



United Nations
Educational, Scientific and
Cultural Organization



World Heritage
Convention



The World Heritage Institute of Training and
Research for the Asia and the Pacific Region
under the auspices of UNESCO

联合国教科文组织

《关于历史性城镇景观（HUL）的建议书》在中国的实施

上海议程

Shanghai Agenda

for

The Implementation of UNESCO Recommendation on

Historic Urban Landscape (HUL) in China

2014 年 12 月 10 日在中国上海
2015 年 1 月 10 日修改
2015 年 4 月 12 日再次修改稿
2015 年 5 月 15 日第三次修改稿
Shanghai, China, on 10 December 2014
First revision on 10 January 2015
Second revision on 12 April 2015
Third revision on 15 May 2015

1. 城镇及其发展关系到人类发展的福祉

Cities and their development as a key factor to human welfare

在当今全球化和城镇化的进程中，城镇在保障人类幸福与健康，促进社会的创造性、文化的多样性以及物质和非物质文化遗产的保护和可持续利用方面，都肩负着重大的责任。

In today's globalizing and urbanizing world, cities are of great importance to the protection of human welfare and health, the development of social creativity and cultural diversity, as well as the conservation and sustainable use of tangible and intangible cultural heritage.

我们提倡形成一种不具破坏性的且能够在过去、现在和未来之间建立连续与和谐关系的城镇空间和社会关系，以维护人类文化的创造性和多样性，共同保护城镇的文化遗产资源，提升城市的吸引力和韧性，改善民众的生活品质，实现更为可持续的城镇发展。这也是 2011 年通过的联合国教科文组织《关于历史性城镇景观的建议书》的核心所在。

We express the need to develop a non-disruptive and more harmonious continuum between the past, present and future in terms of urban space and social relations, so as to preserve the creativity and diversity of human cultures, to safeguard the cultural heritage resources of cities, to increase cities' resilience, to improve their attractiveness and quality of life for citizens and thereby to achieve a more sustainable development, all of which is also at the heart of the 2011 UNESCO *Recommendation on the Historic Urban Landscape*.

2. 中国城镇文化遗产保护面临的挑战

Challenges for urban cultural heritage conservation in China

中国在快速的城镇化进程中，不可持续的发展过程也对城镇文化遗产造成了诸多的损害。今天，城镇文化遗产保护面临的挑战是多方面的，包括城镇转型发展带来的压力、遗产地发展旅游业的诉求、地方政府之间的相互竞争等等方面。

如何在不同情境下处理保护与发展、新与旧、历史与当代之间的关系，《关于历史性城镇景观的建议书》为我们寻找应对这些挑战的对策提供了新的视角与思路。Urban cultural heritage in China has been greatly affected by its rapid urbanization and the unsustainable development process. Its conservation is being challenged in different grounds today, including the pressures of urban transformation, the needs at heritage sites to develop tourism, the competition among local governments, to name but a few. How can we deal with the relations between protection and development, the new and the old, as well as the past and the present in different situations? UNESCO's *Recommendation on the Historic Urban Landscape* provides us with new perspectives and ideas when looking for solutions to these challenges.

3. HUL 的核心思想与方法

The concept and approach of HUL

“历史性城镇景观”并不是指一种遗产保护对象，它是处理“城镇环境与自然环境之间、当代及后代需求与历史遗产之间平衡且可持续关系”的一种视角与方法。“历史性城镇景观”将不同历史时期人类活动在城镇空间上表现出来的层积性作为认识城镇文化遗产价值完整性的出发点，既包括了历史环境，同时也不排斥当代空间与建筑的意义。

“Historic Urban Landscape” does not refer to a heritage category to be protected, but rather to a perspective and an approach, which can be applied to deal with “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”. HUL is a tool to understand the integrity of urban heritage values based on the recognition of the layering of values existing in any city as the result of human presence through history, recognizing both the needs of historic environment and those of modern urban spaces and architecture.

