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A systematic review, eight years after the adoption of the HUL approach

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Abstract

Purpose – The main aim of this paper is to determine how well the UNESCO 2011 Recommendation on Historic Urban Landscape (hereafter, the HUL approach) is understood by the academic community today. It will review relevant research, highlight shortcomings regarding the HUL concept and approach and explore how well the six proposed steps are being considered when implementing the HUL approach.

Design/methodology/approach – This paper presents and discusses the results of a systematic review of 140 peer-reviewed publications, published in international academic journals between 2008 and 2019 and available in databases such as WoS and Scopus, such as journal articles, book chapters and books. More specifically, this research takes the six-step process as its theoretical framework in order to understand if the six steps are being followed in the case studies where the HUL approach has been implemented. Following this, it assesses gaps in the HUL concept and approach. The paper explores the HUL implementation management process, investigating what is being done, how it is being done and who is involved.

Findings – The concept 'Historic Urban Landscape' has been used in research since 2008. However, the first case studies implementing the HUL approach were not published until 2013. While there is an abundance of theoretical research in relation to the HUL concept and approach from different perspectives and to varying degrees of depth, the case studies which practically demonstrate the HUL approach and its six steps are scarce. This paper will also show how feasible the steps are and which are used the most.

Originality/value – This research demonstrates if the HUL approach is being understood in the academic field and if the implementation of the six steps is being reflected in the literature. This approach will reveal how these steps are being implemented and if this is having an effect on the heritage planning process.

Keywords Literature review, Urban development, UNESCO, Heritage conservation, Historic urban landscape, Integrated tools, Six steps

Paper type Literature review

Introduction

In 2011, UNESCO adopted the *Recommendation on the Historic Urban Landscape* (hereafter, the HUL approach), aiming to facilitate the integration of heritage management and urban development. This Recommendation promotes a landscape-based approach, in which the existence of an inventory of resources and the identification of values and vulnerabilities are essential factors when drawing up urban development policies (Veldpaus, 2015). Likewise, particular emphasis is placed not only on the involvement of different disciplines but also on the role of other stakeholders and the community in heritage management, and consequently in urban development where relevant (UNESCO, 2011). The implementation of the HUL approach fosters the development of a democratic model of urban governance that is for everyone and can involve everyone. The HUL approach can, therefore, support cities

with their Sustainable Development Goals (SDGs) targets as well as helping them to work towards their goal of attaining more sustainable, resilient and inclusive urban development (UNESCO, 2015).

The HUL concept overcomes the idea of focusing solely on the historic city and instead considers the urban ensemble as a whole, including the territory in this new understanding as an urban ecosystem, intertwined with its surrounding urban, rural and ecological areas. The HUL concept highlights the importance of considering each and every layer of tangible and intangible information that reports upon the city and its sustainability (UNESCO, 2011, p. 3). There is no denying that this approach is a challenge due to the breadth of its conceptualisation. However, in order to implement the HUL approach, six steps and four tools have been proposed, even though UNESCO (or its States Parties) chose not to include them in the final text of this international policy. If implementing the HUL approach allows for sustainable urban development based on culture and heritage through participatory decision-making, it could be argued that the HUL approach is an example of how heritage and culture can be incorporated into urban governance processes (Bandarin and Oers, 2015).

The Habitat III conference, held in 2016, and its New Urban Agenda support the role of heritage management and its effectiveness as key to implementing the SDGs, and in particular Goal 11, with the aim of making cities and human settlements inclusive, safe, resilient and sustainable. However, it also lays the responsibility on local governments to lead the needed reform in urban governance, subverting the power in the current model of multilevel government, until now led primarily by national governments. Both the 2030 Agenda for Sustainable Development and the New Urban Agenda focus their efforts on concepts such as innovative governance and open cities. UNESCO fully endorsed this paradigm shift, accepting cultural and heritage factors as means/enablers, rather than obstacles, to sustainable urban development. It also drafted a global report to capture the diversity of experiences worldwide of the HUL approach and its main principles (UNESCO, 2016).

Eight years after the HUL approach was adopted, an increasing amount of research has been carried out exploring its (potential) implementation. This research focuses primarily on the theoretical framework and mentions pilot projects where the HUL approach has been implemented. This research has allowed us to identify papers which have misunderstood the true meaning of the recommendation or where the HUL concept has been assimilated to a purely landscape or visual context. Furthermore, given the innovative and flexible nature of the HUL approach, this research aims to reveal and discuss how the steps proposed by the recommendation as a guide for implementing the HUL approach have been understood in existing literature. It explores which steps have been used most frequently and which have been implemented the least. It also aims to discuss the feasibility of the HUL approach and whether cities today are prepared to adopt such an innovative approach.

In addition to the case studies, almost the same number of theoretical papers have been identified. These have taken advantage of the opportunities presented by the HUL approach to introduce and analyse different visions with regards to current urban growth processes, as well as more general issues such as the management of urban cultural heritage, changes to decision-making processes and the need for new urban governance bodies. It is also important to mention the role of Whitrap, other researchers and academics working in close collaboration with UNESCO in research projects.

Nevertheless, there are no studies or reviews that offer a general overview of the extent to which the HUL approach has been implemented. The closest to this aim was the review by (Pereira Roders and Van Oers, 2011) that focused on the relationship between cultural heritage and sustainable development, and the recent literature review by Ginzarly, Houbart and Teller which uses the Recommendation to analyse how the present landscape approach is in heritage conservation and the shortcomings of implementing the HUL approach (2018). However, it is worth noting that many of the theoretical papers make reference

to major shortcomings, such as the need for a broader range of stakeholders involved in decision-making processes and for the integration of heritage management in urban development processes. Even so, there is no denying the gradual increase in research projects in this field. It is only in recent times that funding has been allocated to research into this topic as part of several European H2020 projects, for example, ROCK and CLIC projects (Comune di Bologna, 2017; Consiglio Nazionale delle Ricerche, 2017), and others such as the PICH project funded by the Joint European Heritage Programme of the Joint Programming Initiative: Cultural Heritage (PICH Project, 2016).

Methods/general approach

This paper presents and discusses the results of a systematic review of peer-reviewed publications, such as journal articles and book chapters published in international journals between 2008 and 2019 and available in databases such as ISI Web of Science© (WoS) and Scopus© (Kabisch *et al.*, 2015, p. 26). About 250 potential publications were identified by searching for 'Historic Urban Landscape' in titles, abstracts and keywords, of which 149 were identified in Scopus and 119 in the WoS. When applying the inclusion/exclusion criteria below, 143 publications remained due to the repetition of articles in WoS and Scopus. From these, three could not be traced, leaving 140 articles. Five papers reported on more than one case study, adding a total of 13 new cases. Moreover, there was more than one publication on the same case study such as Cuenca, Ecuador; Ballarat, Australia; and Dresden Valley, Germany, resulting in another five repetitions being identified. So, in total, this review of 140 publications revealed 80 cities which could be taken as case studies.

