The Future of Historic Cities/Centres.
Retrospective and Perspectives

The case of Latin America and the Caribbean

(with cross references to sites elsewhere in the world)

As we embark on a new century, we are becoming increasingly conscious that healthy societies and sound economies cannot co-exist in the midst of poverty and environmental degradation.

Many of the environmental problems affecting our planet today stem from our disregard of society's long-term need for resources. At present, there is universal consensus that the concept of economic growth requires a drastic new approach; one which affords justice, equity and opportunity, not just for the privileged few. It is in this spirit that the world would have to head toward a new era of sustainable human development, a development which can evolve without destroying the world's finite natural and cultural resources and carrying capacity, and is aimed primarily to the welfare of all the inhabitants.

More than ever, the international community is asked to collaborate with people across the globe to help themselves focus on priority issues, such as poverty eradication, environmental protection, job creation, the advancement of women, and security. We are recently witnessing new priorities along these lines in development cooperation, including recent ills, such as AIDS, the condition of refugees, and displaced persons. Societies are continuing to be rebuilt in the aftermath of armed conflicts, civil wars, ethnic cleansing, human and physical catastrophes, caused by natural disaster and man-made direct or indirect disastrous interventions. We need more than ever a common global solidarity for our common world.

The rebuilding task for a sustained humane condition of mankind is enormous. So is the task of sheer 'Sustainable Development'. Poverty kills thousands of human beings every day. It endangers natural resources indispensable to life. It destroys directly or indirectly the Cultural Heritage and compromises the future of the whole planet. Poverty is at the root of all ills of society. It creates a vicious circle across the societies' quest for an adequate life along the path of time. Poverty is thus a major priority we have to tackle in the world.

As we address the theme of 'Preservation of Historic Sites, Cities, Centres', we may very well ask ourselves whether the issue is at all relevant in today's world. It may well be inappropriate and obsolete, given the circumstances of urban life, particularly in the Third World of today, and to that matter, in countries of economies in transition.

Is Heritage versus Poverty a contradiction? Can it be reconciled? Can Historic Cities' development be a means to combat poverty in urban areas? Considering that Historic Centres/Inner Cities in developing countries are becoming hives of the poor, in addition to infinite poverty belts around the cities.

This is the theme of the present paper, as I have seen and lived it as a practitioner on Development and Heritage on the ground over the last 40 years or so.

My references will be primarily centered on Latin America and the Caribbean. I will try to make cross-references to other parts of the world, leading to a 'world view'.

In doing so, a retrospective of some 50 years is in place. We could thus attempt to have some views on the future of Historic Cities/Centres, and their place in

Development in a post-Cold War era, and in a controversial, and at times ambiguous trend of globalization.

I was born in the heart of a Historic City. Istanbul. Right from my childhood, I saw the richness of ancient Istanbul, the expansion of the city to modern areas. As a child and early teenager, I worked with my father in the Old Historic City. I saw then the tremendous social dynamics at play, with incipient elements of poor conditions coming into being in various Historic Districts. I saw the dangers of modernization as they would affect some of the old historic buildings along the Bosphorus. How sad am I today, in 2008, to see that even the best preserved and largest of the 18-19c. wooden *yalis,* perching at the water's edge, are facing demolition to give way to sea-front development enterprises. Some have however recently been restored and excellent adaptive re-use functions have been given to them both by the Public and Private sector – Museums, Cultural Centers, Hotels, etc.

As a student leader, I was closely associated with social/economic malaise surrounding my immediate society in the 1950s. 'Students' Struggles in Latin America' was a title of one of my first essays written in 1957 as I was in my early 20s. A research/study tour of nine months sponsored by UNESCO's Youth Division took me to that part of the world with four colleagues from Europe, Africa, Asia and the Americas. As a student coming from Europe, I had been exposed to the images portrayed by mass media and western films made in Hollywood on Latin America. I was surprised and appalled to see the reality of that continent hidden, as it were, behind the screen.

I witnessed the pressure of centralist and even authoritarian governments, dictatorships, and the just and true reaction/response of incipient revolutionary movements, who re-vindicated social justice and democracy. Precarious

conditions of development, political repression and a tremendous gap between rich and poor were at the basis of the preoccupations of students. They were inspired by the 1918 University Reform Declaration of Cordoba, Argentina. Students claimed justice and respect to the basic human rights of millions of indigenous population groups, peasants, workers, children, youth and students.

Along this political agitation, I encountered, again to my surprise and admiration, a Cultural Heritage, both tangible and in people's living patterns, customs, traditions. I saw this as a sedimentation of millenary ancient histories which formed an authentic element of true continuity in the 'present' and probably the future of the area.

In line with the dynamics of 'change and continuity', I witnessed a unique sense of culture, embodied within a symbiotic relation between man and his environment. This was the essence of the impression I got from Cusco in Peru, a Historic City representing par excellence this rich phenomenon. The city showed in its architectural and social physiognomy the richness of its Inca past, along the influences received during the Spanish Colony and the Republican era. I understood and reaffirmed myself in the idea that man had created and re-created his vestiges along centuries in this type of settlements of the past as they had occurred in my birthplace, Istanbul.

Cusco was recuperating from a major earthquake, which had devastated the city on May 21, 1950. The earthquake killed thousands of people. It destroyed its monuments and urban structure. Later in my professional activities in Cusco, I became conscious of the dilemma posed for the administration and the citizens, on the future of a city after a major earthquake. I will analyze this question later in this paper, as we move to concepts of conservation and development of Historic Cities in the region.

Since the early sixties, I was committed to human development. The study tour of 1957 gave me a commitment to be constantly involved in socio-economic issues in developing countries. It also led to the discovery of a historical richness of cities which had universities and student unions, at times suppressed and/or outlawed by governments. I visited Cusco, Arequipa, Trujillo, Lima, Potosi, Sucre, Salvador Bahia, Recife, Olinda, Cordoba, Quito, Cartagena, Bogotá, Mexico, La Habana, Montevideo, among others. These Historical Cities, their patterns of life and surrounding archaeological sites left a mark on me for life. So did the struggles of students and my extraordinary visits – at times hidden – like to Cuba and Paraguay.

Later, as a UN Staff Member, it was not a mere coincidence that I was asked in the late 1970s by the United Nations (UNDP and UNESCO) to collaborate in the establishment of a Project on Cultural Heritage and Development in the Andean region, which we were able to gradually expand to the whole of Latin America and the Caribbean, and in the 1980s and 1990s to a good part of the Third World. To be an initiator and participant of such an activity was definitely a challenge. How could a person, conscious of the difficult social and economic conditions, and lack of a balanced development in the region, embark in a project of the development of Cultural Heritage? Especially at the time, when culture and Heritage were considered matters of 'luxury'. A luxury alienated from the realities of daily life. This challenge has been, and still is, the corner stone of the concept and actions I share around the world. It is precisely the issue of reconciliation of cultural richness – and not cultural luxury – and its preservation and development, with the welfare of the inhabitants. The notion of Historic Cities and their development were bound to take shape in the third quarter of the 20th c., with new and fresh connotations on the concept of culture.

First and foremost, I assert that the whole concept of Historic Centre/City, and the conservation thereof in Latin America stems originally from the notion and raison d'etre of protection and enhancement of Cultural Heritage. To this effect, Governments in the region had established legislations, laws and by-laws for the protection of monuments. The Central Authority, in most cases institutes, councils, Ministers of Culture, closely related to the Ministry of Education, were given the faculty to enforce, with very little success, legislation in matters of Heritage. This followed suit to the work carried out by Heritage Institutions, responsible to carry out inventories of cultural property in the countries, in addition to incipient research, field work and training activities. There was a trend for pure preservation of the Built Heritage. This was the 1950s.

