<sup>39</sup> The criteria of OUV were also revised over the years; hence it is important to refer to the valid criteria at that time, according to which any specific nomination was prepared and evaluated. The inscription of the fully reconstructed Historic City of Warsaw on the WHL in 1980, and its significance in the context of authenticity is discussed by Sophia Labadi in her chapter on "Authenticity and post-authenticity" (68).

<sup>40</sup> UNESCO: World Heritage List, City of Quito, *Advisory Body Evaluation*, Paris, 7 June 1978. Today the WHL indicates criteria (ii) and (iv) as respectively the revised criteria. UNESCO: World Heritage List, City of Quito, <http://whc.unesco.org/en/list/2>. Out of Ecuador's four World Heritage Sites two are historic cities: City of Quito (1978), and Historic Centre of Santa Ana de los Ríos de Cuenca (1999) <http://whc.unesco.org/en/statesparties/ec>. *Sui generis* is an adjective borrowed from Latin, meaning "of its own kind/genus" or "unique in its characteristics" [http://en.wikipedia.org/wiki/Sui\\_generis](http://en.wikipedia.org/wiki/Sui_generis). Accessed March 8, 2013.

properties. Its nomination text emphasized, inter alia, a change from the earlier perception that the historic city and the modern city were two separate entities with limited interface in planning and managing policies, presumably due to their different history and physical characteristics. The advisory body's evaluation report (June 1978) pointed out that from the 1960s “the work of conserving the city as a whole groups [group] of monuments has been undertaken in respect of the *whole urban area*,” insuring that its management plan would implement “the historical and architectural urban centre in harmony with the city’s modern development” recognizing the potential marking as “a scientific, cultural and tourist centre.”<sup>41</sup>

Proceeding with this view, and possibly influenced by the increasing appreciation to the qualities of the historic urban areas expressed by the 1975 and 1976 resolution, charter, declaration and recommendation, the 1978 revised *Guidelines* added the concept of *town planning* to the cultural properties OUV criteria (ii) and (v). In criteria (ii) *town planning* is considered as one area of development in which a proposed property has exerted considerable influence; and in criteria (v) as a characteristic example of a significant form of town-planning (1978 *Operational Guidelines*, par. 7).<sup>42</sup> This aims to maintain the concept that the physical and aesthetic aspects of urban areas should be the ones that will determine the main value of a property, rather than the social ones that were clearly promoted in the above 1970s documents.

The *Guidelines* versions from the first half of the 1980s amended existing paragraphs, and almost doubled the number of paragraphs, including new topics for consideration such as the establishment of the tentative list, measures to ensure reasonable balance between cultural and natural heritage properties, joint nominations and series properties nominations, comparative evaluation for nominated properties, rejection of reconstruction operations, and dis-

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<sup>41</sup> UNESCO: World Heritage List, Cracow's Historic Centre, *Advisory Body Evaluation*, Paris, 7 June 1978. Out of Poland's thirteen World Heritage Sites four are historic cities: Cracow's Historic Centre (1978); Historic Centre of Warsaw (1980); Old City of Zamość (1992) and Medieval Town of Toruń (1997). <http://whc.unesco.org/en/statesparties/pl>.

<sup>42</sup> The Oct. 1980 *Guidelines* eliminated town-planning from criterion (v), but it is still part of criterion (ii) of OUV, July 2012 version.

encouragement of nomination of properties which might become movable. The requirements for *Measures for preservation/conservation* were expanded for the first time to include management plans or proposals for such plans and regional development plans (Oct. 1980 *Guidelines*, par. 33 (iv)).

The above examples of the first two historic cities inscribed on the WHL, along with the review of the *Operational Guidelines'* first versions, demonstrate how some of the more advanced approaches associated with later years already existed during the formational years of the *Guidelines*. Admiration for and evaluation of historic cities for their architectural qualities and monumental buildings, the interface of the historic city and the modern city, and the need for management plans were evident in the nomination and evaluation texts of the City of Quito (Ecuador) and Cracow's Historic Centre (Poland). Other issues, albeit under different names or descriptions, were discussed in the early *Guidelines*. For example "Buffer Zone" of later descriptions was referred to as a "doubled boundary system" or "zone of influence". However, whereas questions of authenticity and integrity, and the effect of "irreversible socio-cultural or economic change" are dealt with, other issues like the important role of the area's residents that give a place its social value, and play a significant role in justifying the preservation and conservation initiatives, were missing.<sup>43</sup>

## **Phase II: First integration**

Jan. 1984:	<b>First integration</b> Specific requirements for <i>Groups of Buildings</i> or <i>sites</i> nominations
Revisions: 1	

Phase II is represented by a single *Guidelines* version, valid from January 1984 to January 1987. The January 1984 *Guidelines* illustrates one more step toward a complete

<sup>43</sup> WHC: *Issues arising in connection with the implementation of the W. H. Convention*. June 1977, Articles 19, 20(v) and 21 respectively; and October 1977 *Operational Guidelines* 25, 7(v) and 9 respectively.

integration of the Historic Towns and Town Centres Concept into the *Operational Guidelines*. By 1983, roughly forty historic cities had been inscribed on the WHL.

In 1983, ICOMOS presented various methodological and practical considerations to the Bureau of the WHC (hereafter referred to as the Bureau; Seven Session, Paris, June 1983) and to the WHC (Seventh Session, Florence, Dec. 1983) in regard to the *Operational Guidelines*. Among the issues discussed were the complex judicial, financial, aesthetic and ethical issues associated with inscribing cultural properties on the WHL. In the Bureau session ICOMOS called special attention to historic towns, and the “difficulties encountered in applying the cultural criteria to nominations of historic towns, cultural properties representative of a series and the criterion of authenticity” (WHC Seventh Ordinary Session, *Report of the Rapporteur*, article 15). Following ICOMOS reflection the Bureau decided to submit them to the WHC consideration, and suggested further investigations into a separate monitoring system for historic towns, as well as a separate submission form for them, different from the one which was used for individual monuments.<sup>44</sup> Subsequently, these discussions led to the insertion of a sub-paragraph dedicated to “groups of building or sites nominations in a section entitled Format and content of nominations, Specific documentation to be provided with nominations of groups of Buildings and sites.”

Although Historic Towns are still not explicitly mentioned, their components and equivalents are detailed in a list of examples, including a town center, a village, a street and other urban or rural architectural ensembles. Recognition of the uniqueness of the historic towns' found expression in the request to provide “views taken inside the proposed perimeter which give *an exact idea of the urban landscape (townscape)*” (Jan. 1984 *Operational Guidelines*, par. 41 (f) (ii); <http://whc.unesco.org/archive/opguide84.pdf>; Emphasis added).

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<sup>44</sup> Bureau of the WHC, Seventh Session (Paris, June 1983): introduction and articles 22-23. Another substantial concern was the OUV criteria, and in particular the criterion of authenticity referring to cultural properties which was questioned, as was exemplified previously by the cultural heritage property of Warsaw Historic Centre.

This 'technical' integration is not accompanied by any thematic reference to the reasons these requirements are needed, i.e. the special characteristics of *groups of Buildings* and *sites* that separate them from other cultural heritage properties that justify the demand for additional documentation. The 1984 *Guidelines* only touch upon adding documentation requirements from states parties who submit the nominations, but does not add any requirements in terms of evaluation and examination guidelines, as anticipated when the documentation requirements changed.

However, a closer examination reveals that even this 'technical' revision caused a significant change in attitudes towards these types of properties. By dedicating a separate paragraph of requirements to historic towns and their equivalents, they were now qualified for special reference from the state parties when submitting nominations, and although not explicitly mentioned, it most likely led to special examination by the evaluating bodies and the WHC. Furthermore, this 'technical' integration raised the need for further discussions, development and integration of key issues of the Historic Towns and Town Centres Concept into the *Operational Guidelines*.

The January 1984 *Guidelines* recognizes constant change as a major factor when considering cities, towns and other urban ensembles, and addresses that reality by asking that the date of publications for all submitted maps, plans and photographs be “not more than one year prior to the presentation of the nomination,” and that “juridical provisions” be addressed to prevent “the transformation of the urban fabric.”<sup>45</sup> The revision also notes the importance of the interface between the proposed nominated property and the areas surrounding it by demanding reference to pertaining areas “outside of the nominated property.” The importance of the natural environment, in addition to the built environment for these types of cultural properties is also made clear.

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<sup>45</sup> This citation and the following citations are from the January 1984 *Guidelines*, Par. 41. (f).

The January 1984 *Guidelines* recognizes the necessary relationship of legal statutes, planning policies, contemporary planning, and the management process by requiring reference to laws, decrees or orders “which govern the protection”, references to “master plans for historic preservation land use plan, urban development plan, regional development plan or other infrastructure projects,” and reference to “town planning regulations and orders issued in application of these plans.” These legal tools mentioned above would hopefully prevent the demolition and reconstruction situated within the protected zones, the raising of the height of buildings, and the transformation of the urban fabric. Furthermore, they would assess penalties if not followed. The implementation of these legal tools would be secured by the administrative framework of the local, regional and national hierarchies.

The January 1984 *Guidelines*, looking for the identification of “zones of different degrees of legal protection,” recognizes the various levels of significance in a property consisting of more than a single monument. The presence of a social component, and its heterogenic character, which exists in this type of property, was a topic of concern for the WHC and the January 1984 *Guidelines* encourages revitalization only in respect to a town’s “social diversity.” Finally, the 1984 *Guidelines* question whether the criteria of authenticity could, in fact, be applied to these types of properties and if a measure already exists to encourage revitalization in respect to an area’s historic authenticity.

The 'technical' integration of the January 1984 *Guidelines* ultimately led to the next phase of development, that is, a complete integration of the Historic Towns and Town Centres Concept into the *Operational Guidelines*.

### Phase III: Complete integration

Jan. 1987 - July 2002: ----- Revisions: 9	<b>Complete integration</b> Thematic definitions for <i>Groups of Urban Buildings</i> and specific requirements
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The beginning of Phase III is marked by the January 1987 *Guidelines*. This phase contains nine versions of the *Operational Guidelines*, and spans almost fifteen years.<sup>46</sup> Within three years of the January 1984 *Guidelines*, approximately twenty more historic cities were inscribed under the cultural heritage criteria of OUV, according to the January 1984 *Guidelines* specific requirements for *groups of buildings* and *sites*. The groundbreaking revision of the January 1987 *Guidelines* includes nine new paragraphs (23-31) that establishes a *full thematic* integration of the Historic Towns and Town Centres Concept, while largely maintaining the technical requirements of the January 1984 *Guidelines*.<sup>47</sup> Moreover, the innovative content of the January 1987 *Guidelines* is still included in the current July 2012 *Guidelines*, although historic towns and town centres are grouped with similar property types under a different context with shift of emphasis, a change that will be discussed in Phase IV.

It is important to understand the revised *Guidelines* of January 1987 in the context of the events which took place in the second half of the 1980s, particularly the development of awareness and discussions of the Historic Towns and Town Centres Concept in the international arena through several important meetings, sessions, and conferences and the subsequent releasing of important publications, such as *ICOMOS First Brazilian Seminar About the Preservation and Revitalization of Historic Centers* (1987), and *ICOMOS Washington Charter* (1987), discussed previously in Chapter I (21-26).

<sup>46</sup> The nine *Operational Guidelines* versions included in this phase are: January 1987, December 1988, March 1992, February 1994, February 1995, February 1996, February 1997, March 1999 and July 2002.

<sup>47</sup> Terminological note: whereas par. 23 and 24 used the term *groups of urban buildings*, in par. 50 article (f): Format and content of nomination, the word urban is missing, using the original term of the 1972 Convention for the two cultural heritage categories: *groups of buildings* or *sites*.

Significant issues are addressed by the January 1987 *First Brazilian Seminar* and the 1987 *Washington Charter*, including: the social value of urban areas; the main role of their residents in any preservation and conservation processes; the impact of change on the urban fabric and the relation between changes of the physical structure and the social structure, as well as the effect of these changes on the authenticity of the property; and the measure of responsibility and required caution from all involved parties, as mentioned in the 1987 *Washington Charter*. All of these issues are further addressed in the January 1987 *Guidelines*.

Prior to the approval of the January 1987 *Guidelines*, ICOMOS, the Bureau and the WHC worked for three years to develop the concept of Historic Towns and Town Centres and its integration into the *Operational Guidelines*. The constitutive recommendations were formed at a Meeting of Experts to Consult on Historic Towns, organized by ICOMOS and held in Paris on 5-7 September 1984. The conclusions from the Meeting of Experts were later examined by the Bureau (Complementary Meeting of the Bureau, 29 Oct. 1984), and recommended by the Bureau to the WHC. Following the WHC's decision in its Eighth Session (1984), the Experts' recommendations, including the Bureau's proposed amendments, were approved for addition to the *Operational Guidelines*.<sup>48</sup>

### ***Three Categories of Groups of Urban Buildings***

With the complete integration of the Historic Towns and Town Centres Concept, the January 1987 *Guidelines* establishes three categories of *Groups of Urban Buildings* eligible for inclusion on the WHL: first, *towns that are no longer inhabited*; second, *historic towns which are*

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<sup>48</sup> Unfortunately the Minutes of the Meeting of Experts, as well as the original ICOMOS report, which was intended for wide distribution as a set of guidelines, are currently unavailable to the public, as discovered through email correspondence with the Head of Documentation Center at ICOMOS, Paris, France (12-13 Feb 2013). As such, it is nearly impossible to track the debates and considerations that took place when the experts proposed their new thematic conclusions. This information is, however, available through the Bureau's and Committee's Reports of the Rapporteur. Bureau of the World Heritage Committee: *Report of the Rapporteur*, Eight Session (Paris, 1984), 25 June 1984, article 37; UNESCO, WH Committee: *Report of the Rapporteur*, Eight Ordinary Session (Buenos Aires, 1984), 2 Nov. 1984, articles: 12-14.

*still inhabited*; and third, *new towns of the twentieth century*.<sup>49</sup> The issue of their nominations and inclusions in the WHL raised many concerns, was constantly under discussions, and was frequently amended. Each main category has special characteristics that distinguish it, including: suggested OUV criteria; ability to satisfy the general criterion of authenticity; conservation status; compliance with change mainly due to continuous development; ability to evaluate the nominated properties under each category; and whether the site could be properly managed.

### *1. Towns that are no longer inhabited*

Examining the three categories of *groups of urban buildings*, it is the first of these, *towns that are no longer inhabited*, that was generally agreed upon by the Experts, members of the Bureau, and the WHC. The category's similarity to archaeological sites and presentation of familiar material made its evaluation an easy task for the evaluating bodies. The question of authenticity was answered affirmatively since the groups felt these uninhabited towns "generally satisfy the criterion of authenticity." Probably the most important guidance for this category was given in regards to the proposed nominated property's integrity (although officials did not in fact use this particular word in the document), stating that it is "important for urban archaeological sites to be listed as integral units." An indication of the broader context in which the nominated property is located, and of the importance of the combination of a man-made and natural creation, is included in the closing section of the paragraph, which states that "remains of such a city should be preserved in their entirety together with their natural surroundings whenever possible" (1987 *Guidelines*, par. 25).

These last two issues are previously addressed in both the 1962 UNESCO *Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites*, which defines *urban landscapes* under the broad definition of *landscapes* and the combined

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<sup>49</sup> WHC 1984: *Report of the Rapporteur*, section VI: articles: 12-14; 1987 *Operational Guidelines*, par. 23-31. Minor changes exist between the text which was adopted by the WHC and presented in the Report of the Rapporteur's and the text which appears in the Jan. 1987 *Guidelines*.

creation of nature and man, and in the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas*, which defines 'Historic and architectural (including vernacular) areas' and their 'environment' that includes *the natural or man-made setting* and their integrated 'Safeguarding.'