Exclusion/inclusion criteria

(1) Reference to 'Historic Urban Landscape' in title, abstract and keywords

(2) Be accessible online, without further costs, either open source or accessible through the two university networks (University of Seville, Eindhoven University of Technology)

(3) No full books or conference proceeding

(4) Journal articles and book chapters

(5) English or Spanish language

(6) Multi-regions

(7) Relevant to the research question

Theoretical framework

All 140 publications were further analysed in three literature grids concerning: (1) the publication context, that is, publication year, journal name, geographical location (continent), methods and research design; (2) a direct reference to the official text of the recommendation and in what sense this approach has been understood and (3) in case studies, the publication scope, that is, identification of the six steps recommended to implement the HUL approach (each with possible variables).

The theoretical papers addressing the HUL concept and approach can be divided into two groups. The first made a direct reference to the official text of the Recommendation regarding the HUL approach and concept which mentions the importance of each and every layer of information that contributes to the city and the fact that the city is not limited to its historic centre (UNESCO, 2011).

(1) 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.

(2) 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 (UNESCO, 2011, art. 8 and 9).

The second group of papers merely mentions the concept of 'Historic Urban Landscape' as a visual or morphological issue. With regard to the case studies, the six steps proposed by the Recommendation itself are used to assess to what extent the case studies are attempting to implement the HUL approach correctly. It has been considered highly significant to make the distinction between those cases that are trying to implement the HUL approach, and those that do not aim to research how to implement the HUL approach despite reflecting on the recommendation and relying on it to justify the methodological approach of their research paper. These six critical steps were included in the Action Plan according to the 2010 draft proposal for the recommendation, which stressed the need to account for the singularity of each urban settlement context even though it may result in a different management approach. The Action Plan identified six critical steps to facilitate the implementation of the HUL approach whilst bearing in mind specific contexts (UNESCO, 2010, p. 13; Whitrap and Ballarat, 2016, p. 13). This is what Pereira denominates in a *Roadmap* (Pereira Roders, 2013, p. 83) and what Siguencia calls a *comprehensive approach* (Siguencia Ávila and Andrade, 2018, p. 37). Although in the end, these steps were not adopted along with the official text of the recommendation (Pereira Roders, 2013, p. 83; Siguencia Ávila and Andrade, 2018, p. 38), they are, nevertheless, mentioned as recommendations in the paragraph preceding the Annex *Recommendation on the Historic Urban Landscape, including a glossary of definitions* (UNESCO, 2012, p. 50).

How to apply HUL principles locally is the challenge. The recommended six steps are a guide to be used by local governments (Ginzarly *et al.*, 2019a, p. 15). Furthermore, the incorporation of these six steps and the HUL concept are new ways of approaching urban heritage management. By implementing the six steps, we approach heritage according to the definition of the HUL concept. This new approach to urban heritage is aware of the problems facing urban ensembles today and takes into account both the singularities of each context and the stakeholders involved in the city. This new approach is embodied in the following six steps: (1) the consideration of the heritage element beyond the object in order to identify heritage values of different natures (landscape, economic, social, environmental. . .), (2) the incorporation of the community in decision-making on what to protect and why, using participatory planning and stakeholder consultation, (3) the consideration of vulnerabilities that affect the heritage due to socio-economic pressures and the effects of climate change, (4) the integration of information generated (heritage values and vulnerability status) in an urban development framework, (5) the prioritising of actions for conservation and development and (6) the establishing of local partnerships (UNESCO, 2011; Veldpaus and Pereira Roders, 2013). What is considered relevant here is not the order of implementation of these steps, but rather the fact they have been carried out in a connected manner as part of a comprehensive and interrelated plan. The analysis has considered that the identification of three or more steps in a connected manner justifies that an attempt has been made to implement the HUL approach in line with the spirit of the recommendation.

Firstly, 140 papers will be examined to gain a general overview of the most recent research and the evolution of the HUL literature. We will examine the types of papers found, the research methods used, the geographical location and how it approaches HUL using the aforementioned theoretical framework (Table I). Subsequently, the theoretical papers will be reviewed according to how well they understand the Recommendation and their approach to the HUL concept. Finally, the case studies will be addressed with regard to how well they understand the recommendation and the HUL approach and concept, as well as if the six steps suggested by the HUL approach can be identified. Finally, using the cases identified in the AU classification and the degree to which the HUL approach has been implemented in the academic field, we will discuss which steps have been most implemented and to what extent they have been incorporated in order to reflect on the feasibility of implementation, what is being done, how it is being done and if its implementation is having an impact on heritage planning processes. When reviewing these publications and their contexts, the researcher also briefly outlines the main results if there is more to note than the six steps.

The latest research (140 papers)

This systematic review revealed a considerable increase of publications referencing the HUL approach over the last 8 years (Figure 1 near here), and in particular after 2015, with the second book dedicated to the HUL approach edited by Bandarin and Van Oers (2015). Although the increase in the number of papers is maintained between 2016 and 2017, it is in 2018 when the increase in the number of articles becomes really significant, matching the production of 2015. Nevertheless, in 2019, production falls again. So, most of the papers are from 2015 in book chapter format, and from 2018 in papers from different journals. Yet, it is worth mentioning that the production of theoretical papers and case studies is developed in parallel until 2015 (with a greater production of theoretical papers in that year), and from that year onwards, the number of case studies increases progressively to the detriment of theoretical papers. These data reveal the academic field's need to test the recommendation in practical cases, rather than purely reflecting on its meaning.