Since then, roughly **three periods** can be identified, corresponding to diverse approaches and actions on Heritage preservation, particularly the 'Built Heritage'.

Let us for easy reference briefly describe and try to analyze these three periods in Latin America and the Caribbean, and the evolving approaches, with cross-references to Europe and other parts of the world.

I. The Monumentalist Approach

The 1950s and 1960s represent an approach to restore monuments per se. At times, it was elitist and regressive. At times, it had certain political connotations of a nationalist state. It reflected the concern of the cultural elite and/or authoritarian governments. It ignored the historical process as a social phenomenon, specially in urban areas, not to mention the rural sector.

In Santo Domingo, during the Trujillo regime, military monuments were enhanced, and some doubtful reconstructions were made in the name of

restoration. The expulsion of inhabitants created a social impact which was totally ignored. It was a period in many areas of non-authentic restoration, aggravated by inadequate responses to the aftermath of some natural disasters affecting monuments and their environment. Examples of this approach were seen throughout the region.

This period also unveiled the need for knowledgeable personnel in restoration and conservation techniques, including the use of adequate materials. Gradually, the methodology and contents of the inventories of the Built Heritage were questioned and the need for update and systematization was expressed.

One of the oldest institutions for the protection of historic and artistic Heritage was established in Brazil in 1937 (SPHAN, now IPHAN). It registered by the early 1950s practically 500 000 buildings of historic importance throughout the country.

It is worthwhile mentioning again the effects of the earthquake in Cusco in 1950. The existence of Pre-Columbian, Colonial and Republican architectural heritage created controversies when the issues of reconstruction and restoration were put on the table. This affected the whole region. Nostalgia? History? Monumentalism? Progress? What period of history? The UNESCO mission headed by Prof. Kubler in 1951 found itself with three alternative proposals, presented by different political, historical and development groups from the capital of Lima:

- recuperate and restore all the Inca architecture and destroy the Colonial and Republican vestiges, and even the actual urban fabric,
- restore the Colonial heritage and destroy the Incaic past,
- destroy all the Incaic and Colonial vestiges to construct a new, modern city of cement, bricks, iron, steel and glass.

Fortunately, a Planning Committee established especially for the restoration of monuments drew up a plan of integral development, with an appropriate zonification, in line with the cultural values and the economic demands of the development of the city. Prof. Kubler at the time suggested the restoration of all monuments, and made little reference to the urban ensemble. He furthermore stressed that it would be improper to insert new buildings in the main historic squares. The UNESCO mission noted that Peru and the region lacked professionals at all levels and asserted the need to recycle traditional skilled workers, for example, in stone. A salient element in the process was the keen interest of the inhabitants of Cusco to participate in the process. They referred to the relation of Built Heritage to the social and economic dynamics of the city and its inhabitants.

Reference to the case of Cusco as it unfolds to 2001 will be made later in this paper.

The 50s and 60s are also characterized by an emerging concept of 'mise en valeur' – enhancement – 'puesta en valor'. The concept came from Europe, and UNESCO campaigns in Venice, Egypt, Indonesia, which considered enhancement as a way to attract tourists and thus funding for restoration of monuments as such. Heritage became a commodity and a financial resource. Restoration to be funded by tourism. This trend was supported in Latin America, which strengthened the individual monumentalist approach. There was no talk of Adaptive Re-use of monuments for social, economic and cultural purposes. Again, we were seeing the monument as such.

Historical centers started to face a challenge of 'a point of no return'. This particularly in view of the incipient gentrification process, migratory movements from rural areas to city belts and centers, as well as the direct or indirect

destruction of the urban environment of historic areas in the city and its replacement by new commercial buildings and allied structures.

With the residents of historic areas moving to new emerging modern neighborhoods, the Urban Heritage fabric of the Historic City was disrupted and gradually destroyed. There were no regulations in place.

In Havana, prior to 1959, an underground parking lot was built under the most prestigious historical Plaza, Plaza Vieja, opening the way to the so-called 'modernization' and new commercial settings. As we shall see later, after the 1959 revolution, this process was halted and very recently, even reverted with the Plaza Vieja getting its original splendour. The underground parking lot has been removed, giving way to the restored plaza. The case of Havana will be presented later in this paper.

During this period, Mexico initiated a substantive programme through Government Institutions dealing respectively with the Pre-Colombian, Colonial and Republican architecture. The first Regional Training Programme for architects, archaeologists, historians in the field of preservation was initiated with the assistance of European institutions and UNESCO.

From throughout the region, young architects start traveling to Europe and echoes of the ICOMOS Charter of 1964 in Venice reached professionals and institutes of culture alike in Latin America. The most salient aspect of the ICOMOS Charter, 'monument and its environs' started to bear fruits in the region. New trends for comprehensive restoration programmes in cities start to emerge. The alternatives presented in Cusco, mentioned above, created debates and divided views. While the parameters established by the Kubler mission of UNESCO with the monumental approach were still maintained, there was gradual adjustment taking

place for appropriate techniques and standards to be applied in monuments in context of its immediate environment. This was not as yet an urban approach. It was, however, the beginning of the trend, to be developed later.

An exceptional revealing and fresh outlook to historic urban environment was born in Bogotá in the 1960s. Innovative and contemporary architecture was introduced in the Historic Quarter of Bogotá by Arch. G. Samper, disciple of Corbusier. The Anger Arango Public Library and the Gold Museum are examples of contemporary architecture perfectly integrated in the Colonial setting. They represent practically the only modern insertions in old settings in Latin America! Samper continued his work in Cartagena in later years with a modern Convention Centre across the gates of the Old City.

Unfortunately, these excellent examples did not transcend to other parts of the region, which kept strict forms of restoration to original stage of old, at times even without inner architectural innovations. Unplanned, uncontrolled, commercial and so-called 'new' buildings crushed the historic centers, such as Lima, among others. Havana escaped the tragedy because of the halt in construction in the Historic City, but did face problems of decay in view of lack of maintenance and activities.

Let us briefly see **the situation in Europe during this period**. In the 1950s, Europe was going through a physical, economic and social reconstruction programme of post war. In matters of Built Heritage, the problem of choice between renewal and retrieval was dramatic. During World War II the Historic Centres of many cities were destroyed. Two tendencies for the recuperation could be seen in Rotterdam and Warsaw. In the case of the former, a great deal of discussion took place in the Netherlands as to whether to attempt to rebuild the city in traditional architectural style, or to introduce quasi exclusively new

construction. In view of the nearly total destruction, it was decided by the authorities concerned to rebuild the center of Rotterdam in contemporary design.

On the other hand, there was the Old Centre of Warsaw, which was also systematically destroyed. Warsaw needed to have continuity in tradition, to establish a sense of identification for the city as the ancient capital of the country. Great pains were taken by the post-war Government that the Old Centre of the city would regain its former appearance. Architectural drawing that had been prepared by students in the pre-war days was used, together with scenes of Warsaw painted by Bellotto in the 18th c., to establish building plans. The project was carried out and completed at considerable cost.

In many other cases in Europe, decisions had to be taken, at times to rebuild or to reconstruct ancient buildings of historic importance, or, to replace them by completely new structures.

Legislations in Europe in the 1950s and 1960s were driven primarily by economic considerations under three main headings: **safeguarding, town planning and rehabilitation.**

The French looked for effective ways to intervene in Historic Cities to reconcile revitalization with preservation, seeking the consent and support of local authorities. The opinion and the participation of local inhabitants was considered vital. Responsibility was shifted to the Ministry of Public Works and Housing which supervised the teams making architectural restoration plans. Semi-public companies were set up to implement the projects (the Malraux Act of 1963). Paris, Lyon, Avignon, Poltiers, among other cities, went through revitalization programmes, including the construction of new buildings of the architectural style of the time in the historic area.

