

**URBAN CULTURAL HERITAGE**  
**in**  
**LATIN AMERICA AND THE CARIBBEAN**  
**THE SAFEGUARD OF HISTORIC CITIES**

**PERSPECTIVES FOR THE BANK AND GOVERNMENTS  
CONCERNED (National, Regional and Local)**

OUTLINE OF PRESENTATION  
Washington 21 September 1995  
S.Mutal

*Washington*

- I. Introduction**
2. Visual presentation to set the stage on the subject of Urban-Cultural Heritage and Safeguard Rehabilitation of Historic Cities in LAC (text of slides see Annex I)
3. Concepts of Cultural Heritage; Movable, Immovable. Background-trends in LAC. Prospects.
4. Concepts of Built-Architectural Heritage. From Monuments to Historic sites-cities; Urban Heritage, Evolution, Tendencies, prospects. The Traditional "Conservationist" attitude and practice as opposed to an integral-Multidisciplinary approach to Sustainable Conservation. Constraints, institutional deficiencies, conflicts of interest at different levels.  
Lack of Adequate overall Vision/Strategy/Practice on Conservation/Restoration and Rehabilitation.
5. Urban Development Terms: Selected Definitions (See Annex II)
  - 5.1 Conservation Practices.
  - 5.2 Existing Professional, technical, personnel and Training Institutions in LAC
  - 5.3 Towards a sustainable and pragmatic approach for Historic City Rehabilitation, with a balanced relationship with most of the terms put in place adequately.

6. **World Heritage Convention of Cultural and Natural Heritage. World Heritage List of UNESCO. Other Convention and Charts.**
- 6.1 Historic Cities inscribed in the World Heritage List in LAC (1978-1995). (See Annex III).
- 6.2 Criteria for inscription; Constraints, shortcomings, myths and realities in concept of "Conservation" of World Heritage sites/Cities especially in LAC.
- 6.3 Some salient aspects of the **Monitoring Systematic Exercise** carried out in LAC (1991-94) by the Unesco/Undp project headquartered in Lima (which closed its operations/office February 28th 1995 having met and surpassed its objectives after 19 years in LAC. See Annex IV)
7. **The city in History - What is a city - Definitions of Historic cities - Characteristics and special idiosyncrasies of Historic Cities. Tendencies of deterioration of the urban social fabric. Cause - Crises - Effects. Dichotomy or Reconciliation on Safeguard of Historic Cities. Are they obsolete or should they and can they be safeguarded and rehabilitated?**
8. **Some Remarks on Sustainable Human Development. Agenda 21 - at a local urban level.**
- 8.1 General Observations of "Think Global Act Local"
- 8.2 Historic City Safeguard programmes as catalysts for strengthening decentralisation.  
Role of Local Authorities. Some Thoughts.
- 8.3 UNDP Strategy of Urban Development Co-operation 1992 - 1996  
The strategy focuses on building and Strengthening local capacity in 5 areas.
- Alleviating urban Poverty, by enabling the informal sector , and providing credit and employment opportunities.
  - Strengthening urban local government and administration.
  - Providing urban infrastructure, shelter and services.
  - Improving the urban environment.
  - Promoting the role of the private sector and NGO's in urban development.
- Five areas directly related to the integral cultural urban safeguard of Historic cities.  
The extent to which sustainable human development can be envisioned depends very much upon **how** we view **time** and **History**. If our memory of the past is shallow, perhaps we can only imagine a short term future. If we can recall the past ten years or the past one hundred years, our vision may encompass a sound long term future.



**9. Some salient aspects of the Multi-disciplinary Integral Approach of Urban Heritage/Historic Cities.**

- 9.1 Poverty Alleviation.
- 9.2 The Urban Environment.
- 9.3 Housing Urban Infrastructure, Transport.
- 9.4 Activities - Employment - Informal Sector income generation, micro enterprises - Women.
- 9.5 Preservation/Conservation and Restoration of Historic Buildings (Urban Compounds landmarks) as objective of historic preservation and catalyst for the improvement of the urban environment and the global quality of life.
- 9.6 Sustainable Visitation Programmes and Tourism.