Out of all the publications reviewed, the majority of the approaches were carried out using qualitative studies (61 per cent of papers), while there is no evident of a quantitative approach (1 per cent), and a significant presence of mixed studies (qualitative and quantitative) has

|	HUL concepts | misunderstood	HUL concepts | understood
HUL approach | Unaware	(UL = Unaware, Limited Understood) The HUL approach is not mentioned, nor is any reference made to UNESCO. The HUL concepts are interpreted in a limited way, e.g. solely used in relation to landscape, and in case studies, the research focuses on other issues that are not the implementation of HUL approach	(UU = Unaware, Understood) The HUL approach is not mentioned, nor is any reference made to UNESCO. The HUL concepts are used according to the *Recommendation*, and, in case studies, an attempt is made to implement the HUL approach correctly
HUL approach | Aware	(AL = Aware, Limited Understood) The HUL approach is mentioned, and/or reference is made to UNESCO. The HUL concepts are interpreted in a limited way, e.g. solely used in relation to landscape, and in case studies, the research focuses on other issues that are not the implementation of HUL approach	(AU = Aware, Understood) The HUL approach is mentioned, and/or reference is made to UNESCO. The HUL concepts are according to the *Recommendation*, and in case studies an attempt is made to implement the HUL approach correctly

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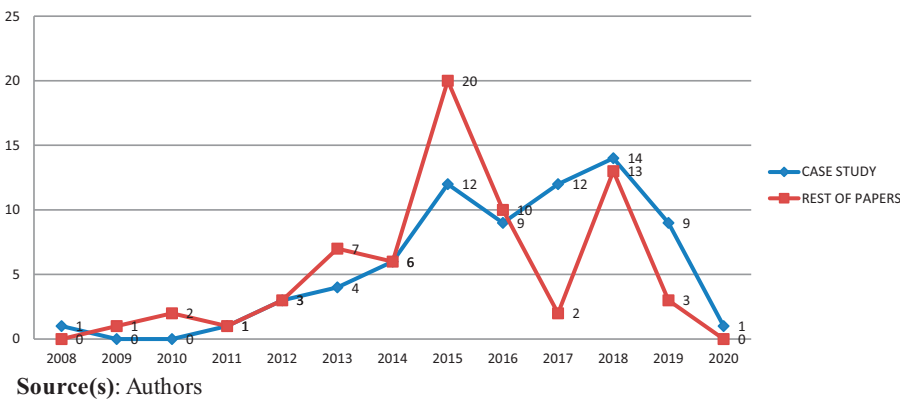
been revealed in publications (38 per cent of papers). On the other hand, the number of papers that have a theoretical focus, along with literature reviews, reports or book reviews (48 per cent), is almost similar to that of case studies (52 per cent). Nevertheless, it should be mentioned that literature reviews, editorial reviews, reports and book reviews mention the research papers included in the research paper section (Figure 2).

Clearly, more than half of the research has been carried out in European universities or institutions (54 per cent), which shows the high impact that the recommendation has had in Europe, both in terms of case studies and theoretical reflection. Despite cultural differences, Asia, and Chinese universities in particular (25 per cent), are increasingly incorporating this new urban heritage management into their research. The presence of the HUL recommendation in the Americas (14 per cent) is generally incipient, while in Oceania (2 per cent) and Africa (3 per cent) it is practically insignificant. In the section 'several continents', there are two theoretical articles, one written between Asia and North America (O'Donnell and Turner, 2012) and the other between Europe and Oceania (Whitehand and Gu, 2010). The other two papers are a review of case studies from all continents (Margottini, 2015; Rey-Pérez and González Martínez, 2018) (Figure 3).

Finally, taking Table I as a starting point and regarding the HUL concept and approach, a UL group has been identified with 23 papers, which, despite including the words 'Historic Urban Landscape' in their title, abstract or keywords, does not mention the UNESCO
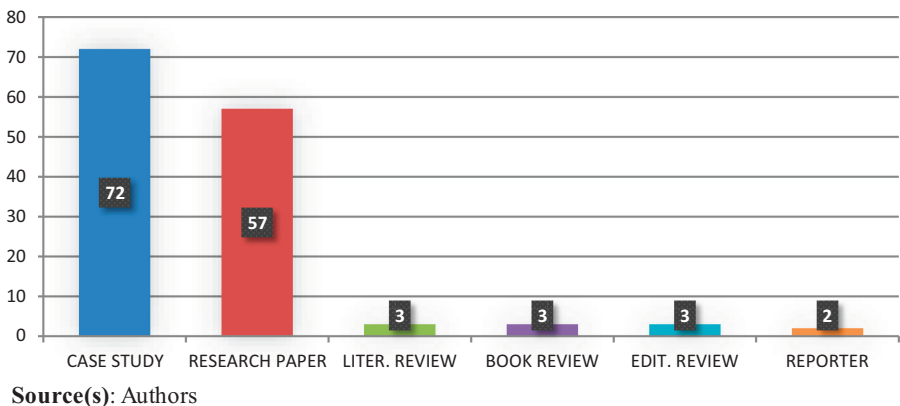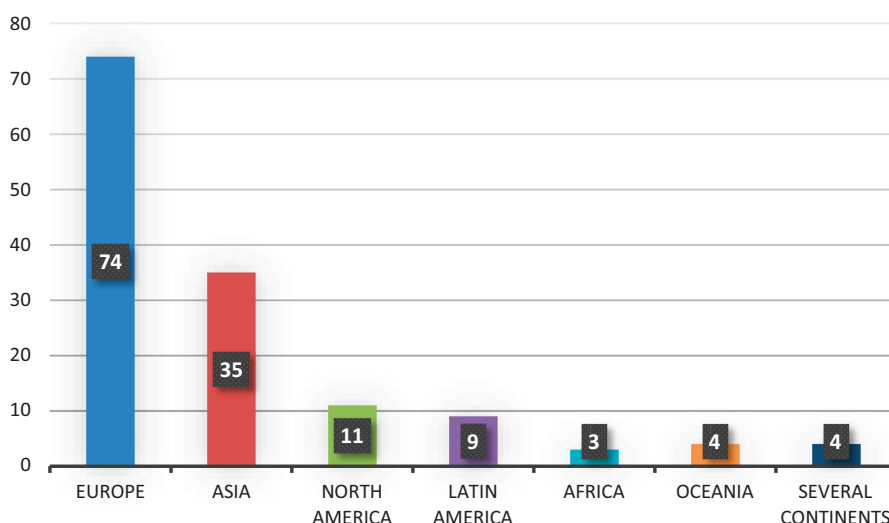
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Recommendation either in their bibliography or in the text. These are 17 case studies that address landscape analysis as a visual concept and linked to urban problems. Likewise, an AL group featuring 35 papers has been identified which refers to the UNESCO Recommendation and is aware of the novelty of its content, but nevertheless has a different purpose for its research. In this case, the majority of papers that have worked with this approach have been case studies (29 out of 35). A UU group has also been identified featuring one theoretical paper and four case studies. Despite not mentioning the HUL recommendation, they propose intervention strategies in cities which are very close to the HUL concept and approach. Finally, an AU group has been identified with 77 papers that have addressed the HUL concept in accordance with the HUL approach and concept. These papers highlight the problem of heritage conservation in relation to sustainable urban development, mentioning the importance of interdisciplinary action and active citizen participation. It also mentions the four tools and six steps suggested by UNESCO for their implementation, as well as preparatory meetings prior to the recommendation. At this point in understanding both the concept and approach of the recommendation, there are a greater number of theoretical papers (55 out of 77) (Figure 4).