The Netherlands defined Heritage as a group of immovable objects (such as roads, streets, squares, bridges, canals, waterways), which, in conjunction with one or more monuments in the group, formed a scene of public interest and lent beauty and character of the whole (1961 Act of Culture Heritage).

Italy (1967 Act) protected areas in towns which were of artistic or historical interest or had exceptional surroundings, including the immediate neighbourhood which could be considered as an integral part of the town themselves.

Spain under Franco opted for the Monumentalist School of thought. It was in approximation with the Italian approach of monuments per se, with no deep concept on the urban fabric or the social dimensions involved in/around the monuments. The political regimes in Italy, Spain and Portugal at the time are clear indications.

All in all, it can be said that Europe had a vision on the restoration or reconstruction of their historic cities with an emphasis on preservation. As manifested in the European Year of Historical Heritage (1967), priority was given to the preservation of Built Heritage from the pre-Industrial era to the times of industrialization.

In the sixties, it is in Italy that we see the first tokens of a social approach towards historical Built Heritage.

The well-known architectural historian Benevolo, from Italy, considered that cultural or aesthetic interest at times was combined with economic and productive interests, and yet there was bound to be a confrontation. He continued to say that common methods used in the preservation did not question the coherence of a

post-liberal city; on the contrary, they created privileged zones, limited by the fact of being an accessory element, and not a structural one, in the context of the city and the life within it.

Going on with Italy, the emergence of freely elected Local Governments has contributed to the emergence of local policies of Heritage and development. The Socialist-elected local government in Bologna searched and confirmed that social cohesion in ancient quarters had to be looked at in context of physical scenery, along the daily life of the population and its social and economic activities. Bologna sought the social welfare of its inhabitants in an integrated manner with the renovation of its heritage landmarks. It introduced gradually the 'ensemble' to be a unity of heritage. This approach, which stemmed in Bologna, was gradually extended to Ferrara, Modena and Brescia, among other cities. Its main objective was precisely not to limit itself to the systematization of a privileged zone, but just on the contrary, to 'conceive' a future city which could be considered truly modern and interrelated between its different zones and quarters. The purpose to conserve the historical center was to be a part of an alternative urban development, which would see itself complemented with the limitations of peripheral growth. It is thus that typologies of the urban fabric were drawn up with a view to formulate clear and efficient norms for the restoration and rehabilitation of an urban compound, taking into account both social and physical factors.

This global approach was originated in a given political conjuncture of a locally elected Socialist government, and hence suffered the ills of discontinuity and of financial backing, notwithstanding the fact that it did lay out some useful methodologies and operational guidelines (Pier Luigi Cervellati 1967).

These concepts appear later in post-Franco Spain in local development programmes of various Municipalities which established in the late 1980s and

1990s integral development programmes in the historical centers, with practical and pragmatic projects putting together the physical, the social, the technical and the financial.

The pragmatic Spanish approach was definitely based on the Italian experience and was revised with its own vision. This vision was more dynamic and the interventions in historical cities were made through an interpretation of modern architecture, with special attention and emphasis on a dialogue in a historical context. It accepted the conditions given by a Historic City, like design, heights, flexibility and materials (Lombardi 1995).

The reasons why Spain was able to develop such practical and innovative ways of development of its historic cities derive from **three major issues**:

- Decentralization into Regional Governments;
- Moving from a state of a dictatorship of monolithic nature to a recognition that Spain is a multicultural state, a multi-lingual state, composed by several historic nations;
- The economic factors which came about with democracy.

This condition in Spain was later on brought to Latin America in specific bilateral aid projects in the 1980s and 1990s by the Spanish Government. We shall see this later in our review of the Spanish Technical Assistance to Latin America & The Caribbean in the 90's in the field of Cultural Heritage.

II. A New Approach: Time for Reflection: Consolidation of the Urban Settings in Historic Cities in Latin America

This second period corresponds to the 1970s and a good part of the 1980s. It can be considered as a period of 'reflection and consolidation' of firm foundations, putting Heritage in context of a historic process and urban development. The region was exposed to new and advanced visions and technologies exercised in Europe, specially in Italy, as seen above, bearing in mind social conditions of inhabitants and local empowerment for Municipal Governments. The Bologna example of local government initiative, and the later consolidated regional programmes in Spain and France, gave an active role to housing and other services in the historic core of the city. This got positive echoes among professionals in Latin America, notwithstanding the quasi-resistant position of Central Governments to social participation and Local Government independence.

The Lima-based UNDP/UNESCO Regional Project for Heritage came into being upon Government's request in 1976. It established an ambitious programme for the totality of the region through 1995, with almost 20 million US dollars in Technical Assistance. Sixteen conservation centers were established, equipped and staffed with specially trained professionals throughout the region. Some were related to universities. Systematic inventories were carried out at the local and national levels. With 1500 architecture and engineering graduates trained on techniques for Heritage conservation, with 6 – 9-month specialized courses in Cusco (1975-1981) and later, in various universities in Columbia, Mexico, Argentina, Cuba, Brazil, the region started to have a sound human resource development programme. The regional course of up to this date (2008) is organized in the UFBA (Universidade Estadual de Salvador/ Bahia), Brazil. Cecre programmes.

Historic Cities were matters which gradually came to the courses dealing initially with monuments. The framework and definition of Historic Cities called upon by regional seminars in Quito, Mexico, Havana, Bahia, were translated into training

programmes and projects on the ground. Centres of excellence on restoration/rehabilitation in Florence, Rome (ICCROM), Brussels, Madrid, received and trained post-graduate students from the region. Colloquia organized by UNDP/UNESCO brought together architects, urban planners, economists, urban legislators, environmentalists, anthropologists, to discuss and lay the basis for appropriate definitions of Historic Cities in context of Heritage and Urban Development. It is a good omen that the specialized courses were institutionalized at the Federal University of Salvador de Bahia, and continue to this date (CECRE).

Integration and a holistic approach started already in the 80's. The Lima-based UNESCO/UNDP office entrusted a major study to a group of scholars from the region, under the leadership of Prof. Jorge E. Hardoy, on the impact of urbanization in Historic Cities, with case studies from nine Historic Centres, corresponding to various typologies. The book was published and widely distributed. The question of urban environment was considered for the first time, and brought to the attention of scholars, decision-makers and practitioners.

The enunciations made at the UN Environment Conference in Vancouver in 1976 were leading to Rio and Curitiba 1992. They were reiterated in South Africa recently.

Questions were put to decision-makers, investors and professionals:
- Restore historical compounds: can they be catalysts for the improvement of the urban environment and urban poverty;
- How are environmental problems related to the conservation of cultural property;
- Is urban rehabilitation applicable and effective in Historic Areas;

- What are the housing and social dimensions of Historical Cities' development.

These proved to be of utmost importance for the initiation of a re-thinking of the real meaning of the concept of Historic City and the rehabilitation thereof. The academic, intellectual and policy framework was ready. Management and finance were the issues in the horizon. An exhaustive study on manpower needs and job opportunities in historic compounds was carried out by the Lima-based UNDP/UNESCO office. The Lima office started to organize encounters to define Disaster Preparedness, Mitigation in disaster-prone areas. Seismic engineers, architects, urban designers, restorers, legislators, economists, prepared a framework in Antigua, Guatemala (1979) for disaster preparedness, mitigation and restoration techniques in earthquake-prone areas.