**10. Funding Mechanisms.**

- 10.1 **Grant Programmes** micro approach for conservation restoration of monuments/compounds (including Research - Studies , Training)
- 10.2 **Some considerations on "Bankability"**
- 10.3 **Why can " Historic City - Safeguard and Rehabilitations Projects," be considered bankable?**
- 10.4 **Bankable Loans:** The story of Cultural Tourism. Are we returning to the 70s as we approach - year 2000? Alternatives or Complimentary approaches. The example of Copesco (Peru), Jamaica, North East Brasil and the Mundo Maya (EU).
- 10.5 Past experiences of feasibility and pre-feasibility studies, technical assistance and loans. An overview, over the last 25 years in Human Resources Development; Capacity Building, Institution Building; Grants, loans in the field of Heritage at the local and regional levels (UNDP - UNESCO, OAS, IDB, World Bank, Foundations). The example of Fes (Morocco) - UNDP/ OPS- (Unesco) - World Bank.

**11. Specific field operations over the last 20 years.**

Success stories, stories of stagnation, partial stories, hopes and aspirations, wishful thinkings.

**Natural Disasters**, initiators and motors of pragmatic/ sound feasible approaches and projects!

The micro-macro and the macro - micro approaches;

Easiness with which IDB and World Bank are looked upon for investment! by recipient and other organisations.

Draw-backs on project design in conservation, let alone in Integral Safeguard Rehabilitation Projects.

**The time is however ripe for IDB involvement in this new urban/cultural sector (technical assistance and Loans)**

**Cultural-Urban-Heritage  
Historic-City Safeguard  
and  
Rehabilitation**

**Working Document 5756  
Washington 21 September 1995  
S.Mutal.**

**CONTENTS**

- **OUTLINE OF PRESENTATION** Pages 1 to 5
  
- **Annexes (for easy reference)**
  - Annex I Slide Texts
  - Annex I Urban Development Terms;  
Selected Definitions
  - Annex III Historic Cities in World Heritage  
List in LAC (UNESCO)
  - Annex IV Monitoring Methodology
  - Annex V Slide Texts
  - Annex VI Slide Texts
  - Annex VII Slide Texts
  - Annex VIII Slide Texts

**The following material will be available for consultation at the workshop:**

- Feasibility Study on Jamaican Historic Sites (IDB-PIOJ-UNDP-UNESCO) RLA-Lima.
- Prefeasibility Study on Quito (Municipality-INPC-UNDP-UNESCO) RLA-Lima
- Prefeasibility Study on Cartagena (Municipality Colcultura UNDP-UNESCO) RLA-Lima
- Feasibility Study on Fes (UNDP/OPS/Government of Morocco - World Bank) RLA-Lima
- Methodology for an Integrated Approach for Safeguarding Historic Cities Problematics and Methodology (Groupe Huit - UNDP) RLA-Lima
- El Impacto de la Urbanization en Centros Historicos de America Latina (J.Hardoy UNDP-UNESCO) RLA-Lima
- MAN and HIS WORLD: Comic-Strip on the Natural and Urban Environment M. Jaramillo (UNDP-UNESCO-UNV) RLA-Lima
- International Seminar on the Conservation of Cultural Property within the Urban Environment (UNDP-UNESCO-GCI) RLA-Lima
- World Conservation Charters (UNESCO)
- Restoring the Heart of Nicosia (UNDP)
- Azimuths (UNDP-Geneva) Video on Quito
- Videos on Jamaica, Puebla, Havana, Cusco among others (RLA-Lima)



**THE URBAN-CULTURAL  
HERITAGE  
OF  
LATIN AMERICA AND THE  
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**PERSPECTIVES FOR THE BANK AND  
GOVERNMENTS CONCERNED**  
*(National, Regional and Local)*