Discussion-theoretical papers (68 papers)
As previously mentioned, 48 per cent (68 out of 140 papers) of all the research papers that have been reviewed deal exclusively with theoretical aspects, which were published between 2009 and 2019. First of all, six of the theoretical research papers (UL group) written between 2010 and 2016 refer to the HUL concept from a solely visual perspective, without any mention of UNESCO text on this subject matter and with no reference to the holistic dimension of the HUL established in the definition. In fact, in these papers, the approach is considered to be a morphological process (Kulesza, 2014; Whitehand and Gu, 2010), focusing on the historic centre (Caterina, 2016; Sonkoly, 2016a, 2016b) or considering the sites inscribed on the WHL (Kuleshova, 2013). One paper has been assigned to the UU group, even though it does not mention the recommendation. The author addresses the human–environment interaction, and considers tangible and intangible heritage and the different meanings and values

Figure 4.
Number of papers,
according to the HUL
approach and
definition
implementation
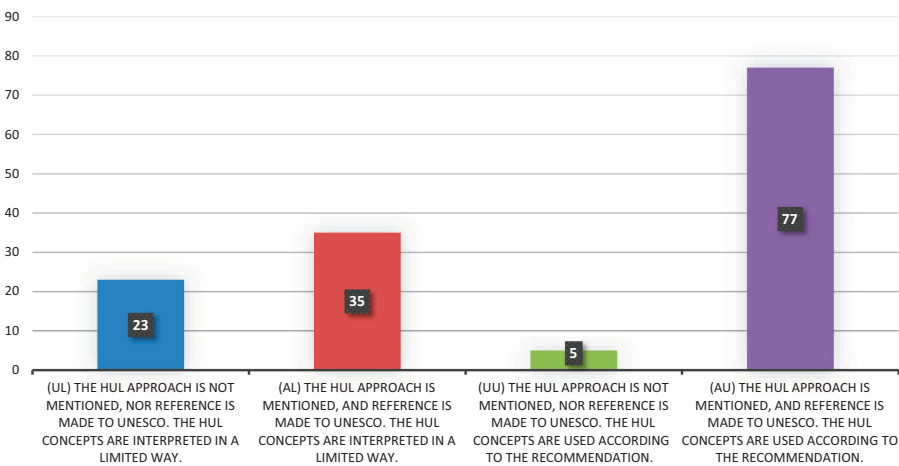
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attached to spaces and cultural practices (Alves, 2014), all of which place him very close to the HUL approach. Despite making reference to the Recommendation, two out of the six papers included in the AL group limit the use of HUL to a visual question (Buccaro, 2015; Kepczynska-Walczak and Walczak, 2013). The other four use the HUL approach to support their theoretical frameworks even though these papers are focused on other concerns. The HUL approach has been mentioned to defend multidisciplinary sustainable practices related to urban heritage and included in modern city planning and development (Guzman *et al.*, 2018, p. 2). It is used to justify heritage management, which values identifying the different layers and significance of historical places (Dastgerdi and De Luca, 2018), incorporating the OUV (Ronchini, 2019, p. 184) and justifying the incorporation of nature or the land as another layer in the cultural construct (Navickiene and Riaubiene, 2018, p. 15).

Nevertheless, the most significant group is the AU group as this includes 55 research papers (81 per cent of the theoretical papers) whose authors have displayed a deep understanding of the Recommendation. In addition to reviewing the Recommendation, they have also been able to identify the challenges it poses, suggest improvements and apply it in local contexts as well as critique it. These papers have been divided into seven categories according to their content. The first group of papers outline the Recommendation, identifying the strengths and weaknesses of the HUL approach, remarking on (1) the drive to place culture at the heart of local development agendas and in line with the 2030 Agenda for sustainable development, with the New Urban Agenda (Habitat III) and urban planning models for the twenty-first century (Pino, 2018; Rodwell, 2018; Santander *et al.*, 2018, (2) the importance of conceptualising the city's historical focus (Pino, 2018, p. 2), (3) the prominent role of citizens in decision-making (Khalaf, 2018) (Colavitti and Usai, 2019; Khalaf, 2018, p. 44; Pino, 2018), (4) the role of the HUL approach in taking advantage of singular local contexts (Casini, 2018; Ginzarly *et al.*, 2019a) and the right to the city (Markevičienė, 2011) and (5) the HUL approach as an example of how national and local government can work together in heritage management, identifying heritage as of national interest and fighting in this way against globalisation (Casini, 2018). Moreover, the potential application of the HUL approach to promote social sustainability through intangible heritage (Turner, 2015), as well as the importance of the role of heritage and cultural diversity as tools to understand urban resilience during the integrative process of implementing the HUL approach, has also been

discussed (Turner and Singer, 2015b). Likewise, change management, which places the focus not on values but on attributes, and where the HUL approach appears as a dynamic concept, has also been considered (Taylor, 2016; Veldpaus *et al.*, 2013; Zancheti and Loretto, 2015). And, finally, the texts also address the manner in which the HUL approach contributes to an increase in the impact of cultural heritage conservation in terms of creativity; resilience and sustainability; the systematic dimension and interrelationships that the HUL approach entails; and, of course, the integration of heritage conservation in planning (Girard, 2013, p. 4342).

A second group of papers has also reviewed the Recommendation but has focused more on its conceptual absences and the difficulties in its implementation. It claimed that the HUL definition is too ambiguous due to its landscape approach which makes it difficult to limit the subject of the study (De Urbina, 2018), as well as the lack of consensus in its definition by specialists (De Urbina, 2018; Rodwell, 2018; Siguencia Ávila and Andrade, 2018). It also refers to the lack of clarity in defining acceptable limits for change (De Urbina, 2018; Santander *et al.*, 2018, p. 2, 4), the fact that the Recommendation did not specify its position in relation to the concept of authenticity (Khalaf, 2018; Rey-Pérez and González Martínez, 2018; Rodwell, 2018) and the absence of methodologies or tools in the Recommendation to implement the HUL approach (Santander *et al.*, 2018, p. 8). For example, audits to evaluate case studies that have already been implemented (Rodwell, 2018, p. 200). Difficulties in implementation remain the responsibility of administrative bodies and include the following issues: the difficulty of connecting local administrative frameworks with the HUL approach (Jokilehto, 2015; Santander and Garai-Olaun, 2016) as in the case of Canada, which is demanding the inclusion of aborigines in the Recommendation in order to define them as stakeholders (Jessiman, 2016); the difficulty of incorporating more disciplines in order to identify heritage assets in detail (Ginzarly *et al.*, 2019a; Khalaf, 2018; Rodwell, 2018); the need for greater and real participation (Jokilehto, 2015); the need to create new tools which integrate conservation, management, development and planning disciplines (Ginzarly *et al.*, 2019a, p. 14); and identifying the fact that the administrations have not changed their mentality regarding the HUL approach which is a key problem (Santander *et al.*, 2018, p. 7).