For easy reference, a list of terms used in interventions in Historic Cities, as well as the holistic and pragmatic definition of Historic Cities is hereby presented:

Urban Development Terms:
A Selection of Definitions
(Compiled by the author)

Historic Centre:
In 1977 the Quito Colloquium, organized by UNDP/UNESCO Regional Project defined historical centres **"as those active human settlements, strongly conditioned by a physical structure, originating in the past and recognizable as representing the evolution of its people". It is fundamental that a historic centre be inhabited and form a live cultural nucleus.** Abandoned areas and monumental or archaeological complexes are excluded because they lack a continuous organized social life. This definition recognizes that a historical centre is not constituted only by material and physical heritage: buildings, streets, squares, fountains, arches, sculptures, lamp posts, - but includes the natural landscape, and, of course, its residents, customs, jobs, economic and social relations, beliefs and urban rituals.
This definition also includes the important presence of the past and understands as "historical" all those cultural, architectural and urban expressions which are recognized as relevant, and which express the social and cultural life of a community. It eliminates any selection, based on restricted interpretation of the term "historical" and an outlook which places more value on past periods of history. We can affirm that it is also the recognition of a society or a social group, which qualifies a sector of the city as a historic area.

Historic City:
An urban site, composed of a group of renowned architectural monuments, as well as very old and often dilapidated dwellings, with economic activity that is at least in part traditional. A Historic City can only

have a future if adequate interventions are made for its development and adequate management, in line with urban management criteria, including the urban environment.

Inner City:
The central innermost part of an urbanized area out of which the town has grown and developed over time. Particularly in larger cities it is a dynamic area which, because of its specific locational advantages, is under constant pressure and congestion.
In Latin American countries, inner cities are densely used since the presence of land markets has given incentives to use the central area more intensively, particularly for lower income groups.
In developed countries, some inner cities present new emerging phenomena of security, urban poverty, decay, violence, crime.
In cities of countries of economic and social transition the situation is complex in land ownership, land use and policies of a defined nature, faced by emerging new local governments and incipient spontaneous and democratic neighborhood organizations.
The situation offers vast and yet complex possibilities for rehabilitating the inner city.
The question of land use is of relevance.

Protection:
The act of ensuring (usually by way of legislation) that a **specific property** is safeguarded from destruction, change in use of appearance, etc., laws, by-laws and regulations, listing and designations are the most common instruments used for protection. Legislation to this effect is at times obsolete and not in conformity with present-day local urban legislations and urban dynamics of balanced sustainable development.

Preservation:
Keeping safe from injury, decay, destruction and change, allowing no alteration of original situation. Although there is no significant semantic different between the concepts of preservation and conservation, the latter allows for more changes – as by definition new elements may have to be put in place.

Conservation:
Action taken to prevent decay, embracing all acts that prolong the life of a given property, assuming that a considerable amount of existing material and style would have to, and should be, retained.

Restoration:
Returning something as nearly as possible to its **original form or condition**; reviving its original character. An extreme interpretation of this concept supports the re-establishment of a completed "ideal" state that may **have never existed**.

Renovation:
Improvement of existing (usually physical) conditions of a building, not necessarily concerned with the replication of its original state.

Urban Renewal:
Broad, encompassing concept associated with a wide range of interventions in the urban fabric. It is used interchangeably with development and rehabilitation. In the context of this presentation it refers to decisions made and actions taken in order to bring existing built up areas – which have become physically, functionally and/or socio-economically obsolete – **back into a worthwhile state**, taking into account "economic returns" for the local government and population and incorporating elements of missing local identities.

Adaptive Re-use:
A restored, renovated or recuperated building or set of buildings can be made to have new functions, while keeping to the basic standards of restoration or other past bona-fide interventions, while addressing the needs of the new use which needs to be clarified and defined at the outset.
An ethics in Adaptive Re-use of Historic Sites should also be in place in 21 c.

Redevelopment:
New plan for a specific area of the city, entailing the clearance of the existing built up area before the construction of new structures with a new layout. It may include insertion of new buildings of quality architecture blending with the past.

Reconstruction:
Rebuilding of something no longer in existence, with particular care (or not) of producing an exact replica of the original condition and situation.

Rehabilitation:
Bringing back to a certain level of efficient and/or returning to a state of functionality; put back in function, make the fabric or ensemble to perform its functions (usually associated with current standards) and not necessarily with traditional building techniques/materials. This when deemed necessary for sustainability and for mitigation against natural disasters. It is to be noted that rehabilitation includes a set of correlated areas of intervention in all aspects of the urban setup, urban design and services.

Revitalization:
Bringing back new vitality; bringing (a building, a community, a neighborhood, activities, business, etc.) back to life; regenerating. It may involve allocation of new uses. The term is the opposite for a "museum city" and does not include revitalization of an existing social/economic dynamism, but its proper order and dimension, including the informal sector.

Recuperation:
Taking into possession; recovering a condition previously lost and assigning to it the same or new functions.

Improvement:
Any action aimed at making the value rise, or the level of comfort, utility and efficiency (physical, socio-economic, cultural) or for a better appearance; it may be considered a synonym for **upgrading** although this concept seems more appropriate to use when referring to shelter or infrastructure components, in a rather restricted way.

Enhancement:
Increasing, "making greater" (value, desirability, attractiveness); it allows for a fair degree of change and at times, additional elements, not necessarily corresponding to the original state of the site. New public spaces – new architecture – upgrading street furniture. In common parlance "puesta en valor" in Latin America referred and still refers to tourism attraction, visitation and revenues.

Maintenance:
The upkeep of property and equipment allowing the total infrastructure to perform its specific functions adequately. This issue is one of the bottlenecks of continuity/sustainability and adequate conservation.

New settings in/around Historic Buildings:
Insertion of contemporary architecture, interior design and landscaping within and around historic buildings or urban ensembles. An issue of great potential in Latin American historic centres, and presently used in some parts of Europe.

This second period witnesses the establishment of the International Convention of Cultural/Natural Heritage of UNESCO (1972). Practically all state parties in Latin America and the Caribbean adhered to the Convention gradually. Adherence and ratification called for the preparation of Indicative Lists of Heritage Sites, including Historical Cities and the Management Plans thereof. On the basis of Indicative Lists, Historical Cities have been presented to UNESCO Paris for consideration for inscription in the World Heritage List.

In 1978, Quito became the first Historic City to be inscribed as a World Heritage Site, along with Krakow in Poland. This was a historic moment. Other Historic Cities followed suit, particularly in the 1980s, and later, in the 1990s. This constituted, among other developments, the beginning of a new approach of monuments in context of Historic City Development, and in cooperation, by definition, with Local Governments in heritage management and historic city development, making those agenda items for Local Governments, which gradually established social-political-economic priorities in the Local Government when it came to Historic Cities/Centres.

A list of World Heritage Cities/Sites as at December 2007 can be seen in Annex I.

The concept and definition of a Historic City, as can be seen above, progressed into the early 1980s and beyond, to move away from the conversationalist monumentalist approach, to a more cohesive and socio-historical approach, leading the path to institutional and financial modalities of innovative nature, Adaptive Re-use for various purposes, and economic development for the improvement particularly of the urban poor.

Conditions in Brazil with IPHAN, and the growing participation of the State/Regional Governments in their own development, affected the Heritage

programme positively. The first Historic Cities Programme was established in Brazil in 1973. It was gradually developed with the support of UNESCO and UNDP after 1976-1997, and counted with the participation of Brazil's Central Development Agency, IPHAN, Regional Governments, incorporating Municipalities, EMBRATUR (tourism), SUDENE (North-Eastern Development Agency) with public investments of enormous proportions, executing 93 projects, 16 of which in Historic Cities and 49 in urban sectors. A special foundation came into being to oversee this new look at conservation and development, particularly in urban areas. The PRO MEMORIA Foundation received and managed funding from both the public and private sector, and the support of UNDP/UNESCO.

As we approached the 1980s, the following characteristics of idiosyncratic nature characterize Historical Cities/Centres in the region, and to that matter, in most developing countries.