**WHY THIS  
PRESENTATION**

**INTEGRAL  
SAFEGUARD  
OF  
HISTORIC CITIES**

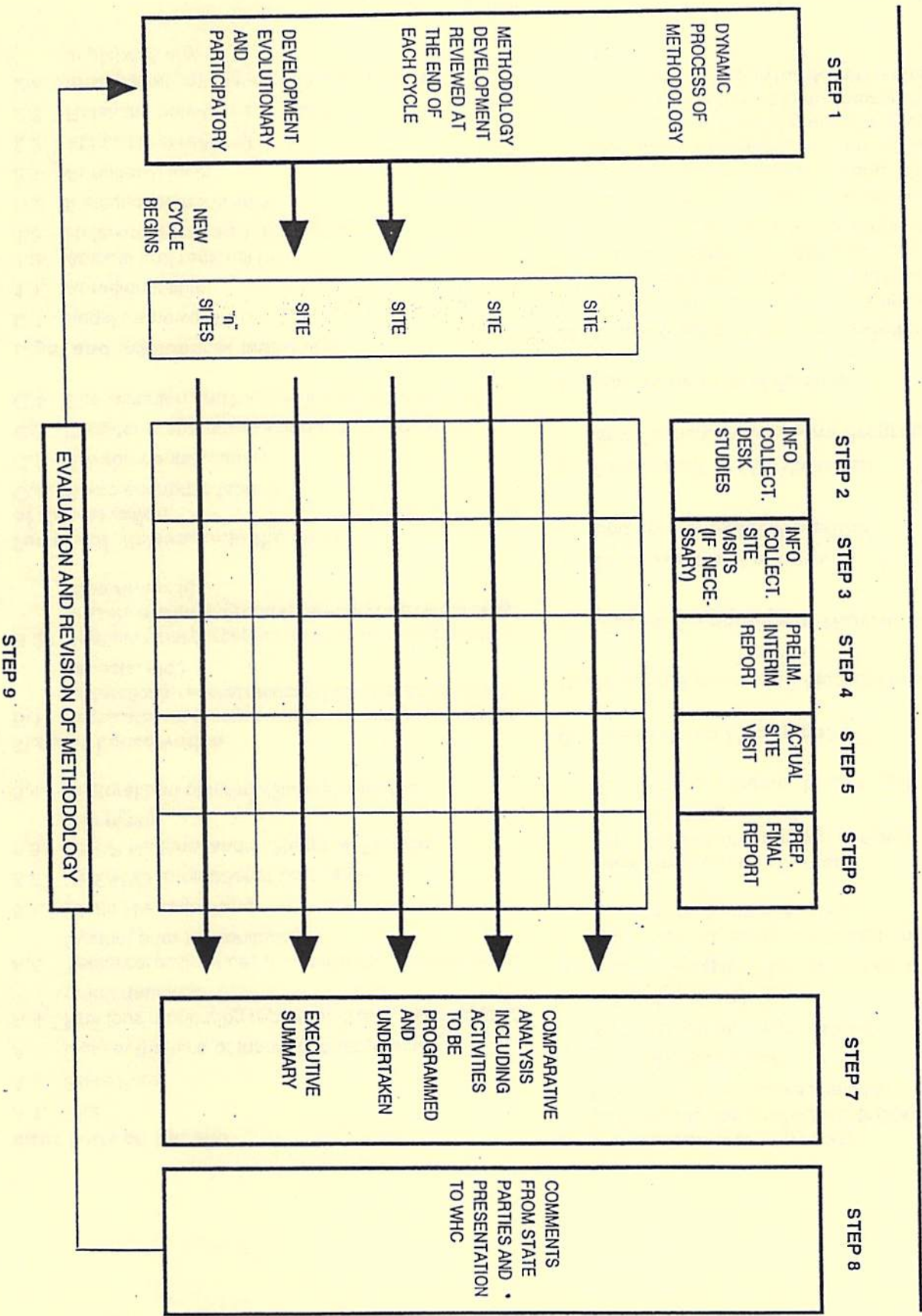
Our presentation to-day will be a retrospective of the last 25 years on Cultural Heritage and the perspectives for the future, especially the participation of the Bank, in Historic City Integral Safeguard Programmes, or Rehabilitation of Historic Cities in the physical, human, economic and cultural context.