## 2. *Inhabited historic towns*

The second category presents the broadest and most heterogeneous category among the three groups of urban buildings. This category is subdivided into four subcategories. The first subcategory, *towns which are typical of a specific period of culture*, are exemplified in the towns of Ouro, Brazil and Shibam in Democratic Yemen. The second subcategory, *towns that have evolved along characteristic lines*, includes towns like Cuzco, Peru and Berne, Switzerland. The third subcategory, *historic centres that cover the same area as ancient towns*, includes towns such as Rome, Italy or Damascus, Syria. Finally, the last subcategory involves *sectors, quarters or isolated units* such as the Islamic district of Cairo, Egypt.<sup>50</sup>

The category of inhabited historic towns raised the biggest challenge for the states parties, as well as for the advisory bodies, who faced complex nominations and numerous difficulties. There are several key issues facing towns that fit this category. First among these issues is that the urban fabric of inhabited historic towns, which encompasses monuments and monumental buildings as well as vernacular architecture, is in itself inherently complex and thus nominations and designations are not as clear-cut as those for individual monuments or for uninhabited historic towns. Second, since the towns are inhabited, it is entirely likely that changes

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<sup>50</sup> The subcategories are from the Jan. 1987 *Guidelines*, and the following examples are from the *Report of the Rapporteur* of the WHC Eighth Ordinary Session (Buenos Aires, 1984) (section VI. article 14). Two additional examples were also given in regards to works that have had 'a major influence on the history of town planning' but occupy only a limited space which can be problematic - the squares of Nancy (France) and the Meidan-e-Shah square in Ispahan (Iran). The last two given examples were to the case in which 'a building of a universal significance is located in severely degraded or insufficiently representative surroundings' should be listed solely without special reference to the town - Mosque of Cordoba (Spain) and Cathedral of Amiens (France).

to the historic properties' characteristics, for which it gained its OUV in the first place, would affect the historic urban fabric. Therefore, there is the inevitable need to apply restrictions on the historic area as well as on its surroundings in order to protect them both. Finally, the question of authenticity becomes a matter the advisory bodies need to address.<sup>51</sup>

- *The urban fabric of inhabited historic towns*

An inevitable dissonance is inherent in the existence of inhabited historic towns, which encompasses monuments and monumental buildings as well as vernacular architecture. This combination makes their evaluation problematic, and thus their nominations and designations are not as clear-cut as those for individual monuments or for uninhabited historic towns. Even when the qualities and the OUV of the vernacular urban fabric was already recognized and appreciated, the perceived superior nature of the monumental structures remained dominant: "Historic Centres and historic areas should be listed only where they contain a large number of ancient buildings of monumental importance which provide a direct indication of the town of exceptional interest" (January 1987 *Guidelines*, par. 27). The January 1987 *Guidelines* recommends nominations that contain a strong emphasis on a town's monumental group characteristic and towns with "a major influence on the history of town planning" (par. 28). Furthermore, the construction of contemporary architecture added to the existing complexity of an inhabited historic town's evaluation.

- *The impact of change*

Since the towns are inhabited, it is entirely likely that changes to the historic properties' characteristics, for which it gained its OUV in the first place, would affect the historic urban fabric. This impact of change and the fragile nature of an historic urban fabric are generally recognized as the main concerns in regards to this category, since "by their very nature, [inhabited historic towns] have developed and will continue to develop under the influence of

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<sup>51</sup> Further reference to discussions held on the matter of authenticity between the 1977 *Operational Guidelines* and the changes in perception caused by the 1994 Nara document on Authenticity are brought by Labadi (66-70).

socio-economic and cultural change” (Jan. 1987 *Guidelines*, par. 24 (ii)). Indeed this change crucially affects “the fragility of their urban fabric (which has in many cases been seriously disrupted since the advent of the industrial era) and the runaway speed with which their surroundings have been urbanized” (Jan. 1987 *Guidelines*, par. 26). This change factor was very well addressed more than a decade earlier in regards to smaller historic towns which had lost their social and economic role when they were “bypassed by the wave of 19th century industrialization and urban growth.” (1975 ICOMOS *Resolution of the International Symposium on the Conservation of Smaller Historic Towns*, par. 2). Here under the January 1987 *Guidelines* the reference is broader and is correct for any inhabited historic towns regardless their size.

- *The historic town and its surroundings*

The relationship between historic town and its surroundings, whether it is “enclosed within modern cities” or adjacent to “exceptional natural surroundings,” is one of the constant tensions in the inhabited historic towns category (par. 26 (iii) and (i) respectively). The nature of this relationship is addressed in the 1987 *Washington Charter*, which calls for “ensuring a harmonious relationship between the historic urban areas and the town as a whole” (article 5). Therefore, there is the inevitable need to apply restrictions on the historic area as well as on its surroundings in order to protect them both: “Here the property to be listed is the entire town together with its surroundings, which must also be protected” (par. 26 (i)). In this context, what constitutes the defined area of an inscribed historic property is questioned. The advising bodies debated how “to determine the precise limits of the property in its widest historical dimensions,” or, on the contrary, whether a property should be listed as “the entire town with its surroundings” as it is in the first subcategory of *towns typical of a specific period or culture* (par. 26 (iii) and (i)). In the case of the second subcategory, *towns that have evolved over characteristic lines*, the guidelines make clear that the “defined historic part *takes precedence over the contemporary environment*” (par. 26 (ii), emphasis added). The same, unfortunately, is not as clear-cut for the other sub-categories and a constant tension persists between the historic area and its surroundings.

- *The question of authenticity*

Authenticity and integrity, in the context of World Heritage Sites (WHS) nominations are, in my opinion, one of the most fascinating topics for research. Furthermore as stated by Labadi, authenticity in the context of WHS “might arguably be considered as one of the most slippery concepts in heritage conservation.” (Labadi 66). For the discussion of Historic Towns and Town Centres Concept it is important to note several details. In general, every property considered for inclusion in the WHL under the category of Cultural Heritage should be considered to be of OUV by meeting “one or more of the criteria *and* the test of authenticity” (Jan. 1987 *Guidelines* par. 21, Emphasis in original). As such, historic town or any historic urban areas which are included under this category are by definition required to fulfill this criterion as well.

Discussing the three main categories of *groups of urban buildings* which need to meet the test of authenticity is explicitly examined. While the first and third categories do not raise any difficulties in meeting the test of authenticity, the second category of *historic towns which are still inhabited* and its four subcategories raise a deep concern stating that their continuous development and constant change cause “a situation that renders the assessment of their authenticity more difficult and any conservation policy more problematical;” (par. 24 (ii)).<sup>52</sup> Meeting the test of authenticity is a condition which has been repeatedly addressed in conjunction with cultural heritage properties since the first 1977 *Guidelines*: “in addition, the property should meet the test of authenticity in design, materials, workmanship and setting; authenticity does not

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<sup>52</sup> Deep concerns in regard to authenticity and historic towns were already widely expressed in the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* (cited): “Historic areas and their surroundings should be actively protected, against damage of all kinds, particularly that resulting from unsuitable use, unnecessary additions and misguided or insensitive changes *such as will impair their authenticity*, and from damage due to any form of pollution. Any restoration work undertaken should be based on scientific principles.” (II. General Principles, article 4, Emphasis added). The nomination of Historic Center of Warsaw, which was postponed at its first submission, provides an example to these concerns “as to whether the Historic Center of Warsaw meets the general rule of authenticity” for which it required further expert opinion (see chapter I 40, footnote 38). The ICOMOS 1987 *Washington Charter* addresses this important issue already in its second paragraph stating that “any threat to these qualities would compromise the authenticity of the historic town or urban area.”

limit consideration to original form and structure but includes all subsequent modifications and additions over the course of time, which in themselves possess artistic or historical values.” (Oct. 1977 *Guidelines*, par. 9, Emphasis in original).<sup>53</sup>

In the January 1987 *Guidelines* the requirement for meeting the test of authenticity is defined as to “meet the test of authenticity in design, materials, workmanship or setting” (Jan. 1987, par. 21 b.).<sup>54</sup> In the case of inhabited historic towns meeting the test of authenticity required that “to be eligible for inclusion in the list, the *spatial organization*, structure, materials, forms and, where possible, *functions of groups of buildings* should essentially reflect the civilization or succession of civilizations which have prompted the nomination of the property.” (par. 26). This expansion added two aspects, one, the spatial organization which is relevant in any urban layout, and the second “functions of groups of buildings,” mainly relevant for inhabited towns as it emphasizes the importance of the social component and the significance of its continuity as part of the inherited values of these properties.<sup>55</sup>

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<sup>53</sup> Several years later, “difficulties currently encountered in applying the cultural criteria to the nominations of historic towns, cultural properties representative of a series and the criterion of authenticity” were first presented to the Bureau and later to the WHC by ICOMOS. These concerns led to the establishment of a small group of experts, specialists in specific fields, to formulate suggestions in regard to several topics including “historic cities”, and “clarifying the notion of authenticity,” and to submit them to the Bureau and the Committee. (UNESCO, WHC, Seven Ordinary Session, Florence, 1983, *Report of the Rapporteur*, Jan. 1984, articles 15 and 24 respectively).

<sup>54</sup> The revised format of paragraph as appears in the Jan. 1987 *Guidelines* was integrated in the Oct. 1980 *Guidelines* and is presented in two sections. The first is in the opening paragraph for the six cultural criteria for OUV and the second is a sub-paragraph after the criterion (vi). This format eliminates the original last part of the paragraph which refers to authenticity of subsequent modification and additions, and adds the rejection from acts of reconstruction “meet the test of authenticity in design, materials, workmanship or setting (the Committee stressed that reconstruction is only acceptable if it is carried out on the basis of the complete and detailed documentation on the original and to no extent on conjecture).” (Oct. 1980 *Guidelines*, par. 18 b.). Labadi suggests that the inscription of Historic Center of Warsaw on the WHL in 1980, as discussed in Chapter I (40, footnote 39), brought the above change in the paragraph discussing authenticity, where the original paragraph from the 1977 *Guidelines* “referring to the importance of subsequent modifications and additions” (pra. 9) was removed, and replaced by the new 1980 *Guidelines* paragraph (18 b.). Additionally, she indicates that no other reason for the omission was indicated in the WHC or Bureau records. Furthermore Labadi suggests that the inclusion of paragraph dealing with reconstruction “certainly expanded the boundaries of the notion of authenticity and, as a result, made this term difficult to define.” With its inscription on the WHL “authenticity could also be identified as its antithesis: that is what is false, reconstructed” (68).

<sup>55</sup> Matters of function and their link to authenticity occupied the Committee discussions from its First Session (1977), and these discussions were directed towards the function of buildings rather than “groups of buildings” and historic areas. One of the topics discussed was whether a change of function, which in

In this context it is interesting to mention Bandarin and Van Oers remark in the preface to their book "cities are dynamic organisms. There is not a single 'historic' city in the world that has retained its 'original' character... As a consequence, important conservation objectives such as the safeguarding of the authenticity or integrity of the physical and social fabric of an urban complex are doomed to remain a myth or, at best, an approximation" (ix). This comment expresses an idea and cast doubts in the basic requirement in regard the need to meet the test of authenticity by historic towns and town centres, as well as on other types of "living landscapes." This would be interesting to examine in light of the new HUL recommendations.

### *3. New towns of the twentieth century*

The third category, new towns of the twentieth century, is probably the most controversial among the groups of urban buildings. Although new towns of the twentieth century are recognized as bearing OUV, there were many hesitations, and the inclusion of twentieth century towns as one of the three categories of groups of urban buildings in the January 1987 *Guidelines* was highly debated and remained controversial for several years. The terminology, including words such as 'paradoxically' and 'uncontrollable' when describing the nature of the new towns, expressed the Committee's concerns. These new towns demonstrated a clearly recognizable urban organization and although their authenticity was described in the 1987 *Guidelines* as 'undeniable,' the same paragraph expresses some caution, as the new town's "future

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some cases is essential for a building preservation and for its continuous use, can jeopardize or even eliminate the site's authenticity, and "authenticity should be recognized as lost"; or whether an idea of "progressive authenticity" can be developed and accepted. "The interpretation given of authenticity was challenged by several members who did not consider it necessary to maintain the original function of property which, to ensure its preservation, often has to be adapted to other functions. Another member specified that functions could change but when this different function entailed fundamental and irreversible changes to the original form, *authenticity should be recognized as lost*. The same member went on to plead that due recognition be given to "*progressive authenticity*", for example, monuments and buildings that are constructed or modified throughout the centuries but which nevertheless retain some form of authenticity." (UNESCO Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, First Session, Paris, 1977, *Final Report*, article 30, Emphasis added). Further discussion of the connection between the changing of function and authenticity is brought by Labadi, and is expanded to discussion on the meaning of authenticity in connection to the property nature (67).

is unclear because their development is largely uncontrollable” (par. 24. (iii)). This ambiguity calls into question the ability to provide a true and permanent evaluation, rather than an evaluation requiring frequent revisions due to continuous change. This uncertainty is expressed in a new paragraph stating: “it is difficult to assess the quality of new towns of the twentieth century. History alone will tell which of them will best serve as examples of contemporary town planning” (par. 29).

During 1986, the Bureau and the WHC's Tenth Session broadly discussed topics of contemporary architectural structures and urban complexes.<sup>56</sup> The doubts that were first expressed by the 1984 Experts' recommendations received close attention, and proposals of ways to minimize the uncertainty and increase control were made. In order “to assure that sufficient perspective in evaluating the influence and importance of works of Contemporary Architecture” be maintained, a timeframe was established by the advisory bodies. For contemporary architecture, the “beginning point in time” is the 20<sup>th</sup> century with some exceptions to works of the 19<sup>th</sup> and in some cases even the 18<sup>th</sup> which represent this phenomenon. The “end point in time” is buildings that were built “more than 25 years ago,” although there are also some exceptions for masterpieces built after the end point in time. This time frame served to quell the Bureau and Committee members' fears that an excessive number of nominations of contemporary architectural structures and urban complexes would be submitted.<sup>57</sup>

An unusual and an exceptional position was taken a few months after the January 1987 *Guidelines* were published. ICOMOS *First Brazilian Seminar about the Preservation and Revitalization of Historic Centers* proposed that the need for a time perspective in order to determine the qualities of new areas is unnecessary. Instead it suggested that “new urban spaces

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<sup>56</sup> Contemporary architecture was defined as 'the works of the 20<sup>th</sup> Century' for the implementation of the convention (Bureau Tenth Session, Paris 1986, article 1.1).

<sup>57</sup> UNESCO, Bureau of the World Heritage Committee, Tenth Session. *Contemporary architectural structures* (CC-86/CONF.001/INF.1), article 1.

may be considered as environmental evidences in their formative stages” (principle II), asserting that these qualities can be recognized at the time of the development of the area.

Another issue the WHC had to deal with was the “relationship between Contemporary Architecture and the existing environment,” but this time presented from the opposite perspective. While the initial point of view concentrated on the historic urban area which was the object of protection and deserves safeguarding from the hostile environment that presumably dangers the fragile historic area, the point of view shifted. Now the issue was how to protect a contemporary urban environment, which holds values and is the object of protection, when the surrounding historic urban area is of less significance.

Contemporary architecture adds a new layer of consideration to challenge the common view of the social value of cultural properties. In general, historic areas are conceived as gaining their social values from their inhabitants, and gaining their protection for them. Here, in regards to contemporary architecture, a “psycho-sociological” component describes the character of buildings. This “psycho-sociological” is exemplified by the “public housing programmes” and is not necessary accompanied by an architectural value (Bureau Tenth Session, *Contemporary architectural structures*, Paris 1986, Article 3).

Despite these discussions, the 1987 *Guidelines* does not integrate particular paragraphs for the contemporary architecture structures. Some of these structures' features, which resemble the ones that were expressed in regard to *new towns of the twentieth century*, are included in the final paragraphs of the January 1987 *Guidelines* in regard to *new towns* (Bureau Tenth Session, *Report of the Rapportuer*, Paris, 1986, articles 12).<sup>58</sup>

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<sup>58</sup> The Bureau Tenth Session examined a set of *Guidelines* which were proposed by ICOMOS for inclusion of Contemporary Architecture on the WHL (*Contemporary architectural structures*, Paris, 11 June 1986). Following the Bureau's recommendation that no new specific guidelines were needed, but rather a particularly rigorous application of existing criteria, many of the Experts' proposed paragraphs were not integrated in the Jan. 1987 *Guidelines*. A strict evaluation was recommended in order to select only the most exceptional ones (Bureau of the WHC Tenth Session, *Report of the Rapportuer*, Paris, 15 September 1986; WHC Tenth Session, *Report of the Rapportuer*, Paris, 5 Dec. 1986, article 8).