“历史性城镇景观方法”拟通过对城镇空间中具有历史性意义的结构、场

所及其他传统文化元素的判别，以及对其形成背景和演变脉络的分析，识别城镇在动态变化中的文化身份和特征。通过一系列步骤提供一条积极的城市保护与发展路径，即在坚持国际公约所明确的保护原则的基础上，充分考虑区域性环境的背景因素，借鉴地方社区的传统与观念，以此在社会转变中去有效地管理既有城镇空间的变化，确保当代干预行动与历史环境中的遗产和谐共处。

The HUL approach aims to recognize the dynamically changing identity and character of cities through the identification of the structures, places and other traditional cultural elements of historical significance in cities and through the analysis of their historical contexts and evolution. The Historic Urban Landscape approach, by taking into account local context, provides a positive path to urban conservation and development through a series of steps. The process must be informed by the traditions and perceptions of local communities while adhering to internationally accepted standards of conservation, in order to effectively manage changes that existing urban space have been undergoing in their social transformations and to ensure that contemporary interventions are harmoniously integrated within the historic setting.

4. HUL 在中国实践的路径建议

Proposals for the application of HUL in China

“历史性城镇景观方法”认为当代建筑对在历史文化环境中注入新的活力和提升历史文化环境的吸引力具有积极的作用，因而其并不拒绝在历史环境中介入当代的建筑与空间元素，而是着力寻找建立两者之间平衡关系的途径。这种平衡关系的建立需要针对不同历史环境的具体特征统筹考虑当代元素介入的类别。

The HUL approach considers that contemporary architectures have positive effects in revitalizing historic settings and thus increasing their attractiveness. Therefore, rather than opposing the interventions of those contemporary buildings or elements in historic settings, the HUL approach seeks to establish a harmonious continuity between the two based on a thorough consideration of the type of the interventions

that fit the character of specific historical contexts.

2012年10月12日至13日在上海举办了一次历史性城镇景观国际学术会议，期间确立了联合国教科文组织《关于历史性城镇景观的建议书》在中国实施的三大目标，对“变化”的管理、当地民众生活条件的改善和城市保护良性循环的建立。

During the expert meeting on Historic Urban Landscapes, on 12 and 13 October 2012 in Shanghai, three objectives were identified for the implementation of the UNESCO *Recommendation on the Historic Urban Landscape* in China: a. the management of ‘change’, b. the improvement of living conditions for local populations and communities, and c. the creation of a virtuous cycle in urban conservation.

因地制宜地制定各自的实施路径是《关于历史性城镇景观的建议书》的价值所在。根据教科文组织大会第36C/23号决议中有关“历史性城镇景观”的行动纲领，建议在中国可以开展以下行动：

It is essentially important to adapt the implementation of *the Recommendation* to local contexts. Based on a Historic Urban Landscape Action Plan included in UNESCO’s General Conference Resolution 36 C/23, the following set of actions in China is suggested:

4.1 对“变化”的管理

Management of ‘change’

- (a) 专业调研：对城镇的自然、文化和人文资源进行调研并绘制“历史性城镇景观”文化地图；

Professional analysis: to undertake comprehensive surveys and cultural mapping of city’s Historic Urban Landscape — its natural, cultural and human resources;

- (b) 公共政策：可以通过公众参与，就需要保护以传承后代的遗产达成认同的共识，并确认这些遗产所承载的价值属性；

Public policies: to reach consensus using participatory planning on which heritage needs to be protected and transmitted to future generations, and to determine the attributes that carry these values;

- (c) 影响评估：对新的变化的影响进行科学评估，特别需要关注承载价值的属性特征在社会经济压力和气候变化影响下的脆弱性；

Impact Assessments: to assess the effect of changes in a scientific manner, with special reference to the vulnerability of attributes that carry heritage values, to the socio-economic stresses, as well as to the impacts of climate change;

- (d) 规划管理：可以通过参与性规划以及与利益攸关方磋商等方式，因地制宜地确定整合城镇文化遗产保护和社会经济发展双重规划目标的内容，确定管理空间、社会、经济变化的原则，确定管理空间变化的技术要求；Planning process: to to manage the balance of the goals of urban heritage conservation with those of socio-economic development through participatory planning and stakeholder consultations, to develop the management principles of the physical, social and economic transformations and to formulate the technical requirements needed to manage changes;

- (e) 行动步骤：确定保护和开发行动的优先顺序，以更好地控制变化的节奏。

Phasing: to prioritize policies and actions for conservation and development, in order to better regulate the pace of change.