Characteristics and Dichotomies in Historic Inner Cities

Central Urban districts, basically, are the nuclei of the city (Historical/Inner Cities). They all share some characteristics, irrespective of climate, culture or age:

1) They remain the locus of **finance** and **banking**, of nationally and/or regionally significant **businesses, activities, centres of communication, publication and mass media**.

2) They tend to be densely built up and **densely populated**, specially during working hours, with a **great mobility**.

3) They are the site of the most important **secular and religious institutions, City Halls, universities, Parliaments, cathedrals, places of worship/temples**, etc.

4) Most **cultural institutions are central-city based**.

5) Central cities tend to be the locus of most **monument districts of historic and artistic significance.**

6) They are, because of their cultural richness and a variety of **traditional activities, also the centre of visitation and tourism.**

7) They are newly adapted to modern uses of consumption, particularly mass consumption.

8) In developing countries they are becoming increasingly the habitat of the urban poor.

On the other hand:
Because of their historic development, all central areas also display a characteristic range of **idiosyncrasies**, such as:

1) There is an intricate, random and complex physical structure. They show both **vertical** and **horizontal** discontinuities due to cataclysmic events, such as war (**Warsaw**, recently **Dubrovnik**), earthquake (**Mexico City, Quito, Cusco, Leon**), fire (**London, Lisbon**).

2) Land costs are the highest, though not necessarily equally distributed throughout.

3) **Ownership** of land and buildings is highly diversified and complex (so is land use)

4) The infrastructure poses a paradox. It is complete (streets paved, sidewalks, squares, sewers, water systems, street lighting, waste-disposal systems, etc.) but because of its evolution across time, and the recent phenomena of congestion, over-density, urban poverty, much, if not all of the infrastructure, may be redundant, obsolete, irrational and non-functional. Friendly commercial, recreational and other activities are not in place. New needs of city infrastructure (transport, parking, open spaces, green areas) are **not** in place.

5) Municipal services (at all levels, ranging from security, educational facilities, health, transport, waste disposal, environmental health) are densely textured and complex. Some individual components, if not all, may be obsolete or redundant.

6) Transportation systems, both **intra-** and **inter-city,** were improved gradually after World War II in Europe. The system is intact and in place and functioning. In third world countries' inner cities for example, the system has largely been **demolished and deteriorated,** and not replaced adequately with an efficient and environmentally sound system and network. An outstanding innovation in Quiritiba in Brazil has received international recognition for an excellent breakthrough for city development.

7) The physical condition of many old buildings, especially if privately owned by absentee landlords, or even by the public sector at times, are rather unsatisfactory (structurally unsound, not fire-safe, no real disaster preparedness in disaster-prone areas, inadequate sanitary services, lack of light and air). This becomes especially very serious when buildings **are used for housing**.

III. A New Fresh Approach: Project Design and Execution: New Stakeholders beyond Institutes of Culture at Local, National and International Level; Towards Integrated Projects – 1980s and 1990s

The 1980s were years of economic recession. The Lost Years! Institutes of Culture started to face the effects of scarce, if any at all, public funding. Some projects came to a halt. Fortunately, with pressure groups among an increasing number of trained professionals, scholars, universities, and the increasing political will of local authorities, NGOs and the population, accompanied by the international community's concerns, led to the basic new approach: that of **reconciling cultural richness with social welfare and economic growth of the population.**

The seismic conditions of poverty, to make a metaphor, were not enough to shift into operational projects. Unfortunately, real earthquakes had to come to rescue. With lessons learned in Cusco, Antigua and other places in the world, Mexico and Quito, hit by earthquakes in the 1980s, brought about new projects restoring both monuments, with due consideration and action on the urban fabric, Adaptive Re-use, housing, infrastructure, water sanitation, transport, the environment, economic activities and waste disposal/management.

Some in the region took conservationist positions when Antigua, Guatemala was hit by an earthquake. They kept the ruined monuments as monuments, with no forward-looking approach. Popayan in Columbia, on the other hand, after an earthquake, went as far as erasing the old city, with the purpose of modernizing it.

Again through the 1980s, tourism continued to be the underlying force for national and foreign investments and advocacies of the Ministries of Tourism, which started to bank on Heritage projects (Panama, Cusco, Cartagena, Jamaica etc.). It was gradually understood that it was not sustainable, unless combined with urban

development projects. Most came to a halt. Speculation and real-estate problems, and eviction of local inhabitants created further problems.

As we approached the 1990s, in addition to the UNDP/UNESCO office in Lima and its continued pursuit for comprehensive rehabilitation programmes, the commemoration of the 500th anniversary (1492 – 1992) of the encounter of the two Worlds, triggered technical assistance programmes from Spain, collaborating with cities and local governments. City-to-city cooperation schemes started with Spain. The Spanish Cooperation Agency collaborated in the establishment of 'Master Plans' for Historic Cities and 'Escuelas Talleres' for the training of middle-level technicians in restoration and rehabilitation and arts and crafts in construction.

Many Historic Cities made use of this cooperation and incorporated it in the process of democratization and decentralization taking place in the 1990s in the region. The post-Franco Spanish school of thought mentioned earlier, and the upcoming School of Barcelona of revitalization and upgrading at the occasion of Olympics 1992 transmitted new ventures in the region. Strategic Plans and innovative Public-Private Partnerships were established at the local level, following suit to the Barcelona success story.

It may be worthwhile mentioning a few success stories in LAC. The Municipality of Quito and the relevant specialized Institutes received and used Technical Assistance from UNESCO/UNDP in Lima, the World Heritage Fund of UNESCO, bilateral programmes from Spain and Belgium, and cooperation from foundations such as GETTY in a superb and functional manner. Individual monuments were well-restored. Quito received national and international recognition for its continued positive efforts and the excellent results obtained in individual areas of integral restoration and adaptive re-use. The creation of a special Agency,

FONSAL, after the earthquake, took shape and negotiated, along with the Municipality and the Central Government, the major loan from the IADB for an innovative and comprehensive rehabilitation projects, administered by a special Corporation created for that purpose. Social aspects were included. Quito became the first of IDB project going beyond tourism since the early 1970s in Cusco. IDB continued with such cooperation in a number of cities in the region in the 1990s, e.g. PRODETUR in Northeast Brazil, with an 800-million USD Programme (400 mil. from IDB) for improvement of tourism infrastructure and municipal services. A component of Historic Cities was included in this programme. Very few Local Governments, however, were in a position to prepare and finance the studies and projects thereof, aggravated by political differences between Regional and Local Governments.

The IADB-supported programme in Quito started in 1994. The 51.3 million budget was provided by a 41 million loan of IADB and 10.3 million from local funds. The major components of this project, which is still in implementation, and complemented and expanded gradually, as we move to the end of this decade 2010.

- urban infrastructure;
- construction or adaptive re-use of buildings for parking lots;
- urban equipment for the Cultural Centre and Museum of the City (renovation of old hospital);
- rehabilitation projects with the private sector;
- institutional strengthening, surveys and studies

A major and salient component of the programme is addressed to low-income housing. Deteriorated residential buildings make up a large proportion of the real estate in the Quito's Historic Centre, and the majority of the 17.000 households in the area are working-class and poor families. The semi-public Corporation for the

Development of the Historic City Centre (ECH) is acting as a traditional real-estate developer to address this problem. ECH started to carry out a low-cost housing programme that will provide 1000 housing units in rehabilitated historic buildings over a 5-year period. Target groups are households with monthly incomes of 280-800 dollars, who do not own their own homes, but have some savings. The ECH is executing this component of the project with technical assistance from PACT-ARIM of France, a NGO specializing in slum rehabilitation. The financing is recovered from the beneficiaries' own savings and from mortgages and subsidies, the latter provided by the Ministry of Urban Development and Housing.