The term **Historic City** is used to cover rather different realities.

# MONITORING OF CULTURAL AND MIXED WORLD HERITAGE SITES IN LAC

## METHODOLOGY FOR SYSTEMATIC MONITORING





## MONITORING METHODOLOGY AND QUESTIONNAIRE 1991-1994 (REVISED REGULARLY AT REGIONAL EXPERTS' MEETINGS)

### A. Basic Facts on the Site

- A.1. Site
- A.2. State Party
- A.3. Data at the time of inscription (see Annex I)
- A.4. Previous monitoring report (s), if any, national and/or international
- A.5. Technical assistance provided by the United Nations System prior to monitoring
  - 5.1. World Heritage Fund
  - 5.2. UNESCO International Campaign
  - 5.3. UNDP National and/or Regional Projects and others
  - 5.4. Bilateral and other multilateral agencies

### B. State of Conservation

- B.1. Physical State of conservation (authenticity, previous restorations, reconstructions, technical and scientific aspects, etc.)
- B.2. Spatial/visual perception of the site's conservation, presence of incongruous elements and visual unity. (See Annex II)

### C. Factors of Relevance to the State of Conservation

- C.1. Socio-economic factors
- C.2. Environmental matters
- C.3. Disaster preparedness and natural disasters
- C.4. Site visitation and tourism impact assessment

### D. Legal and Institutional Framework

- D.1. Legal framework
  - 1.1. At national level
  - 1.2. At local and regional level
  - 1.3. Relations between 1.1. and 1.2
- D.2. Institutional framework
  - 2.1. At national level
  - 2.2. At local and regional level
  - 2.3. Relations between 2.1. and 2.2
  - 2.4. In situ local/national monitoring systems in place, if any

### E. Human Resources Capacity in Conservation and Allied Subjects

- E.1. Human resources available
  - 1.1. At national level
  - 1.2. At local and regional level
  - 1.3. At site level
- E.2. Training facilities and needs in conservation
- E.3. Training needs to establish monitoring systems at national and site levels

### F. Local Programmes in Place

- F.1. Policies, programmes and projects for the safeguard of the site
- F.2. Financial means, budgets and funding institutions

### G. Conservation Management

### H. Funding Sources and Mechanisms

### I. Disaster Preparedness, Natural Disasters

### J. Environmental Concerns and Environmental Protection

### K. Assessment of Site Visitation and Tourism Policies and Programmes

### L. Observations and Findings

### M. Conclusions and Recommendations

Suggested future action at all levels (highlights of previous points including role of the World Heritage Centre and the relevant sectors of UNESCO, e.g. Cultural Heritage, Sciences, Education, the Environment).

At this occasion, some guidelines could also be drawn in reference to the design of integral conservation projects in context of sustainable human development and/or the environment. Special emphasis should also be given to follow-up action in the form of technical assistance, training, emergency aid from the World Heritage Centre and other sources.



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# STATE PARTY AND TYPE OF SITE

State Party	Cultural			Natural	Mixed	Total
	Historic Cities	Archeological sites	Monuments			
Argentina			1	2		3
Bolivia	2		1			3
Brazil	4	1	2	1		8
Colombia	<del>2</del>	<del>2</del>				1
Costa Rica				1		1
Cuba	2					2
Dominican Republic	1					1
Ecuador	1			2		3
Chile - El Salvador		1				1
Guatemala	1	1			1	3
Haiti			1			1
Honduras		1		1		2
Mexico	<del>6</del>	5		2		13
Panama			1	2		3
Paraguay			1			1
Peru	2	2		2	2	8
Puerto Rico (USA)	1					1
Venezuela	1					1
TOTAL	22	11	7	13	3	56
GRAND TOTAL		40		13	3	56

Chile

Uruguay

24

41

8

13

3

59

# **As at ~~September~~ 1995**

**105 cities in 53 countries**

**24 cities in LAC in 12 countries**

~~18~~



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**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.