A third group of papers identifies aspects of the Recommendation which should be included in its urban heritage management policies. For example, taking advantage of contextual factors such as natural resources and site geography (Caballero, 2016), as well as social and participatory aspects (Colavitti and Usai, 2019, p. 444–445; Pino, 2018; Ronchini, 2019). A fourth group of papers reflects on the development of tools which improve the implementation of the HUL approach. The inclusion of new technologies, such as participatory websites, as indicated in the Recommendation, improves the intangible dimension of heritage as well as its accessibility (van der Hoeven, 2018, 2019). In addition, a multidimensional / multi-stakeholder evaluation has been drawn up (Gravagnuolo and Girard, 2017) to provide suggestions for making implementation more operational, and an in-depth study has been carried out to determine which tools can be used for its implementation, as in the case of a social enterprise as an effective socio-economic tool (Angrisano *et al.*, 2016; Ragozino, 2016).

Likewise, we have identified a fifth group of papers which limits itself to considering how the heritage concept has evolved. In these papers, the HUL approach has been used solely in the final phase in order to affirm the use of this new tool which serves to promote urban development by taking into consideration both sustainability and urban conservation considerations (Bandarin and Van Oers, 2012; Erkan, 2018; Goetcheus and Mitchell, 2014; O'Donnell and Turner, 2012; O'Donnell, 2016; Pereira Roders and Van Oers, 2012; Taylor, 2015; Trindade-Changas, 2010). Although few and far between, several book reviews, which reinforce the need for this new heritage approach, have also been found (du Cros, 2013; Palaiologou, 2017; Porfyriou, 2013; Rodwell, 2009; Taylor, 2014).

Bandarin and Oers' book (2015) constitutes the sixth group, which, as Veldpaus (2015) explains, reviews the different disciplines that should be incorporated into the HUL approach. These include geology and hydrology (Margottini, 2015), urban morphology (Bianca, 2015) and archaeology (Williams, 2015). Likewise, the six critical steps recommended for the implementation of this approach, including cultural mapping (Turner and Singer, 2015a), impact analysis (Jigyasu, 2015) and the development of an urban framework (Siravo, 2015), have also been considered in addition to the four tools which include citizen engagement (Smith, 2015), financial issues (Rypkema, 2015), regulatory systems (O'Donnell, 2015) and knowledge and planning tools (Hosagrahar, 2015). Finally, the seventh group features a couple of cases which review case studies. One of these is the Spanish case which maintains that implementation of HUL is nonexistent in this country (Pino, 2018, p. 19). The other describes the implementation of HUL in Latin America using the six critical steps and showing how its implementation is difficult due to the lack of definition for the roles of different groups (society, academia or private business) (Siguencia Ávila and Andrade, 2018).

The thematic clustering proposed by the 55 papers reviewed (81 per cent of the theoretical papers) highlights the most remarkable and innovative aspects of the Recommendation with regard to the way urban heritage is managed. This research shows that in the academic sphere, an effort is being made to (1) understand and incorporate the holistic dimension and landscape focus proposed in the Recommendation in relation to the heritage concept and its management, (2) make a review of everything the HUL concept and approach implies and affects and (3) explore how to improve the implementation of the HUL approach in local contexts. It can therefore be said that while the Recommendation's theoretical approach has been explored from different angles, they have all reviewed the Recommendation's content and understood it. Therefore, there is no need to discuss different definitions of the HUL concept or gaps in knowledge, but rather different approaches. Furthermore, in relation to its theoretical approach, the six steps have only been mentioned in 12 papers and always in reference to implementing HUL in local contexts and including citizens in decision-making (Bigio, 2015; Colavitti and Usai, 2019; Jigyasu, 2015; Turner and Singer, 2015a; Van Oers, 2015; Veldpaus *et al.*, 2013) (Angrisano *et al.*, 2016; Bandarin, 2012; Ginzarly *et al.*, 2019a; Gravagnuolo and Girard, 2017; Pereira Roders and Van Oers, 2012; Siguencia Ávila and Andrade, 2018). Yet, at present, there is no discussion beyond this mention in the theoretical papers.

Discussion – the HUL cities and the six-step process (80 case studies and 72 papers)

Despite the fact that there are 72 papers which examine case studies, several papers look at more than one case, adding another 13 cases. Therefore, we could talk about 85 case studies in total. However, as five papers overlap with cases already discussed (Ballarat, Cuenca and Dresden), the final number is reduced to 80 case studies (Figure 5). Most cities used as case studies are located in Europe (39) (half cases are Italian) and Asia (26). Likewise, it is worth mentioning that out of all of the case studies, this research has only found one located in Oceania (Ballarat, Australia), seven in Latin America, four in North America, (all in Canada) and three in Africa.

As with the theoretical research, it has been determined that 17 out of the 80 case studies correspond to the UL group. This means that they use the expression 'Historic Urban Landscape' but do not associate it with the UNESCO recommendation, nor do they use it with the same meaning and sentiment as the Recommendation. More specifically, they use this expression when they refer to the historic city landscape rather than any deeper connotation, nor in relation to other elements. Some use the term 'Historic Urban Landscape' to speak of visual or scenic aspects and only consider the city's composition or image (Cassatella and
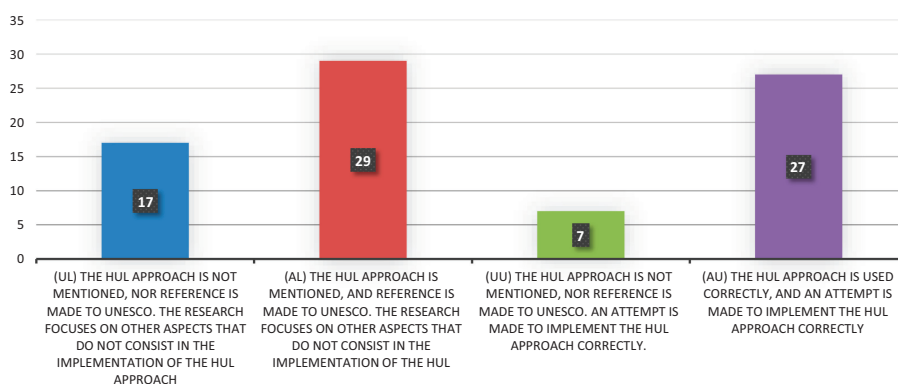
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Figure 5.
Number of case studies
papers