The ICH carries practically all real-estate development activities associated with this project, including:

- Purchase of buildings to be rehabilitated if they are not already municipally owned.
- Identification of beneficiaries (in conjunction with the Banco Ecuatoriano de Vivienda), some current tenants or occupants of the building and others taken from a list of applicants on file with the EHC. The projects generally open additional capacity in rehabilitated buildings because they make more rational use of space, and because not all current occupants meet the requirements in terms of minimum savings or ability to pay.
- Preparation of the rehabilitation project itself, including obtaining all necessary construction permits. Special attention is paid to costs, which can not exceed the financing capacity of the beneficiaries.
- Development of a financing plan that includes the beneficiaries' savings and individual debt, as well as subsidies from the Ministry of Housing.
- Temporary relocation of occupants of a building under rehabilitation for an 8 to 10-month period.
- Entering into contracts for rehabilitation works, project supervision and final delivery of rehabilitated buildings, including titling and connections to utility services.
- Marketing of the rehabilitated housing units to potential beneficiaries and registered applicants.
- Temporarily assuming responsibility for management of rehabilitated buildings when they are first occupied. Management is subsequently turned over to the new co-owners. ('Old Cities, New Assets, IADB 1999)

While PRODETUR had some considerable results in Recife in matters of infrastructure, public spaces, building improvements, other Historic Cities in the Northeast did not perform as expected.

A new project with IDB in Brazil came into being in 1999 for Historic Cities cross the country. To this effect, IDB-supported project had funding provided, with 50 million USD provided from IDB, and 30 million counterpart funds from the Ministry of Culture, with yet another 20 million from the Municipalities and the States concerned. The project entitled MONUMENTA has presently the following components:

- Studies and design (7%)
- Reform in the regulatory framework of Historic Cities (1%)
- Infrastructure and improvement of public spaces to facilitate the sustainable use of historical areas (30 million)
- Promotion to attract private investments and seek participation of inhabitants, NGOs and other groups (6%)
- Rehabilitation and recycling of historical buildings (45%)
- Strengthening of institutional management capacity, funding and maintenance of historical areas (7%)
- Public education programmes to promote conservation and protection of heritage (4%)

IDB loan projects were also started in Montevideo for Adaptive Re-use in the historic downtown, in order to recuperate some districts and to recycle the railway station, along with the improvement of public spaces. A 40 million USD (28 million for IDB loan, 12 million local funds) is contemplated to finance:

- Rehabilitation and equipment together with the private sector of the railway station for mixed cultural and commercial uses.
- Improvement of basic infrastructure and given public spaces
- Equipment for cultural activities in the renovated station for radio, television, culture presentations and the establishing of a national broadcasting service (SODRE)
- Technical assistance for the cultural management of the station and SODRE.

Private sector participates through a mixed system of concession and sales.

An evaluation of this project across Brazil may well be in place as we reach 2010. Elsewhere in Argentina, Honduras, Panama and the Maya region in Central America, IDB is presently working on Heritage issues.

In Salvador Bahia, Brazil, the Regional Government financed a controversial project in the 1990s for the total renovation of Pelourinho, the historic quarter. It was a vast investment. 40 million USD in the form of subsidy. It dislocated residents with housing provided elsewhere. Churches, plazas were restored, tourist attractions and shops installed. It had a political cost. While originally meant for tourists, the programme turned out to be useful and beneficial for low middle class citizens and some inhabitants coming back. The issue of subsidy versus investment or the combination thereof is still on the table. The case merits a full study. It can not be sustained without local people and economic activities need to be generated to replace the finite subsidy! This has gradually taken place and the situation may well need…..

Panama has embarked on a new road of tax incentives for those who purchase and renovate houses in the Historic Centre. A Master Plan and comprehensive Urban Development Programme is being drawn. There are a number of foreseen shortcomings, certainly as will be felt by the National Institute of Culture (INAC) to be able to fulfill the demands of project approval, supervision, monitoring and maintenance. NICs in the region do not have the tradition to execute and supervise restoration and rehabilitation projects. This will certainly be a cause of conflict between Local Governments and National Institutes of Culture.

Furthermore, the trend of expulsion of residents and the replacement of those by new owners and activities alien to historic city development need to be carefully monitored. Panama's Casco Viejo would have to learn from the experiences of an

evaluation as we approach 2010. Cartagena, San Juan, Santo Domingo and other cities in Brazil, and most recently, from the experiences of successful operations in Havana and Trinidad in Cuba.

The case of Panama has evolved since 2000 and a (……) is now available on the works done both in monument restoration and housing (…..)

The case of Havana merits special consideration as to the process which has enabled substantive positive developments. Following in 1959 revolution, there has been a systematic, meticulous restoration and conservation strategy, with restoration projects of major monuments. With the assistance of the Lima UNDP/UNESCO offices, training facilities have been provided in conjunction with the University and with the establishment of a National Centre for Conservation. Restoration techniques exercised in Eastern Europe were also practiced and adapted to local conditions. Strange as it may look, there has been very little work done on integral basis for historic rehabilitation, as matters of housing were dealt with outside the Historic City. While projects were prepared by the conservation Agency CENCREM for the restoration and rehabilitation of squares, landmarks and adjacent streets, post-disaster mitigation projects, very few of these were implemented and no actual global projects took place until 1992 Havana Vieja basically deteriorated in view of lake of maintenance, municipal facilities, lack of materials. It kept, however, social responsibilities in health, education, mother and child care, at impeccable conditions. In physical terms, the urban fabric was highly deteriorated, particularly with the ill conditions of houses and adjacent buildings.

With the beginning of the 'Periodo Especial' early in the 1990s, after the fall of the Soviet Union, the Cuban State Council adopted a special Decree in 1993, giving the Office of the Historian of the City (OHC, an institution which existed) full responsibility for the restoration and Adaptive Re-use of buildings in old Havana. This office established joint-venture companies on restoration, real estate,

hotels/restaurants, shops, and even transport for tourists. These generated millions of dollars of revenues in gains for OHC. Some were transferred to the Central Government. Others reinvested in further Adaptive Re-use of historic buildings, offices, the visitation pier, hotels and other tourism facilities. Revenues began also to be used for education programmes and museums, mother and child care centres, social activities, health services. A Master Plan started to regulate all interventions in and around five main plazas. The Plan, which had originally received the support of the Spanish Government, along with the Escuellas Talleres mentioned above, is in full implementation, and it is open-ended. Monuments are used actively as museums, concert halls and social programmes, third-age groups, the handicapped and artisans and women's groups for handicrafts.

Havana Vieja is a sui generis case. Trinidad and other cities are now replicating the experience.

In addition to great works of infrastructure in the historic core and tourist area, a Master-Operational-Rescue Plan has been initiated in vulnerable zones for much needed fixings and repairs of housing. The task is enormous. The prospects seem to be feasible.

The innovative aspect in this programme has been the establishment of a Central Authority (OHC) which has been able to generate funds through private-foreign-public partnerships in tourism-allied services, including office buildings, parking lots, offices for foreign business, and state-run enterprises of all sorts. The pier was improved to welcome tourist ships and the Master Plan is presently studying projects for Adaptive Re-use of harbor buildings at the sea front of the Historic City. The 'dollarization' of some local services and the re-investing of these revenues for restoration by OHC are commendable. Special groups of street

vendors are properly located in key districts of visitation (handicrafts and books). Vendors pay their dues to the OHC.