During the first few years of the proposed Phase III, the difficulties in evaluating new towns of the twentieth century continued to occupy the Bureau and WHC's discussions. More than any other paragraph, the closing part of paragraph 29, which deals with the inscription of new towns on the WHL, was frequently revised. The revisions called for a more precise definition of the distinction between new towns and historic towns but, at the same time, acknowledged the unique value of the new towns (Table 4).

Table 4: **Revisions of paragraph 29 (later paragraph 32) for the inclusion of new towns of the twentieth century in the WHL**<sup>59</sup>

First part of paragraph 29 (later paragraph 32) remained permanent:	
1984-2002	'It is difficult to assess the quality of new towns of the twentieth century. History alone will tell which of them will best serve as examples of contemporary town planning.'
Second part of paragraph 29 (later paragraph 32) which was revised:	
1984 * (par. 29)	'The files of these towns <b>should be shelved</b> until <b>all the traditional historic towns</b> , which represent <b>the most vulnerable part</b> of the <b>human heritage</b> , have been entered on the World Heritage List.'
Jan.1987 (par. 29)	'The <b>examination</b> of this file on these towns <b>should be deferred</b> until <b>all the traditional historic towns</b> , which represent <b>the most vulnerable part of the heritage of mankind</b> , have been entered on the World Heritage List.'
Dec.1988 ** (par. 32)	'The examination of the files on these towns should be deferred, <b>save under exceptional circumstances.</b> '
Mar.1992 - July 2002 *** (par. 32)	The second part of the paragraph maintained the Dec. 1988 version's text

<sup>59</sup> The original text as was adopted at the WHC Eighth Ordinary Session. The current document of July 2012 version still maintains the same text of Dec. 1988 version; presented in Annex 3, paragraph 15 (iii). The Bureau considered the category of new towns of the twentieth century together with that of the contemporary architecture, and recommended that paragraph 29 of the *Guidelines* be adhered to in this respect (see par. 43 of the Recommendations).' (Bureau Twelfth Session, *Item 4 of the Provisional Agenda*, 17 May 1988, article 23). Discussions held a few months later on the suggested revisions to the *Operational Guidelines* recommended the paragraph amendment, and were later integrated in the Dec. 1988 version (WHC Twelfth ordinary session, *Item 7 of the Provisional Agenda: Revision of the Operational Guidelines*, Brasilia, 24 Oct. 1988, article 32).

### *Revisions*

Integration of the three main categories of *Groups of Urban Buildings* - towns which are no longer inhabited, towns which are still inhabited, and new towns of the twentieth century - into the *Operational Guidelines* draws attention to the potential consequences of inscription of inhabited towns, whether historic or new. Accordingly, several important points were added to the January 1987 *Guidelines* that emphasize the degree of sensitivity required when dealing with these complex properties. The *Guidelines* revisions emphasize the responsibility of the state parties, on the one hand, when proceeding with a nomination of an inhabited town, and on the other hand, the accountability of the evaluating bodies when demanding that each group take into consideration the objective limitations of their ability to deal with such a dynamic property.

Therefore, several recommendations are included in the January 1987 *Guidelines*. First, that preference be given to small or medium-sized urban areas rather than great metropolises for inclusion on the WHL, since more complete information and documentation is more possible.<sup>60</sup> Second, entries of towns on the WHL should be exceptional (due to the major effect inscription would have on a town's future) and legislative and administrative measures, which are needed to ensure the protection of the group of buildings and its environment, should be completed prior to property inclusion.<sup>61</sup> Finally, the essential role of the population in any inscription of a town should be taken into consideration as 'any conservation scheme would be impractical' without its population's active participation. This last recommendation, regarding the role of inhabitants and local communities in historic cities, emphasizes the inhabitants' participation as "essential to make them feel a shared responsibility with the State Party in the maintenance of the site," and at

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<sup>60</sup> January 1987 *Guidelines*, par. 30.

<sup>61</sup> January 1987 *Guidelines*, par. 31. Paragraphs 30 and 31 which were presented in the Jan. 1987 as two separate paragraphs were combined into one paragraph (33) in the Dec. 1988 *Guidelines* and Mar. 1992 *Guidelines*, eliminating the first two words 'In conclusion' and starting with 'Under present conditions' but without any other changes. The Feb. 1994 *Guidelines* presented the text in two separate paragraphs again (33 and 34), in which it had remained until the current July 2012 *Guidelines*.

the same time, protects them from a situation that would “prejudice future decision-making by the Committee” (Feb. 1996 *Guidelines*, par. 14).<sup>62</sup>

Two additional revisions integrated in the *Guidelines* are worth mentioning, since they have both a direct and indirect connection to historic towns. The first is the amendment of the technical requirements for the format and content of nominations; the second is the integration of the Cultural Landscapes concept into the *Operational Guidelines*. While these revisions are significant when looking at the development of the *Operational Guidelines* itself, they are beyond the scope of this paper and can only be discussed briefly below.

The February 1996 *Guidelines* is the last document in which the specific requirements for groups of urban buildings appear in a separate section (Section G., par. 64 (f): “Specific documentation to be provided with nominations of groups of urban buildings”). After the February 1997 *Guidelines* were completed during the WHC's Twentieth Session (Merida, Mexico, Dec. 1996), the requirements for cultural properties and the requirements for natural properties were now integrated under one general set of requirements for all nominations, which were mandated to use the same format and content. In using one form for nominations of cultural and natural properties, the special requirements that were previously detailed solely for groups of urban buildings were now integrated into the general requirements and became requirements from all types of nominated properties (Feb. 1997 *Guidelines*, Section G. “Format and content of nomination”, par. 64). This change was part of a set of proposals calling for more unity and equality in the examination and evaluation of different types of properties of cultural and natural

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<sup>62</sup> Paragraph 31 in the Jan. 1987 *Guidelines* was integrated following a proposal made by the representative of Guinea in the WH Committee Eighth Ordinary Session (Buenos Aires, 1984), emphasizing two points: 1) the role of the town's inhabitants; and 2) the possibility of influencing the future of a property. “Moreover, ...the Bureau laid a particular stress on the point that in the selection of towns for inclusion in the WHL, the more general values of renown and cultural representativity should be considered, in so far as possible, along with the technical criteria defined by the experts. Since the selection of a town for inclusion in the WHL called for a common conservational effort by its inhabitants, the latter must be closely associated with any decision upon which the future of the property in question depended.” (WHC Eighth Ordinary Session *Report of the Rapporteur*, Buenos Aires, 2 Nov. 1984, par. 13).

heritage, and eradicates the distinction between groups of urban buildings and other cultural heritage properties.<sup>63</sup>

In the February 1994 *Guidelines*, eight paragraphs discussing the concept of Cultural Landscapes approved by the Committee in its Seventeenth Session (UNESCO Headquarters, Paris, June 1993) are integrated into the revised Guidelines. These paragraphs are inserted at the end of Section C. “Criteria for the inclusion of cultural properties in the World Heritage List”, following the ten paragraphs discussing *groups of urban buildings*, and before Section D. “Criteria for the inclusion of natural properties in the World Heritage List.” The location in the document of the paragraphs dealing with cultural landscape is significant for two reasons - these paragraphs replaced a temporary text and formed a direct link to the groups of urban buildings.

The paragraphs on cultural landscapes replace a previous paragraph that discussed *rural landscapes, traditional villages and contemporary architecture*. The previous paragraph had been temporarily added to the December 1988 *Guidelines* and was meant to be replaced when further studies were completed and the guidelines for determining which properties in these categories could be considered of “Outstanding Universal Value” were developed (March 1992 *Guidelines*, par. 34; Bureau of the WHC Twelfth Session, *Item 4 of the Provisional Agenda*, 17 May 1988, article 23).<sup>64</sup> Therefore, the new paragraphs on cultural landscapes were the belated replacement of a temporary text.

Secondly, the paragraphs form a direct link between cultural landscapes and groups of urban buildings, a link that was first mentioned in 1984, when the concept of Historic Towns was

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<sup>63</sup> The decision to consolidate the requirements for cultural and natural properties documentations was one of several suggestions proposed by the Experts to unify and integrate the requirements and evaluations for all properties in order to create more whole system. Other proposals included the examination of one single set of criteria for both cultural and natural heritage properties; the possibility of applying the conditions of integrity for both natural and cultural heritage; and creation of a Glossary of World Heritage Terms, including definitions and explanatory notes from the *Operational Guidelines*. These suggestions had been discussed as early as 1996 and were gradually approved by the Committee (WHC Twentieth Session, Dec. 1996, *Item 17 of the Provisional Agenda*, Paris, 12 Sep. 1996, Summary and articles 10-12).

<sup>64</sup> The Dec.1988 *Guidelines* original paragraph 34: "With respect to rural landscape, traditional villages and contemporary architecture, the Committee has recommended further study so as to help develop guidelines for determining which properties in these categories may be considered of “outstanding universal value”.

defined, and was re-discussed later in 1991 when the concept of mixed cultural-natural properties and rural landscapes were examined in the WHC discussions. The notion of “living landscapes” was mentioned as a similar feature for all, yet three problems existed in regard to these living landscapes: their identification, their evolution and their integrity.<sup>65</sup> Due to the nature and characteristics of these types of cultural landscapes their evaluation presented similar difficulties to the ones raised by historic towns.

Despite the strong desire to incorporate the concept of Cultural Landscape in the *Operational Guidelines* at the twentieth anniversary of the World Heritage Convention, the WHC decided in its Fifteenth session (Carthage, 1991) that “the elaboration of such a criterion seemed premature,” and that further effort needed to be directed toward the “definition of this concept, as well as a philosophy of conservation specific to such type of site” (WHC Fifteenth Session, Dec. 1991, *Report*, articles 58 and 60 respectively). Consequently, the March 1992 *Guidelines* of the *Operational Guidelines* does not contain any paragraphs concerning Cultural Landscapes.<sup>66</sup> The next two versions, although part of Phase III, did not have significant revisions to historic towns.<sup>67</sup>

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<sup>65</sup> At the WHC’s Eighth session (Buenos Aires, 1984) “the Committee discussed mixed cultural-natural properties and rural landscapes. The Rapporteur described three problems: the identification of exceptionally harmonious, beautiful, humanly modified landscapes as epitomized by the terraced rice-fields of S.E. Asia, the terraced fields of the Mediterranean Basin or by certain vineyard areas in Europe; *the evolution of such living landscapes in similar manner as the evolution of historic towns*; and the integrity of such landscapes which are seldom protected by national legislation.” (Bureau, Fifteenth Session, *Item 11 of the Provisional Agenda*, 15 May 1991, article 1; Emphasis added).

<sup>66</sup> Further information on the discussion and decisions in the WHC Fifteenth Session, Dec. 1991, *Report*, section XIV. Articles 56-65.

<sup>67</sup> The March 1999 *Guidelines* had major revisions, some of which reflected the proposed revisions to the *Operational Guidelines* that had been discussed during the WHC Twenty-second Session (Kyoto, Japan, 1998) but none of these were related to historic towns. The July 2002 *Guidelines* was only a provisional revision since it was issued during the restructuring of the *Operational Guidelines*. Although several drafts of the restructured *Guidelines* were presented to the WHC, they were not finalized or approved.

### Phase IV: A Specific Type of Properties on the WHL

Feb. 2005 - July 2012*: *The valid document	<b>Historic Towns and Towns Centres</b> Part of the Specific Types of Properties on the WHL (Annex 3)
Revisions: 4	

The beginning of Phase IV is marked by the Feb. 2005 restructuring of the *Operational Guidelines*. This phase contains four documents including the current July 2012 *Guidelines*, as discussed in section A of this chapter (34-36).<sup>68</sup> The structure presented in the 2005 *Guidelines* is kept in all the following documents, including the most recent July 2012 *Guidelines*, where the main body of the document is concise and all the supporting materials are presented in annexes and in external documents as needed.

Discussions by the Committee about the major problems of the *Guidelines* and its desired aims, cited cities as a negative example of the unbalanced layout of the *Operational Guidelines* sections, receiving too much emphasis in certain areas while other sections suffered from a shortage of explanations. Reviewing the Proposed New Outline for the *Operational Guidelines*, the experts' meeting suggested that historic towns be moved from the main body of the *Guidelines* and be integrated into one of the new annexes, under the title *Typology of properties*. “The Global Strategy for a Balanced and Representative on the World Heritage List” (*Operational Guidelines*, Part II). All properties meant to be included in the new annex would be further developed, as indicated by a note in the main text, and historic towns would be cross-referenced in that text.<sup>69</sup>

The concept of Historic Towns and Town Centres in the February 2005 *Guidelines*, and the other four *Guidelines* revisions included in Phase IV, is the same as the original text included

<sup>68</sup> This phase includes four Guidelines: February 2005, January 2008, November 2011, and July 2012.

<sup>69</sup> Section B. in the main text would include a reference to the Annex. Some of the three proposed drafts for the new restructured *Guidelines* indicated the new annex as Annex 4 and some as Annex 3, but all used the title “Typology of Properties,” which was later changed in the published revised Feb. 2005 Guidelines.

in the January 1987 version of the *Operational Guidelines*.<sup>70</sup> At a first glance, the changes made to the concept of Historic Towns and Town Centres seem minor. A closer reading, however, reveals that although the *content* of the text had not been changed at all, linguistic and organizational changes are in fact significant, and point to the future trends in the understanding of the Historic Towns and Town Centres Concept. These changes are outlined below:<sup>71</sup>

- *New Title*

The main title was changed from *Groups of Urban Buildings* to *Historic Towns and Town Centres*. This title combines two terms from the second category of *Groups of Urban Buildings*: Historic Towns taken from *historic towns which are still inhabited*, and Towns Centres taken from the third subcategory of the historic towns: "*Historic Centres*."

- *Grouping under a New Topic*

Cultural Landscape, Historic Towns and Town Centres, Heritage Canals and Heritage Routes were grouped together under *Specific Types of Properties* on the WHL. Even though these four categories were identified as sharing some similarities, which is why they are included in the same group, no particular explanation for these categories is specified in the introduction of the Annex.

- *Historic Towns and the Condition of Integrity*

The first of two references to historic towns within the main text is in the discussion of Integrity (par. 87-102). Integrity was an essential condition required from "all properties nominated for inscription on the WHL" (par. 87) in the restructured document. Consequently, it is a new requirement for cultural properties, nominated under criteria (i) to (vi), which had previously only needed to meet the test of Authenticity. The physical fabric and significant features of historic towns need to be in good condition; their deterioration processes need to

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<sup>70</sup> The text was revised by the WHC at its Eighth Session (Buenos Aires, 1984) in accordance with the conclusions of the Meeting of Experts to Consult on Historic Towns that had been organized by ICOMOS (Paris, Sept. 1984).

<sup>71</sup> All the points as described above are maintained throughout the following three Guidelines that are included in Phase IV.

be controlled; and they need to include a “significant proportion of the elements” in order to convey the property's value.

The second part of the paragraph relates explicitly to the *Specific Types of Properties*, stating that: “Relationships and dynamic functions present in *cultural landscapes, historic towns or other living properties* essential to their distinctive character should also be maintained.” By stating that, it implies the historic towns’ unique character as “living properties” among other cultural properties, and provides a kind of 'in-text' explanation to their grouping as *Specific Types of Properties*.<sup>72</sup>

- *New Organization*

Historic Towns and Town Centres are the second concept to be discussed in section I of Annex 3. A reference to the new location is given in paragraph 126. c. of the main text which discusses the Preparation of Nomination, and indicates that the secretariat can provide guidance when nominating “different types of properties, such as Cultural Landscapes, Towns, Canals, and Heritage Routes” (Feb. 2005 Guidelines, par. 126. c).<sup>73</sup> Within the annex, there are two long paragraphs (par. 14 and 15) that provide the entire original text of the January 1987 *Guidelines*. Some minor changes, such as renumbering of the paragraphs and the creation of new subtitles were applied but without any elimination or modification to the text.