Carlone, 2013; Jaglarz, 2020), which means that the appearance of this term seems to be somewhat coincidental. This is true in the case of Vinnytsia in Ukraine which aims to understand local identity from transformations undertaken in its urban space (Melnychuk and Gnatiuk, 2019) and only mentions the term in the abstract. In this sense, the majority of the case studies cover historic areas which are facing problems of urban growth or abandonment and areas which need to be studied in order to highlight heritage values (Denison *et al.*, 2017; Ferdous, 2016; Franco Ossa, 2015; Gigliarelli *et al.*, 2015; Karim, 2016; Khirfan, 2013; Kösebay Erkan, 2013; Martone, 2015; Rooney, 2014; Sepe, 2015; Sinding-Larsen, 2012). This can be seen in the Naples case study which focuses on buildings in the historic centres (Guadagnulo and Paolillo, 2012); the case of the San Antonio Mission Historic District, which discusses sustainable tourism strategies (Doganer, 2017); and the Maharashtra case study in which the importance of festive-ceremonial events on the city's changing landscapes is considered (Sahasrabudhe and Kashyap, 2016).

However, in 7 out of 80 case studies corresponding to the UU group, the focus of the case study is very similar to the HUL approach despite not actually mentioning the recommendation. In addition to identifying more than three of the steps mentioned in the HUL approach, each case is holistic, taking into consideration the territory, all the layers that make up the city and have been identified in the HUL definition, citizen participation, the identification of vulnerabilities and holistic proposals for development plans. Likewise, they consider the way urban and heritage policies are drawn up and actions are prioritised. The approach used in each of these case studies is similar to the approach detailed in the HUL Recommendation as seen in the way citizens are incorporated into urban conservation and urban planning processes in the case of Hamilton (steps 1, 2 and 3) (Angel *et al.*, 2017); the consideration of commercial areas, rail networks, public spaces and social aspects of heritage whilst focusing more on regeneration that benefits the community rather than tourism (steps 1, 3, 4 and 5) (Dhingra *et al.*, 2017); the revelation in the Suakin case study of the failure to connect participation in the management plans and of the need for improved development of intangible assets as identified by citizens (steps 1, 3, 4 and 5) (Taha, 2014); and the proposal for the Annia Popilia network to be a driving force for sustainable development and cultural, social and economic growth for the urban centres it touches, whilst respecting archaeology, architecture, arts, popular traditions, oenology and gastronomy, music and active participation (steps 1, 4 and 5) (Genovese, 2019, p. 351). Cases in Asis, Chester and Amsterdam have also been referenced due to the fact that their approach and focus are very similar to the HUL approach even if their plans were developed long before the Recommendation was drafted (steps 1, 2, 3 and 4) (Siravo, 2015).

In all, 29 out of 80 case studies correspond to the AL group. This section includes those case studies that correctly refer to the HUL concept and approach, emphasize issues of interest from the recommendation, for example, that it is important to incorporate the community in decision-making (Yin *et al.*, 2019), and talk about the different layers that make up the landscape. However, their case studies then go on to analyse or focus on other issues that do not look at how to implement the recommendation. These case studies focus on issues such as (1) the demand for participatory management and the implication of the community in managing a World Heritage Site contributing a conceptual framework and a methodological focus (Dormaels, 2016), (2) the recognition of non-exceptional landscapes which nevertheless are representative of collective memories and identities, mentioning the multi-valued and multi-layered concept (De Medici *et al.*, 2018; Psarra, 2018, p. 250; Sykes and Ludwig, 2015, p. 16), (3) the importance of identifying landscape resource attributes and value categories from a landscape perspective (which and where) so that decision-making is consolidated regarding change management (Sanjbod *et al.*, 2016, p. 185) (4) the need to identify tangible and intangible heritage resources as a contribution to sustainable socio-economic development (Lee *et al.*, 2018, p. 549; Sepe, 2014, p. 1154), (5) the intersection of heritage practice, urban planning and informal communities (Weiss, 2014), (6) the need to understand the city connected to the territory (De Medici *et al.*, 2018; Fernández Adarve, 2015, p. 36), (7) the need to preserve symbolic, socio-economic and physical characteristics as a whole (García-Hernández *et al.*, 2017, p. 2), (8) the role of modern architecture and its harmonious integration visually (Rodwell, 2008, p. 102), (9) the close relationship between architecture, sustainable urban development and landscape (Psarra, 2018, p. 251), (10) the interest in applying the HUL approach, making reference to the importance of incorporating citizen participation (Lee *et al.*, 2018, p. 550) in order to avoid the commodification of heritage (González Martínez, 2017), (11) the contribution of cultural heritage in sustainable development (Appendino and Giliberto, 2018, p. 212, 219; Appendino, 2017), (12) taking into account the urban context's economic sustainability to value the cultural heritage (Berg, 2018) or (13) the need to consider the HUL approach as an integral part of economic and social development policies (Shamsuddin *et al.*, 2012).

Likewise, other case studies have aimed to research new ways of incorporating the community's vision when defining cultural values and attributes that characterise HUL. References have therefore been made to using social media to collect new information on values and attributes (Ginzarly *et al.*, 2019b) or surveying people in the street in order to discover the community's vision and perception of its heritage areas (Amat, 2018; Ginzarly and Teller, 2018). Technology has also been identified as the most common tool used to try to define values and attributes of the historic urban landscape as faithfully as possible to the Recommendation (García-Hernández *et al.*, 2017; Sanjbod *et al.*, 2016; Widodo *et al.*, 2017). In this sense, Amoruso's research offers an in-depth study into the many different digital tools and methodologies which can be used in the mapping phase, justifying this process in detail in accordance with the HUL definition (Amoruso, 2015). There are, however, also cases which, despite justifying the need to engage with heritage using the HUL approach, focus more on how to analyse historic buildings in depth (Xie, 2019) and treat conservation as an iconic or visual topic (Causevic *et al.*, 2019). Finally, there are also cases which have focused their research on the appropriateness of using the HUL approach as a guide in compiling records that can be used for WHL applications as it will make monitoring and management easier (Gaillard and Rodwell, 2015; Gaillard, 2011; Guoping, 2014; Li *et al.*, 2014). All in all, we have compiled a compendium of case studies which use aspects from the Recommendation which they deem of interest when analysing a specific aspect in a specific case study. This approach increases the amount of research which has used the HUL approach to add depth to their research and which have applied specific parts of this new way of approaching urban

heritage to their case study. These examples do not identify more than two of the steps mentioned in the HUL approach.