The Adaptive Re-use for economically and/or socially viable projects, including some housing experiences of improvement without eviction of residents, is worthwhile noting. The establishment of temporary lodgings (prefabricated donations) and renovation of some buildings in the vicinity of public places, for inhabitants to temporarily reside in, while their homes are being renovated, is also an innovative approach within the particular reality of Cuba in reference to land ownership and an excellent way of generating people's participation.

Presently, there is a working relationship in place between OHC, the Central National Heritage Agency and the National Training Conservation Centre. A long process is ahead.

In 2004 I had the opportunity to undertake a mission from UNESCO to Mali, an in depth (….) of the OHC project. (See annex….)

The existence of a Central Authority along with the Municipal Government or within it is proving to be useful in Historic Centres in the region. The OHC and the similar institution in Trinidad and Cuba, are clear examples.

With the establishment of IDB-supported projects, it is evident that such central authorities or special corporations had to be set up, including joint private-public enterprises to activate and disemburse and execute loan projects. National Institutes of Culture also needed to be strengthened (e.g. Quito, e.g. Brazil, as mentioned above).

The cases of Lima and Cusco, Willemstad in Curacao, Historic Cities in Jamaica, and Mexico City and Puebla after earthquakes are also worthwhile noting in this third period of the end of the century.

The Historic Centre of Lima has always had a super position of old and new buildings, and an invasion of streets and public places by street vendors in their thousands. Various attempts by local authorities to relocate them have failed until the mid-90s. In the early 2000's Local Government has established rules and regulations and zoning for street vendors. Some elements of urban design and vehicular transport have been introduced. Some individual monuments are being restored with civic action and linkages established with the metropolitan area. Recently, a Master Plan has been elaborated, and it is hoped that a comprehensive programme will be launched in the future with IADB loan agreements. This is still at a distance. Housing in the historical center is still a great problem and the recent 2007 earthquake in the south of Peru affected the historical city of Lima with no (.....) projects elaborated (see annex...)

I need not go into details about Cusco. It presents characteristics common to many Historic Cities and inherent to lack of central control authority, continuity and conjunctional situations from government to government. Only if opinions of the people were heard in 1950 after the quake! The Spanish Government is collaborating in a Master Plan and organizing architectural competitions for debates and exchange of views on various historical plazas, e.g. San Francisco.

Tourism is still a goal in the minds and actions of Local Authorities in Cusco, Puebla, Mexico, Jamaica, Curacao and even in Cuba. There have been positive and encouraging development to find a harmonious equilibrium between conservation and landmarks, city development and tourism. This is a good omen. Tourism, however, can not be a unique objective, nor the only source of income.

Historic Cities are now becoming new assets as they develop and preserve the heritage simultaneously with their own development. It is now beyond tourism; beyond 'mise en valeur', beyond a monument. It is – and should be – integral Historic City development, and the last 50 years show that this can be achieved.

There are a many other examples of restoration and rehabilitation which can not be enumerated in detail in this paper.

We can assert, however, that there is need to establish rules and functional paradigms for Public-Private Partnerships. An ethics for Adaptive Re-use is in place.

Following the fall of the Soviet Union, we are experiencing conditions in Historic Cities in Central and Eastern Europe which call for revitalization programmes. It is a fact that Heritage has been preserved precisely because of a certain freeze in the construction industry in the Historic Centres. Historic Centres and monuments have not been destroyed by development, as there was no physical development and there were adequate conservation policies and trained personnel to preserve monuments as such. We can say that there is a Heritage infrastructure in place which needs maintenance and development. While there are a number of World Bank projects supporting the Heritage/identities of the emerging economies in transition, the issue of revitalization, Adaptive Re-use, privatization, would have to be looked upon with great care and attention. The establishment of specialized Agencies (OTRA in Vilnius, among others) is proving to be promising.

Indeed, Historic Centres are elements of historical identity assertion, and balancing the danger of globalization of culture. The question is: how do we avoid the globalization of Historic Cities themselves, which tend to look more of the

same in crowded plazas and old streets full of new exclusive type of services for tourism visitation. This is a new phenomenon of so-called 'revitalized' Historic Centres. Is it a problem? Is caution necessary.

A major issue coming up in Eastern European countries is the preservation policy and management of privatized historic buildings or compounds. The legal aspects of Heritage Legislation, as practiced by the local authorities is something incipient and rather weak. Investors and private individuals are taking advantage of a very delicate matter, where questions of legislation, land use, zonification, conservation and investment may lead to speculation. This has to be weighed in context of the relationship between the State Cultural Agency (which is weakening), and the weak institutional base of the Local Government. Experiences in the East European countries in the 1990s show that there is a contradiction between decentralization and the application of the true standards of conservation and the re-use ethics when it comes to private investors, who are not knowledgeable, and who, willingly or unwillingly, become actors against the safeguard of the Historic City and its inhabitants.

European cities have incorporated in their historical areas contemporary architecture in a very successful manner, with excellent examples in Paris, Santiago de Compostela, Lisbon, Berlin, Bilbao (Guggenheim). Latin America may well need this type of contemporary insertions.

Examples of Heritage and Historic City preservation in Asia, the Middle East and Africa can not be enumerated in extenso in this article. It can be said, however, that world experiences, the International Conventions and the increasing decentralization process taking place in those countries are permitting gradually to develop the Heritage aspects of urban areas/historic cities and centres in an integrated manner in different scenarios in China, Vietnam, Pakistan, Indonesia,

Uzbekistan, Georgia, Egypt, Morocco, Mauritania, Senegal, Mozambique, Tunis, among others. The World Bank is collaborating in some Heritage programmes (Georgia, Azerbaijan, Mauritania) and historic cities (Mali, China, Russia, among others).

The Fez Medina Rehabilitation Project was originally started by UNESCO/UNDP, and presently, World Bank Project to rehabilitate the old city of Fez includes components to upgrade infrastructure, open access roads, mitigate pollution from craft industries and workshops, and renovate residences and monument buildings to be consistent with the past but also to serve the present.

Early in project preparation, social scientists were recruited from universities in Fez to undertake a participatory and social assessment, which began with data collection and consulting a wide array of stakeholders. Government, religious and civic leaders, merchants, artisans, householders, renters and many other ordinary citizens contributed ideas for possible elaboration into project components, worked towards consensus on interventions and strategy, and described the social dynamics of the city to assure a match among plans, aspirations and local capacities.

The assessment process, which lasted four months, included stakeholder workshops, sample surveys, informal interview and focus group meetings. These sets of workshops with fieldwork in between produced analyses and proposals that had been widely discussed by the time the assessment was complete.

The assessment produced ideas that had not been considered previously. Among them are: using the sites of buildings in ruins to provide social service centres, regulating encroachment by merchants into residential areas, disaggregating rehabilitation plans by neighbourhood, allowing those displaced by access road

construction to be re-housed in adjacent areas, and supporting craft associations in the media and upgrading craft associations, either in their present locations, or, if necessary, by moving them in groups.

By including residents in the decision-making process, the assessment also raised local interest in the upgrading and maintenance of Medina. Such social assessment programmes with university participation are suggested for the future in Historic Cities.

IV. Major Conclusions; Lessons Learned; Perspectives for the Future

There is an ever-growing consensus that conservation as such in an isolated form is not sustainable, if it were to be carried out for the mere sake of historic preservation. It is costly. I reiterate it is not sustainable and does in no way resolve the problems which cause the deterioration of the heritage, monument and/or urban heritage fabric. Here again, the fallacies of tourism as an objective for conservation and heritage enhancement need to be addressed versus programmes of Sustainable Human Development and Local Human Development, whereby poverty eradication and historic preservation go hand in hand.

It is in this context that we are seeing sustainable Heritage projects coming into being in developing countries across the globe.

These should be supported with progressive guidelines for the future for Project Design, Financing, Site Management and economic-socially viable restoration projects of the urban milieu, urban development and decentralization.