The amendments and revisions in the *Operational Guidelines*, specifically the changes made to the *Guidelines* in the discussion of Historic Towns and Cultural Landscapes, reflect developments in the professional discourse within the Cultural Heritage field. The presentation of

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<sup>72</sup> In the second draft (2001) a more accurate paragraph was suggested: 'Some properties nominated under criteria (i) to (vi), in particular cultural landscapes, archaeological sites and historic towns, may also be examined in regard to the conditions of integrity.' (*WHC.2001/2 - 2nd Draft Annotated Revisions*, par. 60). The attitude that integrity should also apply to properties with cultural OUV was originally suggested in an Expert Meeting in Amsterdam (March 1998). Note that the paragraph did not use the official title Historic Towns and Town Centres as appeared in annex 3; and it did not detail the other two specific types of properties: heritage canals and heritage routes which include in annex 3 as well.

<sup>73</sup> Note the use of the single word Towns to refer to the specific types of properties, officially titled as Historic Towns and Town Centres.

the concept of Historic Towns and Town Centres and Cultural Landscapes in the same annex has its roots in the identified similarities of their characteristics. Their dynamic nature, continuous evolution, and the effect of constant change on their existence, are all part of what make them distinguishable as “living properties.” The intention to move the paragraphs discussing Historic Towns and Towns Centres, as well as the ones discussing Cultural Landscapes, out of the main text and into an annex was first mentioned in the meticulously proposed revisions to the *Operational Guidelines* in 1998. According to the decision of the Twenty-second Session, this suggestion was supposed to be submitted to the Twenty-third Session of the WHC.<sup>74</sup> In the meantime, the text remained in the main body of the *Guidelines* (WHC Twenty-second session, *Item 14 of the Provisional Agenda: Revision of the Operational Guidelines for the Implementation of the World Heritage Convention*, Paris, 23 Oct. 1998).

Surprisingly, although the Cultural Landscape and the Historic Towns paragraphs were both moved from the main text to the annex, only Cultural Landscapes are still represented in a separate paragraph within the main text. This paragraph (par. 47) provides a definition of Cultural Landscape properties and a description of their unique nature and evolution. This raises the question of why the other three categories of *Specific Types of Properties*, especially Historic Towns and Towns Centers which was the first specific property type to be included in the *Operational Guidelines*, are not mentioned in the main text.<sup>75</sup>

Attempting to answer this question leads us to the hierarchy existing between these two concepts of *Specific Types of Properties*, and their development and significance over the course of time. Whereas the concept of Historic Towns and Town Centres was the first to be discussed,

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<sup>74</sup> Additional information is detailed in Annex I: Guidance concerning the inclusion of groups of urban buildings and cultural landscapes on the WHL of the referred document. Another example of an important suggestion mentioned in the 1998 meeting was to merge the OUV criteria, presented as two separate sets of criteria - criteria (i) - (vi) for cultural heritage and (i) - (iv) for natural heritage, into one list of ten criteria, as was later decided by the 6th extraordinary session of the WHC (Paris, 2003; Decision 6 EXT.COM 5.1).

<sup>75</sup> Paragraph 47 is located right in the beginning of the second part of the document II.A. “Definition of World Heritage”, immediately after a discussion of the primary definition of Cultural and Natural Heritage and the definition of Mixed Cultural and Natural Heritage properties (par. 46).

defined, and integrated into the 1987 *Operational Guidelines*, under Groups of Urban Buildings eligible for inclusion in the WHL, cultural landscapes were only integrated seven years later in the 1994 *Guidelines*. In the current July 2012 *Guidelines*, however, the concept of Cultural Landscape has taken the lead, presented in a separate paragraph in the main text as the first category among Annex 3 four categories, ahead of Historic Towns. It will be intriguing to see what the next revisions of the *Operational Guidelines* will be and how they will affect the Historic Towns and Town Centres Concept, which has been basically stable in its thematic text for more than twenty-five years.<sup>76</sup>

## Conclusions

The complexity of the inhabited historic towns raises significant concerns in regards to their identification, evaluation, inscription and management. These concerns pose great challenges to the WHC in regard to their nomination and inscription, and require an intense effort to define specific guidelines for groups of urban buildings in general and for inhabited historic towns in particular. One main characteristic of inhabited historic towns is the aspect of change. Change has a major impact on the fragile urban fabric and the OUV criteria which contributed to its original significance for inscription, thus affecting the authenticity of the inhabited of historic town. This raises several theoretical and practical questions: Can authenticity in a changing environment be defined? What are the tangible and intangibles elements of authenticity? Can authenticity in a changing environment be maintained, and if so in what ways?

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<sup>76</sup> Interestingly, the connection between the built urban heritage and cultural landscape was mentioned by ICOMOS few after the discussion on vernacular heritage: “The built vernacular heritage is an integral part of the cultural landscape and this relationship must be taken into consideration in the development of conservation approaches.” (ICOMOS *Charter on the Built Vernacular Heritage* 1999; article 4). Here too the cultural landscape is the broader concept which can be seen as the 'containing concept', and the vernacular heritage which is part of the historic urban area in the 'contained concept'.

The change of title from *Groups of Urban Buildings* to *Historic Towns and Town Centres* under placing together with other “living properties” under *Specific Types of Properties* (Annex 3, February 2005 *Guidelines*) eliminates the urban context of this type of property but at the same time provides new opportunities for re-definition of the concept. The notion of Cultural Landscapes adds another dimension of reference and contributes to the understanding of the concept as a holistic entity. This shift in definition along with the shift in understanding change as a *dynamic* characteristic of inhabited historic town rather than a threat to the historic town, both move toward the concept’s definition as an approach rather than a type of property. All in all these issues are given a thorough examination in the process of defining the Historic Urban Landscape approach in the beginning of the twenty-first century and these issues receive comprehensive reference in the UNESCO *Recommendation on the HUL*.

Defining and designing the HUL approach raises the question of the need to integrate HUL into the *Operational Guidelines* and the need to update the original text of the concept from the January 1987 *Guidelines*, which will be discussed in the following chapter.

Table 5: **Timeline for the Historic Towns Concept development and its integration into the Operational Guidelines**

Year	Content	Paragraphs
July 2012	No additions or amendments to the main text and to Annex 3	89; 126 Annex 3
Nov. 2011	No additions or amendments to the main text and to Annex 3	89; 126 Annex 3
Jan. 2008	No additions or amendments to the main text and to Annex 3	89; 126 Annex 3
Feb. 2005	Historic Towns and Town Centres Guidelines on the inscription of Specific Types of Properties on the World Heritage List	89; 126 Annex 3
July 2002	No additions or amendments to Groups of Urban Buildings	26-34 G. 64
Mar. 1999	Major revisions, not concerning the relevant paragraphs on/of groups of Urban Buildings	26-34 G. 64
Feb. 1997 Reprinted: Feb. 1998	Amendment to paragraph 64: <u>one</u> form and <u>one</u> format and content of nominations Eliminating the specific requirements for groups of urban buildings (f)	26-34 G. 64
Feb. 1996	No additions or amendments to Groups of Urban Buildings Last document to include 'Specific documentation to be provided with nominations of groups of buildings or sites'	26-34 G. 64 (f)
Feb. 1995	Missing document From the report it can be concluded that no amendments were done in the relevant topics	N/A
Feb. 1994	Integration of the <b>Cultural Landscape</b> concept following the paragraphs discussing <b>Groups of Urban Buildings</b> (replacing the former par. 34 on rural landscape)	26-34 35-42 G. 65 (f)
Mar. 1992	No additions or amendments to groups of urban buildings	23-33; G. 54 (f)
Dec. 1988	Adding a paragraph (34) on <b>rural landscape, traditional villages and contemporary architecture</b> Amending par. 32 (former 29) in regard to new towns inscription	23-33; G. 52 (f)
Jan. 1987	Full thematic and technical integration of <b>Groups of Urban Buildings</b> Three main categories: towns which are no longer inhabited; historic towns which are still inhabited; and new towns of the twentieth century Amending par. 29 in regard to new towns inscription	23-31; G. 50 (f)
Jan. 1984	Integration throughout technical requirements for 'Specific documentation to be provided with nominations of groups of buildings or sites'; and the idea of urban landscape (townscape) in 41(f)(ii)	G. 41(f)
Nov. 1983	No further additions	G 41 (iv)
Oct. 1980 April & July: missing Docs.	No specific indication Adding requirements for management plans and Development plans Eliminating town planning from OUV criterion (v)	F 33 (iv)
1978	No specific indication Adding <i>town planning</i> to OUV criteria of cultural properties	7.criteria (ii) (v)
Oct. 1977 June 1977	No specific indication	

## ***Chapter III:***

### **The UNESCO Recommendation on Historic Urban Landscape**

“On this planet Earth, where we are mere passengers, is there a single space that we can afford to give up, exclude from our attention and abandon responsibility for? Is it not our greatest asset?”

- Mouton, Message from the President of the Scientific Symposium  
“Heritage, Driver of Development.” 4

Historic Urban Landscapes are defined in the following articles of the 2011 UNESCO

*Recommendation on the HUL:*

#### I. Definition

8. The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting.

9. This wider context includes notably the site’s topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.

In article 11, the *Recommendation* outlines the ultimate goal of the HUL approach:

The historic urban landscape approach is aimed 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.

The *Recommendation on the HUL* refers to *all* urban places not just world heritage sites. The first initiative to define a new recommendation on the HUL comes from UNESCO’s World Heritage Centre and refers to “historic cities *already* inscribed or *proposed* for inscription on the WHL, as well as to larger cities *that have World Heritage monuments and sites within their urban territories.*” (*Vienna Memorandum*, article 6; emphasis added). The final 2011 *Recommendation* comes from the General Conference of UNESCO and emphasizes “that this proposed new

standard-setting instrument *would not be specific to World Heritage cities, but broadened to all historic cities*” (Preliminary Report, 2010). By expanding its reference domain to include every existing urban area, beyond the ones which are under the WH Centre “umbrella,” it references the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* in which the broader historic urban context and the environment are also considered integral.<sup>77</sup>

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<sup>77</sup> The important “leap in the process of evolution” was discussed by Patricia M. O'Donnell, “Historic Urban Landscape: new UNESCO tool for a sustainable future,” Presentation, Panel 3: “New Approaches and Policy Frameworks: The Recommendations on Historic Urban Landscapes,” Rutgers University, 13 October 2012. This trend was noted by Van Oers in 2007, when the expected report of 2008 proposed broadening the standard setting document to include all historic cities rather to be specific to World Heritage Cities (Van Oers, *Towards a New International Guidelines* 48). This was later clearly indicated in the 2010 Preliminary Report, further discussed in Section B of this chapter.

## A. HISTORIC URBAN LANDSCAPE ORIGIN AND THE DEVELOPMENT OF THE APPROACH

The WHC decision in its Twenty-seventh Session in 2003 in Paris is considered to be the starting point for the eight year-long process of investigating, designing, and defining the new approach of HUL. This process ultimately resulted in the adoption of the UNESCO *Recommendation* in November 2011 (Conti, *Historic Urban Landscapes* 16). In the 2003 Session, the Committee put forth two requests:

1. Requests the Secretariat and ICOMOS to organize a symposium on high-rise constructions and contemporary architecture *in World Heritage historic cities: the criteria for regulation and management*;
2. Requests the Secretariat and ICOMOS to provide a proposal on publishing the outcome of the symposium, for consideration by the World Heritage Committee at its 28<sup>th</sup> session in 2004.

(WHC Twenty-seventh session, Paris, UNESCO Headquarters, 30 June - 5 July 2003, General Decisions, decision: 27COM 7B.108. Emphasis added).

The WHC's requests were partially driven by the dramatic increase in cases that involved historic cities, town centres, and contemporary architecture, including high-rise constructions. These interventions were within or in close proximity to inscribed WHS and threatened the historic cities' existing cultural-historic values and the OUV allowed the area to be inscribed on the WHL in the first place. The recognition of constant change in cities and development in social, economic and physical aspects, as well as the growing feeling that no sufficient tools existed in order to cope with the “permanent challenge” presented by these cases, raised several questions: first, “how to accommodate the needs for modernization and investment in historic cities and city centres, without compromising historic character and identity;” second, defining the limits of acceptable change and the criteria of evaluation and assessment; and finally, how to strike the right balance between conservation and progress and how to update existing tools and/or establish new ones (Conference “World Heritage and Contemporary Architecture,” 2005 <http://whc.unesco.org/en/activities/48>; Bondin 2; and Van Oers *Towards a New International Guidelines* 43-46).

The case that prompted the need for broader discussion was the Wien Mitte project in Vienna. This project proposed high-rise construction in close proximity of the Historic Centre of Vienna, which had been inscribed on the WHL in 2001. The high-rise construction would obstruct the “visual integrity” of the WHS and contradict some of the specific recommendations that had been given in the property's nomination.<sup>78</sup> The discussion on this specific case, as well as those involving other cases, resulted in decision to hold an international conference in Vienna (Decision: 27COM 7B.108). This conference, “World Heritage and Contemporary Architecture - Managing the Historic Urban Landscape,” was co-organized by the WH Centre, ICOMOS and the Austrian Ministry of Education, Science and Culture, and took place in Vienna in May 2005. The conference was well attended by various stakeholders from international partner-organizations as well as city governments, planners, conservation specialists, and real estate developers. The aim of the conference was to offer them a meeting place “to exchange ideas and visions, to explore mutually satisfying solutions to *conservation* and *development*, and to reach a consensus among the different stakeholders” (*Vienna Memorandum*, Articles 1 and 13; International Conference: <http://whc.unesco.org/en/events/112/>; Emphasis in the original).<sup>79</sup>

The outcome of this international conference was the important 2005 *Vienna Memorandum* followed by the *Declaration on the Conservation of the Historic Urban Landscape* of the same year. These documents play a significant role since they act as an important catalyst for the debate “on the issue of development in historic cities and supported a process of re-

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<sup>78</sup> The project, which was partially under construction at the time, evoked much public opposition, including a debate in the possibility of de-listing it from the WHL. Consequently the Vienna municipality decided to stop the project and re-planned the area in a way that would not negatively affect the WHS integrity (Bandarin and Van Oers 79 and the State of Conservation Report Decision 28COM 15B.83 of the WHC <http://whc.unesco.org/en/decisions/255>). The connection between the inscription of the Historic Centre of Vienna, the development project and hosting the international conference in Vienna is discussed by Jokilehto (*Notes on the Definition* 44). For further discussion on the case of the Historic Centre of Vienna” and the influence of high-rise and roof-tops constructions, and the “city above the city” phenomenon, see Wilfried Lipp, “Changing the setting can mean changing the impact the case of Vienna” (2005). *Vienna Memorandum* article 1; and International Conference: World Heritage and Contemporary Architecture; Managing the Historic Urban Landscape. <http://whc.unesco.org/en/events/112/>.

<sup>79</sup> The different stakeholders/actors in this arena include “policy makers, urban planners, city developers, architects, preservationists, property owners, investors and concerned citizens;” (2005 *Declaration on the Conservation of Historic Urban Landscapes*).

assessment of the existing tools for their preservation" (181 EX/29 article 7). The *Vienna Memorandum* and the *Declaration* spread UNESCO's attitude of welcoming contemporary "cultural expressions," and at the same time, offered a tool to control and limit their effect on a "voluntarily nominated" WHS. Although representing the initial stage of the HUL approach development on inscribed properties or proposed properties of new nomination, the *Vienna Memorandum's* third recommendation invited UNESCO "to study the possibility for formulating a new recommendation to complement and update the existing ones on the subject of historic urban landscapes" and paved the way for the entire HUL formulating process. In the following years, parallel international and regional activities served as the basis for finalizing the draft of the *Recommendation on the HUL* for UNESCO's General Conference Thirty-Sixth Session of 2011. The involvement of professional entities, organizations and universities was encouraged throughout the process (Van Oers, *Towards a New International Guidelines* 48).<sup>80</sup>

### *The International Debate and the process of drafting the Recommendation*

Following the adoption of the *Declaration on the Conservation of Historic Urban Landscapes* at the General Assembly of States Parties' Fifteenth Session at UNESCO in 2005 (Resolution 15 GA 7), the process of defining the HUL approach principles began. Regional experts meetings and planning meetings, organized by the WH Centre were held between 2006 and 2010. These meetings built the comprehensive thematic programme, and aimed to receive input on concepts, definitions and approaches to HUL as potential content material for a new UNESCO recommendation on the subject.<sup>81</sup> At the same time the WH Centre examined the

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<sup>80</sup> Bandarin and Van Oers indicate the names of more fourteen international organizations that took an active part in the HUL initiative (*The Historic Urban Landscape* 61).