Finally, the AU group contains 27 case studies, which, in addition to making reference to the recommendation and understanding the HUL concept, understand the HUL approach and attempt to implement it in some cases, and develop proposals of how to implement it while waiting for the relevant town council to choose to activate it in others. As mentioned in the theoretical framework, these 27 cases have also all proposed a concrete way of following at least three of the six steps set out in the Action Plan. Due to the various possibilities of choosing some steps and not others, we can see which steps have been implemented the most and least, and how this affects the viability and success of implementing the HUL approach (Figure 6).

As can be seen in Table II, out of all the steps which have been implemented, step 1 appears in all case studies. For this step, comprehensive surveys and mappings of the city's natural, cultural and human resources were carried out. Within this group, the aim was to determine how heritage is considered in the case studies. Findings have shown that in the majority of the case studies (25), the city has been analysed from a landscape perspective, and in 23 of the case studies, the composition of the different layers of the urban ensemble has been highlighted. In this phase, it was also possible to find out whether or not the values definition had been drawn up using the most recent data, as well as determining which tools were used for data collection. It is worth mentioning that they do, however, refer to a technology-driven approach for heritage management. In this sense, the most common data management tool used was GIS, especially when trying to work with a holistic and cross-sectional approach to heritage management (Buckley *et al.*, 2016; Carone *et al.*, 2017; Margottini, 2015; Murphy *et al.*, 2016; Rey-Pérez and Siguencia, 2017; Rey-Pérez and Valencia, 2018; Siguencia and Rey-Pérez, 2016; Yang *et al.*, 2019).

In step 2, the research aim was to find out the extent to which citizens participated in the urban intervention processes and to determine whether or not governance had ever been considered as an option for these processes. Out of the 27 cases, only 10 made any reference to
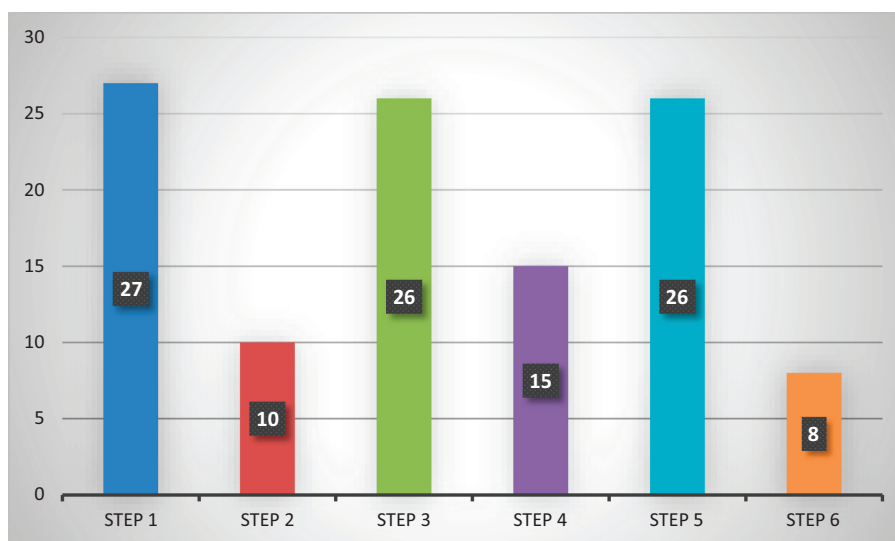
Source(s): Authors

Figure 6.
Case study. Steps
summary

N^o	Author(s)/city	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	N^o Step	Actions	City
1	Verdini *et al.* (2017)	1	1	1	1	1	1	6	1	Shuang Wan Cun, China
2	Carone *et al.* (2017)	1	0	1	0	1	0	3	0	Naples, Italy
3	Buckley *et al.* (2016), Murphy *et al.* (2016), Rey-Pérez and González Martínez (2018)	1	1	1	1	1	1	6	1	Ballarat, Australia
4	Hill and Tanaka (2016)	1	0	1	1	1	0	4	0	La Havana, Cuba
5–6	Bonfantini (2015)	1	0	1	1	1	0	4	0	Genova and Bologna, Italy
7–14	Margottini (2015)	1	0	1	0	1	0	3	0	Orvieto and Venice (Italy), Bamiyan, Shahr-e-Zuhak and Jam (Afghanistan), Orongo-Easter Island (Chile), Tiuanacho (México), Machu Picchu (Perú)
15	Kudumovic (2015)	1	0	1	1	1	0	4	0	Valley of the Bosna River, Bosnia and Herzegovina
16	Sil Shin *et al.* (2015)	1	1	1	0	1	1	5	0	Namwon City, Korea
17	Smith (2015)	1	1	1	0	1	0	4	0	Toronto, Canada
18	De Rosa and Di Palma (2013)	1	1	1	1	1	1	6	0	Naples, Italy
19	Bonadei *et al.* (2017)	1	1	1	0	0	1	4	1	Bergamo, Italy
20	Yang *et al.* (2019)	1	0	0	1	1	1	4	1	Strasbourg, France
21	Wang *et al.* (2019)	1	0	1	1	1	0	4	0	Xian City, China
22	Yan (2018)	1	1	1	1	1	0	5	1	Kulangsu, China
23	Rey-Pérez and Valencia Avellán (2018)	1	0	1	1	1	1	5	0	Guayaquil, Equator

(*continued*)

Nº	Author(s)/city	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Nº Step	Actions	City
24	Bhowmik (2018)	1	1	1	1	1	0	5	1	Kolkata, India
25	Della Spina (2018)	1	1	1	1	1	0	5	1	Crotone, Italy
26	Fabbricatti and Biancamano (2019)	1	0	1	1	1	1	5	0	Torre Annunziata, Italy
27	Rey-Pérez and Siguencia Ávila (2017), Rey-Pérez et al. (2018), Siguencia Ávila and Rey-Pérez (2016)	1	1	1	1	1	0	5	0	Cuenca, Equator

Source(s): Authors

Table II.

step 2, and in all of these, citizen participation was discussed, while the concept of governance was only referred to in two cases (Buckley et al., 2016; Murphy et al., 2016; Sil et al., 2015). It is much more usual to see step 3 included in proposals to implement the HUL approach rather than step 2. This is confirmed by the fact that 26 out of the 27 cases have included the process of evaluating the vulnerability of the heritage attributes to change and development. This highlights the familiarity that exists in identifying vulnerable areas in urban areas. When identifying vulnerable areas, the following indicators are still important: bad state of conservation of buildings and public spaces (19), poverty, neglect and dilapidation (12) and even more areas are affected by the non-existence of proper policy management (14) which makes it difficult to implement the HUL approach. To a lesser measure, some vulnerable areas are included due to natural disasters (10), terrorism (8) and problems of trust among neighbours (4).