Evaluation of the last decades may well be indispensable, especially with projects supported by the Banks and incorporating the private sector, and carefully the

emerging one in the ex-Soviet block. In this respect it is of paramount interest to be vigilant and define the role of this new private sector.

The salient issues related to Historic Cities Development and Management Programmes in Latin America and the Caribbean, and to that matter, in the developing world in general, can be enumerated as follows:

- Capacity Building
- Institution Building
- Community Participation and decision-making process
- Political Will and Role of Local Governments
- Establishment of Public/Private Companies and Enterprises for City
- Rehabilitation
- One Agency Approach
- Monitoring and Evaluation
- Disaster Preparedness; Emergency Actions; Mitigation
- Role of Universities
- The Private Sector
- Joint Private-Public Enterprises
- Conservation Ethics and Principles/Guidelines for Adaptive Re-use
- Appropriate Legislation at local and national level both urban and patrimonial.

After reviewing the above, the prospects for the future would have to be put in perspective.

To sum up, the following policy **guidelines** may be of relevance in the future for the treatment of Historic Cities and quarters:

1. **Strategic vision and a development framework** are essential ingredients to a coordinated approach to area renewal, maximizing the synergies between different schemes and reducing unproductive disturbance to existing activities;

2. **Urban area rehabilitation has to be multi-dimensional in approach**, encompassing enhancements to the physical environment, the built environment and the social fabric and more than ever the natural environment. This all with a view to improving the quality of life for residents and efficiency of businesses.

   It is important that the identity of an area be enhanced, not destroyed, and especially in terms of Cultural Heritage and preservation of the positive aspects of existing built and natural environments should be addressed in a holistic and pragmatic fashion.

3. **Public-private partnerships** can enhance the effectiveness of the activities of all concerned and create a sense of mutual trust and mutual purpose with which to propel change in a beneficial direction;

4. **Special-purpose and, locally based agencies** are often best suited to implementing and coordinating urban area re-development, if they are unencumbered by excessive bureaucratic constraints and are locally sensitive and flexible in approach;

5. **Urban area improvement schemes should minimize the possible negative social implications of change**, such as the displacement of former urban residents (and, in particular, the poor, the aged, the minorities); gentrification of all sorts needs to be avoided. One should seek social cohesion as opposed to social exclusion which has come about paradoxically from Revitalization

Projects in the past.

6. **Local initiative should be fully utilized** in area improvement and local needs acknowledged; community participation in the process of change can be as important as the final stage of rehabilitation, improving the sense of community responsibility.

We could say that population growth, influx of immigrants, and the evolving economic base all challenge the capacity of historic cities to provide jobs and livelihood.

One of the major problems in Latin America is that the middle class engaged in economic activities are either fleeing the historic core or actively destroying it, leaving behind urban poverty with chaotic street vendors and the so-called informal sector which, when not well organized and located in terms of zoning, can also be extremely destructive for the fabric of the Historic City. Thus the whole process of rejuvenation or revitalization is very much related to the economic base of the inhabitants of the Historic City and the involvement of the local community in reclaiming its heritage.

It is essential to reform institutions, improve functions and systems, introduce a general educational programme which will give people the opportunity to participate, improve living standards and revive traditional involvement, which, of course, includes the enhancement of both the public domain and private enterprise.

As conclusive remarks, we can say that:

- There is no doubt that Heritage is an asset for city development. Conservation of the Built Heritage in itself is not sustainable, nor desirable, in an isolated form.

- Conservation must go hand in hand with the revitalization and rehabilitation process of Inner Cities in Latin America and Caribbean, which have become in many cases more and more like poverty belts in the centre of the cities.

- Social poverty and cultural richness would have to be reconciled. Experience shows it can.

- Projects addressing housing, transport, the environment, health and education, water/sanitation, infrastructure, waste management, visitation, Adaptive Re-use of monuments for social, cultural and employment/job-creating structures, along with special Urban Management Plans and Programmes would have to be put in place.

- It is clear that local governments would have to play a key role in bringing about integral rehabilitation projects in Inner Historic Cities and seek and create conditions for innovative means of public-private partnerships for some services.

Municipal finance and the question of funding integral projects with economically and socially viable activities for the improvement of the quality of life of inhabitants is a **must**.

An issue which would certainly come up in this process is the institutional setup in which Historic City Programmes are to be inserted. We can certainly learn from past experiences and call upon new stake-holders and seek the organized participation of the local population, linking at all times metropolitan urban

development to historic districts" rehabilitation/conservation programmes. Thus the creation of "specialized agencies" within the Municipal Bodies and/ or parallel to them is a must.

The **future** can be highlighted as follows:

In the past many historic cities have been conserved largely by accident, and recently actions are geared toward preservation and development programmes. In future they will most likely be conserved by deliberate decision/action or not at all. This is particularly true in the case of historic inner cities of large metropolitan areas.

In Latin America and the Caribbean, this decade, people and governments are called upon to be decision-makers at all levels, alongside "practitioners" to see that cities in general and historic quarters are sustainably developed and conserved.

We consider that in the immediate future the approach would have to be realistic and practical.

We believe that through the rehabilitation of historic cities, the urban environment could be made more human and habitable.

Operations at the city-centre level can not be simply skin-deep or a face-lift, but social, humane, economic, technically sound, and sustainable and cultural as well in context of the human and natural environment and effects of climate changes and possible solutions thereof in particular in urban areas.

In the future, the Historic City can not be considered any more as an urban setting exclusively of architecture of the past. New forms, contemporary modern architecture, can well be incorporated in the form of totally new buildings in old settings. Partial renovations with new elements can also be in place.

Old and new together create a harmonious composition of complementary architectures, adding new life to the Cultural Heritage. Today's architectural heritage may well choke our future giving a harmonious continuity to past values.

Preservation is obviously preferable to the demolition of a good building and its replacement by a poor one. An adequately conceived, including new architectural designs/shapes, and well-executed Adaptive Re-use of a building should be a major element for the future of historic cities.

 A building should not be preserved at the price of stifling innovation.

This type of intervention will bring life to the architectural heritage.

There is no place for museum cities in the future nor to that matter " exclusive tourism cities" will have to be avoided. We can not ossify society. The historian Roy Porter sums it up: "When buildings take the precedence over people, we get heritage, not history."

Again, in the future, we should opt for keeping residents in the city centre; an essential objective of sustainable planning. This means that housing strategies that encourage inner city living must be supported by policies which improve the quality of air, the safety of the streets, education and mobility of the city along with the conservation of the Built Heritage.

Housing would have to be acknowledged as a major factor of urban regeneration, along with upgrading economic activities.

Public housing would have to be built by self-governing housing associations, coordinated by the local authority and integrated with privately owned housing and private capital.

Tenants and local people are to be involved in the entire process of procuring new housing and renovation of the Urban Heritage housing stock.

A Sustainable Historic City in the future hopefully will be along the assertions made recently by the well-known British architect Richard Rogers on cities in general:

- **A Just City**, where justice, food, shelter, education, health and hope are fairly distributed and where all people participate in the government;
- **A Beautiful City**, where architecture and landscape spark the imagination and move the spirit;
- **A Creative City**, where open-mindedness and experimentation mobilize the full potential of its human resources and allows a fast response to change;
- **An Ecological City**, which minimizes its ecological impact, where landscape and built form are balanced and where buildings and infrastructures are safe and resource-efficient;
- **A City of Easy Contact**, where the public realm encourages community and mobility, and where information is exchanged both face-to-face and electronically;
- **A Compact and Polycentric City**, which protects the countryside, focuses and integrates communities within neighbourhoods and maximizes proximity;

- **A Diverse City**, where broad range of overlapping activities create animation, inspiration and foster a vital public life.