<sup>81</sup> The nine expert meetings organized by the World Heritage Centre and its partners, were in Jerusalem (June 2006), Paris (September 2006), Saint Petersburg (Russian Federation, February 2007), Olinda (Brazil, November 2007), Chandigarh (India, December 2007), Paris (November 2008), Zanzibar (United Republic of Tanzania, December 2009), Rio de Janeiro (Brazil, December 2009) and Paris (February 2010) (General Conference 36 C/23, II. Working Method, Article 5). The Preliminary Report of 2010 in its review of "The International Debate" distinguishes between five regional expert meetings and three

existing standard-setting documents, concentrating on the 1976 UNESCO *Recommendation*. The regional meetings concluded with all attendees in support of the ongoing review process.

In September 2006 a special Expert Group consisting of fifteen international specialists from different geo-cultural regions, professional backgrounds, and international organizations and research institutions met at UNESCO Headquarters in order “to start an evaluation process and orient the activities aimed at preparing a revised Recommendation” (179 EX/25 article 8). This first stage of examination concluded that “the 1976 UNESCO *Recommendation* was therefore considered inadequate to deal with today's urban dynamic processes in a globalized context,” and agreed that “fundamental changes in concept and perception of heritage have occurred during the past thirty years, this Expert Group supported the drafting of a revised standard-setting document.” (179 EX/25 articles 9 and 11). Consequently a Working Group, comprised of partner organizations and institutions, including ICOMOS, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), the International Union of Architects (UIA), the International Federation of Landscape Architects (IFLA), the International Federation for Housing and Planning (IFHP), the Organization of World Heritage Cities (OWHC), and the Aga Khan Trust for Culture (AKTC), formed in order to involve all the relevant actors (179 EX/25 article 12).

Taking advantage of new opportunities offered by the internet and social media, ICOMOS initiated an online discussion forum. At the end of 2006 the first electronic discussion was held by the International Scientific Committee (ISC) Working Group. During 2007 the discussion forum opened to the general public, allowing any member of the forum to participate

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planning meeting that were held in this period. The five regional expert meetings are: in Jerusalem (June 2006), Saint Petersburg, Russian Federation (January 2007), Olinda, Brazil (November 2007), Zanzibar, Tanzania (November-December 2009) and Rio de Janeiro, Brazil (December 2009). The three planning meetings at UNESCO Headquarters took place in September 2006, November 2008 and February 2010. The regional meeting at Chandigarh (India, December 2007) is not mentioned in the Preliminary Report. These meetings' recommendations were included in Document 181 EX/29 which was submitted to the 181st session of the Executive Board, in March 2009 (General Conference 36 C/23).

in the debate (Bandarin and Van Oers 63; Firestone 3).<sup>82</sup> As part of this process, ICOMOS conducted several international conferences to deal explicitly with the concept formation, including the *Xi'an Declaration* adopted by the 15th General Assembly of ICOMOS in Xi'an, China (October 2005) and the *Quebec Declaration* adopted by the Fifteenth General Assembly of ICOMOS in Quebec Canada (October 2008).<sup>83</sup>

In March 2008 the Director-General of UNESCO initiated a proposal for the preparation of a revised recommendation concerning the safeguarding and contemporary role of historic areas. A year later in March 2009, the Executive Board examined the technical and legal aspects of this proposal and recommended it for inclusion in the provisional agenda of the Thirty-fifth session of the General Conference (181 EX/Decision 29; and 181 EX/29: Item 29 on the provisional agenda, Preliminary Study on the Technical and Legal aspects).<sup>84</sup> In this session, some members suggested that instead of revising the existing recommendation, a new recommendation should be developed since “the issues discussed in the present document go beyond the scope of the 1976 *Recommendation*” (181 EX/29 article 2). This suggestion was accepted and discussion on the development of a new standard-setting instrument began (181 EX/29 articles 28-30).

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<sup>82</sup> According to Bandarin and Van Oers, the expanded online forum during the summer of 2007 included five Internet discussion groups of 150 members of various disciplines (*The Historic Urban Landscape*, 63). According to Firestone, however, it included four discussion groups with more than 200 members (*The ICOMOS Historic Urban Landscapes Initiative*, 3).

<sup>83</sup> For further details on some of the ICOMOS regional workshops see: “Regional Seminar on Historic Urban Landscapes in Central and Eastern Europe”, 29 January - 2 February 2007, <http://whc.unesco.org/en/events/362/>; the Asia-Pacific regional meeting can be found in Rii Hae-Un's report on “The 2007 Seoul Declaration on Heritage and Metropolis in Asia and the Pacific” (4).

<sup>84</sup> UNESCO General Conference role is set by UNESCO Constitution (article IV). Its main function is to determine the policies and the main lines of work of the Organization. The General Conference consists of the States Members of the Organization, and meets every two years in ordinary sessions and if required, it may also hold extraordinary sessions. Its meetings are attended by Member States and Associate Members, together with observers for non-Member-States, intergovernmental organizations, non-governmental organizations (NGOs). UNESCO Executive Board role is set by UNESCO Constitution (article V). Its members are elected by the General Conference. Its functions, among others, include: preparation of the agenda for the General Conference, examination of the programme of work for the Organization, and submission of corresponding budget estimates to the Director General. The Director-General role is set by UNESCO Constitution (article VI - Secretariat). The Director-General is the executive head (“chief administrative officer”) of the Organization, nominated by the Executive Board and appointed by the General Conference for a period of six years. For further details: UNESCO Constitution [http://www.unesco.org/education/information/nfsunesco/pdf/UNESCO\\_E.PDF](http://www.unesco.org/education/information/nfsunesco/pdf/UNESCO_E.PDF).

It was recognized that to stabilize UNESCO's position and role in the international arena of heritage and preservation policy "A new normative instrument would both complement and reinforce the existing Recommendations and strengthen UNESCO's role as the leading international forum for dealing with urban conservation" (181 EX/29 articles 23-24 respectively). The General Conference Thirty-fifth Session in October 2009 confirmed that "by affirming that UNESCO should have a leading role in indicating principles and norms on the conservation of historic urban landscape, the Executive Board called for a text that provides principles and tools set forth for the decades to come, that can support the Member States in conserving their heritage and that could be adapted to their own traditions, discipline and practice." (General Conference, 35 C/42, article 7).

The General Conference invited the Director-General to convene a meeting of experts (category VI) to compile a first draft of the proposed recommendation. This recommendation would then be sent to Member States, who would convene an intergovernmental meeting (category II) to review their comments and submit a final report and final draft to the General Conference at its Thirty-sixth Session. In February 2010 the meeting of experts (category VI) was held at UNESCO Headquarters. In August 2010 a Preliminary Report on the background and rationale of HUL, and the first draft of the recommendation were sent to the Member States of UNESCO and other proposed participants from non-member states for their comments. By December 2010 comments from thirty States Parties had been accepted. All welcomed the draft Recommendation and its action plan, and were in favour of finalizing the process for their preparation. The comments were reviewed and were integrated by the Secretariat into a second, revised draft text. An updated second draft was re-sent to the States Parties for their review in March 2011 (General Conference 36 C/23, Report to the Intergovernmental Committee of

Experts, UNESCO HQ, 25-27 May 2011; Intergovernmental Meeting of Experts (<http://whc.unesco.org/en/activities/707>).<sup>85</sup>

The final draft of the new Recommendation was adopted on 27 May 2011 at the Intergovernmental Meeting of Experts (category II) at UNESCO Headquarters, and on 10 November 2011 the UNESCO *Recommendation on the HUL* was adopted by UNESCO General Conference at its Thirty-sixth Session, in Paris (Executive Board 179 EX/25; Executive Board 181 EX/29; General Conference 35 C/42; Executive Board 185 EX/46; General Conference 36 C/23; Van Oers *Towards a New International Guidelines*, 47; and Conti *Historic Urban Landscapes* 16; Intergovernmental Meeting of Experts (<http://whc.unesco.org/en/activities/707>).<sup>86</sup>

The four documents to be discussed, three from 2005: the *Vienna Memorandum* and the *Declaration on the Conservation of Historic Urban Landscapes*; and the 2005 ICOMOS Xi'an *Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas*, and the 2008 ICOMOS Quebec *Declaration on the Preservation of the Spirit of Place*, were all formed during the eight years time period, and can be regarded as part of the initiative and process of defining the HUL approach and of formulating the new UNESCO Recommendation.

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<sup>85</sup> For further explanation on the expert groups' categories and for a complete list of all the participants see the annex of document 185 EX/46, 7 October 2010. The other proposed participants from non-member states included: Palestine, international organizations, Organizations of the United Nations system with which UNESCO has not concluded mutual representation agreements, Other intergovernmental organizations, International non-governmental organizations maintaining formal associate relations with UNESCO, International non-governmental organizations having formal consultative relations with UNESCO, International non-governmental organizations maintaining operational relations with UNESCO, Foundations and other similar institutions for comments. The thirty States Parties comments including ICOMOS comments on the first draft of the Recommendation can be found in: "Intergovernmental Meeting of Experts (category II) at UNESCO Headquarters from 25 to 27 May 2011" (<http://whc.unesco.org/en/activities/707>).

<sup>86</sup> Resolution adopted on the report of the CLT Commission at the 17th plenary meeting, on 10 November 2011.

*Vienna Memorandum on "World Heritage and Contemporary Architecture - Managing the Historic Urban Landscape" and the Declaration on the Conservation of Historic Urban Landscapes, 2005*

Adopted by the International Conference “World Heritage and Contemporary Architecture - Managing the Historic Urban Landscape,” in Vienna, Austria (May 2005) under the patronage of UNESCO and welcomed by the WHC 29th session in Durban, in 2005 (Decision 29 COM 5D), the *Vienna Memorandum*, although it is not a Charter and was never meant to be an official guideline for urban development and conservation, served as a “bridge” in an interim period of "time of crisis in urban and World Heritage conservation" until the 2011 UNESCO *Recommendation on the HUL* was formulated. Together with the *Declaration on the Conservation of Historic Urban Landscapes* adopted by the General Assembly of the States Parties to the WH Convention in its Fifteen Session, in Paris, UNESCO Headquarters (October 2005), the *Vienna Memorandum* and the 2005 *Declaration* both acted as important catalysts for the debate surrounding the HUL and its tools (Van Oers, *Towards a New International Guidelines* 46, 48; Bandarin and Van Oers 72-73).

Focusing on the impact of contemporary development, the *Vienna Memorandum* provided the new notion of the HUL which “goes beyond traditional terms of “historic centres,” “ensembles” or “surroundings,” often used in charters and protection laws, to include the broader territorial and landscape context.” (Articles 2 and 11). The Memorandum is based on the definition of “Historic Areas” of the 1976 UNESCO *Recommendation*, as presented in Chapter I (19-21). It stresses the significance of “character defining elements” which are “place-based” (Articles 7-8). The *Vienna Memorandum* supports the idea that contemporary architecture is part of the gradual evolution of the urban context, which includes the already “built historic environment” as one of its integral parts. This idea further supports the discussion of “contextualization of contemporary architecture,” where building structural interventions serve as "manifests" for social, political and economic development (Articles 9, 12-13, 29). Realizing that these cities are “living historic cities”, and that “emotional connection between human beings and

their environment, [create] their sense of place”, the memorandum calls for a mutual understanding and careful consideration of all involved (Articles 14-16, 18).

The three recommendations of the *Vienna Memorandum* are:

- a) With regard to *historic urban areas already inscribed on the World Heritage List*, the concept of the historic urban landscape and the recommendations expressed in this Memorandum need to be taken into account when reviewing *any potential or ascertained impact on the integrity of a World Heritage property*. These principles should be enhanced by plans which delineate the specific measures to be taken for the protection of the historic urban landscape.
- b) When *considering the inscription of new properties and sites of historic urban areas on the World Heritage List*, it is recommended that the concept of the historic urban landscape be included in the nomination and evaluation process.
- c) UNESCO is invited *to study the possibility for formulating a new recommendation to complement and update the existing ones on the subject of historic urban landscapes*, with special reference to the contextualization of contemporary architecture which should be submitted, at a future date, to the General Conference of UNESCO (article 32. Emphasis added).

Moving towards the practical aspect and implementation, the *Vienna Memorandum* returns to the originally discussed cases of contemporary architecture and high-rise constructions which threaten “visual integrity,” and which fostered the discussion of the international conference. As such it mainly concentrates on physical aspects of the built environment while offering guidelines for conservation management and urban development of HUL. These guidelines stress the consideration of the spatial context between the old and new, the demand for high-quality of “urban expressions,” and the safeguarding of the authenticity and integrity of the historic cities and the HUL.<sup>87</sup>

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<sup>87</sup> Jokilehto provides an explanation of the integrity of a place in two ways. The first is where the elements are seen as parts of the whole and second is the state of conservation and visual condition of a site. “Visual Integrity” is mentioned as one out of three components of which the condition integrity can be referred to a “social and functional integrity”; a “structural and historical integrity”; and the “visual integrity” (or potential unity). The “visual integrity” is defined as “the visual image that results from the building and transformation processes over time” (Jokilehto *Notes on the Definition* 47-48). Another reference to the purpose of “visual integrity” although not called by this name is found in the 1976 UNESCO *Recommendation* which refers to dangers that “can ruin the environment and character of adjoining historic areas,” and encourages architects and town-planners to “be careful to ensure that *views from and to monuments and historic areas* are not spoilt and that historic areas are integrated *harmoniously* into contemporary life.” (Article 5). Examples of cases in which contemporary architecture is considered threatening the “visual integrity” of inscribed WHS were given in Oers presentation *Safeguarding the*

The *Vienna Memorandum* addresses conditions of authenticity and integrity of WHS, although it concentrates more on integrity and how to perform new interventions that will be suitable for the historic urban area. The *Memorandum* advances towards a proposed solution meant to respond to the fear expressed in various charters and recommendations in regard to the threatened authenticity. This threat is clearly mentioned in Phase III of the *complete integration* of the Historic Towns and Town Centres Concept in the January 1987 *Guidelines*, which describes the destruction of authenticity as one of the major reasons why the inscription of “inhabited historic towns” is such a complex and problematic assignment (Chapter II 52-54). As part of its reference to the aspect of change, the 2005 *Vienna Memorandum* calls for applying a “management plan” for “World Heritage historic urban landscapes.” It expands the general reference of the 1976 UNESCO *Recommendation* to issues of management (Articles 10 and 35), and meets the *Operational Guidelines* instructions for management plans for “each nominated property” (February 2005 *Guidelines*, par. 108) rather than a “conservation plan” mentioned in the 1987 *Washington Charter* (Articles 17-18, 27, 29).

The 2005 *Declaration on the Conservation of Historic Urban Landscapes* adopted the 2005 *Vienna Memorandum's* principles. It invites the States Parties to the *World Heritage Convention* to “integrate the principles expressed in the *Memorandum* into their relevant policies,” and encourages them “to integrate the concept of historic urban landscape in their nominations and in the elaboration of management plans of properties nominated for inscription on the WHL” (Articles d. and e.). The *Declaration* strengthens cooperation and global collaboration of the 1972 UNSECO *Convention*. Furthermore, the *Declaration* adds consideration of the social aspect and stresses the need to enhance the quality of life and production efficiency of historic cities by encouraging the improvement of living, working and recreational conditions (Articles 3. and 3b.). The first part of article 3 (“a central concern of physical and functional

interventions”) and the last part of article b (“without compromising existing values derived from the character and significance of the historic urban fabric and form”) demonstrate a concern to improve quality of life. This concern remains mostly at the level of the infrastructures and not in the involvement of the inhabitants and the local communities in defining the goal and in their active participation in management processes.