**Maintenance:**

The upkeep of property and equipment allowing the total infrastructure to perform their specific functions adequately.

**New settings in/around Historic Buildings:**

Insertion of contemporary architecture, interior design and landscaping within and around historic buildings or urban ensembles.

**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.

**Historic City:**

In 1977 the Quito Colloquium organised by UNDP/UNESCO Regional Project based in Lima defined historical centres **"as those active human settlements strongly conditioned by a physical structure originating in the past and recognisable as representing the evolution of its people"**. **It is fundamental that a historic center be inhabited and form a live cultural nucleus.** Abandoned areas and monumental or archeological complexes are excluded because they lack a continuous organised social life. **This definition recognises that a historical center is not constituted only by a 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 by "historical" all those cultural, architectural and urban expressions which are recognised 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 historical area**



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### **Urban Renewal:**

Broad, encompassing concept associated with a wide range of interventions in the urban fabric. In popular parlance 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.**

### **Re-adaptive-use:**

A restored, renovated or recuperated building or set of buildings can be made to have new functions, while keeping to the standards of restoration or other interventions, while addressing the needs of the new-use.

### **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 lay out.

### **Reconstruction:**

Re-building something no longer in existence, with particular care of producing an exact replica of the original situation.

### **Rehabilitation:**

Bringing back to a certain level of efficiency 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 traditional building techniques/materials

### **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.

### **Recuperation:**

Taking again in possession; recovering a condition previously lost and assign to it the same or new functions.

### **Recycling:**

Re-use, reutilize an existing structure (usually changing its function or purpose); conversion.

### **Improvement:**

Any action aimed at making the value rise, or the level of comfort, utility and efficiency (physical, socio cultural, economic) 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 infrastructural components, in a rather restricted way.

## Urban Development Terms - Selected Definitions

### **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.

This 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, bye-laws and regulations, listing and designations are the most common instruments used for protection.

### **Preservation:**

Keeping safe from injury, decay, destruction and change, allowing no alteration of original situation. Although there is no significant semantic difference between the concepts 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 should be retained.

### **Restoration:**

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

### **Renovation:**

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



This definition also includes the important presence of the past and understands by "historical" all those cultural, architectural and urban expressions which express the social and cultural life of a community. It eliminates any selection based on a 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 social group which qualifies a sector of the city as a historical area.






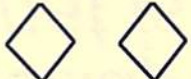





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A General Definition of a Historic City could be;  
*"an urban site composed of a group of  
renowned architectural monuments as well as  
very old and often dillapidated dwellings, with  
economic activity that is at least in part  
traditional".*



## Theoretical typology of Historic Cities

### SPATIAL DOMINATING FUNCTIONS ORGANIZATION

	<i>Monuments</i>	<i>Housing</i>	<i>Activities</i>
1. Isolated city			
2. Bordering city			
3. Core of modern city			

Key: Relative weight  historic or traditional  modern

Any of the intermediary stages are also possible, depending on the balance between historic, traditional (*cultural/activities*) and modern. Most often, Historic Cities function in close interaction and in symbiosis with a relatively close modern town.



The following table, which has been purposely simplified, illustrates for example, *three* contrasting cases:

- An isolated Historic City, with a low proportion of traditional housing and a few modern activities.
- A Historic City bordering on a modern town, with a mix of housing and activities (*traditional and/or modern*)
- A historic urban center within a large metropolis with housing and traditional and modern activities.

If we were to combine Spatial Organisation to Dominating Functions we could define any given Spatial Organisation with proportional variables in three basic functions:

- Monuments
- Housing
- Activities



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It has also been of particular relevance to confront and seek solutions to multiple and complex issues inherent to the safe-guard of Historic Cities and Historic Centers.

It has also given us guidelines to establish a framework for financial resources mobilisation and a comprehensive management strategy for financing operations; a scarce commodity in Historic towns/centers/cities.