4.2 当地民众生活条件的改善与社区的发展

Improvement of living conditions for local populations and development of communities

- (a) 民生保障：将当地民众对改善生活条件的诉求放在重要的位置，使民众成为城镇文化遗产保护的受益者；

Improvement of people's livelihood: to give priority to local people's demands on the improvement of living conditions and enable local populations to enjoy benefits from urban heritage conservation;

- (b) 社区发展：为当地社区的发展提供多样化的选择和更多的机会，使社区整体融入城镇发展的环境中，使其成为城镇中最具活力的场所，而不是变成一个空间上、社会上和经济上的“孤岛”。

Community development: to provide diversified options for development for

local communities, to integrate communities into the overall urban development process and make them dynamic places in cities rather than ‘islands’ of preservation that is isolated physically, socially and economically.

4.3 城市保护的良性循环

Creation of a virtuous cycle in urban conservation

- (a) 发展政策：应特别注重地方传统，将城镇遗产资源的价值和脆弱性纳入城镇的整体发展战略框架中，判别遗产资源在利用中的优势与局限性；

Development policies: to integrate urban heritage values and their vulnerability status into a wider framework of city development strategy by valuing local traditions, and to identify factors that facilitate or limit the use of urban heritage resources;

- (b) 实施机制：为每个确认的保护和开发项目建立适宜的合作伙伴关系，为政府各公共管理部门、私营投资部门、业主等不同主体之间的各种相关活动制定协作和协调机制。

Implementation mechanisms: to establish the appropriate partnerships for each of the identified projects for the conservation and development, as well as to develop mechanisms for the coordination of the various activities between different actors, both public and private, as well as individual owners.

5. 面对挑战，协作创新

Collaboration and innovation

“历史性城镇景观”至今还只是一个概念和一种视角。作为一种实现历史城镇可持续发展的方法，尚需要通过实践的积累去归纳总结，需要我们在实践中因地制宜地去研究、建构和完善。

The Historic Urban Landscape, as an approach to achieving sustainable development in historic cities, though so far only a concept and perspective, needs to be further studied, enriched and improved through constant practices in specific contexts.

多学科协作：历史城镇的保护、改造及其现代化，需要不同专业学科领域和实践领域的广泛参与，包括来自城乡规划、城市设计、建筑、考古、地质、环境、保护、社会学等领域的专业人士。研究机构和大学应带头在各自的研究、咨询和教学活动中开展跨学科和多样性的工作。

Collaboration of interdisciplinary research: The conservation, rehabilitation and modernization of the historic city needs the involvement of a broader spectrum of professional disciplines and practices, including urban-rural planners, urban designers, architects, archaeologists, geologists, environmentalists and sociologists, among others. Local research institutes and universities should lead the way in demonstrating interdisciplinarity and diversity in their research, advisory and teaching activities as regards urban management.

利益相关者参与：应当鼓励城镇中其他行动方的参与，如居民、青年、企业家、公司商业经理人、艺术家和媒体等，从而建立起合作机制，推进对历史文化资源的创造性利用。

Involvement of stakeholders: Involvement of other actors in the urban scene should be encouraged, such as residents, young entrepreneurs, corporate business managers, artists and the media, among others, in order to create collaborative mechanisms and optimize the creative use of historical and cultural resources.

地方实践：地方政府是“历史性城镇景观方法”的具体实施者，应当加强与研究机构和大学的持续性合作，并开展多部门协作，推进多规合一，在历史城镇积极开展“历史性城镇景观方法”的探索性实践，开展相关管理和技术人才的能力建设工作。

Local practices: Local governments, as the actors in implementing HUL approach, should strengthen their sustaining cooperation with local research institutes and universities, collaborate with all sectors to promote the integration of different plans, and explore the implementation of HUL approach in historic cities, as well as the capacity building of managerial and technical personnel.

国家推动：“历史性城镇景观方法”旨在保护人类环境的品质，提升城市空

间的生产能力与可持续利用的可能性，促进社会与功能的多样性发展，以期整合城镇文化遗产保护和社会经济发展的双重目标，并进一步为城镇中新开发区域的规划和设计提供理念和方向。从这个意义上看，国家推动《关于历史性城镇景观的建议书》的实施，具有重要的战略意义。

An initiative driven by the State: 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 promoting social and functional diversity, and integrating the goals of urban heritage conservation and those of social and economic development. It also provides ideas for and contributes to orientate the planning and design of newly developed urban areas. Therefore it is of great strategic significance for the State to implement the UNESCO's *Recommendation on the Historic Urban Landscape*.