*ICOMOS Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas, 2005*

Adopted by the ICOMOS 15th General Assembly, in Xi'an, China in October 2005, the *Xi'an Declaration* was a result of the International Scientific Symposium “Monuments and Sites in their Setting: Conserving Cultural Heritage in Changing Townscapes and Landscapes.” The declaration offers a broad definition of the “surrounding areas” and the “settings” of monuments and sites, measures for their protection, and implementation tools. The *Xi'an declaration* also refers to “setting” and the “surrounding areas” subjects of concern since the 1931 *Athens Charter*, which called for “protection of areas surrounding historic sites,” the 1964 *Venice Charter*, which referred to the “urban or rural setting,” and the 1976 *UNESCO Recommendation*, which defined the 'environment' of a historic site and called for their 'Safeguarding.' It is interesting to compare the definition of setting in the 1976 *UNESCO Recommendation* and the 2005 *Xi'an Declaration*:

Table 6: **Definition of "setting" - A comparison between the 1976 UNESCO Recommendation and the 2005 Xi'an Declaration**

1976 UNESCO Recommendation	2005 Xi'an Declaration
<p>(b) The 'environment' shall be taken to mean <i>the natural or man-made setting</i> which influences the <i>static or dynamic way</i> these areas are perceived or which is directly linked to them in space or <i>by social, economic or cultural ties</i>.</p> <p>Article I. Definitions. Emphasis added</p>	<p>1. <i>The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.</i> Beyond the <i>physical and visual</i> aspects, the setting includes <i>interaction with the natural environment</i>; past or present <i>social or spiritual practices, customs, traditional knowledge, use or activities</i> and other forms of <i>intangible cultural heritage aspects</i> that created and form the space as well as the <i>current and dynamic</i> cultural, social and economic context.</p> <p>Article 1. First part Emphasis in the Original, second part. Emphasis added</p>

Both documents define setting as “environment,” and the 2005 *Xian Declaration* adds that it can be the immediate and extended environment. Both documents mention the *social, economic or cultural ties* (1976) or context (2005), as well as the *static or dynamic way* (1976) *current and dynamic context* (2005). While both documents mention the *natural or man-made setting* and the *social* character/tie, the *Xian Declaration* takes the *physical* and *visual* aspects as obvious issues, and adds a list of *intangible cultural heritage aspects* including: *spiritual practices, customs, traditional knowledge, use or activities* and other forms of *intangible cultural heritage aspects*. The inclusion of the intangible aspect in the *Xian Declaration* illustrates the development of the definition of heritage and cultural heritage in the decades between 1976 and 2005.<sup>88</sup> Additionally both the 2005 *Xian Declaration* and the 1976 *Recommendation* strengthen the need to safeguard the setting, whether in addition to the monument and site as an integral part of the environment (1976 *UNESCO Recommendation*), or as the primary and main subject for protection (2005 *Xian Declaration*).

Published only a few months after the 2005 *Vienna Memorandum*, the *Xian Declaration* stresses some of the same issues that drove the memorandum, including the effects of ongoing change and rapid transformation of the settings, and provides ways to monitor and manage the effects in order to protect the characteristics and values of the settings. In its last two articles, the 2005 *Xian Declaration* expands the discussion on cooperation to interdisciplinary engagement of various actors, which had been initiated in the 2005 *Vienna Memorandum*, and most significantly to the social aspects of the local communities of the place. By doing so it connects the intangible characteristics of a setting to the actual source that contains them - the people of the local communities.

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<sup>88</sup> This development is represented, among others, by the significant 1994 ICOMOS *Nara Document on Authenticity*, the 1999 ICOMOS *Burra Charter*, and 2003 UNESCO *Convention for the Safeguarding of the Intangible Cultural Heritage*.

*ICOMOS Quebec Declaration on the Preservation of the Spirit of Place, 2008*

Adopted by the ICOMOS 16th General Assembly, in Quebec, Canada, in 2008, the

*Quebec Declaration* formed another layer in a continuous process and effort to secure the spirit of places. Whereas previous charters and recommendations, including the 1976 UNESCO *Recommendation*, 1987 *First Brazilian Seminar*, the 1987 *Washington Charter* and even the 1999 ICOMOS *Charter on the Built Vernacular Heritage*, refer directly to the social values of places including urban areas, in the *Quebec Declaration* the social value is defined for the first time:

1. Recognizing that the spirit of place is made up of *tangible* (sites, buildings, landscapes, routes, objects) as well as *intangible elements* (*memories, narratives, written documents, festivals, commemorations, rituals, traditional knowledge, values, textures, colors, odors, etc.*), which *all significantly contribute* to making place and to giving it spirit, we declare that *intangible cultural heritage gives a richer and more complete meaning to heritage as a whole and it must be taken into account* in all legislation concerning cultural heritage, and in all conservation and restoration projects for monuments, sites, landscapes, routes and collections of objects (Emphasis added).

The *Quebec Declaration* promotes the intangible values of places as equal in status to the tangible values contributing to the significance and meaning of places, thus continuing a trend represented in the 2000 *Machinami Charter* (Chapter I, 27-29). In so doing, the *Quebec Declaration* promotes the role of the people, inhabitants and local communities as active participants in the process of preserving places. Furthermore, by understanding the role of time and change on the spirit of places, and by recognizing the existence of different groups and communities, it proposes adding values, identities and meanings to every place in the world. As such, every place can acquire multiple layers of meaning and every group can find its identification and connection to a certain place.

## **B. THE THEMATIC DEVELOPMENT OF THE UNESCO RECOMMENDATION ON THE HUL**

The proposed new international instrument was presented in the Director-General's *Preliminary Report* of 2010, which was used as background for the First Draft of the *Recommendation on the HUL*. The *Preliminary Report* summarizes the content of the international debate and the intensive preparation work that had been done prior to formulation of the *Recommendation*.

Beginning with the question of whether “conservators” have the tools they “need to ensure the long-term protection of the urban historic values,” the *Preliminary Report* indicates that although the available toolkit “is not small,” and although it is supported by a “good system” of international principles and relies on a good practice of planning and of regulatory framework, the existing apparatus is “often [too] weak and powerless” to cope with the new challenges presented to urban areas and especially historic areas today. Thus, the need for a new “toolkit” emerges. The report concludes with a discussion of the intensified changes that happened in the first decade of the twenty-first century, including the economic and environmental trends (and their tremendous impact on cities in general and on historic cities in particular) as well as the identifying “emerging challenges” for urban historic conservation. The *Preliminary Report* summarizes the “issues” of global processes and the “new pressures” in four points:

- rapid urbanization threatening the sense of place and identity of communities;
- uncontrolled, poorly conceived and/or badly implemented urban development;
- intensity and speed of changes, including global warming;
- unsustainable consumption of resources.

These points present the attitude and the principles of the “Way Forward” as suggested by the HUL approach and later assimilated in the *Recommendation on the HUL*. The “Way Forward” emphasizes localism, variety and diversity. Whereas the processes of change and its challenges had previously been described as “global” processes, “global” forces, and “global” challenges where the local inhabitants remain almost without the opportunity to control and influence in their own local urban areas, the suggested “Way Forward” starts from addressing exactly the opposite.

The *Preliminary Report* recognizes that “stages of evolution” may differ within regions “as well as in different regions of the world,” adding that “a document with universal value will necessarily encompass the diversity of approaches and value systems of the *different cultures*, and define concepts and tools that are to be adapted to *their specific contexts*” (Emphasis added). These distinctions imply a great measure of sensitivity that is required in using the new recommendation as a tool.

Five basic components of urban conservation are presented in the “Way Forward” of the *Preliminary Report*. These components form the principles of the *Recommendation on the HUL*:

- 1) *The system of values and meanings of urban heritage* is represented by the identified transition of urban heritage values from “monuments” to “social complex” to “living heritage.”
- 2) *The definition of historic urban landscape* introduces two important concepts: the “broader urban context” and the concept of “layers.” The broader context is defined as “extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting.” This concept is today the most recognized concept of HUL. The concept of multiple “layers” is relevant for both the evolution of urban areas and especially historic ones, and for any implementation process in which these “layers” will have to be “revealed and celebrated.”
- 3) *The management of change*. Here lies one of the greatest transformations presented by the HUL approach. Whereas up to this point the common reference to a “change” was a *threatening force*, a force from which we have to protect and to safeguard our historic cities, the HUL approach suggests ways and manners to cope with it. As such the HUL approach states that “a specific approach has to be developed to *define the role* of contemporary architecture and contemporary creation in historic places, *as the need to respect a continuum has been frequently disregarded or misunderstood*,” and the “limits of acceptable change” needs to be defined (Emphasis added). This shift in the way *change* is regarded and

understood had been previously discussed in regard to the relationship between cultural landscapes and inhabited historic towns, where the *change* was perceived as a *dynamic* characteristic of a “living landscape” (Chapter II conclusions 66-67).

- 4) *Sustainable social and economic development* is suggested as a tool to maintain the HUL and “to synergize socio-economic development and conservation strategies.” The HUL is regarded as part of a larger sustainable and environmental system and it opens the way for more holistic approach.
- 5) *Updated tools for urban conservation* continue the attitude presented in the HUL “Way Forward,” which incorporates localism. The new definition of urban values should “involve the participation of the communities of stakeholders.” Participation of the local residents in early stages of the process may contribute to a better and more “truly” definition of the needs, and will contribute to the understanding of the sense of a place, its components, its values, and its management requirements. It is also a way to address the uniqueness of each place. These tools need to cope with protecting the urban fabric and urban landscape integrity and “identify the trade-offs and the limits of acceptable change in an historic context.”

ICOMOS and UNESCO’s Member Parties made suggestions to the *Preliminary Report*, the first draft of the *Recommendation*, and the Action Plan, and the changes were integrated into the final *Recommendation* draft prior to its consideration and possible adoption by the General Conference at its Thirty-Sixth Session. These revisions include the scope and role of the proposed *Recommendation*, the content of the recommendations and technical notes and terminology (*Report to the Intergovernmental Committee*, May 2011).

The suggestions and comments regarding the scope and nature of the proposed Recommendation addressed the legal implications of the proposed *Recommendation*. Its action plan was questioned and the role of the *Recommendation* was discussed in contrast to an international convention:

While international conventions define rules and set norms and guidelines, which Member States, subject to their becoming a party to such legal instruments, undertake to comply with, recommendations formulate principles for the international regulation of any particular question that Member States are invited to apply voluntarily, through whatever legislative or other steps may be required in conformity with their own constitutional practice and the nature of the question considered.

*(Report to the Intergovernmental Committee, May 2011)*

In this regard, the reinforcement of UNESCO's role as a leading international organization in setting principles and guidelines for HUL, among other organizations was also mentioned as a *Recommendation* goal (chapter III 76).

ICOMOS and the member parties discussed the implementation of the new *Recommendation*, especially regarding issues covered by the Action Plan that were "not formally part of the Recommendation." The main concerns were in regard to the need of the member states to report on their activities, and the type of assistance to be provided. These concerns were addressed by explaining the Action Plan's purpose and the future objectives as an effort "to establish a dedicated support platform," which is aimed "to assist Member States in the implementation of the principles set in the proposed *Recommendation on the HUL* and in the development and exchange of related policies, experiences and practices" (*Report to the Intergovernmental Committee, May 2011*).

Concerns about the HUL and World Heritage go back to the initial concerns presented in the 2005 *Vienna Memorandum* and the *Declaration on the Conservation of Historic Urban Landscapes*. In this regard the General Conference report readdressed the "leap" in the evolution, and emphasized that: "indeed, it is precisely on the inclusive Recommendation for all historic cities (and not just those inscribed on the WHL) that Member States were asked to comment upon." (Emphasis added). At the same time the report presents the steps taken by the WHC to update the *Operational Guidelines* in accordance with the HUL Recommendation "to ensure consistency with the work undertaken in the framework of the preparation of the UNESCO Recommendation." The following section of this chapter explicitly focuses on this aspect of the proposed integration of the HUL approach into the *Operational Guidelines*.

The additions made by ICOMOS and the member parties concentrate on several issues that form the basic principles of the new approach. These issues include the central concept of *layers* and the accumulation of *present* trends and values to the layers of the *past*. The stress placed on the aspect of *continuity* indicates the significance this may acquire in the future. The various social aspects which were already expressed through the *Recommendation* receive even further emphasis, for example, with the addition of objectives such as fighting against poverty. The *systemic approach* proposed in the *Recommendation* is influenced by the cultural landscape approach, and the perception of conservation as part of a sustainability framework to manage urban areas is integrated in more articles. The impact of *globalization* in addition to urbanization is further stressed and the reinforcement of the need for international cooperation as well as other levels of cooperation between various actors in the arena is expanded upon (*Recommendation on the HUL*, Revised Draft, 2011).

*The 2011 UNESCO Recommendation on the Historic Urban Landscapes - structure and content*

The 2011 UNESCO *Recommendation on the HUL* is a proposal for a management plan which incorporates a new toolkit that is intended to be integrated into the existing policies and practices. It is considered “a ‘soft-law’ to be implemented by Member States on a voluntary basis” (UNESCO *Recommendation on the HUL*, <http://whc.unesco.org/en/activities/638/>). The recommendation calls the member states to:

Adopt the appropriate legislative institutional framework and measures, with a view to applying the principles and norms set out in this Recommendation in the territories under their jurisdiction; and -  
Bring this Recommendation to the attention of the local, national and regional authorities, and of institutions, services or bodies and associations concerned with the safeguarding, conservation and management of historic urban areas and their wider geographical settings (articles 2-3).

The text includes six sections following a preamble and introduction, and it concludes with an appendix of Glossary of the definitions.<sup>89</sup>

The Recommendation Preamble, Introduction and definition lay out the reasons and explanations for the formulation of the new *Recommendation on the HUL*. It presents the significance of historic urban areas, praises their special characteristic as being “among the most abundant and diverse manifestations of our common cultural heritage,” stresses “layering” process and continuity of generations which demonstrate above all their “dynamic nature of living cities.” In doing so, it allows for the existence of these historic urban areas to serve as “key testimony to humankind’s endeavours [endeavors] and aspiration through space and time.” It addresses the processes facing urban areas and historic urban areas and their crucial impact on both physical and social values. Among these are the “frequently uncontrolled development,” “demographic shifts, global market liberalization and decentralization, as well as mass tourism, market exploitation of heritage, and climate change” (the Recommendation on the HUL, Preamble first and ninth par.). It lays out the purposes of the HUL approach-- to support the protection of natural and cultural heritage-- as well as its principles to promote “the integration of historic urban area conservation, management and planning strategies into local development processes and urban planning” through application of a “landscape approach.” This approach “would help maintain urban identity,” and the “principle of sustainable development” since urban heritage conservation is already connected to broader framework and affects many aspects of life. Furthermore, it ties the formulation of the new *Recommendation* to former standard setting documents.

While existing UNESCO recommendations do recognize the importance of historic urban areas in modern society, identify some of the threats, and provide general principles, policies and guidelines to meet such challenges, the significant development of urban conservation and the

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<sup>89</sup> The six sections are: I. Definition; II. Challenges and opportunities for the historic urban landscape; III. Policies; IV. Tools; V. Capacity-building, research, information and communication; and VI. International cooperation

new challenges that emerge were not, and could not, be addressed by the existing tools. Among the new challenges are urbanization and globalization, development opportunities which should be utilized in order to achieve sustainability and viable cities, and environmental challenges such as the level of water and energy consumption, natural disasters, and armed conflicts. The HUL approach offers a way in which it can “support communities in their quest for development and adaptation, while retaining the characteristics and values linked to their history and collective memory, and to the environment” (article 15).

The “new generation” of public policies means protecting the historic fabric and acting for a balance of the cultural and natural values in the urban environment. As such, urban heritage conservation should be “integrated into general policy planning and practices,” “provide mechanisms for balancing conservation and sustainability in the short and long terms,” and ensure harmonious “integration of contemporary interventions into the historic urban fabric” (articles 21-22). These policies are expected to be promoted by member states, international organization and national as well as international non-governmental organizations. The member states are called to integrate “urban heritage strategies” in all level of government - local, regional, and national and thus, to integrate the HUL approach into their national development policies and agenda, providing local authorities with the framework to prepare plans suitable to their specific place characteristic, challenges and needs. Cooperate activities and partnerships are welcomed to further promote and support policies. The international organizations dealing with sustainable development are called to integrate them into their “strategies, plan and operations,” and all organizations are called to disseminate “tools and best practices for the implementation of the historic urban landscape approach” (articles 21-23).