These axes have helped us over the years to clarify our concepts, methodologies to prepare programmes and projects for Integral Safeguard of Historic Cities/Centres.

It has also opened up a useful and practical view-point for project implementation.



A typology of Historic Cities can be traced along two main axes

- The Spatial Organisation
- The Dominating Functions which the Historic City performs

There is a wide diversity and variety of "Historic Cities" ranging from monumental groupings that resemble to museum pieces, to living cities.



# **Centres of Excellence in Management of Urban Heritage**

# **Institution - Capacity Building in Municipal and Local Governments**



# **Centres of Excellengce of Research/Training of Building Materials (*Adobe-Stone*)**

# Human Resource Development



# Major issues in Historic-Cities/Centres

This deterioration of a Historic Cities is linked to a crises/effect system.

This deterioration is not due to any single or dominating cause, but instead to a set of interlinking causes (*or a system*). A safeguarding action cannot be limited only to the conversation of a historic monument.



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The action must strike at the heart of the problem, putting into action an entire system of interlinking actions, actions that will have mutually reinforcing effects.

All of the Agents in these cities have their own intervention design, which seems to be independent.

Before the means for intervening and for ensuring credible financing can be finalized, *a systematic analysis must be made; it must take into consideration the intervention strategy of each and every agent.*



The stakes here are diverse and often contradictory: social economic and cultural. They have very strong financial implications.

How can we untangle the complex web that connects these individual strategies?



On which converging axis, on which foothold should we build a safeguarding strategy and intervention policy for these Historic Cities?

How do we indentify priority actions  
and how can we guarantee that they  
are indeed feasible?

- To do so a methodological approach with two specific goals has to be put in place
- To make a multi-sectored analysis of the main aspects functioning and the development of these centres.
  - To define tools for preparing concrete and realistic projects, which take into consideration the major dimensions of "*Feasibility*" namely technical, institutional, financial.



In this approach for living Historic Cities, a rehabilitation strategy must be defined in order to halt deterioration of Historic Cities, in Latin America and the Caribbean.

In the past authorities have had ambitious plans, but their actions have been limited to the very narrow target of restoring monuments, not taking into consideration **the concerns** of the living urban set, which must be addressed if a truly lasting solution is to be found.

As to the state of deterioration of Historic Cities in the region;

How and why is a Historic City falling into a deteriorated state?

The deterioration of urban groups particularly in Historic Cities is part of a **complex system of crises and effects.**



A Historic City is a developed site whose adaptation evolution are hindered by severe constraints, which are made even more cumbersome by the very need to safeguard the city.

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The constraints are seen primarily in 7 domains.

- Housing•Infrastructure (*mainly drinking water supply and sanitation*)
- Transportation
- Public Facilities
- The Environment
- The Urban Park
- Monuments, Architectural objects, Decorative elements.

In spite of these constraints which are more complex and different than in a modern urban fabric, the Historic City can offer, in contrast, certain durable advantages - in commercial activities, improvement of quality of life of inhabitants, visitation and a dynamic interaction of a social and economic - cultural order with the metropolitan area. It can thus be an excellent "ground" to apply the principles of Sustainable Human Development at the local level.



It also puts "local governments", "the private sector", "community based groups", "neighbourhood organisation" and "urban local ngo's" into a process of institution building and strengthening the local economic base of "historic urban districts".

A major concern underlies the entire process of safeguard: **the resident** (*present and future*) of the Historic City.

Only a dynamic process - carried out over a long period of time - can ensure the safeguarding of living Historic Cities.

The safeguarding must be based on a strategy that is coherent, credible and clear to all those involved in the process. It must take into consideration the aspirations of all of the operators, and in particular the aspirations of those who live and work in the Historic City. Indeed these operations make up the daily living fabric of the Historic City. They are an integral part of the cultural heritage that we mean to safeguard.



Central Urban districts basically are the nuclei of the City.

These Historical-inner Cities share some characteristics irrespective of climate, cultural and age: we shall analyse those in this presentation.