Implementing step 4 has also been difficult due to the fact that it is currently difficult to find case studies which have implemented an urban development plan based on its identified heritage values and attributes. However, we have found 15 out of the 27. Step 5 is another of the most frequently implemented steps (26/27), which prioritises conservation and development actions. The interesting thing to emerge from this step has been the fact that the different case studies have had different focuses, and this has affected which actions they have prioritised in order to achieve conservation and development. As in step 3, the main actions prioritised are related to conserving cultural heritage (16) and urban regeneration (15). Nevertheless, priorities such as quality of life (12), sustainability (12), environment (12), social cohesion (9), housing policies (8), competitiveness – demands of the global metropolis – tourism (8) and, to a minor extent, health (4) reveal that, thanks to the HUL approach, urban heritage management is starting to find relevance in other issues which affect the life of the city. Regarding the implementation of step 6, only eight cases have been identified, demonstrating the difficulty inherent in extending the city work beyond town councils or even to imagine this as a possibility.

Finally, only seven case studies have been found, which, in addition to proposing how to implement the HUL approach, have developed certain actions as a result of this approach. These data reveal two issues: firstly, that the academic field is still more concerned with

theoretical reflections on the Recommendation rather than with implementing it; and secondly, it makes it apparent that implementing the HUL approach is still scarcely viable, as only two case studies (Ballarat and Shuang Wan) have taken on the HUL approach, implementing the six steps and developing actions as a result of this implementation (Verdini *et al.*, 2017) (Buckley *et al.*, 2016; Murphy *et al.*, 2016; Rey-Pérez and González Martínez, 2018).

The fact that step 1 has been implemented in all 27 case studies shows that the HUL concept and approach expressed in the Recommendation has been widely understood. This is evidenced by the fact that all the case studies mention the different layers which form the urban ensemble and the landscape beyond the historic centre. The same thing can be observed in steps 3 and 5. The almost full implementation of these three steps can be understood in two ways. On the one hand, 35 per cent of the practical cases (27/80) display innovative ways of managing heritage and are in accordance with the HUL approach in terms of identifying heritage attributes and values, even though this only holds for one-third of the total. The other reading is that the absence of the rest of the steps reveals the gaps in the HUL concept and approach. This mainly relates to incorporating citizens in decision-making; creating a framework for urban development which integrates information gathered in steps 1, 2 and 3; and establishing local partnerships, both public and private, to make urban heritage management truly more participatory and inclusive. Coincidentally, these aspects, which are absent in the practical cases, have been those most questioned and criticised in the theoretical papers, which consider them to be obstacles that need to be overcome in order to make implementing the Recommendation more viable.

Conclusions

At this present time, the HUL focus is more prevalent in Europe, which is probably due to the influence of UNESCO and European tradition in research into heritage. However, we should also mention the increase in research into the HUL approach in China, which reflects the actions of Chinese universities in urban heritage issues. The Americas, Africa and Oceania have made very little contribution to this issue. Until now, the HUL approach has given equal weight to theoretical papers and practical cases. However, our results show that academia is diverting interest to implementing HUL in different contexts, as they believe it is necessary to test it in order to refine the tools, strategies and six critical steps.

Whilst the phrase 'Historic Urban Landscape' is broad and can be understood and interpreted in different ways, the HUL concept and approach has been studied, reviewed, criticised and understood by academia as seen in the wide range of papers which have examined the Recommendation from several perspectives. The fact that most of the papers combine qualitative and quantitative methods and that it is necessary to combine different types of approaches in order to address the different aspects of HUL, reflects the scale of urban heritage. References to HUL from a morphological or visual perspective are few. This gap is more present in papers from around 2013, and it seems to have narrowed more recently as it is nonexistent over the last four years. Ultimately, there is not one single definition of the HUL concept and approach. Rather, there are different focuses which address different aspects of the Recommendation based on a holistic heritage focus.

Regarding the case studies, the literature review has revealed that community participation is not active in decision-making, nor is it expected. Likewise, other local partnerships have not been incorporated, and it is unclear who is responsible for urban heritage management. Some authors believe that to implement the HUL approach, the role of the community in the urban planning policy and practice is the critical factor (Rodwell, 2018, p. 18), and the fact that steps 2, 4 and 6 are scarcely developed deeply weakens the implementation of the HUL approach. Another issue is the difficult relationship between academia and local governance due to the lack of practical cases which have put in place actions *in situ* as a consequence of implementing the HUL approach.

To see if implementing the HUL approach is having a real effect on the process of heritage planning, each project should be examined individually and benchmarks should be established to compare case studies that have all implemented four, five or six steps. The way to assess the success of the HUL approach and its viability is by identifying actions that have been developed as a consequence of implementing the HUL approach and knowing how it has impacted society. The aims are clear: research how to facilitate the implementation of steps 2, 4 and 6, and test them in case studies with different contextual focuses as there are many differences between regulatory and legal systems, both within the same country and among different countries (Ginzarly *et al.*, 2019a; Ronchini, 2019). Ultimately, the literature tells us that there are different focuses depending on the context as well as different levels of implementing the HUL approach. The important thing is to work to mitigate identified weaknesses as these are the challenges put forward by the Recommendation. Without a doubt, debate around the HUL approach remains ongoing, and case studies are necessary in order to test its viability.

As soon as the academic world has fully come to terms with the HUL approach, there will be a notable increase in the number of research projects considering this topic, and as such there will be more publications on this subject matter. At the moment, the main initiatives are still led by UNESCO (headquarters in Europe) and Whitrap (headquarters in China), which explains why the majority of the case studies are located in these areas. In order to further these studies, it is necessary to include national reports, local planning proposals or any other similar unpublished literature. By including the studies which have been carried out by local administrative bodies, it will be possible to include more cities where the HUL approach is being implemented rather than just the ones that can be found in academic articles.

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