The new *Recommendation* includes four types of tools: *civic engagement tools*, *Knowledge and planning tools*, *regulatory system tools*, and *financial tools*.<sup>90</sup> As the HUL

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<sup>90</sup> (a) **Civic engagement tools** should involve a diverse cross-section of stakeholders, and empower them to identify key values in their urban areas, develop visions that reflect their diversity, set goals, and agree on

approach stresses localism, these tools should be adapted to local contexts of each place, including the environment and all components of an urban area. Furthermore, all tools require full participation on the part of local communities. These management tools are necessary to ensure the successes of the new approach, and to bring the HUL approach into practice.

Additional guiding strategies include *capacity-building, research, information and communication*. These stress and address the role of local communities, the need to uncover layers of culture, identity and values. Incorporating local community input leads to better understanding and better familiarity with the place, which ultimately lead to better means of addressing the needs of these communities in situations of constant change, rapid changes and high pressure. International cooperation is understood to be a supportive source of knowledge that will provide a base for comparative practices and expertise from various sources.

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actions to safeguard their heritage and promote sustainable development. These tools, which constitute an integral part of urban governance dynamics, should facilitate intercultural dialogue by learning from communities about their histories, traditions, values, needs and aspirations, and by facilitating mediation and negotiation between groups with conflicting interests.

(b) **Knowledge and planning tools** should help protect the integrity and authenticity of the attributes of urban heritage. They should also allow for the recognition of cultural significance and diversity, and provide for the monitoring and management of change to improve the quality of life and of urban space. These tools would include documentation and mapping of cultural and natural characteristics. Heritage, social and environmental impact assessments should be used to support and facilitate decision-making processes within a framework of sustainable development.

(c) **Regulatory systems** should reflect local conditions, and may include legislative and regulatory measures aimed at the conservation and management of the tangible and intangible attributes of the urban heritage, including their social, environmental and cultural values. Traditional and customary systems should be recognized and reinforced as necessary.

(d) **Financial tools** should be aimed at building capacities and supporting innovative income-generating development, rooted in tradition. In addition to government and global funds from international agencies, financial tools should be effectively employed to foster private investment at the local level. Micro-credit and other flexible financing to support local enterprise, as well as a variety of models of partnerships, are also central to making the historic urban landscape approach financially sustainable.

### C. THE PROPOSED INTEGRATION OF THE HUL APPROACH IN THE *OPERATIONAL GUIDELINES*

Following its decision to adopt “A Declaration on the Conservation of Historic Urban Landscapes” in 2005 and to adopt “a new recommendation to complement and update the existing ones on the subject of conservation of historic urban landscapes” the WHC took a central role in the new initiative (Decision 29COM 5D). In parallel to this initiative the WHC led a move to integrate the HUL approach into the *Operational Guidelines* and by doing so, to incorporate practical tools into a theoretical framework.

When the proposal for the preparation of new recommendation was presented and reviewed by the WHC at its Thirty-second Session in Quebec City in 2008, the draft decision requested that the World Heritage Centre work in collaboration with the Advisory Bodies “*to propose a revision of relevant sections of the Operational Guidelines relating to historic cities, exploring the possibility of a broadening of categories under which cities can be inscribed and facilitating a more holistic approach to historic urban landscape conservation*” (WHC-08/32.COM/7.2, article 4. Emphasis added). This request received more general treatment in the final decision, which requested the Committee to “prepare a *plan of action and timetable, setting out the timeframe for developing new Orientation Guidelines on management of historic urban World Heritage properties including impact assessment tools*” (Decision 32COM 7.2, article 5; Emphasis added). The final decision presented a broader working framework, driven by the “new” notion of historic cities stressed by the HUL approach, and possibly implied to the development of additional Guidelines that would aim not only to protect an historic city’s OUV but also its dynamic nature as “living properties”.

The need to update the *Operational Guidelines* originated from the recommendations of three regional working groups along with an expert meeting at UNESCO Headquarters (25 Sep. 2006). All favored a process of revision to the *Operational Guidelines* in order “to avoid

contradictions" between the various instruments and recommendations concerning the "Safeguarding and Contemporary Role of Historic Areas" (WHC-08/32.COM/7.2, article 16).

In the following year, the WHC in its Thirty-third Session in Seville in 2009, reviewed the first proposal related to the inclusion of the concept of the HUL in the relevant sections of the *Operational Guidelines*, and clarified the goals of the proposed inclusion:

13. This would allow the World Heritage Committee to be better *provided with the relevant tools* so as to fully address some of the challenges that effect *historic cities inscribed on the World Heritage List*.

14. Furthermore, an updating of the *Operational Guidelines* in this respect would be coherent with the concept itself of Historic Urban Landscape, *whose process of definition had began in the framework of the World Heritage Committee* and its discussions on the impact of contemporary development *inside or adjacent to World Heritage designated cities*.

17. It would, moreover, provide the World Heritage Committee with the new Orientation Guidelines *on management of historic urban World Heritage properties* including impact assessment tools (Cited: WHC-09/33.COM/7.1, Emphasis added).

This move was perceived as a complementary stage that followed the theoretical advancement in defining the concept of HUL. Furthermore, it returned to the first two recommendations of the *Vienna Memorandum* which had discussed the Committee's need to cope with the challenges presented by the cases where contemporary interventions and historic cities are involved. This issue of the impact of contemporary architectural insertions on the OUV of inscribed properties on the WHL was addressed in the Committee decision which sought "to further identify methods and processes towards the establishment of guidelines on the assessment of the impact of contemporary architectural insertions on the OUV of WH properties." In addition, while welcoming the principles of adopting the concept into the *Operational Guidelines* the Committee requested "further reflection" before any final decision was made, and also that a draft text for the possible inclusion in the relevant sections be submitted along with case studies that would be presented in an Annex (WHC Decision 33COM 7.1, articles 9, 6-7 respectively).

The 2009 Thirty-third Session report offered another important subject to be considered, the relationship between the concept of Historic Towns and Town Centers and the concept of Cultural Landscape: "The inclusion of the concept of Historic Urban Landscape in the relevant

sections of the *Operational Guidelines* would also be *the occasion for a broader reflection on its links with cultural landscapes.*” (WHC-09/33.COM/7.1, article 16; Emphasis added). This subject was later addressed in the Thirty-fourth Session held in Brasilia, Brazil in 2010. There, the Committee discussed a progress report on the preparation of a “UNESCO Recommendation on the Conservation of the HUL,” alongside a draft text for the possible inclusion of the HUL concept in the *Operational Guidelines*. This draft text was formulated in an expert meeting on the inclusion of HUL in the relevant sections of the *Operational Guidelines*, held in Rio de Janeiro, Brazil, December 2009, and “focused exclusively on World Heritage” (WHC-10/34.COM/INF.7.1, and Decision 34COM 7.1).<sup>91</sup>

The proposed possible integration of HUL concept to the *Operational Guidelines* formed a major part of the continuing discussions on the formulating and defining of the new *Recommendation*. The proposed revisions were both to the main text, especially in Chapter II.F - “Protection and Management,” as well as for Annex 3: “Specific Types of Properties” which had included Historic Towns and Town Centres beginning with the February 2005 restructured *Operational Guidelines* document, (WHC-10/34.COM/7.1).<sup>92</sup> The general intention was to implement change as part of the need to cope with contemporary development, and staying in line with the role of the *Operational Guidelines* as an implementation tool (WHC-10/34.COM/7.1, article 7-13).

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<sup>91</sup> “UNESCO Recommendation on the Conservation of the HUL” was the initial title of the Recommendation. In addition to the revisions of the sections related to the integration of the HUL, the Expert Meeting of 2009 offered additional general recommendations for future revisions to the *Operational Guidelines*. Some of the proposed issues included adaptation to climate change strategies together with disaster risk management strategies, as well as additional changes in regard to other specific types of properties included under Annex III (WHC-10/34.COM/7.1, articles 14-15). The former mentioned *Orientation Guidelines* from 2008 was progressing and the preparation of *Guidelines on the assessment of the impact of contemporary architectural insertion* was reported, including a preparation of a manual of case studies which deals with urban conservation management issues without a special focus on the HUL approach (WHC-10/34.COM/7.1, articles 16-18).

<sup>92</sup> Document WHC-10/34.COM/13 presents revisions suggested by the WH Committee during its 33rd session (Seville, 2009), other Committee members (Australia and Canada), and five Expert Meetings and workshops held between 2008 and 2010 (Section II). The document presents the proposed changes in regard to the entire *Operational Guidelines* rather than only in regard to the HUL approach integration. Here only the revisions which are relevant to discussion are presented.

The proposed revisions of the main text, especially the protection and management sections, include four issues: continuity of the OUV of an inscribed site; integrated approach; OUV, authenticity and integrity throughout the property evolution; and sustainable policies and strategies. Before reviewing the proposed changes in detail, it is important to mention that the restructured February 2005 *Guidelines* include the original text dealing with historic towns and town centres that had been integrated in the January 1987 versions, based on the Expert Meeting of 1984 (Proposed Phase III, Chapter II).

#### 1) Continuity of the OUV of an inscribed site

In order to secure the continuity of the OUV for which the property was inscribed on the WHL, and in order to continue its protection, a management plan is offered for handling evolution and change. Hence the scope of the management plan, which was already part of the *Operational Guidelines*, is broadened and relates to additional aspects including environmental, economic, social, and cultural aspects of sustainability. Additions to the existing paragraphs include the tool of “assessment of impact” which is considered to “be useful for all World Heritage properties and in particular for properties in urban areas” (WHC-10/34.COM/13). Assessing the impact of changes and “projected development” on a basic routine can provide the necessary information to determine whether the OUV of the inscribed site are kept over time.

Another proposed new paragraph dealing with the integrated approach demonstrates the continuity of OUV of an inscribed site as well as promising the continuity of authenticity and integrity throughout the property evolution.

#### 2) Integrated approach

Integration of both planning and management is recommended when discussing properties of urban areas and urban settlement. This issue recalls the concept of “integrated conservation” which was discussed in connection to the inevitable interface of planning and conservation of urban areas when conservation conceived as a basic component of any planning

policy and planning process (1975 *The Declaration of Amsterdam*, and 1976 UNESCO *Recommendation*).

### 3) OUV, authenticity and integrity throughout the property evolution

This issue involves awareness of the impact of contemporary development on the evolution of inscribed historic urban areas. The integration of the HUL approach into *the Operational Guidelines* aims to secure the continuity of these three essential conditions under which a property gains its inscription on the WHL. The first part of a new proposed paragraph (to be included after the current 112 par.), provides a description of the HUL approach as well as the integration of the three discussed issues:

Particularly for properties which are located in urban areas or have components which include urban settlements, *an integrated approach to planning and management will be useful to ensure that the evolution of the landscape maintains all aspects of the Outstanding Universal Value of the property including its authenticity and integrity* (WHC-10/34.COM/13, new par. Emphasis added).<sup>93</sup>

### 4) Sustainable policies and strategies

With sustainable policies and strategies, the emphasis is on updating the existing paragraph for “sustainable use,” “sustainable development,” and “ecologically and culturally sustainability,” expanding their definitions to incorporate the HUL approach. The changes provide a broader reference to sustainability in HUL:

Particularly in regard to the historic urban landscape approach, there is a need to consider the environmental, economic, social, and cultural *aspects of sustainability in managing evolution and change*, in order to ensure the *continuity of the Outstanding Universal Value* of the property and its safeguarding for future generations. This approach also entails the need for *policies and strategies for sustainable development*, sensitive to the need for heritage conservation, with a *close participation of the communities and groups of people concerned* (WHC-10/34.COM/13, new par. Emphasis added).

The subject of communities' participation references many of the previous charters and recommendations, which also emphasize residents' participation as a crucial component in every conservation process. Furthermore, the idea had already been integrated into the *Operational*

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<sup>93</sup> The second part of the new paragraph presents the HUL approach as appears in paragraphs 8 and 9 of UNESCO *Recommendations on HUL*.

*Guidelines* in regard to “new towns of the twentieth century” and stating that “without whose active participation [the community’s] any conservation scheme would be impractical.” The proposed addition to the existing paragraph: “world heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable **and contribute to the social and economic development and the quality of life of our communities**” strongly links the advantages of the sustainability approach to the living communities of historic areas (revised par. 119. Revision emphasized).

The proposed revisions to Annex 3 include three issues: the relationship to Cultural Landscapes, title change, and guidelines for properties nominations (WHC-10/34.COM/7.1, article 7-13).

*Cultural Landscapes*: The proposed revisions strengthen the links between Cultural Landscapes and urban areas and “enrich the definition” of this heritage category by including the notion of urban areas that present “intensive forms of the interaction between humankind and its natural environment.”

In the Annex text the revision of paragraphs 8 and 10 are as follows:

8. The term “cultural landscape” embraces a diversity of manifestations of the interaction between humankind and its natural environment, **including urban areas as intensive forms of this interaction**.

10. Cultural landscapes fall into three main categories, namely:

(i) The most easily identifiable is the clearly defined landscape designed and created intentionally by man. This embraces **urban spaces**, garden and parkland landscapes which are often associated with religious or other buildings and ensembles (revised par. 8 and 10, Revision emphasized; WHC-10/34.COM/13).

The relationship to cultural landscapes was previously discussed under the proposed Phase II when Cultural Landscape was first integrated into the February 1994 version of the *Operational Guidelines*, and under the proposed Phase IV when both concepts were moved to Annex 3 in the 2005 *Guidelines* (Chapter II, 60-61, 64-66).

*Title change:* The proposed revision replaces the current “limited term” of *Historic Towns and Town Centres* with the term *urban areas and settlements*, a more “inclusive” term which is also more consistent with other terminology in use for urban issues. In the draft text the proposed amendments are to the main title and additional headings, and especially to paragraph 14 of Annex 3. The new titles expand the possibilities to include various types of environments and revive the reference to urban context. Furthermore, they open the definition to various types of urban areas, and include other types of settlement which are not necessarily located in an urban context.<sup>94</sup>

Following the title terminology change, the long and detailed original text of *groups of urban building* is transformed into a more compressed and concise text. The former division into three categories is replaced by two categories - *urban areas and settlements* which are *no longer inhabited properties* and those which are *inhabited urban areas and settlements*. The first category content is unchanged and includes the former first category of *towns that are no longer inhabited*. The second category combines the former two categories of *inhabited historic towns* and *New towns of the twentieth century*. The subdivision of the former second category of *inhabited historic towns* into four subcategories (*towns which are typical of a specific period or culture, Towns that have evolved along characteristic lines, “Historic centres”, and Sectors, areas or isolated units*) no longer exist. One of the reasons for the subcategories removal can possibly be that they are too specific to be presented in the general Guidelines. By omitting these subcategories, the text becomes more concise and is more in balance with descriptions of other type of properties. In a way, it also answers the claims that were raised during the restructuring the new *Operational Guidelines* document that some sections received too much attention, others too little (Phase IV in Chapter II 62).

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<sup>94</sup> The title changing was mentioned previously under the proposed Phase IV in Chapter II (63).

The notion of HUL is presented in a new proposed paragraph:

Inhabited urban areas and settlements are living entities that need to be viewed in their entirety as complex formal and spatial organizations with multiple social, economic, cultural and environmental processes that may also include a religious or symbolic component, as well as a relationship and associations with the natural environment (WHC-10/34.COM/13, new par.).

This new paragraph emphasizes inhabited areas as “living entities,” with embedded tangible and intangible components, vast values, integrity, and the notion of the cultural landscape in constant interaction with the environment. These aspects are further developed in the new paragraphs discussing a nomination’s aspects.

*Guidelines for nominations:* A proposed revision suggests that in any new nomination the assessment of the text will include “multiple layers related to values, relationships, rituals, building practices, local knowledge systems, and other forms of intangible heritage.” in addition to “the physical aspects of the buildings and spaces.” These intentions are detailed in two new proposed paragraphs, one relating to the first stage of pre-nomination and the other to the nomination stage itself:

When planning for the inscription of the urban areas and settlements, States Parties should take into account not only the physical aspects of the buildings and spaces, but also *the multiple layers related to values, relationships, rituals, building practices, local knowledge systems, and other forms of intangible heritage*. Consideration should also be given to the *economic, environmental, social, and cultural aspects of sustainable development*.

When preparing nominations for urban areas and settlements, it will likely be useful to adopt the Historic Urban Landscape approach to management (see Chapter IIF, paragraphs, 112bis and 120.) This approach looks at the urban area or settlement in its wider geographical context in order to ensure that it is well integrated into its larger setting (WHC-10/34.COM/13, new par. Emphasis added).

These changes recall the intention of the sixth criterion of the OUV, which considers sites to “be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance” (January 2008 *Operational Guidelines*, article 77 (vi) the valid version at that time), and at the same time incorporate the HUL approach.

The proposed revisions for integrating the HUL approach into the *Operational Guidelines* are part of an ongoing process to update the document by means of “an open-ended working group” established under WH Committee decision in its Thirty-fifth Session in Paris, UNESCO Headquarters, in 2011 (Decision 35COM 13). In discussions held about the revision of the *Operational Guidelines*, the WHC noted the need for further examination of the proposed changes concerning the HUL approach. And as mentioned earlier, the fact that these proposals for the integration of the HUL approach in the *Operational Guidelines* were conducted parallel to the formation of the HUL *Recommendation* text, and not after their final draft, the comments of the HUL *Recommendation* first draft should be taken into account and presented at the next Intergovernmental Meeting (WHC-11/35.COM/13 Conclusions by the Chairperson of the Working Group).

Following the *Recommendation on the HUL* adoption by the General Conference in November 2011, the WHC decided that the “methodological approach related to the above-mentioned Recommendation in the Operational Guidelines” needs to be updated in order to meet the new *Recommendation*, and as such it is anticipated that appropriate revisions for the *Operational Guidelines* will be presented at the WHC’s Thirty-seventh Session in 2013 (Decision 36COM 13.II, articles 4-6).

The anticipated Phase V:

<b>V</b>	20 __ - ____	<b>Urban Areas and Settlement</b> Anticipated major revisions reflected by the HUL approach integration
	Revisions: N/A	

The process of integrating the concept of HUL into the *Operational Guidelines* began at the WHC Thirty-second Session in Quebec City in 2008 but has not yet been completed at the time of this writing. The proposed revisions to the relevant sections dealing with Historic Towns and Town Centres, and the new paragraphs suggested in the WHC’s Thirty-fourth Session in Brasilia (2010) were not integrated in the July 2012 revision of the *Operational Guidelines*

although the UNESCO *Recommendation on the HUL* was adopted in November 2011. A draft of the revised text is included in the provisional agenda of the WH Committee Thirty-seventh Session, which will take place in Phnom Penh, Cambodia in 2013 (WHC-13/37.COM/3A, article 12).

Once the text draft is approved by the WHC the revised version of the *Operational Guidelines* would be the first in which the HUL approach would be integrated, thus initiating Phase V, which was introduced in Chapter II. Since the 2011 UNESCO *Recommendation on the HUL* is considered to be “the first such instrument on the historic environment issued by UNESCO in 35 years,” this anticipated revision of the *Operational Guidelines* will then be considered the first revision of the implementation tool of the WH Convention in regard to the concept of Historic Towns and Town Centres in more than twenty five years.<sup>95</sup>

#### D. CONCLUSION

A long period of time, about eight years, elapsed between the first identification of the need for a new recommendation and the implementation of the necessary tools to cope with the new challenges faced by historic cities. The process represents an important evolution, which Patricia O'Donnell describes as a “leap” from its initial stages to its final stages (2011 Rutgers Conference, Panel 3: “New Approaches and Policy Frameworks: The Recommendations on Historic Urban Landscapes,”). This leap is what enabled the *Recommendation* to become a holistic approach influenced by the landscape approach for the management of historic urban areas and human settlements, and not to stay only as updated definition for a type of property.

Whereas the 2011 *Recommendation* deals with a wide range of topics to ensure a holistic approach, and to offer comprehensive management for urban areas and human settlements, its first catalysts were architectural, urban, and aesthetic approaches that threatened to damage the

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<sup>95</sup> UNESCO WH Centre, decision 36COM 13.II: Revision of the Operational Guidelines <http://whc.unesco.org/en/decisions/4854/>.

“visual integrity” of inscribed World Heritage cities. These architectural, urban, and aesthetic approaches, and the threats on World Heritage cities, continued to occupy the member parties even at the time when the principles of the HUL approach were defined, as reflected in their comments to the new *Recommendation* draft text in 2010. Furthermore, this need to protect inscribed World Heritage cities, their identified OUV, and their authenticity and integrity finds its place in the final *Recommendation* text. Its integration into the *Operational Guidelines* is expected in the coming WHC Thirty-seventh Session in 2013.

## Summary and Conclusion

“In vain, great-hearted Kublai, shall I attempt to describe Zaira, city of high bastions. As this wave from memories flow in, the city soaks it up like sponge and expands. A description of Zaira as it is today should contain all Zaira's past. The city however, does not tell its past, but contains it like the lines of a hand, written in the corners of the streets, the antennae of the lightning rods, the poles of the flags, every segment marked in turn with scratches, indentations, scrolls.”

- Italo Calvino, *Invisible Cities*, 10-11

The imaginative description of the city of Zaira, as told by Marco Polo to Kublai Khan in Italo Calvino's *Invisible Cities*, offers one way of comprehending the idea of the “historic layering of values” presented by the HUL approach. The 2011 *Recommendation on the HUL* states that “historic urban areas are among the most abundant and diverse manifestations of our cultural heritage” - that is, cities are our shared creation, a layering of history and culture. Just as cities develop over time, so too has our ways and means of protecting those cities developed. The 2011 *Recommendation* should thus be perceived as a natural continuum of previous theories and trends, which have been gradually developed over many years in order to protect the historic urban fabric.

In reviewing and analyzing the international standard-setting documents dealing directly or indirectly with urban heritage and urban conservation from the mid-twentieth century through the present day, and by tracking the integration of the above concept in the 1972 UNESCO *Convention Concerning the Protection of the World Cultural and Natural Heritage* and the *Operational Guidelines for the Implementation of the World Heritage Convention* (1977-2012), this thesis demonstrates that a constant, even if not consistent, development exists in the field of urban heritage, historic areas and the protection and preservation of historic towns and town centres.

The HUL approach and the new 2011 UNESCO *Recommendation* clearly draw from the general evolution of the notion and broad definition of heritage in diverse communities, addressing their rich components - both tangible and intangible - and heritage's related topics

such as authenticity and integrity. Related areas such as environmental, ecological and sustainable approaches and the extreme influence of global forces and processes, contribute to a historic urban landscape's adaptation to contemporary life. Overall, the HUL approach and the new 2011 *Recommendation* expand some of these aspects, clarify others, add new perceptions and new understanding to the concept, and most importantly, tie it to the broader sustainable and environmental system, directing it to the social component of every urban place - the human being.

A long list of aspects that were analyzed in the first two chapters, and that were later examined in the third chapter, can be given as examples to support the above conclusion. Here I limit the discussion to few aspects that will exemplify and demonstrate this “natural continuum”: urban areas and cultural landscapes; setting context and the larger environment; social value and local communities; constant change and contemporary interventions and experiences; and integrated conservation and planning and management policies.

#### *Historic Towns and Town Centres -- Cultural Landscapes -- Historic Urban Landscape*

The relationship and the evolving hierarchy between historic towns and town centres and cultural landscapes can be traced back to the 1962 UNESCO *Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites*, where urban landscapes are considered together with natural landscape as part of *Landscapes* and *sites*. The 1999 ICOMOS *Charter on the Built Vernacular Heritage* adds to this inclusion and views urban vernacular heritage as an “integral part” of the cultural landscape, emphasizing their close relationship. The discussion on integration of cultural landscape in the 1994 *Guidelines* recalls their similar characteristics and includes cultural landscapes immediately following the *Groups of Urban Buildings* paragraphs. This proximity culminated in the reconstructed 2005 *Guidelines* which moved the two concepts to the same Annex under the same group, which includes other “living properties” characterized by their dynamic nature (2005 *Guidelines* pra. 89). The relocation and

new 'grouping' paved the way to a new way of thinking about Historic Towns and Town Centres through application of the "landscape approach" to HUL, i.e. "*Recognizing*, the dynamic nature of living cities" (2011 *Recommendation* article 5 and Preamble respectively).

*Setting and context -- historic centre and historic area -- entire urban environment -- beyond the notion of "historic centre" or "ensemble"*

The shift away from a focus on the narrow area immediately adjacent to a monument to the broader "supporting surroundings," reflects the growing significance of "context." in the period between 1931 *Athens Charter* and the 1964 *Venice Charter*. Reflecting this gradual process, the 1976 UNESCO *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* presents the environment as "the natural or man-made setting" and the "social, economic or cultural ties" which connect them in space. The historic areas, as well as the environment, are both an integral part of the entity which needs to be treated with equal measures of protection, maintenance and revitalization. The qualities of the "surroundings" acquired their full recognition in the 1999 ICOMOS *Charter on the Built Vernacular Heritage*, which identifies the values of the "ordinary" "daily" urban environment and calls for its recognition and protection. The inscription and the protection of inhabited historic towns on the WHL raised the question of the status of their environment, i.e. whether or not it should be "listed as the entire town together with its surroundings" (1987 *Guidelines*, par. 26 (i)). As such, understanding the intention of HUL as "extending beyond the notion of 'historic centre' or 'ensemble' to include the broader urban context and its geographical setting", stretches these lines and boundaries even further, to the point of even suggesting their lack of necessity.<sup>96</sup>

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<sup>96</sup> Discussing the above two examples of applying the landscape approach and of applying boundaries to these areas that extend "beyond the notion" a theoretical-practical question about the possibility and the need of applying boundaries to HUL open up another question. This challenging question was addressed by both moderator Randy Mason and panelist Julian Smith in Panel 3 discussions at Rutgers conference in 2011. Should and can a line be drawn around HUL properties-entities, are they like cultural landscapes that are in our perception and understanding and even imagination and as such there are no physical-geographical lines; can they be inscribed at the same way of historic areas and historic districts. What is the nature of these new HUL entities? Smith uses the terms designation and registration on the national level in

*The social aspect -- the role of residents -- local communities*

Recognizing the social aspect as *the* main component both in the creation of the social values of places, and for any protection and conservation efforts of urban areas is the major achievement presented by the 1975 *Council of Europe, European Charter of the Architectural Heritage*, and the 1975 *Declaration of Amsterdam*. The 1976 UNESCO *Recommendation* places the social value as a priority before any other values and any other consideration. The next major progress during the mid-1980s, especially the 1987 ICOMOS *First Brazilian Seminar about the Preservation and Revitalization of Historic Centers*, was the notion that a city's inhabitants are the most essential component of urban areas. Stressing “society heterogeneity and polarity” and aiming “to improve life qualities” the 1987 *First Brazilian Seminar* addresses two aspects discussed by HUL - “the recognition of cultural significance and diversity” and the improvement of the quality of life and of urban space” (2011 UNESCO *Recommendation*, Article 24 (b)). Following this notion, the 2011 *Recommendation* states that “conservation has become a strategy to achieve a balance between urban growth and quality of life on a sustainable basis” (2011 UNESCO *Recommendation*, article 3).

*Constant change -- uncontrolled development -- contemporary interventions and experience*

Starting with the inevitable tension between development and preservation presented in the 1968 UNESCO *Recommendation concerning the Preservation of Cultural Property Endangered by Public or Private Works*, the discussion expanded to constant change and its impact on the physical, spatial and social structure of historic areas. This factor of change was conceived as a threat from which we have to protect and safeguard our cities, and was addressed in many of the documents reviewed in this paper. Furthermore, the 1987 *Guidelines*, in which the

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regards to receiving the protection. He further develops the idea that there is a difference between the landscape approach which considers diversity and creativity; both are essential components of ecological approach, and the different essence of the approach which designates urban areas and urban districts due to their monoculture characteristics (Rutgers conference, presentation, 2011).

full integration of the Historic Towns and Town Centres concept was completed, presents constant change as a factor which restricts and can even prevent nomination and inscriptions of inhabited historic towns on the WHL.

The new *Recommendation* accepts change as an inevitable factor and not as an uncontrolled threat. It is something that can be controlled under the “management of change” (Article 24 (b)). A significant shift toward the HUL approach of accepting and managing the change was presented in the 2000 *Charter for the Conservation of Historic Towns and Settlements of Japan* (The ‘*Machinami Charter*’) which calls for “adapting to changes.” The 2000 *Machinami Charter* tries to solve some of the most important and complex questions of inhabited urban areas, including the question of authenticity and its meaning in a constantly changing environment.

While contemporary architectural interventions were the catalyst for start of the HUL initiative in 2003, as well as the creation of the 2005 *Vienna Memorandum* and the *Declaration on the Conservation of the Historic Urban Landscape*, the HUL approach conceives contemporary experience as an integral part of an inhabited historic urban area which needs to be “harmoniously integrated” into the urban area. This attitude recalls the exceptional distinction made in the 1987 *First Brazilian Seminar*, which suggests considering new urban areas “as environmental evidences in their formative stages.” (Principle II).

#### *Integrated conservation -- planning and management policies*

Integrated conservation policies were suggested by the 1985 *Council of Europe Convention for the Protection of the Architectural Heritage of Europe*. This continued from the 1976 UNESCO *Recommendation* and even earlier Recommendations, Charters and Declarations, each of which present the need to integrate conservation as an essential component of the planning and policies process and as “a basic factor in town planning and land development.” While this objective should have been achieved by a participation of mainly the professional and

governmental bodies that would implement this objective to their daily practice, in reality the situation was quite different. Although the field of conservation has broadened its thinking, many times integrated conservation is omitted from the planning and policies discussion.<sup>97</sup>

The HUL approach supports this line of complete integration and offers both traditional and innovative toolkits to cope with and change this situation. These suggested toolkits include four elements: civic engagement tools; knowledge and planning tools; regulatory systems; and financial tools. These tools aim to achieve better understanding, support, and cooperation in order to support integrated conservation. This aspect of integration in all the possible levels, and the intent “to have development, and conservation, and sustainability, and quality of life, and tourism experience integrated.” and “to go to a future of integration” is a significant part of the discussion on the HUL approach (O'Donnell, Rutgers Conference 2012, Panel 3 Q&A).

Strengthening the claim that the new UNESCO *Recommendation on the HUL* is a natural continuum suitable for its time and place, is the contemporary observation of a new generation of planners, preservation and conservation specialists. Panelist Julian Smith has reviewed “motivations for conservation” and describes the current motivation as the “ecological bias” which influences people to join the conservation movement. By stating that the new generation of students is exposed to the idea of ecology from a young age, Smith posits that the understanding that our world will not survive without this essential ecological system makes it clear that conservation and environment work together as part of a comprehensive and integrated system (Rutgers Conference 2012, Panel 3).

Whether in any aspect we may have gone too far, whether the intention to deal with any urban area and any historic urban area is too ambitious, whether we should have stayed in the initial phase of the 2005 conference and the 2005 *Vienna Memorandum* and dealt solely with inscribed World Heritage cities, or whether we should have waited until we will finalize the

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<sup>97</sup> This notion was expressed by the panelists Lisa Ackerman and Nalini Thakur in Panel 3 of the Cultural Heritage and Preservation Studies Conference at Rutgers University, *Cultural Landscapes: Preservation Challenges in the 21<sup>st</sup> Century*, 13 October 2012.

language and the tools before adopting the 2011 *Recommendation* are questions that cannot fully be answered.<sup>98</sup> Only in the coming years will answers be evident, and the practice and experience gained will demonstrate whether the “traditional and innovative tools” presented by the HUL toolkit truly solve the problem that “urban conservators are *increasingly aware of the gap existing between the ideal world of the “Charters” and the practical realities*, especially in emerging societies” (2010 Preliminary Report, Introduction). The centrality of cities in our life guarantees that this topic will remain one of the central issues in contemporary heritage conservation, planning and policy, and environmental discourses.

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<sup>98</sup> Some concerns in regard to the ambitious goal of HUL were addressed briefly in the opening of panelist Nalini Thakur presentation (Rutgers Conference 2012, Panel 3). Some distinctions were made by panelist Julian Smith and others who indicated that the language of HUL is not there yet, and that the tools are still in their infancy, and that we are only about halfway there in taking the landscape ideas and applying them to urban situations (Rutgers Conference 2012, Panel 3).

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